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# NATIONAL DEFENSE MIGRATION

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## HEARINGS

BEFORE THE

SELECT COMMITTEE INVESTIGATING

NATIONAL DEFENSE MIGRATION

HOUSE OF REPRESENTATIVES

SEVENTY-SEVENTH CONGRESS

FIRST SESSION

PURSUANT TO

### H. Res. 113

A RESOLUTION TO INQUIRE FURTHER INTO THE INTERSTATE  
MIGRATION OF CITIZENS, EMPHASIZING THE PRESENT  
AND POTENTIAL CONSEQUENCES OF THE MIGRA-  
TION CAUSED BY THE NATIONAL  
DEFENSE PROGRAM

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PART 15

BALTIMORE HEARINGS

JULY 1 and 2, 1941  
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Printed for the use of the Select Committee Investigating  
National Defense Migration



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# NATIONAL DEFENSE MIGRATION

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TUESDAY, JULY 1, 1941

MORNING SESSION

HOUSE OF REPRESENTATIVES,  
SELECT COMMITTEE INVESTIGATING  
NATIONAL DEFENSE MIGRATION,  
*Washington, D. C.*

The committee met at 9:30 a. m., in the Federal Court Building, Baltimore, Md., pursuant to notice, Hon. Frank C. Osmer, Jr. (acting chairman), presiding until arrival of the chairman.

Present were: Representatives John H. Tolan (chairman) of California; John J. Sparkman, of Alabama; Frank C. Osmer, of New Jersey; Carl T. Curtis, of Nebraska; and Laurence F. Arnold, of Illinois. Also present: Dr. Robert K. Lamb, staff director; Mary Dublin, coordinator of hearings; John W. Abbott, chief field investigator; Eugene Hurley, field investigator; Josef Berger, associate editor; and Sylvia Braslow, field secretary.

Mr. OSMERS. The committee will please come to order. Our first witness is Mayor Jackson.

## TESTIMONY OF HOWARD W. JACKSON, MAYOR OF BALTIMORE, MD.

Mr. OSMERS. Mayor Jackson, will you please give your full name and address for the record?

MAYOR JACKSON. Howard W. Jackson, mayor of Baltimore.

Mr. OSMER. Mayor Jackson, I wonder if you would summarize for us the principal strains on municipal facilities that have arisen as a result of the migration of national-defense workers to the city of Baltimore.

MAYOR JACKSON. In response and in compliance with your request, I have had compiled the kind of information that I think you want.

I have asked the health department, the public-welfare department, the department of education, traffic department, housing authority, and recreation department to reduce to writing their views, so to speak, on the subjects represented by their various departments.

That information has been prepared in the form of separate reports covering the following departments: Health, public welfare, education, traffic, housing, and recreation.<sup>1</sup>

If there are any questions you want to ask me, I will be very glad to answer them to the best of my ability, but very frankly I must rely upon those separate sources of information.

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<sup>1</sup> These reports appear in the order of testimony of the respective authors on pages following. The inclusive document submitted by Mayor Jackson is held in committee files.

Mr. OSMERS. I would like to have you discuss, if you will, in a general way, the total number of people who have come into the city of Baltimore and into the Baltimore area because of national-defense activities. Are you familiar with the statistics?

Mayor JACKSON. I couldn't answer the question unless it is in one of the reports.

Mr. OSMERS. You feel that the city of Baltimore will be able to finance the new public services that will be needed as a result of this increase in population?

#### FUNDS FOR SEWERS

Mayor JACKSON. We have available public funds for sewers in the amount of \$5,000,000. That \$5,000,000 is being expended in accordance with the generally adopted program looking to the need of sewers whether we have the defense problem or whether we don't have it.

Mr. OSMERS. That was a peacetime proposition?

Mayor JACKSON. Yes, sir; but we have that money available and it is being spent at this time and is largely affected by the defense situation; that is, by the situation down in the neighborhood of Sparrows Point and the so-called Glenn Martin area, in that immediate section; in other words, almost in the extreme southeastern section of the city. That, of course, is within one of the neighborhoods in which we have a problem.

Then we have a \$10,000,000 loan for public-school buildings. We have authorized the expenditure necessary for one project and that is the Boys' Vocational School. We have held up, more or less, further projects on account of the emergency problem that might be presented, and for the further reason we felt we ought not to do any construction that we could possibly postpone, as the materials and labor are needed in defense activities at this time. So, we have more or less suspended our school program.

Mr. OSMERS. You have mentioned the term "loan." Are those bank loans?

Mayor JACKSON. No; we haven't issued the stock but in order to make a loan in Baltimore we must have an act of the legislature authorizing us to borrow a certain amount of money for a certain term. Then we must submit the loan to the people for their approval or disapproval, as the case may be.

Mr. OSMERS. That is in a referendum?

Mayor JACKSON. Yes, sir; and that has been done in the case of the \$5,000,000 sewer loan and the \$10,000,000 public-school loan.

Mr. OSMERS. So those funds are available when needed?

Mayor JACKSON. That is right.

#### HOUSING SITUATION

Mr. OSMERS. Now, what is the situation with respect to housing?

Mayor JACKSON. That has been left to the private operators and to the Housing Authority.

I have a report here from both the Real Estate Board and the Housing Authority on that subject.

Mr. OSMERS. Do you have any housing projects under construction at the present time in the city?

Mayor JACKSON. Under the Housing Authority?

Mr. OSMERS. Yes.

Mayor JACKSON. Yes, sir; we have several of them. In fact, we have under contract here about \$20,000,000. Two of the projects have been finished. I think there are four unfinished.

Mr. OSMERS. It will be hard to answer this question in figures, but do you consider that you have a housing shortage in the Baltimore area at the present time?

Mayor JACKSON. Well, so far as my information is concerned, I would say there is some condition of a shortage, as evidenced by this report of doubling up—more than one family in a single dwelling, and so forth.

That is all set out by the health department, set out by the public welfare, and set out by the information supplied by the Real Estate Board—the president of the Real Estate Board is here—and by Mr. Dillehunt, of the United States Housing Authority.

#### OVERCROWDING IN LOCALITIES

Mr. OSMERS. You said there was some overcrowding, and from the way you stated it I should imagine the overcrowding was in localities rather than spread over the entire city.

Mayor JACKSON. Quite so.

Mr. OSMERS. Would you say that you have an over-all surplus of housing as compared to the needs?

Mayor JACKSON. I wouldn't like to say there is a surplus, but certainly up to this time we have been able, in my judgment, predicated on the information I have here, as well as my general observation, to meet the need.

Mr. OSMERS. In housing now you are meeting the need. Are you meeting it insofar as the lower-income group now coming into the city is concerned?

We have had hearings in New Jersey and we found a situation where there were ample housing units if the families could be distributed around, but the difficulty was that the housing units that were available were too expensive for the family income.

Mayor JACKSON. That I couldn't answer unless it is in these reports here.

My best barometer is my own desk. That is where trouble always comes and I haven't had much complaint of that.

Mr. OSMERS. Well, I know that generally every trouble in the city gets to the mayor's desk.

Mayor JACKSON. It is a trouble-shooter's desk, all right.

#### RELIEF PROBLEM

Mr. OSMERS. Mayor Jackson, what has happened to your relief problem in Baltimore?

Mayor JACKSON. That is set forth by Judge Waxter, who is the director of public welfare, very explicitly in his report.

Mr. OSMERS. Is your relief load going down?

Mayor JACKSON. As far as general public assistance is concerned, not appreciably.

Mr. OSMERS. Despite more jobs?

Mayor JACKSON. We had it pretty well weeded out by taking them off general public assistance and putting them on old-age pensions, and so forth, and we were well down to the unemployables. We anticipate the situation is going to be more or less serious when they reduce the number of people on W. P. A.

Mr. OSMERS. That will throw a strain on the city's relief budget, of course.

Mayor JACKSON. Yes, sir.

Mr. OSMERS. Now, would you say that one of the reasons for that continuing problem in the city of Baltimore is discrimination against races and nationalities?

Mayor JACKSON. I wouldn't say so.

Mr. OSMERS. You don't know the approximate number of people who are living on public assistance in the city?

Mayor JACKSON. It is in this report.

#### FEDERAL ASSISTANCE

Mr. OSMERS. In most of the defense centers that the committee has visited in the past few weeks there has been an ever-increasing demand that the Federal Government assist the community in providing these public services. Is it contemplated that Baltimore will also seek Federal assistance?

Mayor JACKSON. I don't contemplate it. As a matter of fact, in general principle, I am opposed to it; but if it is necessary, of course, the Federal Government has to help meet a situation if the community can't do it.

Mr. OSMERS. And if the situation is a result of activities of the Federal Government, you feel it is the Government's duty to provide for them?

Mayor JACKSON. There is no question but that a great many cities will not be able to meet these situations by virtue of the fact the moneys are not available, together with the fact there are certain processes of law that have to be complied with in order to make them available, whereas the Federal Government, of course, can appropriate money without restrictions where local communities can't.

Mr. OSMERS. You mean they don't have to raise the money by taxes?

Mayor JACKSON. All they have to do is appropriate it, the same as our State. For instance in the State of Maryland, if the State wants to borrow money, all the legislature has to do is pass an act authorizing the Governor and the board of public works to do it. They don't have to have a referendum. Baltimore has to have a referendum when we want money. We can't borrow money except by referendum.

#### PROPOSED SUPERHIGHWAY

Mr. OSMERS. I think most of the cities in the United States are in that position.

I read in the newspapers sometime ago, Mayor Jackson, about a proposed superhighway. Is that project going through from Baltimore to Washington?

Mayor JACKSON. That was a matter for the legislature.

Mr. OSMERS. Is it proceeding?

Mayor JACKSON. It is a State roads proposition and just what the status of it is I don't know.

Mr. OSMERS. That project completed would assist your traffic problem in the city of Baltimore, would it not?

Mayor JACKSON. That was contemplated whether we had the defense problem or not.

Mr. OSMERS. There is, however, a defense project which was brought to our attention by the highway commissioner of New Jersey, which contemplates the construction of a superhighway from Washington to Boston, Mass.

Mayor JACKSON. Yes.

Mr. OSMERS. A very expensive proposition—\$250,000,000, I think.

Mayor JACKSON. We have just opened a dual superhighway from Baltimore to the Delaware State line. That was opened last week.

Mr. OSMERS. Yes; I travel that very frequently in going to my home in New Jersey.

Mayor JACKSON. That is route 40.

#### NO BIG INCREASE IN CRIME

Mr. OSMERS. Have the city officials in Baltimore found that these national-defense migrants brought with them any police problems—vice problems and crime?

Mayor JACKSON. Nothing unusual has come to my attention.

Mr. OSMERS. There hasn't been a crime wave as a result of these new people coming in?

Mayor JACKSON. If so, it hasn't come to my attention.

Mr. OSMERS. Well, I am sure it would have. Newspaper editors generally keep mayors advised.

Mayor JACKSON. The fact is that I would not necessarily have that information, because the police department does not come under the mayor's office. The police department in Baltimore comes under the Governor of the State. The Governor appoints the commissioner, who is head of the department, and all of the police officers are State officers. If the Governor so desired he could transfer our police officers to the city of Cumberland. The only thing the city of Baltimore does is pay the bill.

Mr. OSMERS. That is a rather unusual arrangement.

Mayor JACKSON. As I say, all we do is pay the bill. It is a rather unusual arrangement. We have to pay the bill and provision is made in the law that if we don't appropriate enough money for the department, the police commissioner can issue script; so we haven't very much jurisdiction over the police.

Mr. OSMERS. To me that is a most amazing arrangement.

Mayor JACKSON. Both the commissioner and myself are nonpartisan, so we have no trouble.

Mr. OSMERS. Well, Mayor Jackson, unless you have something further that you would like to submit to the committee—

Mayor JACKSON. Dr. Williams is here. Dr. Williams is the commissioner of health. Mr. Waxter of the department of public welfare is here. And Charles W. Sylvester, the director of vocational education, is present this morning. The president and secretary of the real-estate board are also here. And the witnesses of the Housing Authority will be here later.



Mr. OSMERS. Thank you very much for your contribution, Mr. Mayor.

(At this point Mr. Tolan, chairman of the committee, presided over the hearing.)

The CHAIRMAN. Our next witness is Dr. Abel Wolman, chairman of the Maryland State Planning Commission.

**TESTIMONY OF DR. ABEL WOLMAN, CHAIRMAN, MARYLAND STATE PLANNING COMMISSION, BALTIMORE, MD.**

The CHAIRMAN. Dr. Wolman, the committee appreciates your coming here this morning. Mr. Osmers will interrogate you.

Mr. OSMERS. For the record, will you state your name, address, title, and the organization which you represent?

Dr. WOLMAN. My name is Abel Wolman. My official address is Baltimore, Md. I am chairman of the Maryland State Planning Commission.

Mr. OSMERS. Now, Dr. Wolman, as chairman of the State Planning Commission, I presume you have had to deal with many of the problems arising from the increase in the national-defense activities in Maryland and in the Baltimore area.

Dr. WOLMAN. That is true.

Mr. OSMERS. I wonder if you would summarize, for the committee and for the record, some of these problems that have arisen and some of the solutions that have been suggested or undertaken.

Dr. WOLMAN. I can do that most rapidly, I think, by reviewing the brief outline which I shall leave with your committee, which in turn is supported by a series of much more detail—memoranda by individuals far more competent in their specialized fields to set forth these details.

(The outline referred to above is as follows:)

**STATEMENT BY DR. ABEL WOLMAN, CHAIRMAN, MARYLAND STATE PLANNING COMMISSION, BALTIMORE, MD.**

Consideration in these notes is given to the following facilities as they are or may be affected by defense activities. These activities are largely located in central Maryland.

**I. ROADS, HIGHWAYS, AND TRANSPORTATION FACILITIES**

Deficiencies in transportation facilities in the State and Baltimore City offer the No. 1 problem recently greatly aggravated by increased defense activities.

A. State (Mr. William F. Childs, director of traffic division, State roads commission<sup>1</sup>): A number of Maryland roads have shown unprecedented traffic increases, one as much as 540 percent for 1941 over the same period in 1940. The Edgewood Road, for example, shows an increase of 250 percent in the same period.

The following will indicate some of the reasons. The Glenn L. Martin plant at Middle River and the Bethlehem Steel Co. at Sparrows Point stand out as two of the greatest origins of present traffic congestion on our major State highways. In the summer of 1939 the number of employees at the Glenn L. Martin plant was estimated at 12,000 which increased to 13,076 by actual count in September 1940. An estimate of over 20,000 are now employed, with a predicted growth to 42,000 by 1942.

The Bethlehem Steel Co. reported 8,000 employees in December 1937, an approximate pay roll of 26,000 persons on June 16, 1941, with prospects of no fewer than 30,000 employees by 1942.

<sup>1</sup> Statement appears on p. 6272.

The estimated cost of the strategic network prepared by the State roads commission in April and submitted to the Public Works Administration for War Department approval was \$49,249,200, while the estimated cost of military access roads, exclusive of extensions through reservations, was \$14,842,000. These estimates were based on defense requirements covering the programs submitted and applied to the systems as laid out at that time. These estimates do not reflect the cost of improving or widening of highways on either of these proposed systems, which is attributed to the defense load.

An approximate estimate has been prepared of the increased cost of the improvement of the highways in the proposed systems due to defense requirements:

Strategic network-----	\$10,154,991
Military access roads-----	10,249,500
Widening of roads outside defense systems affected by defense load-----	1,500,000
Total-----	21,904,491

This estimate of \$21,904,491 is intended to show the increased cost of improvement for defense needs over normal requirements.

B. Baltimore City (Mr. George L. Cobb, chief engineer<sup>1</sup>): The Baltimore City picture as presented by Mr. George L. Cobb, chief engineer, discloses increased defense activities centered in the central business district of the city and in the area to the south of this district. Access to Baltimore City is restricted because of the northwest branch of the Patapsco River and the main lines of both the Pennsylvania Railroad and the Baltimore & Ohio Railroad. The only thoroughfares to this area free from railroad grade crossings are Eastern Avenue and Philadelphia Road. The most serious traffic congestion occurs during the morning and afternoon rush hours on Eastern Avenue. Eastern Avenue at the underpass carries most of the traffic destined to Chevrolet Motors, Western Electric Co., Bethlehem Steel Corporation at Sparrows Point, and Glenn L. Martin, plus a heavy flow of traffic in the opposite direction, consisting of workers living in this industrial area and working in the central business district.

Plans are being prepared for the extension of Ponca Street north of Eastern Avenue to Lombard Street and the construction of a viaduct on Lombard Street over the Pennsylvania Railroad, as well as the improvement of Lombard Street from Ponca Street to Haven Street. This improvement will relieve congestion at the Eastern Avenue underpass. Also, the construction of a dual-drive thoroughfare and underpasses under the Pennsylvania Railroad and the Baltimore & Ohio Railroad on North Point Road from the city line to the intersection of the Philadelphia Road and Erdman Avenue would divert appreciable traffic destined to and from Glenn L. Martin and the Bethlehem Steel Corporation. Further improvement in widening Eastern Avenue from the city line to Ponca Street and the completion of a dual drive on Dundalk Avenue at the intersection of Eastern Avenue will facilitate traffic movement from Baltimore City to and through concentrated industrialized areas in Baltimore County.

## II. HOUSING

The shortage of housing facilities in Baltimore City to accommodate workers of the lower-income bracket offers the No. 2 problem of the State.

A. Baltimore City (M. C. D. Loomis, Baltimore Housing Authority<sup>2</sup>): According to Mr. Loomis, who has attempted to make a study of the situation from the best available housing data, which are both meager and poor, approximately 4,000 living units suitable for defense workers are available in Baltimore City, both for rent and for sale. This does not take into consideration available housing facilities in such suburban areas as Guilford, Homeland, and other high-priced neighborhoods. To these 4,000 units may be added an estimated 3,000 units presently being planned by various Federal agencies which, in all, would provide approximately 7,000 housing units for defense workers. If this is compared with the present estimated demand of 16,000 defense units, the housing problem becomes an acute one. Although these are approximate estimates, they seem to be well within the realm of probability.

Mr. Loomis seems to think that this will encourage, to a marked degree, the demand for rebuilding a good bit of our present substandard housing dwellings

<sup>1</sup> Statement appears on p. 6266.

<sup>2</sup> See statement by Cleveland Bealmear on p. 6044.

and perhaps a final squeezing out of tenants from substandard dwellings with no provision for housing of these people.

(Miss Frances Morton, of the Citizens Housing Council of Baltimore:<sup>1</sup>) Miss Morton states that as a result of her council's contact with the people evicted from their homes, with social agencies and with the people's court, she is convinced that our greatest housing shortage is in facilities for the colored people. She believes that in many instances unreasonable rent rises have occurred for dwellings inhabited by people of the lower-income group. Because of restrictions and other social factors, the problem is more acute with Negroes.

Miss Morton's views with respect to housing-facility shortages and unwarranted rent rises are not shared by the real-estate group. The latter tend to minimize the gravity of this situation.

B. Baltimore County (Mr. H. Streett Baldwin, chairman of the Baltimore County Commissioners): The housing situation in Baltimore County is not expected to present an acute problem. They are more concerned with assuring themselves that the type of housing facilities now being constructed will meet the prescribed minimum standards. They are waiting for the passage of the revised Baltimore City building code, after which they expect to model their own code and to add a building engineer to their staff to administer these regulations.

### III. EDUCATIONAL FACILITIES

A. Baltimore County (Mr. H. Streett Baldwin, chairman of the county commissioners<sup>1</sup>): The county is faced with an acute lack of school facilities because of increased defense activities.

Provisions have been made for some 3,000 additional housing units in Baltimore County. Mr. Baldwin roughly estimates that this has created a potential additional load of 4,500 to 5,000 children of school age who will be without school facilities. Plans have been prepared and submitted to the Federal Works Agency to construct added school facilities which will amount to \$1,500,000.

B. Charles County: With an estimated increase of 5,000 persons resulting from defense activities at Indianhead, the lack of proper school facilities has brought about an acute situation.

Nowhere else in the State does there appear to be a similar problem, or perhaps it is not sufficiently pressing to warrant attention. While it might be a problem in Baltimore City, additional school children could more readily be absorbed into the Baltimore City school system than in the counties.

### IV. RECREATIONAL FACILITIES

A. State: Based primarily upon our recreational areas study and with a working knowledge of the efforts by individuals from the Federal, State, and county agencies to provide additional recreational facilities for civilian and military needs, it is more apparent each day that the findings and recommendations made in our recent report represent an urgent present State need. It is particularly pertinent to call attention to the great need for a coordinated recreational program to meet the present military needs of the United Service Organizations and the civilian needs after the emergency is over. This is important unless we are to find ourselves with disjointed and uncoordinated recreational facilities relatively useless after the present emergency ceases. Mr. Pfeiffer, of the Department of Forestry, and the Federal agencies strongly stress this important consideration.

The State Department of Forestry is cooperating with the Federal agencies in developing its State parks and forests to provide for present military recreational needs. But with limited State funds, they are more than usually handicapped in their efforts.

### V. SEWERAGE FACILITIES

A. Baltimore County: Baltimore County feels that, next in importance to its problem of additional school facilities, added sewerage facilities to the people coming into this area as a result of defense activities offer the greatest challenge. Their proposed program to cope with this problem calls for expendi-

<sup>1</sup> Statement appears on p. 6274.

tures of approximately \$300,000. A program for these improvements has been submitted by the county to the Federal Works Agency for possible Federal assistance.

B. South Baltimore and Anne Arundel County: Increased activity in the south Baltimore area and rapid settling of people in Anne Arundel County contiguous to Baltimore City may require expanded facilities.

C. Baltimore City: In Baltimore City the situation is well in hand and with some supplementary support should be ready for action.

#### VI. WATERWORKS

A. Baltimore City: The city of Baltimore will have to augment its present water supply by 1945 to take care of its normal water-supply demand. Increased industrial activity in the Baltimore metropolitan area will intensify the acuteness of this problem.

B. Baltimore County: Increased industrial activity in Baltimore County has produced a lowering of the water table of its underground water supplies with appreciable infiltration of chlorides. This problem is rapidly becoming a serious one, particularly in the light of expanded defense activities within this area.

#### VII. MEDICAL CARE AND FACILITY NEEDS

A. State (Mr. J. Douglas Colman, member of the State planning commission's committee on medical care<sup>1</sup>): As pointed out in Mr. Colman's paper to the investigating committee, they are concerned with further withdrawals of young physicians from the counties for which they are now carrying a great portion of the load of actual patient care. Such further withdrawals further increase the already high percentage of practicing physicians over 60 years of age. A somewhat comparable situation, the effects of which are far less direct, exists among the hospital and private-duty nurses in Maryland counties.

In some areas the number of physicians available for the general population is scarcely sufficient, but here, too, conditions approach normal as physicians move from one section of the State to another.

In a few areas in the State further depletion of the number of available physicians would seriously curtail the amount of medical care available to civilian population. The following suggestions are made by our committee on medical care, concurred in by the State department of health:

1. There should be more rigid supervision, than is now possible with existing personnel, of housing construction; with greater attention paid to the auxiliary facilities, such as water supply, sewage disposal, and other sanitary provisions, as well as to the construction and placement of the housing unit itself.

2. With the exception of the problem of the rapidly increasing suburban population surrounding the District of Columbia, the committee knows of no need for the organization and construction of new general hospitals. In several instances there is a real need for enlarging the capacity or modernization of the facilities of existing general hospitals. In addition, small temporary hospitals for emergency use may be needed in a few areas. However, such construction, if found desirable, should anticipate the possible future use of these units as out-patient and preventive centers to care for the needs of the normal civilian population. In the interests of efficiency, undoubtedly the administration of such isolated units should be delegated to competent existing institutions.

3. Some expression of opinion should be secured from someone technically competent in the field of hospital administration concerning the degree to which existing hospital facilities could adequately care for the results of a major industrial catastrophe by temporarily postponing general civilian population care of a purely elective nature. A plan for such an emergency measure would involve the use of facilities other than those of the hospital itself, and should have the support of the general community as well as of the hospitals.

4. Several committees responsible to different authorities are now actively engaged in reviewing the field of medical and hospital facilities with regard to their adequacy for and adaptability to the needs of various phases of the national-defense program. In order that no important areas of the entire field may be overlooked, and in the interests of avoiding duplication of effort, the committee suggests that some coordination of the work of these groups would be desirable.

<sup>1</sup> Statement appears on p. 6255.



## VIII. PUBLIC HEALTH

A. State: The conditions of inadequate housing and sanitary facilities constituting a serious potential hazard are gradually becoming adjusted. The health departments in each of the counties have been very active in meeting the added load imposed by increased housing construction.

The addition of increasing numbers of trailer-camp facilities adjacent to large industrial establishments may create sanitation problems, but it is believed that the counties, particularly Baltimore, Harford, Anne Arundel, Prince Georges, and Charles, through their health officers, will be able to cope with these problems as they arise.

## IX. EMPLOYMENT

A. State: While there is an unprecedented shortage of workers in the skilled trades, it is believed that the various training programs being undertaken by industry, the Work Projects Administration, the National Youth Administration, and the State Employment Service will go a long way toward minimizing predicted deficiencies in the skilled trades.

With the Federal Government's policy of spreading defense contracts over wide areas, the problem of migration to and from the State for workers seeking employment on defense jobs will be materially reduced.

While there obviously will be some shortages in farm labor, it is believed that these shortages which occur annually during the harvest season from June to September will not present an acute labor problem in Maryland.

With increased employment possibilities in the South, migration northward into Maryland has not been quite as rapid, but the employment service has made arrangements to bring in farm labor to help during the harvesting season. With an early dry season delaying the crops, the labor situation, particularly on the Eastern Shore, has not been as acute as originally anticipated. Records of the employment service indicate that approximately 3,000 migratory workers have already come into the State.

## TESTIMONY OF DR. ABEL WOLMAN—Resumed

DR. WOLMAN. Many of the gentlemen who are responsible for these memoranda will appear before you during the next 2 days and will elaborate on the high spots which I have attempted to cover here.

Obviously all of the comments which I have to make—certainly with respect to factual data—rest on the observations and details that come from the official documents and official statements of the authorities of the city of Baltimore and the remaining parts of the State of Maryland.

I have listed, roughly in the order of their importance, the problems which appear to us to be acute in the State, either because of the emphasis on defense or because they have reached a peak and are intensified by defense measures.

THE CHAIRMAN. Dr. Wolman, this committee was designated to investigate the interstate migration of destitute citizens and during the Seventy-sixth Congress we traveled over the United States. We went to New York, Alabama, Illinois, Nebraska, Oklahoma, and California to get an idea of the extent and character and the problems of migration from State to State.

The Seventy-seventh Congress saw fit to continue us as a committee because the national-defense program meanwhile had accelerated and broadened this migration and had aggravated the problems connected with it. So what we are interested in, Doctor, is migration on account of national-defense activities and the effect it is having on communities. We are a fact-finding committee. We are not showing anybody up or cross-examining any witnesses. We are just trying to determine what load the communities of this country are having to carry by reason of the national-defense program.



## AREA AFFECTED BY MIGRATION

Dr. WOLMAN. I shall try to focus on that, Mr. Chairman, although I am sure you have found, throughout the country, that it is difficult to isolate some of these facts and obviously difficult to estimate the migratory numbers insofar as our own State is concerned.

First, as to centering the problem in the State of Maryland—because it is not distributed throughout the State—the area affected by this migration is largely centered in what I would call the central portion of the State of Maryland, with the major center, of course, in the Baltimore metropolitan area, and running approximately north and south from the upper counties in the central area, down to and including Calvert County in the southern end of the State—that belt running virtually through the middle of the State of Maryland and carrying perhaps 95 percent of all the major industrial defense operations of the State of Maryland.

The western counties include part of the defense industries, but a very small part, and the Eastern Shore has virtually none of any great importance.

Now, the problems which have been created, particularly in the Baltimore region, I might illustrate by the fact that two major defense industries in the Baltimore region represent the type of increased population and increased labor with which we are concerned.

## AIRPLANE MANUFACTURE

The first is the Glenn L. Martin Co., manufacturing airplanes, as you are probably aware. In 1938 they had a pay roll of about 12,000. It had increased to 13,000 and a fraction in 1940, and now the pay roll is perhaps 20,000.

Mr. Martin is going to be here this afternoon and he can give you the figures. He predicts the growth to 42,000 by 1942.

Mr. OSMERS. May I ask right there, Dr. Wolman, whether, of the anticipated 22,000 increase in employees at that plant, many workers are expected to come from the present population of the State of Maryland, or will those people come from the outside?

Dr. WOLMAN. I would suppose that a fair proportion of those will come from the outside.

## TRAINING PROGRAM

Mr. OSMERS. Do they have a training program?

Dr. WOLMAN. They have a training program which they are carrying out within their own industry and also with the Johns Hopkins University, the University of Maryland, the Work Projects Administration, the National Youth Administration, and other groups. They are handling in-training in the universities alone almost 1,000 men of the younger technical groups.

Now, I suspect that the increase will parallel the experience of the increase during the past year, where part has come from the Baltimore area and no inconsiderable part from outside of the Baltimore area.

Mr. OSMERS. The reason I put my question about this training program is that in other areas where we have visited, we find that the situation with respect to skilled workers is getting tighter all the time, and there just isn't an available pool of skilled workers somewhere else in the United States that we could draw on. As a result that has

become a problem—the problem of developing skills in the population surrounding the defense industries.

Dr. WOLMAN. I think detailed observations on that certainly will come about through Dr. Sylvester.<sup>1</sup> They have already established a preliminary system of training for the skilled trades and I am sure that his experience will disclose how successfully he has been able to keep up with the demand.

#### FIFTY THOUSAND NEW WORKERS IN TWO PLANTS

I have mentioned the Glenn L. Martin plant and now I will mention the Bethlehem Steel Co. as the other type, because those two alone represent an increase over 1939 of about 50,000 workers—just the two plants; and this perhaps may be an important place to point out, Mr. Chairman, that from our standpoint, although the problem of today is exceedingly acute and will become more so during the defense period, we are equally if not more concerned about the problem after the defense program is over.

I don't know that I can overemphasize that for your committee—not that we have any solutions, but that we have tremendous fears as to what will be the fate of these very large infiltrations from other parts of the State or outside of the State, after the defense program collapses.

Mr. OSMERS. May I ask you, Dr. Wolman, what the residence requirements are in the State of Maryland—how long does one have to live here before he becomes a citizen of the State of Maryland?

Dr. WOLMAN. My impression is 1 year.

Mr. OSMERS. One year?

Dr. WOLMAN. I think so, but I am not positive about that.

With respect to the Bethlehem Steel Co., I merely want to report, although Mr. Cort will appear this afternoon, the number of their employees has risen from 8,000 in December of 1937 to 28,000 as of today, and a probable 30,000 by the first of 1942.

#### THE TRANSPORTATION PROBLEM

The first and perhaps most pressing financial problem of the State and the Baltimore area has to deal with transportation facilities.

Our general road system, although it is not directly related to the migratory labor problem, is directly related to the opportunity of workers to get to and from work, and their opportunity to do business in the central part of Baltimore city and the adjacent areas. We are in an exceedingly tight place with respect to transportation facilities in two key areas in the Baltimore central downtown area, and in virtually all the access roads to and from this heavy industrial belt in Baltimore County, in the southern part of Baltimore itself and in Anne Arundel County.

The CHAIRMAN. And that traffic load has been increased on account of the defense activities?

Dr. WOLMAN. That has been increased, as some of the later witnesses will show, to as much as 500 percent in certain of the more heavily traveled roads.

<sup>1</sup>Charles W. Sylvester, director, City of Baltimore Division of Vocational Education. See p. 5965 ff.

## HEAVY COST OF ACCESS ROADS

The CHAIRMAN. It is tied in more or less with national defense industrial program?

Dr. WOLMAN. It is entirely tied in with that, although we may have had a difficult situation with respect to transportation and did have; but we had nothing like the present situation, where people literally cannot move from the place of work to their place of residence.

Under our present system of highways, it takes perhaps 5 to 10 times as long to travel to work as it should take over first-class highways. The expenditures necessary in that undertaking are astronomical in size, but we haven't been able to discover any easy way of reducing them, because the access roads for defense purposes run into a great many millions of dollars.

You will have before you a memorandum by Mr. Childs, the head of the State highway planning survey, which sets forth in detail what that bill is.<sup>1</sup> For defense purposes alone the highway program is in the neighborhood of \$22,000,000. That does not include an additional \$40,000,000 to reinforce and extend major tributary highways that are desirable and should have been built, perhaps, before the period.

## FEDERAL AID AWAITED

We are still waiting for the passage and ratification of the highway finances by the Federal Government, which we hope will supply some money, at least, for these immediate access roads, particularly in the neighborhood of the Glenn L. Martin plant and the Bethlehem Steel Co., and the Baltimore city area.

Mr. OSMERS. You call an immediate access road one which terminates at the point of concentration?

Dr. WOLMAN. That is right. It is the only highway, perhaps, by which thousands of men at 4 o'clock in the afternoon and at 7:30 in the morning can get to their place of work.

Those highways today are so congested that the automobiles move inch by inch, literally, which makes a difficult problem of holding labor and obviously increases the working day by several hours at both the Bethlehem Steel Co. plant and the Glenn Martin plant.

Mr. OSMERS. Now, is it contemplated that the Federal Government should finance all of this new highway construction or the State of Maryland?

Dr. WOLMAN. It is hoped that certainly the minimum Federal financing should be for what I call the immediate defense-access highways to places like Camp Meade, to Edgewood, to Aberdeen, to our industrial areas, because they are entirely contingent on these defense necessities.

Mr. OSMERS. Do you have the cost of those roads lumped together in one figure?

Dr. WOLMAN. Those roads add up to something like \$22,000,000, of which we have a little over \$10,000,000 for what we call military access roads as distinct from the industrial roads, and another \$10,000,000 or so over on the industrial highways. The road program within

<sup>1</sup> See p. 6272.

the Baltimore region alone runs somewhere between three and five million dollars.

Mr. OSMERS. Out of the \$22,000,000?

Dr. WOLMAN. Yes; out of the \$22,000,000.

#### FINANCE PROBLEMS IN ALL DEFENSE CENTERS

The CHAIRMAN. Dr. Wolman, the details vary a little in the various defense centers, but the problems are all much the same when it comes to financing the load. They are simply not able to carry the load by themselves. The committee visited San Diego, whose population has jumped 100,000 people. We just returned from Hartford, Conn., and Trenton, N. J., and they have identical problems. The health problem has increased, the housing problem has increased, the transportation problem, the sewage problem—they have all increased, and there comes a time when those local communities cannot handle the load on account of their debt limitations and for other reasons. In view of that, an act was passed by Congress, called the Lanham Act, providing \$150,000,000 for utilities to answer these needs. It is necessary that Congress be informed as to the extent of the needs, and the adequacy or inadequacy of such a sum to meet those needs. And we are the only congressional agency to report back to Congress on these matters.

Now, there have been applications submitted for three times the total of \$150,000,000 appropriated to take care of just such vital problems as you have here in Baltimore. San Diego alone wants \$21,000,000, and the State of California \$50,000,000. You can see how far that appropriation is going to go.

We find it a Nation-wide problem, and when you detail your situation here you are simply giving the picture of the entire country.

Dr. WOLMAN. I don't mean to imply, Mr. Chairman, that the State of Maryland, if I may speak for it temporarily, has any intention of stampeding the Federal Government into tremendous financial expenditures. But Maryland is a very small State. It has a population of approximately 1,800,000 people. And it is confronted with a series of expenditures, primarily for defense purposes, which it cannot meet out of its normal budgetary operations. As you will see from the figures that I enumerated, beyond the road system, these expenditures would represent, perhaps, a normal State financial outlay over a period of 25 or 30 years, confronting us in a period of 1 or 2 years.

I can see no way in which that could be financed through the normal resources of the State or of the city of Baltimore, although I should want to make very clear that we don't intend to include operations and structures which the State would have to build if there were no defense program.

#### DEFICIT OF 9,000 DEFENSE HOUSING UNITS

The second item has to deal with housing, on which likewise you will have a detailed memorandum or a series of memoranda by Mr. Loomis and others who are familiar with the housing situation, particularly in the Baltimore region.

With respect to Baltimore city, Mr. Loomis estimates that we may have, with additional units planned by the Federal Government aggregating about 3,000 housing units and with an availability in the

Baltimore city area of about 4,000 units, approximately 7,000 housing units for defense workers. He compares that with the probable estimated demand of about 16,000 housing units in the city, leaving a possible deficit of 9,000.

That will be elaborated upon in more detail by Dr. Fales, Mr. Loomis, and Miss Morton.

The CHAIRMAN. I will say for your information the status of housing legislation is simply this: \$300,000,000 was appropriated by Congress for that purpose. Every dollar of that sum has been allocated, but in the President's special message the other day he recommended \$300,000,000 more be appropriated for that purpose.

Dr. WOLMAN. I should point out that this estimated deficit of defense-housing units in Baltimore is not agreed to by the real-estate group in the city. In justice to them, I feel that I should say that they would perhaps point out that the need is not as acute as is indicated here.

#### SHORTAGE AFFECTS NEGROES MOST

It should be pointed out likewise that there is a distinction which I am sure others will point out—that the Negroes, as always, suffer most acutely from these shortages because of their economic status or because of restrictions as to locations within the area, or because they are the first to have difficulty finding reasonable facilities at a reasonable price. Those details, as I say, will be made clearer as we go on.

Mr. OSMERS. I have a question right there, Dr. Wolman. Are Negroes employed in the Martin plant and in the Bethlehem Steel Co. plant?

Dr. WOLMAN. They are employed in the Bethlehem Steel Co. plant, but I don't think they are employed in the Martin plant, or if they are, it is to a very, very limited extent.

Mr. OSMERS. But they are employed by the Bethlehem Steel Co.?

Dr. WOLMAN. Yes, sir; and they always have been. This company employs them in occupations where apparently they have been found useful.

Mr. OSMERS. What is the Bethlehem Steel Co. making in its Maryland plant?

Dr. WOLMAN. Ships, rails, tin plate—it runs practically the gamut—steel pipe, and so on. It is running today at little over 100 percent of rated capacity and is building new furnaces and probably will be running twice its normal capacity within the year.

With respect to Baltimore County, which I ought to mention, it is the feeling of the Baltimore County commissioners that their housing shortage is not very acute, largely due to the fact that they are building a great many new houses. Their problem is one of control, technical building control, and I am glad to report that yesterday they appointed a new building engineer who will adopt, I believe, the major features of the Baltimore City housing code and building code. Their problem, therefore, is not a pressing one, although they are building a great many new houses.

#### EDUCATIONAL FACILITIES

With respect to educational facilities, perhaps the most acute areas are in Baltimore, Charles, Harford, and Prince Georges Counties. Mr. Baldwin, the chairman of the Baltimore County commissioners,



estimates that they will need new school facilities for between 4,500 and 5,000 children, entirely due to the defense operations. He estimates that those facilities will cost about \$1,500,000. He points out, as perhaps most public officials have pointed out to you, that they have zero dollars for the purpose. How they will build these schools and where they will get the money is one of the major problems.

In Charles County, with an estimated increase of 5,000 people due to defense operations, and at Indian Head, where their increased operations are entirely due to the operation of a naval construction base, the school problem is likewise acute.

With respect to Baltimore City, it is doubtful whether they will have a very acute problem because their capacity for absorption of new school children is much greater than in any of the surrounding areas and, secondly, they have available a bond issue of some \$10,000,000 out of which they could from time to time construct new buildings and replace old ones.

#### RECREATIONAL FACILITIES

With respect to recreational facilities, I have only one comment to make. The State is fairly well provided with desirable recreational areas. It has very, very little money for new capital investment in that field. The State Department of Forestry has always been and still is handicapped seriously. It is cooperating with the U. S. O., and there, too, I would like to emphasize what is apparent elsewhere—that there is lacking the desirable degree of coordination between the new recreational proposals of the U. S. O. and the existing or future recreational developments of the State and of the city.

We are much concerned about the development of such recreational facilities in Baltimore City and in adjacent areas, for military purposes. Unless they are carefully synchronized with civilian purposes after defense is over, we will find ourselves with vast recreational undertakings financed out of the existing voluntary funds, which we will not be able to maintain or operate or use to advantage later.

#### SEWERAGE

With respect to sewerage, the demands in Baltimore County will aggregate about \$300,000, for which they do not have the money—a direct result of defense undertakings. That will include sewers as well as sewage facilities.

In Baltimore City the situation is very much better. I think Mayor Jackson pointed out that we passed last year a bond issue of \$5,000,000 for sewerage extensions and for improvement in treatment.

Mr. OSMERS. Those funds, as I understand it, are now being expended.

Dr. WOLMAN. Those funds are being expended—that \$5,000,000. The designs have been made, some of the construction is already under way, and more will be done during the coming 12 to 18 months.

Mr. OSMERS. Is that money to be used mainly for disposal facilities?

Dr. WOLMAN. No; it is largely for the extension of sewers to new areas; to a secondary extent for an increase in the disposal facilities. We are better off in disposal facilities than we are in service in a

great many Baltimore areas. We have some 50,000 people unprovided with sewer service in the city.

Mr. OSMERS. Is it contemplated that with this \$5,000,000 appropriation these people will be provided with sewer facilities?

Dr. WOLMAN. That is the purpose of the \$5,000,000. It will not finish the job, but it will do a great deal.

Mr. OSMERS. Has the lack of sewer facilities caused any epidemics or sickness?

Dr. WOLMAN. No. The typhoid record of the city has been remarkably good for at least 10 or 15 years.

#### BALTIMORE WATER SUPPLY

Mr. OSMERS. What is the source of Baltimore's water supply?

Dr. WOLMAN. It comes from the Gunpowder River in the upper area surrounding the city of Baltimore County. It is a very good source, well stored and very capably filtered and treated. It is safe. I would like to comment on that problem when I get to the water supply problem, which is a much more acute and larger enterprise.

The \$300,000 sewerage appropriation for Baltimore County is needed largely for extending into areas that are being newly built up but that as yet have no facilities, where the expenditure will be both for sewer lines and for disposal. The situation in Baltimore County is a good deal worse, not only because of the lack of funds, but because of the lack of any facilities.

With respect to water, we have two major difficulties. We are paralleling the 1917-18 period. The water consumption in the Baltimore area is consumed by a population of about 1,000,000 people. You see, the city furnishes all of Baltimore County and all of Anne Arundel County adjacent to the city and part of Howard County.

The city has been experiencing, during the last 8 months, and continuing today, a tremendous increase in the rate of water consumption.

Mr. OSMERS. How do you account for that?

Dr. WOLMAN. The only way we can account for it is either through larger industrial use, or—more important—a tremendous increase of the development of new housing within the city. The number of new services requested and actually being constructed in the city during the last 6 months is almost twice as great as in the previous 6 months or in the first 6 months of 1940. The curve of increased use is almost exactly paralleling a similar experience in 1917 and 1918 when the consumption increased, over a period of 18 months, by almost 75 percent over the normal. That means that we will be confronted with something approaching a water restriction or shortage by 1942—in 1942 and 1943.

#### SEEK NEW WATER SUPPLY SOURCES

Mr. OSMERS. What is contemplated to correct that situation?

Dr. WOLMAN. We are now in the process of seeking and determining upon the construction of entirely new sources of water supply, involving an expenditure of anywhere between 12 and 24 million dollars. The wide limits are due to the fact that the source will determine the total that will be expended.

Mr. OSMERS. Is the water system of Baltimore municipally owned?

Dr. WOLMAN. It is municipally owned and operated.

Mr. OSMERS. As I understood the Mayor's testimony this morning, it would be impossible for Baltimore to construct those facilities or any facilities without bringing the matter before the people of the city in a referendum. Is that correct?

Dr. WOLMAN. That is correct, and that referendum cannot be held until the latter part of 1942, and construction could not begin until thereafter if it is favorably voted upon. Completion could not conceivably be before 1946, or at best 1945.

Mr. OSMERS. So with everything in its favor, the solution to that water problem will not be possible until 3 years, at least, after the problem has reached its peak?

Dr. WOLMAN. Three years at least, unless, as we are now considering with the water department of the city, we could make temporary emergency extensions to certain sources, which could be put in, we hope, within a year. Even there we are up against another problem. If such a thing were necessary today, we do not know where to find money for such an enterprise, which might be from 5 to 9 million dollars.

#### WATER SHORTAGE IN 1917

Mr. OSMERS. You mentioned several times in connection with the water problem the situation in 1917 and 1918. Was there an acute water shortage at that time?

Dr. WOLMAN. Yes.

Mr. OSMERS. Did it lead to rationing?

Dr. WOLMAN. It led to restrictions, but no major ones. We were better off at that time in that respect because our resources showed a wider range between the possible yield and the demand. Today our sources have a yield of 148,000,000 gallons a day, and we ended up last year using 130,000,000. We will end up this year using, perhaps, 135,000,000 to 140,000,000 gallons a day, with a great many of the days in the preceding 3 months running as high as 156,000,000 gallons per day, so that our factor of safety or area of safety between the yield and the requirement is getting so slim that we don't believe a population of 1,000,000 people can rest easily with that in mind.

A more serious, and perhaps more immediate, problem is the declining of a water supply of another source. The whole industrial belt gets its water from underground sources—wells. They do not obtain water from Baltimore City. They are using today approximately 50,000,000 gallons a day. Through that increased use in the last year, and through long use—a period of 25 years—that underground reservoir is being very rapidly depleted. As a matter of fact, the water level in this area, pretty much over the whole territory, has dropped from 100 to 115 feet over the period of the last 24 months.

Mr. OSMERS. Have any new areas of subsurface water supply been explored?

Dr. WOLMAN. There is none available to that industrial belt, so that we will be confronted during the next few years with determining where to get an additional 40 or 50 million gallons a day that have hitherto never been supplied by the Baltimore City water system, part of which—not all of it, but part—will have to come from some new



sources. Those underground sources are not available elsewhere except at tremendous distances.

Some of the industries are moving rapidly toward other alternatives—the extension of lines from Baltimore City into areas for emergency purposes; the use of sources of a surface origin that are not quite so good, or of other types to be thrown into operation. For example, the Bethlehem Steel Co. will have to begin construction this summer of a new source of water supply that will cost about \$2,000,000, and it is hoped that it will be completed by the end of the year or in the early part of 1942.

#### MEDICAL CARE AND HOSPITAL NEEDS

With respect to medical care and hospital needs. Mr. Colman, who is a member of the State planning commission's committee on medical care and hospital facilities, will supply, or has already supplied, to you a detailed memorandum.

The findings are not unsatisfactory, although there are indications of a possible shortage in physicians, and in certain areas a possible shortage of hospital facilities. But they are not of such an acute nature that they cannot be controlled and solved. They do insist, however, as you will note in the memorandum, that any extension in hospital facilities of a capital nature should be very carefully coordinated with the existing hospital facilities and under the same administrative functions, again with the idea that after defense measures are over those hospital facilities will have a major salvage value and will not be isolated in their operations and in their general function. Perhaps they can be made useful after the events of these 2 or 3 or 4 or 5 years.

Dr. Riley, who will appear before you this morning, has prepared a detailed memorandum on the public health aspects.<sup>1</sup> Fortunately, the State is exceedingly well organized in its major metropolis, in Baltimore City, for health purposes. It is meeting the emergency pressure in its stride. It is true, as Dr. Riley will point out, that they could use more people, and could certainly use a larger budget. I imagine Dr. Williams will indicate the same, but they are accustomed to handling emergency situations as they arise with their current forces.

#### DISPUTE ON FARM LABOR SUPPLY

I want to point out to this group in advance of the presentation verbally by two of your witnesses, that there is a distinct difference of opinion as to whether we have a major labor shortage in the farm area or whether we don't. You may draw your own conclusions from the two witnesses as they appear.

Mr. OSMERS. We had about the same contradiction in New Jersey, which has an agricultural situation somewhat comparable to yours.

Dr. WOLMAN. One group feels, as their memorandum will indicate, that the shortage is there, but not important, and not one which

<sup>1</sup> See p. 5906 ff.

cannot be practicably adjusted. The other feels that the shortage is very acute and a very large one. It estimates the migratory farm group as about 3,000 people.

Mr. OSMERS. Is that up to about its usual size—that figure?

Dr. WOLMAN. From the indications it is about its usual size. The drought of the early spring has deferred some of our farm operations. The anticipated labor shortage in certain areas hasn't occurred, but I frankly wouldn't want to pass on the relative merits of the two claims.

Mr. OSMERS. Without getting into a problem that may not be within your scope or sphere, has there been any noticeable change in farm income or farm wages?

Dr. WOLMAN. I couldn't say, but I imagine Dr. De Vault or his representative could answer that question. I have no evidence on it.

Mr. OSMERS. We have found in other parts of the country that as a result of increased employment opportunity in industry, the farmer has to pay more for his workers in order to keep them.

#### LACK OF YOUNG DOCTORS IN RURAL AREAS

Now, there is one section in your memorandum, Dr. Wolman, that I would like to inquire about a little more in detail. On page 7 (p. 5891) under Medical Care and Facility Needs, you raise a rather interesting question, to me at least, about the withdrawals of young physicians from the counties for which they are now carrying a great portion of the load of actual patient care.

Now, will you explain that withdrawal of young physicians?

Dr. WOLMAN. I can explain that this way: I don't think it is peculiar to our State, but our medical care committee has uncovered in its survey so far an interesting problem—both peacetime and defense—with respect to physicians and also with respect to hospital facilities. I say it is not peculiar to the State of Maryland because I think it occurs elsewhere.

The young physician as a rule does not tend to move toward the rural areas or toward the counties.

Mr. OSMERS. Is that largely because of the low-income opportunities?

Dr. WOLMAN. No; I would say it is partly that, but perhaps to a greater extent it is the lack of scientific hospitals and laboratory facilities which they find in the metropolitan areas, in those communities which have first-class hospital and laboratory services.

Mr. OSMERS. Would you say that an increase in specialization in the practice of medicine has also tended to keep men out of the general practice of medicine?

Dr. WOLMAN. It either keeps them out of the general practice or they have been taught, and wisely taught, that they need facilities of the laboratory and of the hospital and of the clinic and of the dispensary and, therefore, they dislike going into areas where those facilities and the contact for discussion and for observation are lacking. The result is that we find in many of the counties in this State and elsewhere a very high proportion of the older physicians, who are above the age of 60, and in some instances 70, which simply means that we have no infiltration of the new, young and alert, well-trained physicians.

Now, as the Army and the Navy picks more and more of those young men out of the field, even where they are in practice in the counties, that situation is made even more acute.

Mr. OSMERS. I presume that a considerable proportion of the young doctors have been mustered into the service as Reserve officers.

#### NEED OF CLEARING HOUSE FOR SERVICES

Dr. WOLMAN. I don't remember the exact number that have gone out of Maryland but it is an appreciable number. It would not create a very serious problem if we were able by sleight of hand to redistribute those we have and be selective in those who are released, which again points to the desirability of some central clearinghouse designed to insure maintenance of civilian necessities in time of enlarged Army and Navy necessities.

So far the situation hasn't been very acute in Maryland but it could become so, if they were indiscriminate in selection.

Mr. OSMERS. Maryland has a medical society; does it not?

Dr. WOLMAN. A very good one, and a very powerful one, and a very enlightened one. These data have come largely through the cooperation of that group of medical societies.

Mr. OSMERS. Now, from the standpoint of the State planning commission, are you anticipating that the men and women who are moving into Maryland as a result of these defense industries will become permanent residents of the State of Maryland after the emergency is over?

Dr. WOLMAN. No; I should anticipate that a considerable portion of them will return to their former homes. I think it would be a little hazardous for me even to guess what proportion it would be, but my guess is that no considerable part of them will remain as permanent residents. What we will do with that increment of population, as well as our normal increase through the duration of the defense program, I haven't the slightest idea.

#### FUTURE OF DEFENSE INDUSTRIES IN THE AREA

Mr. OSMERS. Has the State planning commission made any study of the future of your very large defense industries, with the view of finding what they may do at the conclusion of the emergency?

Dr. WOLMAN. Not yet. We have talked about it a good bit, and I think by this fall we will start a major study of that problem.

Mr. OSMERS. I was wondering about the adaptability, let us say, of the Glenn Martin and the Bethlehem Steel Co. facilities for peacetime use.

Dr. WOLMAN. We haven't made the study, and therefore I wouldn't want to try to foresee what the findings would be. For one, I would be tremendously surprised if those facilities, in their present extent, could be easily absorbed without a great deal of dislocation, after this period.

Mr. OSMERS. I don't think there is a chance in the world that they would be used.

Dr. WOLMAN. We have been looking at it from a slightly different point of view—as to what we would do with those dislocated people, rather than with the dislocation of plant capacity. It is that type of review and inventory that we hope to initiate in the fall.

## FUTURE OPPORTUNITIES IN AGRICULTURE

Mr. OSMERS. Is there any part of the State of Maryland that might conceivably lend itself to the agricultural settlement of these people at the conclusion of the emergency?

Dr. WOLMAN. We doubt that very much. Our economic studies up to this time, of which we have made quite a number in the last 3 years, would indicate that we have a solid and well-supported agricultural group, but one which would not stand any tremendously large infiltration.

Mr. OSMERS. I was thinking of the subsistence type of homestead.

Dr. WOLMAN. Again I would like to leave that with a number of reservations—until we have reviewed it.

Mr. OSMERS. My personal opinion is that farm land in the State of Maryland is too expensive for such operation.

Dr. WOLMAN. It is expensive. It is limited. It acts as a service unit largely for the metropolitan areas of Baltimore, Hagerstown, and Cumberland, and that combination has worked out quite well in the past 25 or 30 years. Maryland is peculiar in that sense—over half of the population, you see, is in the industrial area of Baltimore.

Mr. OSMERS. Over half?

Dr. WOLMAN. Yes, sir; of the entire State. If you add to that the metropolitan regions of Cumberland, Hagerstown, Frederick, and Salisbury, you have a very small remaining rural population.

## BIG POST-DEFENSE MIGRATION?

Mr. OSMERS. Is it your opinion, Dr. Wolman, that at the conclusion of this emergency we will see a great migration of people throughout the United States seeking opportunities which possibly will not exist at that time?

Dr. WOLMAN. I would suspect you will see that—plus a widespread collapse—unless we find some new solutions in most of the metropolitan areas, which happen to be most of the defense areas.

Mr. OSMERS. This committee, of course, has probably been closer to the migration of people for well over a year than any other group in the country.

We started off with what was a farm-to-city problem, and as the defense effort began, this movement of people became accelerated. The country is actually getting on wheels. The number now runs into the millions. Thousands of families are living in trailers, and it seems to me that at the conclusion of the defense emergency a great many areas in the country, and Baltimore may be one of them, will chase these people out, and they will start to go from place to place seeking some opportunity to settle. That was the reason I questioned you before about the residence requirements in the State of Maryland. I think that is going to be a dominant factor in future migrations.

## NO RIGID EXCLUSION POLICY

Dr. WOLMAN. If I could speak historically, neither Baltimore nor the State of Maryland has ever done any "chasing" in the past. As a matter of fact, the contrary has been the case. We have never had

a rigid exclusion policy. Remember that our geographical location with respect to Washington gives Baltimore City and Maryland a series of acute problems. This is on the line of transit toward the Capital City. Dr. Riley will remember the problem of the army of unemployed that visited Washington and were chased out of there. They came into Maryland and we handled them, we believe, more humanely and with more skill than they were handled in Washington. At least, the results seemed to indicate that.

I would say that Maryland and Baltimore will be confronted with the problem of handling, not a declining population, but one either comparable with our present population or an increased one.

Mr. OSMERS. If your State is not restrictive you will have a tremendous burden.

Dr. WOLMAN. It has not been restrictive.

Mr. OSMERS. And if it is not at that time I should imagine that you would get vast numbers of people coming to Maryland.

#### MIGRATION OF NEGROES FROM THE SOUTH

Dr. WOLMAN. We had a great migration from the South during the last depression period.

Mr. OSMERS. Largely Negroes?

Dr. WOLMAN. Yes, sir. There were no restrictive measures set up. I am not prepared to say whether it might have been wise or not wise, but I do say that the policy of Baltimore City and Maryland was not to be restrictive in the handling of the problem.

Mr. OSMERS. What is the percentage of Negroes in your total population now?

Dr. WOLMAN. In Baltimore City I think it runs close to 20 percent.

Mr. OSMERS. And does that follow throughout the State?

Dr. WOLMAN. No. For the State as a whole, I would say about 17 percent. Some of the counties have virtually no Negroes and some have over 50 percent, in the southern part and along the Eastern Shore.

Mr. OSMERS. That is all.

#### POST-WAR PUBLIC WORKS PLAN

The CHAIRMAN. Dr. Wolman, for fear of becoming too pessimistic in our outlook, you will still have your beautiful Maryland hills.

Dr. WOLMAN. And we take great pride in them.

The CHAIRMAN. During the World War people were not thinking in terms of what was going to happen afterward, as we are now. This congressional committee is addressing itself to the problem. The National Resources Board is issuing an executive order calling for a survey, as to the possibility of public works after the defense program is over. I am not criticizing the plan, but the weakness of it, to my mind, is that after the war is over this country may find it necessary to retrench financially, and then the survey might not do us very much good.

Our vast army of employed—many of whom were unemployed for a long time—are now busy and are making money where they didn't before. Everywhere we go we are trying to sell them the



idea of saving money. In some of the shipbuilding plants they have a voluntary saving plan. Now, to my notion, that is the real cushion against the shock that is bound to come, because nobody knows, at the end of this period, what the country's fiscal position will be.

If these employees will save a few hundred dollars, that will give the Government a chance to get its breath and help toward a solution.

Dr. WOLMAN. I would agree with you entirely, Mr. Chairman, that the fiscal problem will likely be the major issue, because when we enter a period of retrenchment it is difficult to persuade people that they should begin to construct public works or the like. I haven't any illusions about it nor do I have any solutions.

The CHAIRMAN. Dr. Wolman, we would like to interrogate you further, but we have so many witnesses to hear today that we must conserve our time.

We appreciate what you have given us, and I know it is going to be a very valuable contribution to the work of the committee.

We will take a short recess.

(Short recess.)

The CHAIRMAN. The committee will please come to order.

Dr. Williams and Dr. [redacted] are our next witnesses.

**TESTIMONY OF DR. ROBERT H. RILEY, DIRECTOR, MARYLAND STATE DEPARTMENT OF HEALTH, AND DR. HUNTINGTON WILLIAMS, COMMISSIONER, CITY DEPARTMENT OF HEALTH, BALTIMORE, MD.**

The CHAIRMAN. Gentlemen, Congressman Arnold will interrogate you.

Mr. ARNOLD. Dr. Riley, will you state your name and address and title and the organization which you represent?

Dr. RILEY. Dr. R. H. Riley, director of health, State Department of Health of Maryland, Baltimore, Md.

Mr. ARNOLD. And I suppose your testimony will be interrelated with that of Dr. Williams.

Dr. Williams, will you state your name and address and the organization which you represent?

Dr. WILLIAMS. Dr. Huntington Williams, commissioner of health, Baltimore City.

Mr. ARNOLD. Gentlemen, your prepared statements will be made a part of the record.

(The statements referred to above are as follows:)

**STATEMENT BY R. H. RILEY, M. D., DIRECTOR, MARYLAND STATE DEPARTMENT OF HEALTH, BALTIMORE, MD.**

The Maryland State Department of Health was established by law in 1874. Responsibility under the law for the public-health service carried on for the residents of Maryland, with special reference to activities in the counties, is vested in the State board of health.

The members of the board are appointed by the Governor and the director of the Maryland State Department of Health is appointed by the board for the duration of life.

The board exercises executive, legislative, and judicial functions.

## FULL-TIME COUNTY HEALTH SERVICE

Each of the 23 counties of Maryland has a full-time county health department, the staff varying as to the population of the county. In the least populated county of 10,000 there is a full-time county health officer, three nurses, a sanitarian, and a clerk. In some of the larger counties, the health officer has one or more assistants, 10 or more nurses, at least 2 sanitarians, and the necessary clerical assistance.

The functions of the bureaus of the State department of health are discussed in detail and an organization chart is attached.

As a special effort in the national-defense program, 7 of the counties have been designated as defense counties, owing to the fact that military reservations or industrial projects are located within or adjacent to these counties. The counties in which military reservations or national-defense projects are located are: Anne Arundel, Baltimore, Charles, and Harford. Prince Georges County is in the immediate vicinity of Fort George G. Meade and the largest settlements near the fort are located in this county along the Washington Boulevard. Howard and Montgomery Counties are related to the national-defense program, owing to the overflow of workers into these counties for housing. A map showing these locations is attached.<sup>1</sup>

## PUBLIC-HEALTH PERSONNEL

All 7 defense counties have a full-time health officer and, in addition, two of these counties have assistant health officers. These counties are provided with public-health nurses and sanitarians and also the necessary clerical help. In addition to the regular personnel, local physicians are employed for work in the venereal diseases clinics.

There has been some additional personnel furnished each of the defense counties during the present emergency. Additional nurses are most desired at the present time, and it is desired that the recommended ratio of one nurse to 5,000 population should at least be reached in all the counties. In Anne Arundel County at the present time the ratio is one nurse to 3,654 of the population, in Howard County the ratio is one nurse to 8,000 persons, while in Baltimore County the ratio is one nurse to 12,000 of the population.

## COMMUNITY SANITATION

The community sanitation program consists of providing premises with approved types of earth-pit privies constructed by labor allotted by the Work Projects Administration. The object of the program is to eliminate insanitary conditions by the construction of sanitary privies in areas where sewer systems are impracticable. An area of approximately 10 miles around each of the military reservations and defense projects was established for the activities of the community sanitation project. It is estimated that approximately 7,413 privies will be required to properly provide adequate sanitation. The community sanitation program was submitted to the Army and was certified as a priority project to the Work Projects Administration.

## COMMUNICABLE DISEASES

Typhoid fever for the State of Maryland has shown a steady decrease from 1907 to the present time. In 1907 the death rate per 100,000 population was 41.1 and in 1940 the death rate was 0.6. This decline may be attributed largely to installation of public water supplies, sewage disposal systems, sanitary improvement of dairies and milk products, wider use of pasteurized milk, the improvement of environmental sanitation, and the prompt investigation of all cases of typhoid reported.

The mortality rate for diphtheria has shown a most gratifying decline, the rate per 100,000 population being 0.4 for the year 1940 for the State of Maryland.

Other communicable diseases have also shown a satisfactory decline, especially tuberculosis. The mortality rate for tuberculosis for 1940 was 70.6. The death rate among the white population was 44.9 and among the colored 204.0.

In the defense counties the morbidity and mortality rates compare most favorably with the State as a whole. During 1941, there has been no great increase in the number of cases of communicable diseases and in this year only 2 cases of typhoid fever have been reported from the defense counties: One in Montgomery

<sup>1</sup> See p. 5936.

County and one in Baltimore County. Table of statistics for these counties is attached.<sup>1</sup>

The defense counties showed an increase in measles during the State-wide epidemic and also a slight increase in the number of cases of influenza during the past winter season.

Seven cases of meningitis have been reported from these counties during 1941: Four from Baltimore County and three from Harford County. These cases were not closely associated one with the other.

The communicable-disease program throughout the State consists of field visits by the nurses and health officers to cases of diphtheria, scarlet fever, typhoid fever, tuberculosis, and syphilis. This phase of the program also includes health education in the homes, quarantine, immunization, and epidemiological investigations. Diagnostic consultations are provided on the request of the physicians. Diphtheria immunization is conducted yearly in all the schools and smallpox vaccination is compulsory before a child can attend school.

The control of tuberculosis and syphilis is further augmented by regular diagnostic clinics for tuberculosis and assistance to the physician for early hospitalization of these cases.

#### CLINICS

Each of the counties holds the following clinics: Tuberculosis, venereal disease, crippled children, maternal and child health. Specific data relative to the clinics in the defense counties are shown in the tables.

The tuberculosis clinics afford complete physical examination for all cases referred and all known contacts. It also provides X-ray examinations, and epidemiological investigations are started from this point. The venereal-disease clinics afford not only diagnostic service but complete treatment.

#### BACTERIOLOGICAL LABORATORY

The demands upon the Bacteriological Laboratory have been considerably increased owing to the national-defense program. The largest increase has been due to the examination of blood specimens and other specimens from the selectees. From January through April 1941, 3,869 draftee blood specimens were examined. This constituted 33.6 percent of the blood specimens received in the central laboratory for examination for syphilis. Forty-two percent of all blood specimens from January 1 to June 23, 1941, have been from draftees.

There are nine branch laboratories located in the several counties of Maryland. One of these is located in Anne Arundel County, one in Charles, and one in Montgomery County.

#### HOSPITALIZATION

The military and naval reservations have ample medical and hospital facilities for their personnel. The hospitalization of the civilian population living around military reservations and industrial plants depends entirely upon the hospitals located in Baltimore City and Washington, D. C. Beds for free patients are always at a premium.

Montgomery, Charles, and Harford Counties each have a small hospital. These hospitals could not be depended upon for the care of any material increase over their normal-bed capacity. However, the hospital at Charles County has shown an increase of approximately 80 percent during the present year over 1940.

Increase in population has not as yet made itself felt in demands for hospitalization in tuberculosis sanatoria. Tuberculosis cases discovered among recently arrived population would be afforded the same privileges of hospitalization, on the basis that they would be returned to their home State as soon as proper arrangements could be made. This general arrangement would also hold true for crippled children.

The Bethlehem Steel Co. at Sparrows Point maintains a small industrial hospital. Their major cases are hospitalized in Baltimore City.

Ambulances for transportation of patients to Baltimore are available in the counties.

In Baltimore City there are 18 general hospitals with a total of 5,914 beds and 561 bassinets.

There are 4 State-owned tuberculosis sanatoria, 1 private and 1 semiprivate, and 1 operated by Baltimore City. These institutions have a total bed capacity of 1,683—1,162 for white and 521 for colored.

<sup>1</sup> See p. 5917.



Sanatoria treatment is entirely free at the State Sanatoria and the Baltimore City Tuberculosis Hospital for those who cannot pay. The bed capacity for tuberculosis patients now is approximately 1.5 for each death that occurs in the State.

State mental institutions and penal institutions also have a small number of beds for the care of tuberculosis patients.

#### INDUSTRIAL HYGIENE

Industrial hygiene and sanitation has been conducted by the bureau of sanitary engineering, assisted by the county health officers. The last general assembly appropriated a certain amount of money and authorized the organization of an industrial hygiene division in the State department of health. In January 1941 a medical officer and a public health engineer were detailed to the State department of health by the United States Public Health Service for the purpose of making surveys in industrial plants, especially those connected with national defense. This activity is set forth in a special section.<sup>1</sup>

#### SANITARY ENGINEERING

The increased number of housing projects, surrounding the defense area projects has materially increased the work of the sanitary engineers. The Bureau of Sanitary Engineering has been called upon to do the planning and negotiation looking forward to a solution of sanitary problems in all the housing areas. This activity is temporarily handicapped due to the shortage of personnel.

#### FOOD AND DRUGS

The major increase in the activities of the Bureau of Food and Drugs are inspections of the many eating places which have been developed in the several defense areas. There is an adequate milk supply in all the counties and pasteurized milk is available.

#### VITAL STATISTICS

A tremendous increase of demands for birth certificates on the part of workers in national defense industries has occurred during the past year. Applications for birth records have increased more than 6 times during the present year and applications for delayed birth registration by about 13 times. This work takes on an average of about 2.5 hours of clerical time for each registration. This has necessitated the increase of personnel within 1 year from 11 clerks to an average of 19 or 20. Mortality statistics for the defense counties are attached.

#### ORGANIZATION AND ACTIVITIES

Maryland was one of the first States in this country to organize a department of health covering the entire State. Legislative efforts in the direction of sanitary and health government were begun in 1865 and the department was established by law in 1874. It has had a history of which the residents of the State can justly be proud. The department administers the sanitary and health laws of the State. It is charged by law with the duty of preventing disease and of promoting the health of the people of Maryland.

Responsibility under the law, for the public health services carried on for the residents of Maryland, with special reference to activities in the counties, is vested in the State board of health. In accordance with the Maryland law, the board consists of eight members, six appointed by the Governor and two—the director of health and the commissioner of health of Baltimore City—who are ex officio members by virtue of their respective positions. The law requires that three of the Governor's appointees shall be physicians, one a civil engineer, one a certified pharmacist, and one an experienced doctor of dental surgery. The board exercises executive, legislative, and judicial functions.

Activities approved by the board are put into effect by the State department of health. The department is the executive branch of the service and operates mainly in the counties. There are certain exceptions for which there is State-wide responsibility.

The director of health is appointed by the State board of health and holds office so long as he performs his duties in a competent manner. He also serves

<sup>1</sup> See p. 5924.

as chairman of the State board of health. The law requires that the director be an experienced physician skilled in public health and hygiene. The director is the executive officer and administrative head of the State department of health.

The director of health is represented in the field by the deputy State health officers, one in each county, who also serve as county health officers. These State and county health officers are all on a full-time basis. In addition to their training as physicians, the law requires that all full-time State and county health officers shall have special training and experience in all phases of public health. They are appointed by the county commissioners after they have qualified before the State employment commissioner. Through these health officers, the director exercises supervision over all matters affecting public health in the counties of Maryland.

#### DEVELOPMENT OF FULL-TIME COUNTY HEALTH SERVICE

Provision was made by law in 1914 for the establishment of 10 sanitary districts, each to consist of 2 or of 3 counties in charge of a full-time deputy State health officer, with residence in the district. Increased function gradually made it necessary to reduce the territory covered and a permissive law enacted in 1922 opened the way for the establishment of full-time health departments in individual counties; the exception to this is Allegany County which has a compulsory law. A third law passed in 1931, changed the number of sanitary districts from 10 to 23, corresponding to the number of counties and gave the necessary sanction for State-wide full-time health service. By the close of 1934 every county in the State was on a full-time basis.

Each county has a health officer, at least two or more public health nurses, a secretary, and a sanitary inspector. In addition, Baltimore and Carroll Counties have a part-time health officer for each election district. The headquarters of the county health departments are at the county seats.

The board of county commissioners in each county constitutes the local board of health and appoints the county health officer. The county health officer makes daily reports of the notifiable diseases occurring in his county to the bureau of communicable diseases of the State department of health. The director of health or his representative administers the oath of office to the county health officers.

The office of the director and the headquarters of the bureaus and divisions of the Maryland State Department of Health, are at 2411 North Charles Street, Baltimore.

#### FUNCTIONS OF BUREAUS AND DIVISIONS

*Bureau of vital statistics.*—The State department of health, through its bureau of vital statistics, registers births and deaths by aid of local and county registrars; receives from clerks of circuit courts duplicates of marriage and divorce certificates for safety storage and for study; tabulates and publishes vital statistics in the annual report of the department, in the monthly bulletin, and in mimeographed form; makes studies to aid planning and administration of the public health activities of the State; and, licenses midwives.

An important feature of the bureau's work consists of periodic surveys for the purpose of discovering and recording births of children previously unregistered. Educational work is conducted to stress the necessity of registering every child immediately after the birth.

Unregistered adults may obtain from the bureau a circular which suggests substitute methods of establishing age when the individual was not registered at birth.

The bureau mails immediately after registration a certificate of birth registration to the parents of each child born in the counties of Maryland. Age statements are also issued in the State and county offices for school or work permits, etc.

Certified copies of birth and death certificates are issued only by the State office.

*Bureau of communicable diseases.*—Through its bureau of communicable diseases, exercises administrative control over communicable diseases; receives daily reports from health officers of such diseases; investigates outbreaks of diseases and directs measures for their control; enforces the laws on notification of reportable diseases and smallpox vaccination law; aids in maintaining tuberculosis clinics and keeps a separate and confidential record of all cases of tuberculosis and of venereal diseases; maintains venereal disease

clinics, directs medical inspection of public schools, and investigates nuisances.

*Division of epidemiology.*—Through its division of epidemiology, makes epidemiological investigations as to the occurrence, distribution, and types of communicable diseases in individuals and communities in the counties of Maryland, in order that measures for the control of such diseases may be instituted. The division studies the sources and routes of infection, assists local health authorities or family physicians in diagnosis of communicable diseases, assists in finding unrecognized or unreported cases, and advises in regard to the proper method for the collection of laboratory specimens. It also assists in diphtheria, typhoid fever, and smallpox immunizations when the latter cannot be done by private physicians or by local health officers, receives and tabulates the reports of occupational diseases.

*Services for crippled children.*—Through its services for crippled children, aids in maintaining clinics for crippled children, arranges for hospitalization, transportation of patients to and from their homes to hospitals, purchases braces, shoes, and other orthopedic appliances as prescribed by the orthopedic surgeons, provides orthopedic nursing service and physiotherapy treatment by physiotherapists stationed in several parts of the State.

*Pasteur division.*—Through its pasteur division, administers treatment for prevention of rabies (hydrophobia) to persons unable to pay for the service.

*Bureau of bacteriology.*—Through its bureau of bacteriology, assists physicians and health officers in the diagnosis and prevention of communicable diseases; assists in the prevention of maternal mortality by the examination of urine specimens from prenatal cases; determines the bacterial quality of drinking water, milk, and other foods; examines annually many samples of water and oysters for the protection of public health and the oyster industry of Maryland; carries on practical research to keep the efficiency of the bureau at the highest point possible.

*Central laboratory.*—The central laboratory is located at 2411 North Charles Street, Baltimore city. There are branch laboratories at Cumberland, Hagerstown, Frederick, Rockville, Annapolis, Cambridge, Elkton, Salisbury, and La Plata.

*Bureau of chemistry.*—Through its bureau of chemistry, determines the sanitary quality of waters, milk and other dairy products, fruits, vegetables, meats, and all varieties of food substances offered to the public; determines the purity, potency, and legality of all official drug products and other pharmaceutical, medicinal, and proprietary preparations; assists in testing the efficiency of operations conducted for the purification of water or for the treatment of sewage, aids in the control of stream pollution by the examination of trade wastes and other contaminants; supplies data required in preventing the adulteration or misbranding of foods; conducts investigations from time to time which have for their object the improvement of analytical methods applicable to drugs, foods, waters, and sewage; cooperates with health officers in the preparation of clinical and diagnostic reagents.

*Bureau of foods and drugs.*—Through its bureau of foods and drugs, investigates food and drug products manufactured or sold in the State, for the purpose of determining their purity, honesty of labeling, and compliance with the food and drug law. Holds hearings, inspects dairies, canneries, pharmacies, stores, markets, seafood establishments, slaughterhouses, and other places where foods and drugs are produced, manufactured, or stored. Examines food products and submits specimens of foods and drugs to the laboratories of the department, cooperates with Federal and with other State agencies for the purpose of effectively controlling the purity of food and drug products. It also enforces the pharmacy laws relating to the conduct of drug stores and the poison laws. Bottling plants, canneries, and cold-storage plants are subject to an annual license.

*Bureau of sanitary engineering.*—Through its bureau of sanitary engineering, exercises supervision over the sanitary quality of public-water supplies throughout the State; examines all water supply, sewerage, refuse disposal, and industrial-waste-treatment projects, approves or amends them; can require the installation of water and sewerage systems and industrial-waste-treatment plants or the alteration of construction or operation of existing works; exercises supervision over stream pollution from sewage or industrial-waste discharges and aerial pollution; and prepares plans and specifications and supervises the construction and operation of water and sewerage works at the State institutions.

*Bureau of child hygiene.*—Through its bureau of child hygiene, assists health officers and public-health nurses in their services for women and children. In cooperation with the county health officers and with the approval of local physicians, organizes prenatal and child-health conferences for mothers, infants, and

young children in the counties; maintains obstetrical and pediatric consultant services for local physicians for patients in need of such care; in three counties, carries on a nurse-midwife service for indigent women. Furnishes an instructive and advisory service to the public-health nurses and county health officers; supplies instruction in nutrition for nurses, teachers, clinic patients, and various lay and professional community groups. Assists physicians in securing the services of specialists and hospital accommodations for women and children from low-income groups. Distributes information on maternity and child hygiene, nutrition, etc., to physicians, county organizations, parent-teacher associations, and other groups, through pamphlets, bulletins, lectures, lantern slides, and moving-picture films. Furnishes instructions to licensed midwives and to women applying for license to practice midwifery. Itinerant child-health conferences, conducted by specially trained personnel, are maintained by the bureau, in selected counties, during the summer months, through the use of a health trailer. The trailer is equipped for physical examinations; for children's dentistry; and also carries a movie outfit for educational activities.

*Division of personnel and accounts.*—Through its division of personnel and accounts, accomplishes all departmental accounting of both money and property, does most of the departmental printing, purchases all supplies, materials, and equipment for all the bureaus of the department; directs the distribution of supplies, and exercises general supervision over employees of the department. The chief of the division is the recording secretary of the State board of health. He is the official property custodian and is responsible to the board for all property and supplies owned by the department. He is also concerned with the financial aspects of full-time county health units and works with county and town officials in the preparation of joint budgets for such projects.

*Division of legal administration.*—Through its division of legal administration, investigates and prosecutes violations of health laws and regulations, and enforces the law relating to the manufacture and sale of bedding and upholstered furniture.

*Division of public-health education.*—Through its division of public-health education, issues a weekly news release on health promotion or disease prevention, or on some phase of the activities of the department with special reference to the control of communicable diseases, maternal and child hygiene, and important statistical information. Such bulletins are prepared primarily for publication in the county papers, but are available, on request, to teachers, parent-teacher associations, clubs, and other lay or professional groups. The department also publishes a monthly bulletin containing statistical data and other material of interest to professional health workers; and, an annual report, which contains the report of the director to the Governor of Maryland, the statistical record of health conditions in the State as indicated by data assembled, tabulated, and analyzed by the bureau of communicable diseases and the bureau of vital statistics concerning sickness in the State from the notifiable diseases, births, deaths, and deaths by cause and age groups; and detailed reports of the services and activities of the other bureaus and divisions of the department. Special bulletins, reports, circulars, and other printed matter are also issued, as occasion arises, on seasonal problems, communicable disease control, environmental sanitation, the sanitary supervision of food supplies, laboratory procedure, maternal and child hygiene; statistical data, and on birth and death registration requirements.

*Division of oral hygiene.*—Through its division of oral hygiene, organizes, supervises, and aids in the maintenance of county school dental clinics wherein pre-school and school children are examined and, either referred to a family dentist, or, in the case of indigent children, given free care at the clinic. Educational material, pamphlets, posters, lectures, and moving-picture films are offered, stressing the importance of mouth hygiene, and teaching how it may be obtained.



Maryland was admitted to the United States death registration area in 1906, to the United States birth registration area in 1916, and to the morbidity registration area in 1931.

PUBLIC HEALTH PERSONNEL IN THE DEFENSE COUNTIES

In the personnel of Anne Arundel County there was an increase of three since January 1, 1941: One social worker, one public health nurse in obstetrics, and a clerk. In Charles County three additional personnel have been added to the staff for work in the bacteriological laboratory in connection with the hospital: One bacteriologist, one laboratory helper, and one clerk. In Montgomery County one additional public-health nurse was employed.

Some additional personnel could be used in all the defense counties, especially sanitarians and public-health nurses. In Anne Arundel, Baltimore, Prince Georges, and Montgomery Counties, an additional physician assigned to each could render valuable service as assistant to the health officer.

Public health personnel in defense counties

Counties	Popula- tion	Health officers	Assistant health officers	Public health nurses	Sanitar- ians	Venereal disease physi- cians	Clerks
Anne Arundel.....	68,375	1	1	18	1	5	5
Baltimore.....	155,825	1	1	13	2	3	4
Charles.....	17,612	1	-----	3	1	4	1
Harford.....	35,060	1	-----	2	1	1	1
Howard.....	17,175	1	-----	2	-----	1	1
Montgomery.....	83,912	1	-----	11	3	4	3
Prince Georges.....	89,490	1	-----	5	2	3	2

In addition to the above personnel, the United States Public Health Service has assigned one physician as assistant to the county health officer, one public-health nurse, and one sanitary engineer to Baltimore County. One nurse has been assigned to Harford County to assist in the public-health program.

There are at the present time 23 full-time county health officers in the counties of Maryland. In Anne Arundel and Baltimore Counties the health officer has a full-time assistant. There are at present approximately 110 nurses on duty in the 23 counties. The physicians conducting the venereal-disease clinics are selected from the practitioners in the counties who have had special training in venereal-disease work.

It may be necessary in the future to bring the following counties into the defense program: Allegany County, where large celanese factories are located; Washington County, where the Fairchild airplane plant is located; and Frederick County, where a small airport has been developed for the National Guard Air Service.

State appropriation:

October 1, 1939 to September 30, 1940..... \$490,623.00

October 1, 1940 to September 30, 1941..... 490,623.00

State funds to match services for crippled children funds:

July 1, 1939, to June 30, 1940..... 49,000.00

July 1, 1940, to June 30, 1941..... 49,000.00

Federal appropriation:

July 1, 1939, to June 30, 1940..... 348,028.93

July 1, 1940, to June 6, 1941..... 420,018.00

*Appropriation for the 7 defense counties*

County	State	County	Federal	Annual appropriation	Total for 1939 and 1940 fiscal years
<b>Anne Arundel:</b>					
Oct. 1, 1938, to Sept. 30, 1939.....	\$12,924.81	\$7,313.12	\$24,900.17	\$45,138.10	\$109,896.91
Oct. 1, 1939, to Sept. 30, 1940.....	12,309.68	8,096.93	44,352.20	64,758.81	
<b>Baltimore:</b>					
Oct. 1, 1938, to Sept. 30, 1939.....	6,146.69	25,680.56	11,684.28	43,511.53	87,590.40
Oct. 1, 1939, to June 30, 1940.....	8,057.70	26,211.25	9,809.92	44,078.87	
<b>Charles:</b>					
Oct. 1, 1938, to Sept. 30, 1939.....	8,196.15	1,527.40	11,945.58	21,669.13	41,797.01
Oct. 1, 1939, to Sept. 30, 1940.....	8,469.20	1,417.89	10,240.79	20,127.88	
<b>Harford:</b>					
Oct. 1, 1938, to Sept. 30, 1939.....	8,301.93	5,350.28	6,462.45	20,114.66	42,996.82
Oct. 1, 1939, to Sept. 30, 1940.....	9,443.74	5,829.33	7,609.09	22,882.16	
<b>Prince Georges:</b>					
Oct. 1, 1938, to Sept. 30, 1939.....	9,088.95	6,241.36	13,856.87	29,187.18	63,465.80
Oct. 1, 1939, to Sept. 30, 1940.....	13,583.25	9,765.02	10,930.35	34,278.62	
<b>Montgomery:</b>					
Oct. 1, 1938, to Sept. 30, 1939.....	12,584.79	22,551.70	10,565.55	45,702.04	92,404.93
Oct. 1, 1939, to Sept. 30, 1940.....	12,488.37	24,697.15	9,517.37	46,702.89	
<b>Howard:</b>					
Oct. 1, 1938, to Sept. 30, 1939.....	9,796.67	4,832.90	3,753.05	18,382.62	35,896.44
Oct. 1, 1939, to Sept. 30, 1940.....	8,107.88	4,882.96	4,522.98	17,513.82	
<b>Total.....</b>	<b>139,499.81</b>	<b>154,397.85</b>	<b>180,150.65</b>	<b>-----</b>	<b>474,048.31</b>

## COMMUNITY SANITATION

The community-sanitation program consists of providing premises with approved types of earth-pit privies constructed by labor allotted by the Work Projects Administration. All units are constructed and installed in accordance with specifications prepared and adopted by the State department of health.

In April 1941, a special Work Projects Administration community-sanitation program was submitted to the Third Corps Area headquarters for certification as a priority project to be inaugurated in the following counties: Anne Arundel, Baltimore, Charles, Harford, Howard, Montgomery, and Prince Georges.

The object of this program is for the elimination of insanitary conditions by the construction of sanitary pit privies in areas where sewer systems are impracticable. An area of approximately 10 miles surrounding each of the military reservations and defense projects was established for the activities of the special community-sanitation project.

A survey of Baltimore County surrounding the Glenn Martin Aircraft Co., the Sparrows Point shipyard and Fort Howard, indicated that 600 privies would be needed surrounding these locations.

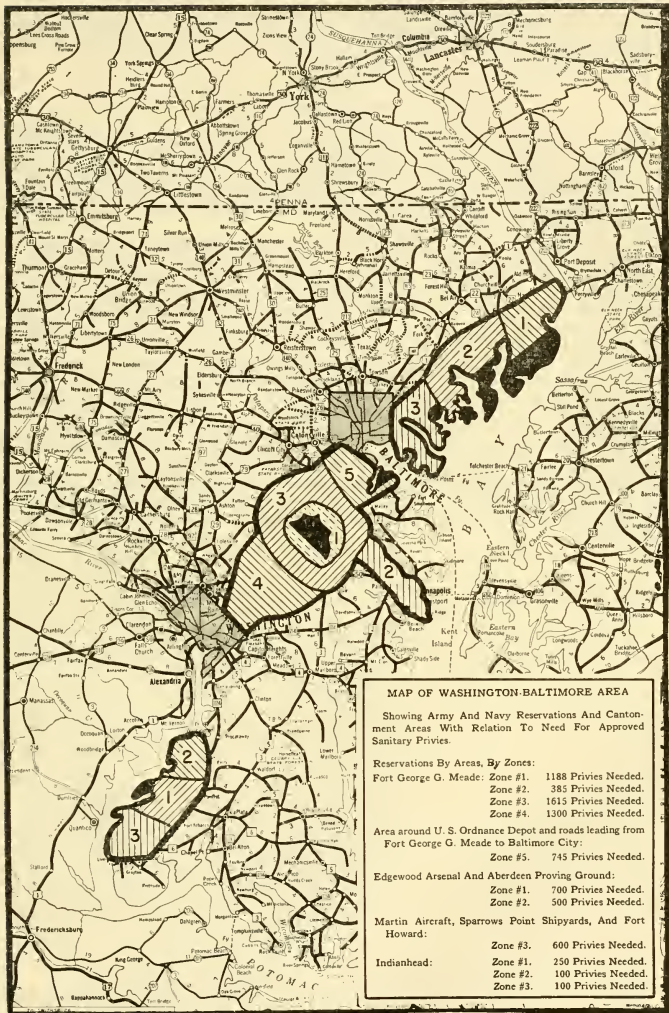
In the area surrounding Fort Meade, Anne Arundel County, it was estimated that 4,488 privies would be required, and along the road leading from Fort Meade to Baltimore City, 745 privies were found to be needed.

In the area surrounding Edgewood Arsenal and Aberdeen Proving Ground in Harford County, 1,200 privies were estimated as being required, and at Indianhead, in Charles County, 450 privies were estimated as being necessary.<sup>1</sup>

## BUREAU OF COMMUNICABLE DISEASES—POLICIES AND SERVICE

The bureau covers a broad field of work in which there are several activities varying widely in character, one from the other. The State Board of Health of Maryland has kept work and activities in the bureau of communicable diseases which are commonly conducted under separate divisions in other States; these are—epidemiology, tuberculosis, and venereal diseases. Separate divisions have not been created for these activities.

<sup>1</sup> See map, opposite page.





The bureau's responsibilities are to record, tabulate, and study official reports of communicable diseases within the State; to check the completeness of official reports; to investigate unofficial and all other reports reaching the bureau; to make analysis of morbidity statistics, whether these are collected directly or through some other division; and to submit annual and special reports and furnish the United States Public Health Service with data pertaining to communicable diseases.

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#### THE VENEREAL DISEASE PROGRAM

Clinic centers are located in the near vicinity of all the industrial plants and military reservations. It is planned to establish new night and day clinic centers, should this appear to be necessary. Special emphasis has been placed on finding early cases of all venereal diseases through contact investigation. The military authorities have extended their full cooperation in endeavoring to locate sources of infection.

The number of cases of syphilis reported in the counties of Maryland for the year 1940 showed a slight decrease over the number reported in 1939—4,836 cases were reported in 1939 and 3,458 in 1940. There was a slight increase in the number of cases of gonorrhoea reported in 1940 over the number reported in 1939. Twenty-five percent of the syphilis patients reported were white and 75 percent colored. More than half of the cases of syphilis were reported by State clinics.

There were 64 clinic centers operating throughout the State during 1940. Bus service is provided for transportation of venereal-disease patients to and from the clinics in which transportation is a problem. Clinic sessions numbered 3,301 and 83,896 treatments were administered.

In 1940 the bureau of bacteriology reported that 64,128 blood specimens were examined, which is an increase of 10 percent over 1939. Examinations were made of 1,021 spinal fluid specimens for the diagnosis of syphilis.

In November 1940 military selective service examinations began, and during the last 2 months of 1940 a total of 2,766 selective service blood specimens were examined. Seven percent of the negro specimens and 1.7 percent of the white were positive.

Cases of notifiable diseases, certain counties of Maryland, 1939, 1940, and January-May, inclusive, 1941

Diseases	Anne Arundel			Baltimore			Charles			Harford			Howard			Montgomery			Prince Georges		
	1939	1940	1941	1939	1940	1941	1939	1940	1941	1939	1940	1941	1939	1940	1941	1939	1940	1941	1939	1940	1941
	Typhoid fever	9	3	2	10	10	1	7	7	2	2	2	5	3	3	3	12	7	3	5	11
Rocky Mountain spotted	13	11	1	13	4	1	3	1	3	2	2	1	1	1	1	9	9	6	3	5	5
Undulant fever	4			5	3	1			5	4	1					3	3	1	1	3	
Tularemia	200	44	132	828	19	114	131	137	150	2	40	88	25	344	18	344	164	357	13	179	
Measles	19	29	59	161	134	92	8	2	14	11	7	43	21	85	184	85	70	81	165	87	
Scarlet fever	4	6		31	4	19	6	10	1			5	7	18	10	10	14	14	24	11	
Diphtheria	63	21	216	106	116	150	3	97	8	15	73	7	7	96	92	291	14	14	20	22	
Influenza	30	7	1	27	12	7	5	2	4	2	1	2	1	10	1	8	1	17	6	2	
Diarrhea and dysentery				1	4				1	1	1			1	3			5	3	2	
Polioomyelitis	7	4		6	7	5	1		3	2	4			4	2			1	3	2	
Meningitis	91	57	48	167	140	56	44	21	27	16	13	19	16	79	84	39	113	113	95	41	
Tuberculosis	654	350	159	331	293	137	107	59	57	71	50	66	53	213	220	61	217	213	213	101	
Syphilis	150	146	214	79	88	57	23	16	15	15	38	10	12	5	100	101	53	19	32	22	
Gonorrhoea	155	298	199	286	455	205	57	55	53	88	78	47	43	47	136	186	142	103	138	89	
Pneumonia (all)	278	273	304	576	574	1,079	101	61	86	145	92	36	72	196	183	631	195	463	463	479	
Other diseases																					
Total	1,681	1,249	1,342	2,627	1,866	1,924	497	232	429	397	419	324	193	1,307	1,107	1,474	1,145	1,192	1,192	1,141	



*Towns in defense areas, Maryland, January to May, inclusive, 1940 and 1941—*  
Continued

	Typhoid fever		Measles		Scarlet fever		Diphtheria		Influenza		Meningitis	
	1940	1941	1940	1941	1940	1941	1940	1941	1940	1941	1940	1941
HARFORD COUNTY												
Aberdeen.....				2	1					6		1
Abingdon.....						1						
Bel Air.....				2	1	1			1	2		2
Belcamp.....										2		
Edgewood Arsenal.....				21								
Fallston.....				2		1						
Havre de Grace.....				1	4				1	11	1	
Joppa.....					1	3						
Van Bibber.....						1						
HOWARD COUNTY												
Dorsey.....						1						
Elkridge.....				6		2						
Harwood.....					1	1						
Highland.....				1						1		
Laurel, rural district.....					2							
Montivedeo.....						1						
Savage.....					1	3						
Waterloo.....				2								
MONTGOMERY COUNTY												
Burnt Mills.....				3								
Burtonsville.....				2						1		
Forest Glen.....				2								
Georgetown.....				1								
Lay Hill.....										3		
Silver Spring.....	1	2	37	6					3	17		
Takoma Park.....			17	4	19				1	28		
PRINCE GEORGES COUNTY												
Beltsville.....				9	1	1		2		17		
Berwyn.....				18								
Bladensburg.....											1	
Bowie.....						3			1			
Brentwood.....									1			
College Park.....				22	3	1					16	
Greenbelt.....			1	10	1	44						
Hyattsville.....				16	8	4	1	1		14		
Lanham.....				2								
Laurel.....				1				1		2		
Riverdale.....				1	4						2	
Takoma Park, rural district.....				3	2					1		

## SERVICES FOR CRIPPLED CHILDREN

The increase in population in the defense areas has not to date thrown any additional load on the clinic facilities or the hospitalization for crippled children. Clinics for crippled children are held in all the counties throughout the year. In addition to hospitalization, after care and follow-up care by the physiotherapists and public-health nurses is afforded all crippled children.

*Activities and cost of hospitalization and appliances for period 1939, 1940, and first 5 months of 1941*

County	Year	Number of clinics	Clinic attendance	Number hospitalized	Hospital days	Hospital cost	Cost of appliances
Anne Arundel.....	1939	3	91	18	993	\$3,842.50	\$468.60
	1940	3	135	18	1,116	4,501.50	306.10
	<sup>1</sup> 1941	2	100	14	1,109	2,187.50	138.75
Baltimore <sup>2</sup> .....	1939			31	846	4,877.87	681.30
	1940			28	2,188	2,607.80	894.30
	<sup>1</sup> 1941			13	678	1,550.00	158.70
Charles.....	1939	3	53	7	868	2,085.00	119.00
	1940	3	59	13	1,164	1,440.00	73.40
	<sup>1</sup> 1941	1	32	3	206	322.50	21.80
Harford.....	1939	4	159	15	1,131	2,614.00	425.30
	1940	4	129	20	1,786	4,365.00	237.00
	<sup>1</sup> 1941	2	51	10	464	1,040.00	157.95
Howard.....	1939	2	34	11	1,169	2,510.00	580.05
	1940	2	43	8	430	1,990.00	39.85
	<sup>1</sup> 1941	1	21	4	444	972.50	107.50
Montgomery.....	1939	3	81	11	1,782	2,408.00	200.90
	1940	3	100	12	872	1,068.00	277.45
	<sup>1</sup> 1941	1	33	7	451	675.00	105.50
Prince Georges.....	1939	3	113	22	2,032	4,894.00	593.10
	1940	3	83	17	2,382	3,586.00	311.15
	<sup>1</sup> 1941	1	27	10	832	1,012.50	82.85
Total.....		44	1,344	292	22,943	50,549.67	5,980.55

<sup>1</sup> Jan. 1, 1941, to May 31, 1941.

<sup>2</sup> Children in Baltimore County report to hospital dispensaries in Baltimore City.

The following figures indicate the number of children on the active State register as of January 1, 1941: Anne Arundel County, 180; Baltimore County, 148; Charles County, 67; Harford County, 135; Howard County, 45; Montgomery County, 97; and Prince Georges County, 109.

*Tuberculosis clinics—Clinics held, physical examinations, 1939–40, and January to May, inclusive, 1941*

County	1939		1940		1941 (5 months)	
	Clinics held	Physical examinations	Clinics held	Physical examinations	Clinics held	Physical examinations
Anne Arundel.....	20	469	20	395	8	160
Baltimore.....	20	305	20	293	9	136
Charles.....	12	256	12	168	5	58
Harford.....	12	171	12	166	4	57
Howard.....	12	161	12	129	6	94
Montgomery.....	29	341	30	351	16	345
Prince Georges.....	16	267	21	468	11	190

*Veneral disease clinics—Clinics held, treatments given, patient visits, 1939–40, and January to May, inclusive, 1941*

	1939			1940			1941 (5 months)		
	Clinics held	Treatments	Patient visits	Clinics held	Treatments	Patient visits	Clinics held	Treatments	Patient visits
Anne Arundel.....	288	8,694	9,869	275	5,422	6,653	86	2,369	2,658
Baltimore.....	105	3,788	3,994	104	3,495	3,815	43	1,660	1,862
Charles.....	208	3,426	4,035	208	2,373	2,937	87	1,058	1,407
Harford.....	104	2,012	2,158	96	1,861	2,102	42	798	911
Howard.....	51	1,181	1,356	51	1,015	1,092	22	488	493
Montgomery.....	271	4,953	5,379	310	5,792	6,113	109	1,673	2,419
Prince Georges.....	156	4,705	5,717	147	3,239	4,259	64	1,533	2,046

## BUREAU OF CHILD HYGIENE

The Bureau of Child Hygiene conducts regular clinics in all the counties of Maryland and the following tables represent the activities in the counties designated as defense project counties.

*Child-health conferences*

County	1940				1941 (first 5 months)			
	Number of clinics	Number of patients	White	Colored	Number of clinics	Number of patients	White	Colored
Anne Arundel.....	64	2,216	1,089	1,127	128	1,586	915	671
Baltimore.....	144	1,500	1,323	177	30	251	223	28
Charles.....	28	227	19	208	22	347	-----	347
Harford.....	26	550	383	167	12	178	84	94
Howard.....	70	462	317	145	36	337	179	158
Montgomery.....	23	1,074	610	464	26	259	157	102
Prince Georges.....	24	335	260	75	-----	-----	-----	-----

*Prenatal clinics*

County	1940				1941 (first 5 months)				
	Number of clinics	Number of patients	White	Colored	Number of clinics	Number of patients	White	Colored	Return cases <sup>1</sup>
Anne Arundel.....	202	441	112	329	72	203	33	170	182
Baltimore.....	-----	-----	-----	-----	-----	-----	-----	-----	-----
Charles.....	70	238	15	223	29	131	6	125	96
Harford.....	12	77	54	23	5	38	29	9	50
Howard.....	12	31	15	16	5	12	8	4	7
Montgomery.....	54	108	61	47	18	38	11	27	42
Prince Georges.....	12	76	13	63	5	42	11	31	36

<sup>1</sup> Return cases for 1941 are not included in number of patients.

In Anne Arundel and Charles Counties there are nurse-midwives and delivery service is offered to indigent patients. In Anne Arundel County a dental clinic for expectant mothers and preschool children has been established. The 53 nurses working in the 7 defense counties are engaged in a general public-health program.

*Mental-hygiene clinics*

County	1940		1941 (first 5 months)	
	Number of clinics	Number of patients	Number of clinics	Number of patients
Anne Arundel.....	10	50	5	23
Charles.....	2	17	-----	-----
Harford.....	4	6	-----	-----
Howard.....	9	112	-----	-----
Montgomery.....	9	27	4	17
Prince Georges.....	10	48	-----	-----

Clinics are held in centers adjacent to the military reservations and industrial plants engaging in defense production. The increase in population due to national-defense projects has not materially increased the attendance at the clinics.

The public-health nurses in each of the counties make home visits for the promotion of proper care of infants and young children. Preschool children are given complete medical examinations throughout the year and particularly



in the so-called summer round-up. The attendance at the child health conferences has increased from year to year.

In the field of education regarding child-health problems, special bulletins dealing with phases of the work of the Bureau, and with some aspect of individual or community health, are released to the newspapers each week.

Competent pediatricians are employed on a clinic-day basis to conduct the child-health program in the counties. The pediatricians are assisted by the staff of the local county health department.

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#### BACTERIOLOGICAL LABORATORY WORK FOR NATIONAL DEFENSE

Additional work for national defense in the bacteriological laboratories has been confined largely to blood specimens for syphilis and urine for chemical and microscopic examination. Other specimens have been examined to some extent, such as specimens for gonorrhoea, a few for tuberculosis and other diseases but it would be very difficult to differentiate these specimens from others routinely received. Probably certain samples of water and milk have also been examined from new areas adjacent to camps.

In the period of January 10, 1941, through April 1941, 3,869 draftee blood specimens were examined. This constituted 33.6 percent of the blood specimens received at the central laboratory for syphilis. In the period March 1 through April, 8,141 of a total of 18,517 blood specimens or 44 percent, were draftee specimens while for the period May 1 to June 23, out of a total of 16,264 specimens 7,456 or 45.8 percent were from draftees. Forty-two percent of all blood specimens from January 1941, to June 23, 1941, have been draftees. Due to extra work on draftee reports, this has about doubled the work in syphilis serology at the central laboratory and it has been necessary to expand the staff for the preparation of mailing outfits, the washing and handling of glassware, typing of reports, registration of specimens as well as the technical examinations.

Since all the syphilis serology on draftees is done at the central laboratory the work in the branch laboratories has been mostly urinalysis and miscellaneous samples of sputum, blood for agglutination tests, samples of water, milk, etc., attributable to camps. The work in urinalysis has been felt particularly in the Frederick, Annapolis, and Rockville branches though all the laboratories have had this type of work to some extent. This work at Frederick has already increased the total work of the laboratory beyond the personnel-capacity so that another laboratory assistant is needed.

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#### HOSPITAL FACILITIES IN THE DEFENSE COUNTIES

The military and naval reservations located within Maryland have ample medical and hospital facilities with provisions made for crisis expansion. The hospitalization of civilian population living around the military reservations and industrial plants depends almost entirely upon the hospitals located within Baltimore City or Washington, D. C. Beds for free patients in Baltimore city are always at a premium and the present increase in population in the territory in the vicinity of Baltimore has not improved this situation.

Montgomery, Charles, and Harford Counties each have one small hospital. However, these hospitals could not be depended upon to care for any material increase in hospitalization, especially for those who would not be able to provide funds out of their own income. All of these small local hospitals are planned and constructed to supply the anticipated hospital requirements of the normal population within the immediate vicinity.

The health officer of Charles County estimates that the increase of population in that county is approximately 5,000 with the immediate result that there has been an unforeseen demand for hospitalization. The records of the hospital show that the patient days for March, April, and May of 1941 have increased more than 80 percent over the same months for the previous year.

The increase in population has not as yet made itself felt in demands for hospitalization in the tuberculosis sanatoria. Out-of-State patients would be afforded hospitalization in tuberculosis sanatoria on the basis that they would be returned to their home State as soon as proper arrangements could be made.

This general arrangement would also be true for crippled children who may be brought to the attention of the official State agency.

The Bethlehem Steel Co. of Sparrows Point, located in Baltimore County, conducts a well developed industrial hospital. However, they only care for accident cases on the premises and hospitalize their major cases in Baltimore city. Adequate ambulance facilities are provided for the transportation of patients from the plant to Baltimore city.

Ambulances are also available in the counties for the transportation of patients to hospitals at distant points.

To date there has been no evidence submitted indicating that there is an acute shortage of medical attendance for the civilian population in any of the defense counties.

*Hospitals located within the defense area*

Hospital	Type	Owner	Number of beds	Number of bassinets
Station Hospital, Aberdeen Proving Grounds, Harford County.	General	Army	12	
New Station Hospital, Aberdeen Proving Grounds, Harford County.	do	do	400	
Emergency Hospital, Annapolis, Anne Arundel County.	do	Nonprofit	95	15
U. S. Naval Hospital, Annapolis, Anne Arundel County.	do	Navy	192	
Station Hospital, Edgewood, Harford County.	do	Army	56	
Station Hospital, Fort Meade, Anne Arundel County.	do	do	113	5
New Station Hospital, Fort Meade, Anne Arundel County.	do	do	500	
Hartford Memorial Hospital, Havre de Grace, Harford County.	do	Nonprofit	42	8
Montgomery County General Hospital, Olney, Montgomery County.	do	do	40	14
Physician's Memorial Hospital, La Plata, Charles County.	do	County	30	7
Sparrows Point Hospital, Sparrows Point, Baltimore County.	Industrial	Nonprofit	24	
Kernan's Hospital (Baltimore, Md.)	Orthopedic	do	103	
Children's Hospital (Baltimore, Md.)	do	do	144	

NOTE.—Information pertaining to hospitals is according to the American Medical Association Journal, Mar. 15, 1940.

There are located in Baltimore City 18 general hospitals with a total of 5,914 beds and 561 bassinets.

Practically all hospitals in counties and Baltimore City have beds for both white and colored patients.

*Tuberculosis sanatoria in Maryland*

	Number of beds	Owner
State Tuberculosis Sanatorium, Sanatorium, Md. (Frederick County) (white).	510	State owned.
Branch of State Sanatorium for Colored, Henryton, Md. (Carroll County) (colored).	378	Do.
Branch, State Sanatorium, Mount Wilson (Baltimore County) (white).	183	Do.
Branch, State Sanatorium, Eastern Shore, Salisbury, Md. (Wicomico County) (white).	78	Do.
Mount Pleasant Sanatorium, Reisterstown, Md. (Baltimore County) (white)	60	Private.
Hospital for Consumptives, Eudowood (Baltimore County) (white)	196	Semiprivate.
Baltimore City Tuberculosis Hospital, unit of City Hospitals, Baltimore, Md. (white, 135; colored, 143).	278	Baltimore City.

Sanatoria treatment is entirely free for those who cannot pay, and for those with some means very moderate charges are made. The State and Baltimore

# STATE DEPARTMENT OF

Former Presidents of the Maryland State Board of Health. ~ ~ ~

- Dr. Nothan R. Smith.....1874-1876
- Dr. E. Lloyd Howard.....1876-1881
- Dr. Jas. Robert Ward.....1881-1884
- Dr. Richard McSherry.....1884-1885
- Dr. Jackson Piper.....1886-1893
- Dr. John Morris.....1893-1895
- Dr. J. M. H. Bateman.....1895-1897
- Dr. S. Chas. de Kraft.....1897-1899
- Dr. Wm. H. Welch.. Jan. 1900-Jan. 1923

- Chairmen of the Board -  
 Dr. John S. Fulton, Jan. 1, 1923-May 26, 1928  
 Dr. Robert H. Riley, May 26, 1928---

The Board consists of 9 Members, as follows:  
 4 Physicians, 1 Civil Engineer, 1 Pharmacist,  
 1 Doctor of Dental Surgery and the Commission-  
 er of Health of Baltimore City (ex-offi-  
 cio).

The County Health Officers are appointed with the advice and consent of the State Board of Health. (Act of Legislature, 1931).

Maryland State Board of Health is SIXTH in Point of Age.

Admitted to Area of Death Registration in 1906.

Admitted to Area of Birth Registration in 1916.

**STATE BOARD ORGANIZED**  
 ACT PASSED, JANUARY SESSION

**DIRECTOR OF PUBLIC HEALTH**  
 - January 1, 1923

STATE ADVISORY NURSE

EDITORIAL ASSISTANT  
 Public Health Education

**DIVISION OF LEGAL ADMINISTRATION**  
 Investigates violations and enforces Health Laws.  
 Administers Bedding and Upholstery Laws.



**BUREAU OF VITAL STATISTICS**  
 Legislative Act of 1865 Amended, 1898, 1900, 1920. Registration began in 1893. Separate Bureau authorized in 1910.

Registration of Births and Deaths through Local Registrars.

Advice and Assistance to unregistered Persons

Query, correction and indexing of Certificates

Issuance of registration Statements and Certified Copies.

Filing Duplicates of Marriage and Divorce Certificates.

Tabulation and Publication of Statistics.

Conduct of Statistical Studies and Analyses.

Licensing of Midwives

**BUREAU OF COMMUNICABLE DISEASES**  
 Acts of Legislature, 1890, 1896, 1904, 1910. Authorized by Law, 1910

Registration of Morbidity of all Reportable Diseases.

Administrative control of Communicable Diseases.

Tabulating, Computing and Analysis of Morbidity Data.

**EPIDEMIOLOGIST**  
 January 1, 1930. Epidemiological and Diagnostic Services.

**PASTEUR TREATMENT**

**V.D. CONTROL**

**TUBERCULOSIS CONTROL**

**SERVICES FOR CRIPPLED CHILDREN**

**BUREAU OF BACTERIOLOGY**  
 Legislative Acts of 1898, 1910 and 1939. Bureau organized in 1912.

Examination of Specimens for Physicians and Health Officials in connection with the Diagnosis and Control of Diseases

Examination of Samples of Water, Milk, Shellfish and other Foods to determine freedom from Infectious Agents

Establishment of Minimum Standards and Qualifications for Laboratory Workers in the Counties of Maryland. (Act of 1939)

Central Laboratory. Baltimore. Branch Laboratories at Cumberland, Hagerstown, Hurlock, Frederick, Rockville, Salisbury, Elkton, Annapolis and LaPlata.

**BUREAU OF CHEMISTRY**  
 Legislative Acts of 1887, 1908 and 1910. Bureau authorized by Law in 1910.

Examination of Foods, Drugs, Water and Sewage; also Trade Wastes.

Development of new analytical Methods for Foods, Drugs, Water and Sanitation Products

† Analyst provided by the State Board of Health in 1887.

**COUNTY HEALTH OFFICERS**  
 Full Time Health Officers in all the Counties. Legislative Act of 1914, 1922.

County Health Officers Deputy State Health Officers. They represent the Director of Health.

In cooperation with the State Health Department they formulate the County Health Plans.

Epidemiological Investigation and Preventive Measures

Examining School Children

Supervision of Public Buildings

Supervision of Nursing Homes

Sanitary Surveys and Investigations

\* Chronology of inauguration of Full time County health Services: Calvert and Carroll 1924, Prince George's and Talbot 1927, Harford 1928, Anne Arundel 1930, Garrett, Dorchester, Queen Annes and Worcester 1931.

# HEALTH OF MARYLAND

OF HEALTH  
MAY 6, 1874  
ON OF GENERAL ASSEMBLY

PUBLIC HEALTH  
1, 1923



## State Boards of Health:-

Massachusetts.....1869  
California.....1870  
Minnesota.....1872  
Virginia.....1872  
Michigan.....1873  
Maryland.....1874

## Secretaries and State Health Officers Maryland State Board of Health

**EXECUTIVE SECRETARIES**  
Dr. E. Lloyd Haward..... 1874-1876  
Dr. Chas. W. Chancellor..... 1876-1893  
Dr. James Stewart..... 1893-1896  
\* Dr. John S. Fulton..... 1896-1907  
\* Sept 17 1896 - to May 1, 1907, -  
Secretary-General International Congress  
on Tuberculosis, 1907 to 1909.  
Secretary-General, International Congress  
on Hygiene and Demography, 1909-1913.  
Dr. Marshall L. Price..... 1907-1913  
Dr. John S. Fulton..... 1913-1923.  
{ Secretary to the Board and State  
Health Officer from 1914 to 1923  
Director of Health and Chairman of the Board  
\* Dr. John S. Fulton. Jan 1, 1923 to May 26, 1928  
\* Appointed Director Emeritus, May 26, 1928  
Dr. Robert H. Riley, Director of Health  
and Chairman of the Board, May 26, 1928

NUTRITIONIST

DIVISION OF  
ORAL HYGIENE

**EDUCATIONAL**  
County and Community  
Organization for School  
Dental Clinics.  
Undergraduate Instruction  
in Preventive Dentistry.  
Teacher training Course  
in Oral Hygiene.

DIVISION OF  
PERSONNEL  
AND ACCOUNTS  
Organized by the  
Board in 1910.

Money  
Accounting

Property  
Accounting

Printing

Purchase and  
Distribution of  
all Supplies and  
Equipment.

**BUREAU OF  
FOOD & DRUGS**  
Legislative Acts  
of 1890-1910  
Bureau authorized  
by Law in 1910.

STATE FOOD AND DRUG  
COMMISSIONER, 1910

DEPUTY DRUG  
COMMISSIONER, 1922

Enforcement of  
Food, Drug and  
Pharmacy Laws.

Food and Drug  
Inspection.

Sanitary Inspections  
of Food and Drug  
Handling Establishments

Educational and  
constructive measures

Cold storage supervision.  
Inspection of Dairies  
and Pasteurization  
Plants.

Inspection of  
Canneries,  
Crabmeat and  
Oyster packing  
Establishments.

**BUREAU OF  
SANITARY  
ENGINEERING**  
Bureau authorized  
by Law of 1910 and  
organized in 1912.

Supervision and Control  
over Water and Ice Supplies,  
Sewage and Trade Wastes,  
Refuse Disposal,  
Stream Pollution,  
Shellfish Investigations.

Supervision and Control  
over Installation,  
Extension, Alteration,  
Maintenance and  
Operation of  
Water and Sewerage  
Systems and Works.

Approval of Plans;  
Design of Sanitary  
Works for State  
Institutions

Investigation of  
operation and  
maintenance of  
Sanitary Works.  
Research on Water,  
Sewage and Trade  
Waste Treatment.

Promoting  
installation of  
Sanitary Works  
throughout the State.

**BUREAU OF  
CHILD HYGIENE**  
Authorized by Law  
and organized in 1922

Consultation Service  
Pediatric,  
Obstetrical.

Clinics:  
Prenatal, Postnatal,  
Infant and Preschool.

Public Health  
Nursing Service,  
Maternity and  
Child Hygiene.

Nutrition Service.

Organization of  
Volunteer Service  
for Mothers  
and Children.

Instruction in  
Maternity and Child  
Care.~ Lectures,  
Demonstrations,  
Conferences  
and Literature.

Maintains Health  
Trailer Travelling  
Clinics for Children.

Supervision over  
training of Midwives

NTY  
UNITS  
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Counties.  
Acts of  
and 1931.

Officers are also  
Health Officers  
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Public Health.

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and administer  
Health Program.

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Service.

urveys and  
of Nuisances

ise-- Allegany 1922, Montgomery 1923, Frederick, Baltimore,  
ford 1926, Cecil and Wicomico 1929, Kent, Washington and  
ter 1931, St Mary's, Charles, Howard and Somerset 1932, Caroline 1934.

City combine their problems in this field of the program, hence hospitalization must be considered on that basis. The ratio up to one bed per death has been reached.

Each county averages six clinics a year. The clinics accord consultation service for the general practitioner and facilities are available for X-ray and fluoroscope examinations.

#### INDUSTRIAL HYGIENE

Industrial hygiene and sanitation has been conducted by the bureau of sanitary engineering assisted by the county health officers. The last general assembly appropriated a certain amount of money and authorized the organization of an industrial-hygiene division in the State department of health.

The law requires that the State department of health and the Baltimore City Health Department receive reports of occupational diseases from physicians who have knowledge of such cases. The purpose is to study occupational diseases and ways and means for the control and prevention, and to make the necessary rules and regulations for such control and prevention. Such rules and regulations for the control and prevention of occupational diseases shall have the force and effect of law.

In January 1941 a medical officer and a public-health engineer were detailed to the State by the United States Public Health Service for the purpose of making surveys in industrial plants in the State, especially those connected with the national-defense program.

Surveys have included a sanitary inspection of all workrooms, a job analysis in all manufacturing processes, and an appraisal of whatever health hazards were present in connection with these processes and present means for their control. In addition, the surveys included a general appraisal of the adequacy of medical facilities, safety provision, and general sanitation. Following each survey, industrial-health problems were discussed with the management, and recommendations were made for the control of occupational diseases due to noxious dusts, fumes, and gases. Following are the most important industries connected with national defense and which have to date been surveyed.

#### THE FAIRCHILD AIRCRAFT DIVISION

The Fairchild Aircraft Division at Hagerstown, employing approximately 1,230 workers, manufactures small aircraft for training purposes. Engines, made elsewhere, are installed here. Also wing flaps and tail portions of large airplanes are made for other aircraft companies. This company at present has three plants. The main plant makes the fuselage, assembles the plane and installs the motors, another plant makes the wooden framework for the wings and covers them with fabric, while the third plant is not yet on a production basis but is to make wings for large bombers.

Sanitary facilities at this plant seem adequate. The rules of good house-keeping are generally observed, considering crowded conditions due to increasing production. A first-aid room is provided with a trained worker in attendance. Records are kept of all injuries and their treatment. Illness records are also kept.

#### THE VICTOR PRODUCTS CO.

The Victor Products at Hagerstown employs approximately 190 workers. There are two distinct processes: one is the reclaiming of old rubber or rubber scrap, such as automobile tires and tubes, and rubber trimmings from other factories; and the other process is making rubber valves for gas masks. In the latter process the rubber is molded at one of their other plants and here the two portions are pressed and vulcanized together, trimmed and tested to make the finished product.

#### THE BETHLEHEM STEEL CO.

At the Bethlehem Steel shipyard, Sparrows Point, Baltimore County, determinations were made of the atmosphere contamination caused by electric-arc welding in closely confined spaces aboard ship, by welding galvanized iron in the sheet-metal shop, and of carbon monoxide in the air of the blacksmith shop. At the H. T. Campbell Sons' Co., atmospheric and settled-dust samples were taken



for silicious-dust analyses in the calcite and dolomite plants, and tentative plans were made for X-ray study of the chests of workers in dusty processes. The collected samples were analyzed at the National Institute of Health. This company maintains a full-time medical staff and a small industrial hospital for the care of accident cases among the employees.

#### THE EASTERN ROLLING MILLS

The Eastern Rolling Mills, situated on Rolling Mill Road off Eastern Avenue near Colgate, Baltimore County, employs approximately 235 workers. Originally steel plate was rolled here but at present only stainless steel is being rolled. Billets of stainless steel of varying widths and thicknesses are purchased elsewhere. These billets are heated, rolled, sheared, annealed, pickled, and finally polished to make the finished sheets. At this time machinery is being installed to manufacture casings for 5-inch shells.

The sanitary facilities provided are excellent. Model toilet and lavatory provisions were found. Illumination seemed to be adequate. Lifting of heavy objects was minimized so far as possible. The assembly line was so planned as to minimize unnecessary lifting and strain. Good housekeeping is the rule throughout the plant.

The safety program in this plant has been progressive, and several safety awards have been won. Monthly meetings of the safety committee are held with the representative of the insurance carrier at which all accidents are discussed and steps are taken for preventing further accidents. Responsibility is placed for each accident, and there is competition between departments to maintain an accident-free record. The plant is represented in the Baltimore Safety Council.

A well-equipped first-aid room is provided with a trained nurse in attendance on each of the three working shifts. Records are kept of all injuries and their treatment. Records of illness are made when the workers visit the first-aid room, but if workers are absent because of illness they may not report to the nurse concerning their illness.

Owing to the importance of making industrial surveys of arsenals and powder plants, the representatives of the United States Public Health Service who made these surveys have discontinued their work in Maryland temporarily.

#### BUREAU OF SANITARY ENGINEERING

As a result of the Federal housing program which is being carried on in the State, exclusive of Baltimore City, by the Public Buildings Administration, the following Federal housing projects are now nearing completion:

Location:	Number of homes
Clymont, Charles County.....	650
Odenton (Fort George G. Meade).....	115
Dundalk.....	85
Edgewood (Edgewood Arsenal).....	200
Aberdeen (Aberdeen Proving Ground).....	248
Havre de Grace.....	530

These homes are being erected for the purpose of providing living accommodations for the employees in the near-by defense areas. In each instance the problem of obtaining safe and adequate sources of water supply and for the collection and proper disposal of sewage has been studied by the Bureau of Sanitary Engineering. With the cooperation of the Public Buildings Administration, Federal Works Agency, it is believed that the above-mentioned problems are being taken care of in a satisfactory manner.

Where available, we have endeavored to have provided water and sewerage services to the housing developments from the local municipal sanitary systems. Such arrangements were possible for Odenton, Dundalk, Havre de Grace, and Aberdeen, but for each of the other projects it was necessary to develop a separate source of water supply and to construct sewage-treatment plants.

If it had been possible to obtain the cooperation of the War Department, the construction of sewage-treatment plants for the Edgewood and Aberdeen developments and providing a separate source of water supply for Edgewood would not



have been necessary, since all of these sanitary systems could have been made available to the housing areas from the existing systems which have been greatly expanded on both the Aberdeen Proving Ground and Edgewood Arsenal properties. I have been reliably informed that Public Buildings Administration negotiated with the War Department on the above, but unsuccessfully.

In the case of the Aberdeen housing project, through the efforts of the Bureau of Sanitary Engineering, an agreement was entered into by Public Buildings Administration with the Aberdeen municipal authorities whereby a new sewage-treatment plant is to be built of adequate capacity to take care of sanitary sewage from both the housing area and the town. Complete treatment of the sewage with chlorination is necessary since the plant effluent will empty into Swan Creek which has been used for bathing by the enlisted personnel at the Edgewood Arsenal at a point about 4 miles downstream. The town of Aberdeen has agreed to pay its portion of the cost for constructing the sewage treatment plant as the existing municipal plant, constructed in 1918, is greatly overloaded and cannot readily be enlarged.

So far as it has been possible to ascertain, up to the present time, no responsible Federal authority has been delegated to maintain and operate when completed the sanitary systems and appurtenant works now being constructed at the defense-housing areas. It is highly important that some Federal agency be given responsible charge of the utilities to assure the delivery of a safe and potable water at all times and to maintain satisfactory operation of the sewage-treatment plants.

The present defense program has resulted in large increases in population in other areas of the State with the consequent rapid building up of housing developments unprecedented in number, particularly in Montgomery and Prince Georges Counties within the Washington Suburban Sanitary District and adjacent to the city of Washington, and in the Baltimore County metropolitan district in the Middle River area in the vicinity of the aircraft factory of the Glenn L. Martin Co. and adjoining Sparrows Point where the plant of the Bethlehem Steel Co. is located.

It is not possible for the responsible authorities in the two districts to keep abreast of the demand for water and sewer services and sewage-disposal facilities. Because of legal limitations under which the commissions in the districts function, with respect to raising funds for the construction of sanitary systems, they cannot under the present laws raise sufficient money for the prompt construction of necessary trunk sewers, sewage-pumping stations and treatment works without special legislative authority. These limiting restrictions have resulted in serious delays in providing adequate housing facilities in certain portions of the districts. In the Middle River area of the Baltimore County metropolitan district, furthermore, the inability of the county commissioners to raise adequate funds for sewerage improvements has seriously interfered with the aircraft production at the plant of the Glenn L. Martin Co.

In the present emergency, if means could be provided to make sufficient funds available to responsible municipal agencies in the State for defense projects or those directly related thereto, and for furnishing additional engineering personnel where needed for the preparation of plans and specifications for necessary sanitary construction, many of the delays already experienced could be easily overcome and the whole defense program expedited.

The Bureau of Sanitary Engineering has been called upon to supervise and direct the planning and negotiations looking toward the ultimate solution of sanitary problems in all of the housing areas in the State and to review plans and specifications prior to the construction of the necessary sanitary systems and works. These activities are in addition to the routine operations of the bureau which exercises control over all public water supply and sewerage systems and water and sewage-treatment plants in the State. This increase in responsibilities, therefore, has been undertaken with a diminishing technical staff resulting from Army service and resignations. Even though attempts have been made to maintain the engineering personnel to its normal strength, this has been found impossible because of our inability to obtain suitably trained sanitary engineers. Under such conditions, therefore, and with four of the present staff within the age limit of the Selective Service Act, it will hardly be possible for the small engineering staff to maintain much longer its present high level of efficiency.

## BUREAU OF FOOD AND DRUGS

The major increase in activities of the Department would naturally fall into inspection of many eating places which have been developed in the several defense areas. These inspections in most instances have been conducted by the county health department personnel. The cooperation of the managers of these places has been secured for the promotion of better sanitary conditions in and around the premises with special reference to the proper storage and maintenance of food supplies.

There is an adequate milk supply in all the counties and pasteurized milk is available not only from local pasteurizing plants but from the larger milk distributors whose headquarters are in Baltimore or Washington, D. C.

*Pasteurized milk supply*

County:	Percent Pasteurized
Anne Arundel.....	80
Baltimore.....	60
Harford.....	60
Howard.....	75
Montgomery.....	90
Prince Georges.....	85
Charles.....	<sup>1</sup> 32

<sup>1</sup> Probably considerably higher when you include Indianhead and Government reservations.

## BUREAU OF VITAL STATISTICS

Within the last year there has been a tremendous increase of demands on this Bureau for birth records on the part of workers in national-defense industries. Applications for birth records have been multiplied by more than 6 during the year, and applications for delayed birth registrations by about 13. Whereas we had been receiving, during the first half of 1940, approximately 600 applications for birth records and about 35 applications for delayed registrations per month, we have, during the last 6 months, averaged over 3,700 applications for birth records and over 400 delayed birth registrations in the counties of Maryland (State exclusive of Baltimore).

The registration of the birth of an adult requires the examination on an average of three to four records such as baptismal records, insurance policies, etc., and the preparation of a detailed abstract. This work therefore takes on an average about 2.5 hours of clerical time for each registration.

Largely as a result of demands of this type, the personnel of this Bureau has been increased within 1 year from 11 clerks to an average of 19 or 20. Six of the workers have come from Work Projects Administration and 1 or 2 from National Youth Administration. As Work Projects Administration projects for assistance in current work have been limited to 6 months, our operating conditions have been extremely unsatisfactory, and an appeal to Congress is contemplated on behalf of State bureaus of vital statistics for a special grant to meet this phase of national-defense requirements.

The demand for birth records comes from natives of Maryland in national-defense industries, whether residents of Maryland or elsewhere. The problem has been intensified somewhat by migration of these workers from Maryland to centers like Detroit, Los Angeles, and Cleveland, but the migratory aspect cannot properly be considered the sole source of the difficulty.

From the statistical angle, the migration of workers makes the estimation of populations more difficult and the calculated birth, death, and morbidity rates undependable in some areas. It would be helpful if the Bureau of the Census or a similar agency could make population estimates on a sampling basis in the critical areas during the period of rapid change. These estimates could probably be tied up to the estimates of similar surveys which have already been planned or are under way.

*Resident live birth and death rates in Anne Arundel, Baltimore, Charles, Harford, Montgomery, and Prince Georges Counties of Maryland, 1939 and 1940*

Rate <sup>1</sup>	Anne Arundel		Baltimore		Charles		Harford		Montgomery		Prince Georges	
	1939	1940	1939	1940	1939	1940	1939	1940	1939	1940	1939	1940
Live birth.....	20.1	19.0	14.6	18.6	29.1	26.1	17.9	18.5	25.8	20.1	24.3	20.0
General death.....	10.2	10.3	8.7	9.8	11.9	12.3	10.8	11.9	12.5	9.1	10.8	8.6
Infant mortality.....	62.7	54.4	41.0	40.3	70.1	75.4	44.7	36.5	34.3	46.9	50.0	51.9
Maternal mortality.....	1.6	3.9	4.5	2.1	2.1	4.3	1.7	3.0	3.7	2.3	2.7	2.1
Typhoid-fever death.....	-----	-----	.6	1.3	6.2	-----	-----	-----	-----	-----	-----	2.1
Diphtheria death.....	1.6	-----	2.4	1.3	6.2	-----	-----	-----	1.6	1.1	1.3	-----
Tuberculosis.....	52.8	48.0	36.2	42.3	99.0	45.0	35.6	53.5	51.5	40.8	54.8	60.4

<sup>1</sup> Live-birth and general death rates are per 1,000 population; typhoid fever, diphtheria, and tuberculosis death rates are per 100,000 population; infant and maternal mortality rates are per 1,000 live births.

#### ANNE ARUNDEL COUNTY—STATEMENT OF HEALTH OFFICER

The United States Naval Academy is located at Annapolis and the military reservation, Fort George G. Meade, is also located in this county. The next largest settlement to Fort Meade is Laurel, which is in Prince Georges County and is located on the Washington Boulevard. Fort Meade is approximately an equal distance from Baltimore City and Washington, D. C.

In the Annapolis area, where the Naval Academy is located, actual congestion of population has not taken place. The increase in personnel, incident to the increase in the number of midshipmen, has not been great enough to cause a problem, though it is true that there are very few accommodations unoccupied in and around Annapolis, but so far there have been enough places so that everyone could find a home.

In the upper end of the county near Baltimore City, there has been a considerable infiltration of individuals working in Baltimore industries, which has resulted in the construction of a considerable number of small homes in that area. This is especially noticeable in the Glen Burnie section. This expansion, however, is a very healthy one and is not causing congestion.

In the Fort Meade area, during the construction on that military reservation, there was a sudden influx of a large number of workmen. For the most part these workmen came from the surrounding territory and went back to their homes at night. A few, however, came from a distance and brought their families with them; however, the number was not great and presented no special problems in sanitation. With the increase of residents in this vicinity, problems did develop due to the establishment of eating and drinking places which often spring up overnight, consisting usually of board shacks with little provision, or at the best the crudest provision, for sanitation. This situation was promptly handled. Sanitary privies were constructed and sanitary arrangements for handling eating and drinking utensils were installed. Some of the worst places were closed. With the cooperation of the military authorities it was possible to have many improvements made, as in instances where the proprietors declined to make the necessary improvements the military authorities declared such places "off bounds." This procedure always brought about a prompt compliance with the instructions of the health department.

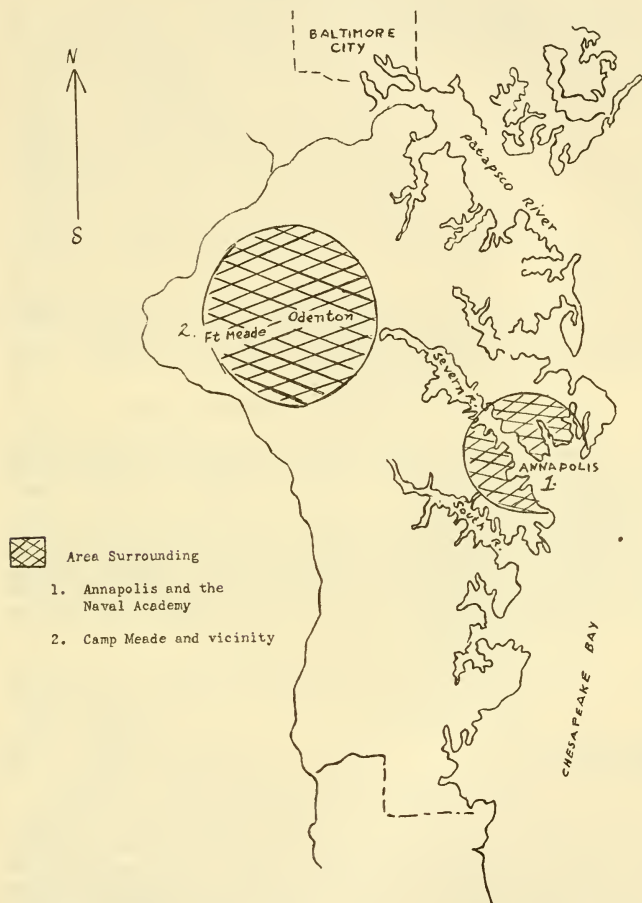
Owing to the increased number of troops at Fort Meade, a shortage of housing facilities was experienced around the camp for families of both commissioned and noncommissioned officers, especially in the Odenton section. The women and children found accommodations in rooms or small private residences near the reservation. This crowded situation still exists to some extent. It probably includes between 500 and 1,000 people. This increase in population makes the situation a little more serious, since the normal situation in this area was none too good.

The Government has constructed 115 units for one- and two-family homes contiguous to Fort Meade for the use of families of noncommissioned officers. These units will house approximately 500 people and will relieve the congestion in private homes around this reservation.

The increase in military activities has not to date resulted in an increase in communicable diseases. The county has been particularly free from communi-

cable diseases other than the minor ones, such as measles. The venereal diseases have not increased so far with the exception of a normal rise in syphilis owing to the picking up of positive blood at draft board examinations. Both the area

ANNE ARUNDEL COUNTY



Area Surrounding

- 1. Annapolis and the Naval Academy
- 2. Camp Meade and vicinity

Population 68,375  
 Square miles 630

Maryland State Department of Health

surrounding Fort Meade and Annapolis have so far been kept relatively free from venereal disease. Full cooperation has been obtained from the military and naval authorities in securing histories as to contacts. Prostitution has not

developed in these areas. The area surrounding Fort Meade is one which makes the harboring of prostitutes difficult.

Maternal and child-health centers are held at Odenton, and the attendance at the clinics has gradually increased during the period corresponding to the period of increase of activities at Fort Meade.

The nurses in these areas have not reported any particular problems or any extraordinary increase in calls for their services.

Recently Fort Meade expanded its territory, taking in a large area. This necessitated the moving of approximately 100 families to new homes, many of these located outside of the county. Others have found places somewhere in the county and have been absorbed quite naturally without disturbance of economic or social conditions.

The sanitary problems in the area of Fort Meade and Annapolis have increased. Even with the limited personnel, sanitary improvements have been very satisfactory. Owing to the continuance of the activities at Fort Meade there will be undoubtedly an increase in population both around Fort Meade and Annapolis. This will naturally increase the work of the nurses and more sanitary problems will arise which will have to be handled as they develop. The same clinical facilities will be offered to the incoming population as exists for the permanent population, and communicable disease control will be the same. The parents will be urged to have their children immunized against diphtheria and all will have to be vaccinated against smallpox to comply with the school requirements for admission.

The building permits in Anne Arundel County outside of Annapolis total 1,248. Up to June 1, 1941, there were 654 permits issued in that area. For Annapolis there was a total of 106 permits issued for 1940 with a cost of buildings totaling \$202,904. Permits for 1941 up to June 1 were 23 and the cost \$27,800.

A map of Anne Arundel County is attached which shows the defense areas in which housing projects are under construction.

#### BALTIMORE COUNTY—STATEMENT OF HEALTH OFFICER

The public health personnel of Baltimore County at this time consists of 1 health officer, 1 assistant health officer, and a physician detailed by the United States Public Health Service to act as assistant to the health officer; 1 public health nurse supervisor, 11 public health nurses, 2 sanitarians, and 3 stenographers.

The major firms, all of which are located in the southeastern section of the county (see attached map showing hatched area), devoting themselves to Government defense contracts are the Bethlehem Steel Co. at Sparrows Point, the Glenn L. Martin Co. at Middle River, and within the past 3 months the Bendix Radio Corporation at Towson. On the basis of inquiries made of the officials of these firms, there is given below the approximate number of workers now employed or to be employed.

#### *Employees at major defense corporations*

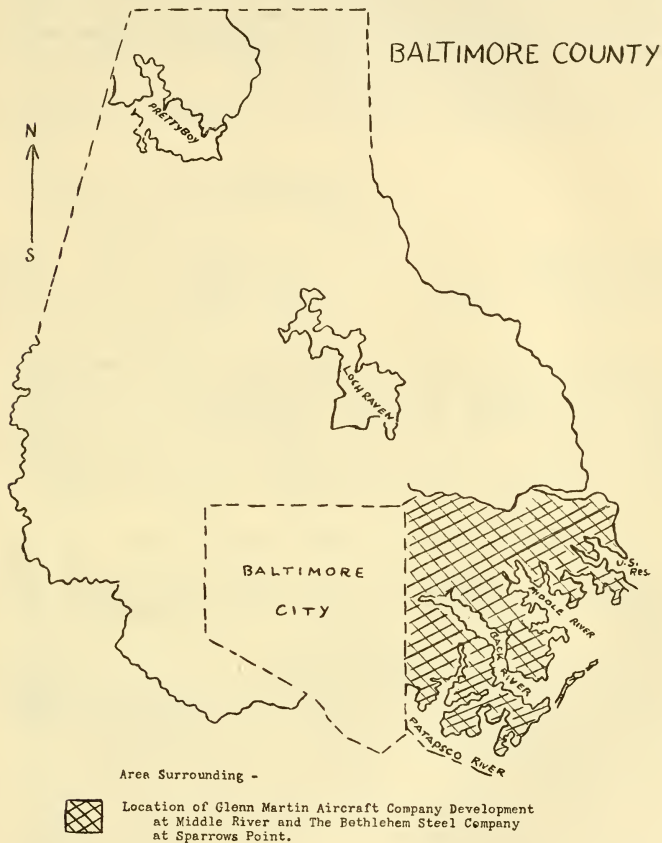
Corporation	As of June 16, 1941	As of Oct. 1, 1941
Glenn L. Martin Airplane Co. ....	22,000	42,000
Bethlehem Steel Co. ....	26,000	(?)
Bendix Radio Corporation .....	650	1,200

From June 1940 to June 1941, there has been a sharp increase of migration of workers and their families into this county as a result of defense activities. The majority of the workers in the plants devote a major portion of their time to Government defense contracts and have taken up residence in Baltimore County. However, the majority of such workers and their families have located in Baltimore City. It is estimated that about two-thirds of the employees at Glenn L. Martin Co. live in Baltimore City.

The influx of workmen has created several acute problems in regard to county sanitation, particularly in the area where the defense projects are located. The industrial and population expansion has progressed with speed which has far exceeded the estimate made for sanitary facilities that would be needed



under normal conditions of county population growth. The Glenn L. Martin Co., which has been disposing of its own sewage, will, by September 1, 1941, secure a connection with the sewer trunk line leading to Baltimore City disposal plant. The increase in population and building surrounding this plant gives rise to sanitary problems in the area adjacent to the sanitary sewer.



Population 155,825  
 Square miles 702

Maryland State Department of Health, 1941

The sewage-disposal problems around the Bethlehem Steel plant are not so serious with respect to the plant itself. The surrounding areas have always presented difficulties with respect to providing adequate dwelling-house sanitation. The resulting problems will be magnified as a result of an increase in the number of residents who are to occupy the houses of the area.



In addition to the building of private homes, trailer camps have been established far and wide within the southeastern section of the county. There are 11 licensed trailer camps surrounding the Glenn Martin Co. This is an increase of 8 such camps during the past year. There is also a trailer camp of approximately 200 trailers to be established by the Farm Security Administration on the Martin property. These trailers are now in place but are not to be occupied until sewage-disposal systems are completed.

Many enterprises have been established in the vicinity of these projects, such as restaurants, stores, filling stations, and beaches for recreation. Also several new milk producers and a number of distributors of milk and milk products have been drawn into this area.

The following tabulation shows the increase in the amount of building permits and proposed expenditures. The increase has been higher in the southeastern area.

	Areas in which defense projects are located		Other areas in Baltimore County	
	Permits	Cost	Permits	Cost
June 1 to Dec. 31, 1939.....	562	\$912, 621	625	\$3, 105, 440
Jan. 1 to Dec. 31, 1940.....	2, 175	11, 030, 575	1, 529	5, 780, 302
Jan. 1 to June 20, 1941.....	2, 083	5, 450, 384	1, 120	4, 156, 832
Total.....	4, 820	17, 393, 580	3, 274	13, 042, 634

Communicable diseases have not presented a serious problem. There was an increase in the number of cases of German measles which occurred as shared with the Nation-wide increase. There has not been any noticeable increase in the major communicable diseases such as typhoid fever, meningococcus meningitis, diphtheria, or scarlet fever as compared with corresponding periods of previous years. The regular routine preventive measures are available to all of the population of the county, including transit of migratory labor.

A map of Baltimore County is attached which shows the defense area in which housing projects are under construction.

#### CHARLES COUNTY—STATEMENT OF HEALTH OFFICER

The only defense activity located in this country is the United States naval reservation at Indianhead, where the naval powder plant is located. Here, as elsewhere, there has been an increase in population surrounding this area and it is estimated that 5,000 persons have been drawn to this section of the county.

In what is known as the Glymount section, located near the reservation, there is a Federal Housing project under development amounting to about 650 individual homes. Adequate water supply for these additional homes has been provided and the sewage treatment and disposal plant is under construction. There have been 350 new homes built within the reservation and it is reported that the untreated sewage from these homes is being dumped into the river.

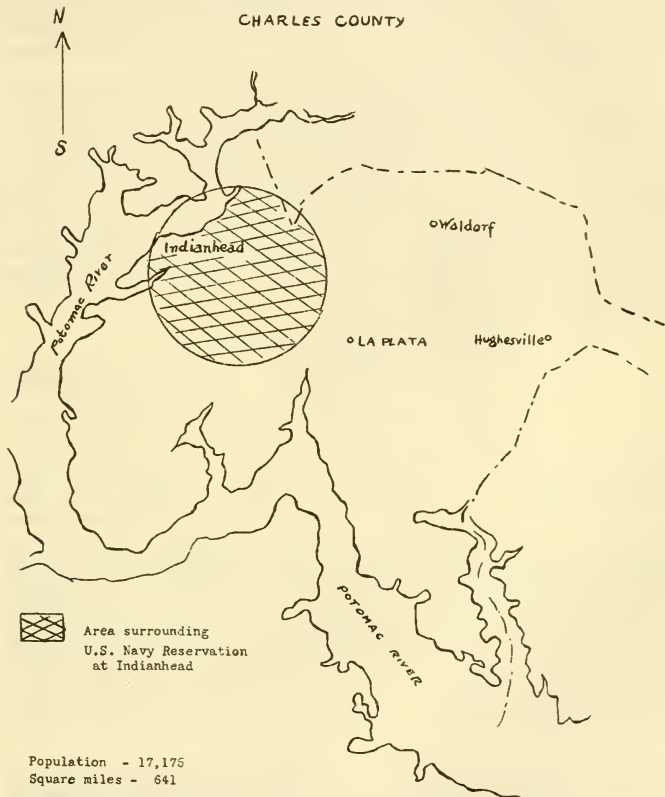
One of the most acute situations developing as a result of the new construction is the lack of proper school facilities, and some means should be taken by the Federal Government to provide adequate housing for school children.

The town of Indianhead, which is located between naval reservation and the Glymount development, is experiencing an acute inroad in the way of population increases. Indianhead is the business section patronized by all the so-called Indianhead area. There is no garbage incinerator available, except the one on the reservation, which is not available to the civilian inhabitants. There are no funds in the community available to construct an incinerator.

Owing to the rapid increase in population in Charles County, hospitalization is becoming an acute problem. The only hospital in the county is a small hospital, modern in equipment and design, and located in the town of La Plata. This hospital has increased its patient days 80 percent so far this year as compared with the records of the previous year. It is felt that to meet the demands which will develop in this section, it will be necessary to have funds allotted to enable this hospital to double its present capacity.

The completion of the Potomac River bridge during the year 1940, which is a link in the north-south defense highway and which passes through Charles County for a distance of about 30 miles, together with the defense project at Indianhead and the housing developments in this county, have brought about an increase in the population of the county by an estimated 5,000. The immediate result has been an unforeseen demand for hospitalization as well as a demand for school facilities and other public utilities.

There has been no appreciable increase in the communicable disease situation in Charles County. There is conducted in this county, a well-organized



Maryland State Department of Health

public-health program which includes public-health education, services to the physicians of the county, and there are conducted in the county venereal disease clinics, tuberculosis clinics, crippled children clinics, prenatal clinics, and school examinations are carried out. The school examinations consist of nursing visits, school conferences, school health talks, and physical examination of children.

A map of Charles County is attached which shows the defense area in which housing projects are under construction.

## HARFORD COUNTY—STATEMENT OF HEALTH OFFICER

There are two military reservations located in this county, Aberdeen Proving Ground and Edgewood Arsenal, which are located a short distance from one another and are near the towns of Bel Air and Havre de Grace.

It is estimated that the defense activities have brought into the county 2,500 people who now live near the Government reservations. About 500 of this group are living in trailers and the remainder in apartments and boarding houses.

In previous years there were no trailer camps in this section and in 1941 seven have been established. The number of permanent tourist camps has also increased. By and large, overcrowding has been noticed in some areas owing to the shortage of available houses and rooms, and in some instances dilapidated houses and out buildings have been reconditioned to some extent, but not made in a livable condition.

The poor housing condition will soon be eliminated owing to the three Federal housing projects now under construction. These projects will provide about 1,200 homes and will house approximately 4,000 people.

The Susquehanna Bridge which spans the Susquehanna River at Havre de Grace forms the northern connecting link of the north-south defense highway.

A considerable number of new restaurants and stores have been opened in the defense area and there has been noticed an increase in dairy farms producing milk for local consumption and for sale on Government reservations. One local pasteurizing plant has increased its sales from 250 gallons daily to 600 gallons.

This increase in population has very materially increased the work in the local health department, particularly in respect to sanitary conditions in and around the trailer camps and temporary housing facilities. There has been an increase in the amount of building permits resulting in an increase in money expended for building purposes in the defense areas.

*Building permits issued in Harford County*

	Bel Air		Aberdeen		Havre de Grace		Remainder of county	
	Permits	Cost	Permits	Cost	Permits	Cost	Permits	Cost
June 6 to Dec. 31, 1939.....	9	\$40,500	13	\$46,100			28	\$62,200
Jan. 1 to Dec. 31, 1940.....	26	97,200	18	91,500	8	\$30,200	100	234,800
Jan. 1 to June 24, 1941.....	7	24,500	8	33,900	8	62,400	54	131,400

There has not been an increase in communicable diseases, and the general public-health program clinics have been carried on and the new residents of the county are eligible for attendance at these clinics. Immunization for diphtheria and smallpox has continued as in previous years and this service is also extended to the migratory group coming into the county.

The personnel of the county health department consists of one health officer, two regular public-health nurses, a sanitary inspector, and a clerk. One additional nurse has been assigned to the county for temporary duty by the United State Public Health Service.

The attached map of Harford County shows the defense areas in which housing projects are under construction.

## MONTGOMERY COUNTY

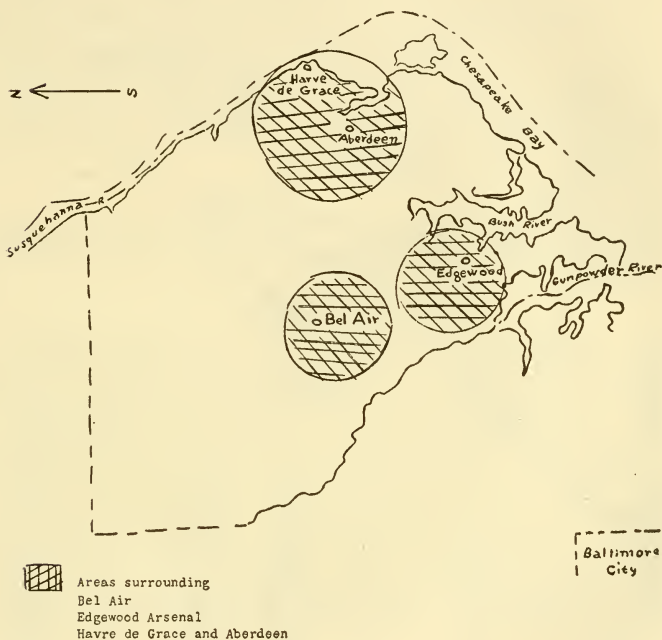
Montgomery County, because of its proximity to Washington, increased in population 70 percent during the last 10 years. This is 20 percent more than any other Maryland county. The suburban part of the county is not large in area. Some places, such as Takoma Park, are completely urban. While many people who come into Montgomery County move into healthy, attractive homes, there are a large number who crowd into parts of old houses, which are crowded beyond capacity. This is done in an attempt to obtain inexpensive living quarters.

Out beyond the suburban area populations are increasing on the outskirts of town. In some of these subdivisions the houses are placed on small lots out of reach of sewers and incapable of proper absorption of sewage. A case of typhoid on the edge of Rockville last January is a direct result of this.

Our record showed increasing proportion of new tuberculosis cases among new residents of the county. This is not because of unhealthy conditions but because of the change in population. The danger is that infection is apt to be spread before the health department discovers the case.

In the rural parts of the county there is a rapid influx of low-income families from Virginia and Tennessee in order to replace farm labor which moves away to secure higher wages. Some of our worst health problems occur in these

HARFORD COUNTY



Population - 35,060  
 Square miles - 539

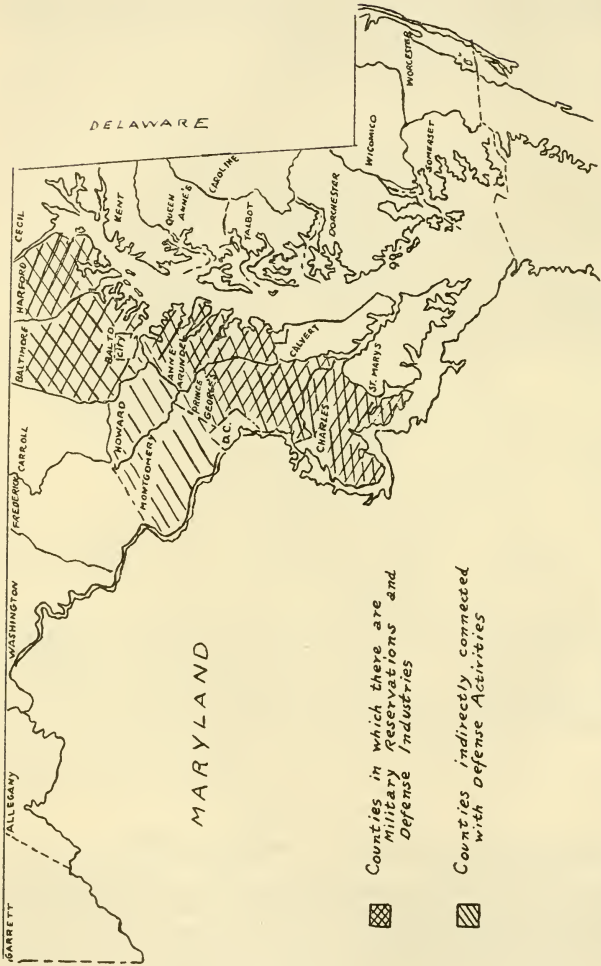
Maryland State Department of Health, 1941



immigrant families. Another problem in the rural areas is the large number of boarding children placed by District of Columbia families or agencies in Montgomery County foster homes.

Still another problem is the disposal of garbage and rubbish from the suburban area. The county is greatly in need of a modern incinerator.

Further information concerning the county's health needs are shown in the attached annual report.<sup>1</sup>

<sup>1</sup> Held in committee files.



-  Countries in which there are Military Reservations and Defense Industries
-  Countries indirectly connected with Defense Activities

Maryland State Department of Health - 1941



STATEMENT BY HUNTINGTON WILLIAMS, M. D., COMMISSIONER OF HEALTH, BALTIMORE CITY HEALTH DEPARTMENT, BALTIMORE, MD.

The Baltimore City Health Department has felt an increase in the demand for smallpox vaccination of in-migrant workers arriving in Baltimore during the past 6 months; from January 1 through June 26, 1941, 168 such vaccinations were recorded as compared with 6 for the corresponding months in 1940 and 4 in 1939.

During the first 4 months of 1941 there has been an increase of 16 percent meningitis in the city as compared with 13 cases for the entire year 1940 and 18 cases for the year 1939. Increases in this disease are periodic but may result from overcrowding in sleeping and housing conditions and there is no doubt that this situation has become somewhat hazardous in Baltimore during recent months. In May 1941 an investigation of a reported case of meningococcus meningitis showed that 21 persons were living in one household and that 5 were sleeping in one room, and similar overcrowding has been noted on city health department inspections of rooming houses during recent weeks. A special public warning in this matter was issued by the commissioner of health of the city through the Baltimore Sunday Sunpaper on May 11, 1941.

#### INCREASING BIRTH RATE

During the first 6 months of 1941 there have been 35 cases of meningococcus in the number of birth certificates filed in the bureau of vital statistics of the Baltimore City Health Department as compared with the same period for the year 1940. It is not possible to attribute all of this increase to in-migration.

#### HOUSING

In addition to the above, there has been, during the first 5 months of 1941, a continuing increase in the number of rooming house licenses issued by the city health department; for this period in 1941, 149 new permits were issued and 402 old permits were renewed; as compared with the first 5 months of 1939 when only 49 new permits were issued and 298 were renewed and during the first 5 months of 1940 there were 64 new permits issued and 362 renewals.

A comparison of the houses and apartments for rent advertised in a June Sunday morning Sunpaper for 1939 and 1940 and 1941 shows a very considerable decrease in the number of houses and apartments advertised for rent in the city, but at the same time, during this 2-year period, there has been some increase in the number of single rooms advertised for rent. However, the same study reveals that there has been a decline in the number of houses for rent in the city. For the day studied there were 92 in 1939, 48 in 1940 and only 16 in the Sunday Sunpaper for June 8, 1941. Likewise the figures for apartments for rent in the city were 574 on June 11, 1939, 428 in a June Sunday paper for 1940, and only 290 in the Sunday paper for June 8, 1941. Single rooms for rent indicating possible housing shortages, as advertised in these 3 Sunday papers were 82 on June 11, 1939, 105 on June 9, 1940 and 157 on June 8, 1941.

While other statistical information is difficult to obtain, there is every indication through city health department inspections that rooming houses and multiple-family dwellings are overcrowded in some instances with an attending lack of adequate sanitary facilities and an increase in the use of basements for dwelling units.

The new Armistead Gardens for defense housing families, when completed, will necessitate the establishment of additional services by the city health department for the occupants that will probably reach a total of 3,500 persons, which will require additional city health department budget and appropriations of about \$1 per capita or \$3,500 for health officers, communicable-disease control, school-hygiene and public-health nursing and other related services, including child-health and prenatal clinics.

#### INDUSTRIAL HYGIENE

While it is difficult for the city health department to secure statistics of significance on the matter, there is, of course, a marked increase in industrial employment particularly in defense industries and this is presenting problems

to the staff of our industrial-hygiene services, which is asked and expected to study actual or potential health hazards in such industries. It is important to note that new processes, new materials, and expansion of activities have revealed the need for the Baltimore City Health Department to carry on many technical studies of exposure to such materials as benzene, lead, silica, manganese, carbon monoxide, nitrous gases, selenium and radium emanations, and the division of industrial hygiene and the bureau of occupational diseases and the bureau of laboratories are busily engaged in advising industrial managers on important health-protection method of major significance.

#### COMMUNITY SANITATION

Complaints pertaining to such conditions as poor housing, inadequate and defective plumbing facilities, rat infestation, garbage and refuse disposal, weeds, drainage defects, and atmospheric pollution have been increasing in number, but the city health department staff has been fairly successful so far in handling these complaints in accordance with their public-health significance.

The bureau of food control has had to increase its supervision and educational program among food handlers in restaurants and other such serving places because of new food-handling establishments being opened in industrial areas of the city, and because of labor turn-over among food handlers.

#### GENERAL

It is not possible to include in this report any material dealing with the metropolitan area of Baltimore outside of the city limits but the city health department has been in touch with the Baltimore County Health Department and with industrial groups located outside the city limits with residents often living within the city, or near its borders. Close cooperative efforts have been made by the Baltimore City and Baltimore County Health Departments near the southeast boundary of the city in securing toxoid inoculation for young children for protection against diphtheria in families in defense industries located both inside and outside the city limit.

The commissioner of health serves as a member of the important State advisory committee for the conservation of manpower in defense industries under the chairmanship of Mr. L. A. Helfrich and has participated in the work of this committee in connection with industrial-health surveys and recommendations. The first meeting of this committee was held November 29, 1940.

The commissioner of health also serves as a member of the district council for the City of Baltimore of the Maryland Council of Defense, organized early in June 1941.

The city health department is in close cooperative relation with the medical staff of the third corps area for the purpose of interchange of reports of communicable diseases occurring in and around Baltimore City.

The city health department has completed plans for securing postcard reports of the arrival of new families in Baltimore needing health services from occupants of the city housing authority projects, including the Armistead Gardens area; and similar post-card reports from families recently moving to the city for industrial employment and has prepared a special appeal to the latter's families in the form of an article to be published in various industrial plant publications with the approval of the managers of these industrial organizations.

In addition there is under way a Work Projects Administration housing survey sponsored by the Baltimore Housing Authority in collaboration with the city health department and the Johns Hopkins School of Hygiene and Public Health and, at a later date, there may be available from this survey more exact information in regard to in-migration of defense workers in the city.

#### TESTIMONY OF DRS. RILEY AND WILLIAMS—Resumed

Mr. ARNOLD. Dr. Riley, what are the national defense areas in Maryland that need special attention in regard to health?

Dr. RILEY. We have more or less arbitrarily set aside about 7 counties: Baltimore County, which adjoins Baltimore City; Harford, Anne Arundel, Howard, Prince Georges, Charles, and Montgomery Counties.

Mr. ARNOLD. What is your department doing in regard to the health needs of these areas?

## HEALTH SERVICE PERSONNEL

Dr. RILEY. We are concentrating in those areas. We are not only putting our own personnel in but we are asking the Public Health Service to aid us. We have already received some personnel from the orientation class of the Public Health Service.

Each of the seven defense counties has a full-time health officer, and two have assistant health officers. These counties are provided with public-health nurses and sanitarians, and also the necessary clerical help. In addition to the regular personnel, local physicians are employed for work in the venereal-disease clinics.

In the last war we had only 10 men in the whole State whom we could call upon. We had no State nurses; we had no sanitary officers; we had no clinics. Today we have over 100 nurses; we have a health officer in every county of the State and an assistant health officer in some of the counties adjoining Baltimore or in other strategic sections.

Mr. OSMERS. How many counties are there in Maryland?

Dr. RILEY. Twenty-three. We also have other sanitary officers and other personnel, so that when we saw this thing coming, we began to get ready. We have staffed up our clinics. We have facilities for venereal-disease examinations, laboratory tests, and treatment in every county in the State, which I think ample for our present needs.

We have clinics for tuberculosis, prenatal care, infant and child health, immunization, and we carry on health services in the schools. We might be accused of practicing State medicine, but if we are, we have the full support of the medical profession in those services.

## NOT DEPENDENT ON FEDERAL AID

Maryland needs other things for these particular areas, and I don't know that we can supply them from the State funds or local sources. Maryland organized the counties on a full-time basis long before any Federal funds were available, so that today, if Federal allotments were withdrawn, Maryland would still have a nucleus in every county and still carry on—considerably handicapped, of course.

Since new money has been made available to the counties of Maryland, we have amplified and extended our activities, but we haven't interfered with our organization and we haven't added any new bureaus or divisions or departments from Federal funds. We have only supplemented what we already had. We might boast a little in saying that Maryland was the first State in the Union to have a full-time health organization in each county of the State from its own funds.

Other States have accomplished these things since Federal money has become available, but not before. We appreciate the Federal aid and we are making use of it and could use still more, but if and when the time comes that Federal money is not available, I think Maryland would still have a fairly complete program.

Mr. OSMERS. And before the Federal Government furnished funds, Maryland took care of those things?

Dr. RILEY. Maryland has had full-time health service throughout the entire State since 1914; Baltimore City has its own independent set-up and has been on a full-time bases for many years. In 1914 the counties were organized into 10 sanitary districts, each under the charge of a full-time health officer. Full-time health service in individual counties followed and by the close of 1934 every one of the 23 counties of the State was on a full-time basis. A full-time health officer is one who does not engage in private practice, but devotes his entire time to public health.

We have the merit system in Maryland. We don't take just anybody who comes along. Appointments are made on the basis of competitive examination, and appointees are certified to the department by the State employment commissioner. To be eligible for such an appointment a health officer must have been graduated from an accredited medical school and must have had experience or special training in public health.

When such persons are appointed to positions in the State health department in Maryland—the merit system applies to the director as well as to all others—they are appointed because it is believed that they are qualified to do the work. Politics does not enter into it. And there is no such thing as a politician coming along and displacing another person so long as that other's work is properly done.

#### HOSPITAL FACILITIES CROWDED

Mr. ARNOLD. Well, that is a fine system, I must say. Are your clinical and hospital facilities pretty well crowded at the present time?

Dr. RILEY. Very much crowded, particularly the hospital facilities. We have listed in this memorandum the hospitals that are available in the defense area, but they are entirely inadequate.

Mr. OSMERS. How many beds per thousand do you have, Doctor?

Dr. RILEY. I am not able to give you the rates for hospital beds per thousand of the population. If you will refer to our memorandum you will see that provisions for hospitalization for medical, surgical, and obstetrical cases are concentrated largely in Baltimore City where there are 18 general hospitals with a total capacity of 5,914 beds and 561 bassinets. Of the 7 defense counties, 4—Anne Arundel, Montgomery, Charles, and Harford Counties—each has a small general hospital, all privately owned, with a total capacity for all 4 of approximately 230 beds. The State and privately owned tuberculosis sanatoria have a total capacity of approximately 1,700 beds, supplemented by provisions for 278 cases in the tuberculosis unit of the Baltimore City hospitals. In addition there are several small hospitals connected with industrial plants, and Army and Navy hospitals under Government charge near Army or Navy bases. There is also provision in Baltimore City for the care of approximately 250 orthopedic cases.

Local hospitals scattered throughout the rest of the State, for general services, and State hospitals for mental cases are not included in the totals given above.

We know that the provision for hospital care in the defense area is totally inadequate. The hospitals in Baltimore City are doing the best they can, but they have about all—and more—than they can



take care of. We have to appeal to Dr. Williams and to the Baltimore City hospitals every day and sometimes many times a day for the hospitalization of patients from the counties. They are generous and very cooperative but the hospitals are operated to the very limit of their capacity and all need additional facilities.

#### HEALTH LABORATORIES

A thing that disturbs us very much, and of which Dr. Wolman spoke, is the fact that so many of the younger medical men are leaving the counties to engage in practice in the larger centers, and that so few of the recent graduates settle in the counties. We are trying to make it more attractive in the counties by using local men, when recommended by the county medical societies for the county clinics, and by furnishing bacteriological services without charge, as aids to local physicians in the diagnosis of disease. We have a network of bacteriological laboratories covering the entire State, which are equipped to make any tests a doctor requires for accurate diagnosis that will be of benefit to him in handling his patient. Our present facilities include the central laboratory at the headquarters of the department in Baltimore City and nine branch laboratories, with a tenth soon to be opened. Three of these branch laboratories are in the defense area.

#### DECLINE IN COMMUNICABLE DISEASES

Mr. ARNOLD. I notice that there has been a decline in the communicable diseases and in other diseases.

Dr. RILEY. We have made a special effort in the direction of typhoid fever and diphtheria, pneumonia, and the venereal diseases, and the diseases of early infancy, and the result has really been marvelous, in my opinion. In 1907, the typhoid rates were something like 41 deaths for each 100,000 of our population. That means at least 410 cases in each 100,000 each year. Last year the death rate for typhoid fever in the State of Maryland was well below 1 per 100,000.

Mr. OSMERS. How does that compare with the national average?

Dr. RILEY. I think it is pretty close to the national average.

#### EQUIPMENT FOR MAJOR EMERGENCY

Mr. ARNOLD. Does your department have any plans for handling major disasters of any type should they occur?

Dr. RILEY. We are all set up to take care of a communicable-disease outbreak. We could help in some other types, but we haven't organized with that in view.

The CHAIRMAN. You are not quite ready for bombs yet?

Dr. RILEY. No.

Mr. OSMERS. How about a catastrophe in one of our defense plants—an explosion or a building collapse or something of that nature? Suppose you have 500 hospital bed cases overnight. What would happen?

Dr. RILEY. We have in the counties of Maryland over 100 nurses. We could rush those 100 nurses to that locality. We would have something like 30 medical men, full time, who could be put on that sort of thing and then we have the biological products for immuniza-



tion against tetanus; but as for bed care, I am back exactly where I started. We would be very deficient in that. I don't think we could meet it at all except through Baltimore city.

Mr. ARNOLD. Meningitis has been on the increase somewhat in Baltimore?

Dr. RILEY. Yes, sir. Dr. Williams can speak of it. We have had, I think, one or two cases reported from one of the camps, but that is just a very slight increase. But it is a thing we have got to keep an eye on all the time, when we have that number of men together from as many different parts of the country.

#### CHECKS ON SANITARY CONDITIONS OF HOUSING

Mr. ARNOLD. Does your department make checks on sanitary facilities? If so, what is the current situation?

Dr. RILEY. We have made checks chiefly on the control of sewage and on provision for a safe water supply. We do not have any State department of health housing division, but we do have an industrial division that has just been set up by our last legislature. We have no money for it, but the Public Health Service has lent us an industrial engineer and a medical man, who have made surveys. In our engineering bureau, we have men who have carried on that work in a routine way for a good many years and we can do quite a little, but we don't have a large, strong division, such as Dr. Williams has in Baltimore City. We are going to build that up.

Mr. ARNOLD. Dr. Williams, would you tell the committee the experience of your department with the present overcrowding in the city?

Dr. WILLIAMS. I have in this report, gentlemen, a section on housing, because for the last 2 or 3 years the city health department, quite in advance of any defense problem, has felt that housing was properly within its sphere. We have a bureau or division of housing in our general sanitary section, and a qualified staff that is at work in that connection with the city housing authority, real-estate board, the Johns Hopkins School of Hygiene and the city housing council and other interested groups, in tying together, from the point of view of public health, the efforts that should be made.

#### INCREASE IN ROOMING HOUSES

Now, in this report, so far as the defense migration aspect is concerned, we have been particularly anxious to see what facts we could bring to you. We started by seeing what our own records showed in regard to the increase, if any, in the number of rooming-house licenses that were issued. That has gone up for the past 3 years.

As indicated here in the statement, for the first 5 months of 1941 we issued 149 new permits for rooming-house licenses; we renewed 402. These figures compared with 64 new permits and 362 renewals in the first 5 months of the year before, and with 49 permits and 298 renewals in the corresponding period 2 years before.

Those facts are in your report as presented. But they show that we are at present expected to inspect and check on the health situation of a good many more rooming houses than prior to the defense program.

I don't know whether you want me to go into these figures or not, but we made some other figures in regard to houses for rent, apartments for rent, and single rooms for rent, comparing the last 3 years. I don't know whether you would like me to detail that or not.

#### PROPORTION OF SUBSTANDARD HOUSING

Mr. ARNOLD. I was trying to determine your check on the sanitary facilities of housing and what percentage of housing is substandard.

Dr. WILLIAMS. We are unable to give you exact figures, although there is now a W. P. A. project at work trying to get us that information. That is sponsored by the city housing authority. Mr. Loomis will probably mention it. The city housing authority, the city health department, and the Johns Hopkins School of Hygiene are in close association with those studies. There are a great many rough estimates, but no one has set up exactly a standard for substandard housing, because we know that there are some thousands of houses that couldn't meet any standard and right away, if an official set up a standard, those houses are out of order.

The health department is at work on those houses actively. The public is conscious of it. The press is very helpful and in the past 2 years the health department has done more than it has ever done before in having them demolished or repaired.

Mr. ARNOLD. The rapid influx of Negroes into Baltimore, I suppose, has caused quite a housing problem insofar as they are concerned.

Dr. WILLIAMS. We find in certain sections of the city, as the nurses go on their regular home visits, and the doctors as well, that there are crowded living conditions in certain areas where apparently the men are at work in defense industries and other industrial works. It is very difficult to get exact figures.

#### HEALTH CONDITIONS IN FACTORIES

Mr. ARNOLD. Does your department make any regular check on health conditions in Baltimore factories?

Dr. WILLIAMS. We have a very active industrial hygiene service which has been at work for more than 10 years, and we have surveys and studies in industrial plants by categories and by invitations. There is some mention of that in the prepared statement.

I think we were the first city health department to have an active full-time staff work on industrial hygiene, and while we haven't covered all the industries, we have covered the main categories, and we have a very active consultation service that is tied in with some of the defense committees which are mentioned in the statement. Particularly I have in mind the State advisory committee for the conservation of manpower in defense industries, under the chairmanship of Mr. L. A. Helfrich, health department commissioner. Our technical staff is at work with their inspectors for the purpose of seeing that industries with defense contracts meet real health standards.

Mr. ARNOLD. What is the rate of industrial accidents? Has it increased in Baltimore in the last year?

Dr. WILLIAMS. I am told so. We haven't any facts in the city health department at the present time to verify that, but that is the general impression.

Mr. ARNOLD. Mr. Chairman, that is all.

The CHAIRMAN. Dr. Riley, I want to say that this committee is simply a fact-finding committee, and we attempt to show up no community. Lest that be the thought, I would like to say, Dr. Riley and Dr. Williams, that Surgeon General Parran testified at one of our Washington hearings that we have 6,000 outside privies in the capital of the United States, which are not connected with any sewer facilities whatsoever. We are not a bit proud of that.

#### VENEREAL DISEASE AND TUBERCULOSIS

Dr. RILEY. And we are trying to take care of that here too.

I think we should say just a word about venereal diseases and tuberculosis. Maryland has sanatoria provision for every case of tuberculosis that needs care at this time, without any delay. I think that is true even for the colored people now. And I don't believe that obtains elsewhere. We believe the way to control tuberculosis is to isolate the open case and put that case under the care of competent men and we have sanatoria for white and colored in Maryland.

The CHAIRMAN. I suppose you have read recently about the great campaign Chicago is putting on in its fight against syphilis.

Dr. RILEY. Yes; I know Dr. Bundesen very well.

Mr. OSMERS. Dr. Riley, will you tell us something of the situation so far as venereal diseases are concerned in the Army camps?

Dr. RILEY. We can take care of all the cases of venereal disease which may occur in the defense areas and other parts of Maryland. We have 64 clinics in the counties in Maryland. Dr. Williams' organization is well set up. He hasn't mentioned it, but in the city he can do the same thing and probably better, so that there is no question about being able to take care of syphilis and gonorrhoea in the defense areas of Maryland.

The State department of health furnishes the material for treatment and provides clinics, treatment, and follow-up care in the counties.

#### SYPHILIS REPORTING LAW

Mr. OSMERS. Dr. Riley, the question I have in mind is on the subject of syphilis rather than on venereal diseases generally. Do you have in the State of Maryland, as many States have, a syphilis reporting law?

Dr. RILEY. Yes.

Mr. OSMERS. If an infected person goes to a doctor for treatment, does he report that case to the State?

Dr. RILEY. That is the law.

Mr. OSMERS. And are treatments followed up?

Dr. RILEY. They are, and the patients are followed up.

Mr. OSMERS. I wonder if you would tell the committee what the State department of health does if an infected person moves from the State of Maryland to the State of Pennsylvania, say, before his treatment is completed.

Dr. RILEY. We notify the State of Pennsylvania of that case and let the authorities know just what stage of syphilis the patient has and how much treatment he received here. It is a reciprocal thing. The States do that with one another.

Mr. OSMERS. I know they do, but in our experience—I come from New Jersey—when these migratory agricultural workers return to the South, and we notify the Southern States, we find that they do not follow up the cases. I don't know whether your experience with the Southern States has been the same. I am not including Maryland as a Southern State in this instance.

Dr. RILEY. Well, we don't always know. We notify them and then we let it end there. After that it is in their jurisdiction so we don't have any responsibility, but they do get the information if we have had the case in any of our clinics. The Southern States, or whatever State the patient may live in, will be notified if that man has gone through our clinic.

Mr. OSMERS. It will be notified, but you don't have any way of checking up on whether they continue the treatment or not?

Dr. RILEY. No.

Mr. OSMERS. We have checked up and found that in many instances they did not.

Dr. RILEY. Maybe they didn't have the facilities, but we have nurses and sanitary officers and health officers and we follow them up.

#### BLOOD TESTS FOR MIGRANTS

Mr. OSMERS. Has the State of Maryland attempted to blood test its migratory farm workers who come into the State?

Dr. RILEY. No; we have not.

Mr. OSMERS. We did in New Jersey, and we got very interesting results. We found that 40 percent of the women were infected with syphilis and 33 percent of the men.

Dr. RILEY. Were they colored?

Mr. OSMERS. Largely colored.

Dr. RILEY. Well, we would expect that here. We have made group tests here.

Mr. OSMERS. Of course, it is a great health hazard to have these people by the thousands moving through these various States. We have started to correct it.

#### BALTIMORE BUILDING CODE

Now, I would like to direct a question to Dr. Williams. You mentioned that a great deal of the existing housing in Baltimore is sub-standard.

Dr. WILLIAMS. I didn't say a great deal. I said there were some thousands of houses that probably would be rated that way on any basis.

Mr. OSMERS. Now, what laws exist in Baltimore for correcting that?

Dr. WILLIAMS. The city just last week passed a new building code.

Mr. OSMERS. Will that affect existing homes or just new ones?

Dr. WILLIAMS. That is for new homes. For existing homes there are three important ordinances, two of which were very recently enacted and in part the result of this program of the last 2 years that I mentioned to you.

One is an older ordinance which is a general health nuisance-abatement ordinance on which we recently won our test case in a housing situation where the owner refused to do what he was ordered to do. That was under the general nuisance-abatement law that goes back many years.

The second one was passed by the city council and approved on March 6. We call it the ordinance on hygiene and housing, which allows the health commissioner to go into a house. In other words, it rewords the nuisance-abatement provision specifically for the sanitation of housing. We call it the hygiene of housing ordinance. The third one, which we call the rooming-house ordinance, was just approved last Saturday. These two have grown out of the recodification of the city's building code, which was just passed this week, and that was after 2 or 3 years' work of the committee.

#### ROOMING-HOUSE ORDINANCE

This third one, the rooming-house ordinance, amends and strengthens a previous ordinance authorizing the health department to inspect and issue licenses to rooming houses and boarding houses. The ordinance was very weak, and it has been very greatly strengthened. That was approved by the mayor last Saturday, June 28.

Now, under those ordinances the Health Department may go into what it considers a house unfit for human habitation from the health point of view and order the owner specifically to make corrections as indicated, and if he doesn't do that in a certain length of time he may order the house vacated, and if that isn't done, he may order the house demolished, if necessary.

Mr. OSMERS. You now have ample power to condemn property and even to destroy property that is a health hazard?

Dr. WILLIAMS. Yes, sir.

#### NEGRO SEGREGATION

Mr. OSMERS. Now, another question I want to ask Dr. Riley. In your public-health program in Maryland, do you segregate Negroes from whites in the clinics and hospitals and public facilities?

Dr. RILEY. We do in our clinics. We take care of them, we give them every facility, but we try to keep them in separate waiting rooms.

Mr. OSMERS. Do you feel that the colored people of Maryland are getting care equal to that for the white people?

Dr. RILEY. Yes; I have had the complaint from some places that we were giving the colored people more attention than we were giving the whites.

Mr. OSMERS. That is all.

The CHAIRMAN. We thank you very much, gentlemen. You have been of great assistance to us; and Dr. Riley, the committee believes your report is one of the most complete that has been filed with us.

Dr. RILEY. We appreciate that very much, Mr. Chairman.

The CHAIRMAN. Our next witness is Mr. Isner.



## TESTIMONY OF HARRY W. ISNER, BALTIMORE, MD.

The CHAIRMAN. Will you give us your full name, please?

Mr. ISNER. Harry W. Isner.

The CHAIRMAN. How old are you, Mr. Isner?

Mr. ISNER. 38.

The CHAIRMAN. And where are you living now?

Mr. ISNER. I live at 4616 Curtis Avenue, Curtis Bay, Md.

The CHAIRMAN. You are married?

Mr. ISNER. Yes, sir.

The CHAIRMAN. And have three daughters?

Mr. ISNER. Yes; three daughters.

The CHAIRMAN. Are they all here?

Mr. ISNER. Yes, sir.

The CHAIRMAN. How old are they?

Mr. ISNER. They range from 3 to 14—14, 5, and 3.

The CHAIRMAN. Mrs. Isner is not here?

Mr. ISNER. No; she didn't come today.

The CHAIRMAN. Where were you born, Mr. Isner?

Mr. ISNER. I was born in Elkins, W. Va.—Randolph County.

The CHAIRMAN. And you were married in what year?

Mr. ISNER. Married in 1922.

The CHAIRMAN. And you worked and lived in West Virginia for a good many years, didn't you?

Mr. ISNER. Practically all my life.

The CHAIRMAN. What did you do there?

Mr. ISNER. Followed plumbing.

The CHAIRMAN. And what sort of wages did you get there, Mr. Isner?

Mr. ISNER. Well, it ranged anywhere from 60 cents an hour to \$1.25 an hour. Depended upon the jobs that we did.

The CHAIRMAN. What rent did you pay there?

Mr. ISNER. I paid \$15 a month for a house—six rooms and a bath and a large garden and large lawn.

The CHAIRMAN. You would pay more than that for the same thing here, wouldn't you?

Mr. ISNER. I am paying at the present time for three small rooms \$10 a week.

The CHAIRMAN. Were you ever on the W. P. A.?

Mr. ISNER. Yes, sir.

The CHAIRMAN. In West Virginia?

Mr. ISNER. Yes, sir.

The CHAIRMAN. How long?

Mr. ISNER. I was on it altogether about 2 years, I would say, off and on.

The CHAIRMAN. Were you on the rolls when you left there?

Mr. ISNER. I was.

The CHAIRMAN. And of what State do you consider yourself a resident?

Mr. ISNER. Well, I consider myself a resident of Maryland now.

The CHAIRMAN. And you have been here how long?

Mr. ISNER. Well, I have been here 2 months this last time. I worked up at Camp Meade from the first of October to the 14th of February and then I came back in March of this year.

The CHAIRMAN. How much money did you earn at Camp Meade?

Mr. ISNER. Just offhand I couldn't tell you.

The CHAIRMAN. Approximately?

Mr. ISNER. I would say \$1,200 or \$1,400.

The CHAIRMAN. And when did you bring your family here?

Mr. ISNER. It was a week last Sunday.

The CHAIRMAN. How did you happen to come to Baltimore?

Mr. ISNER. Well, I have some cousins that have been here a good while. They work down at the Maryland Drydock Co. and they informed me work was pretty good here—I would have no trouble getting a job.

The CHAIRMAN. How long were you out of work after you arrived here in Baltimore?

Mr. ISNER. I was out of work about 6 or 8 days before I got on.

The CHAIRMAN. Were you out of work for any long period of time in West Virginia before you came here?

Mr. ISNER. I was out of work about 2 or 3 months.

The CHAIRMAN. During that time I suppose what savings you had were spent?

Mr. ISNER. Practically exhausted, yes, sir. I had \$13 when I left West Virginia.

The CHAIRMAN. What sort of work did you do when you did get a position here in Maryland?

Mr. ISNER. Why, I work in the pipe-fitting department, over here in the fabricating shop.

The CHAIRMAN. For what concern?

Mr. ISNER. For the Bethlehem Fairfield plant.

The CHAIRMAN. How much money do you get?

Mr. ISNER. I get 62½ cents an hour.

The CHAIRMAN. And where did you live when you first came here?

Mr. ISNER. I stayed down on the corner of Curtis Avenue at a hotel. I don't know the name of the hotel—a rooming house.

The CHAIRMAN. How much rent did you pay?

Mr. ISNER. Six of us paid \$3 a week to sleep in a room and then we had our meals over at the lunchroom. It run us anywhere from \$12 to \$14, depending on what you ate.

The CHAIRMAN. You all slept in the one room?

Mr. ISNER. Yes, sir.

The CHAIRMAN. On cots?

Mr. ISNER. Yes, sir; two double beds and two cots.

The CHAIRMAN. And did you have a bath or toilet?

Mr. ISNER. Had one bathroom but no hot water.

The CHAIRMAN. After you brought the family here, where did you live?

Mr. ISNER. At No. 4814, right down the avenue, in three furnished rooms.

The CHAIRMAN. Did you leave your furniture in West Virginia when you came here?

Mr. ISNER. Yes, sir.

The CHAIRMAN. Why didn't you bring it here?

Mr. ISNER. Well, the transfer man wanted \$125, and to start with. I didn't know where to get a house to move it in.

The CHAIRMAN. And you didn't happen to have \$125 and that is the reason you are living in furnished rooms?

Mr. ISNER. Yes, sir.

The CHAIRMAN. Is it a furnished house or apartment?

Mr. ISNER. Where I am staying?

The CHAIRMAN. Yes.

Mr. ISNER. It is a furnished apartment.

The CHAIRMAN. How many rooms?

Mr. ISNER. Three.

The CHAIRMAN. And the five of you live there?

Mr. ISNER. That is right.

The CHAIRMAN. How many bedrooms?

Mr. ISNER. We have two.

The CHAIRMAN. Any bath?

Mr. ISNER. Yes; we have a bath on the second floor. Another family also uses it.

The CHAIRMAN. And what are you paying for that?

Mr. ISNER. \$10 a week.

The CHAIRMAN. Have you experienced any trouble in getting a house since coming here?

Mr. ISNER. Well, I looked around all over Baltimore, practically. I could find rooms and things way out, but by the time you put in 2 or 3 hours to ride the streetcar to get to your work it is too long and I didn't have no machine.

The CHAIRMAN. How close are you living to the plant at which you are employed?

Mr. ISNER. I live within three blocks of it at present.

The CHAIRMAN. What about the children? Do they have a place to play?

Mr. ISNER. Well, they have a little privacy in the back.

The CHAIRMAN. Is it noisy there?

Mr. ISNER. Well, the streetcar is only 15 or 20 feet from the door.

The CHAIRMAN. Are you still looking for other quarters to live in?

Mr. ISNER. Yes, sir.

The CHAIRMAN. Have you any other relatives here?

Mr. ISNER. Yes, sir; I have some cousins here.

The CHAIRMAN. Your wife has a brother here?

Mr. ISNER. No, sir.

The CHAIRMAN. Is it your brother?

Mr. ISNER. My brother.

The CHAIRMAN. Where is he employed?

Mr. ISNER. He is employed at the fabricating shop there, the same place I am.

The CHAIRMAN. Where is he living?

Mr. ISNER. He stays down at this restaurant where I did before I came to this place.

The CHAIRMAN. How many are living with him?

Mr. ISNER. I think he told me last evening there were only five in the room now.

The CHAIRMAN. They are paying the same amount of money?

Mr. ISNER. Same amount, \$3 for their bed.

The CHAIRMAN. Have you talked to other employees at the plant about the difficulty of getting houses here?

Mr. ISNER. Several of them from my home town.

The CHAIRMAN. Are there many people here from your home town, looking for employment?

Mr. ISNER. I would say, at the present time, there must be 50 or 75 working over here now.

The CHAIRMAN. You are receiving about \$32 a week now, aren't you?

Mr. ISNER. \$32.11 after Social Security is taken out.

The CHAIRMAN. And you are paying \$40 a month rent—a little better than \$40 a month?

Mr. ISNER. Yes, sir; it runs \$43, anyway.

The CHAIRMAN. Will you be able to save any money?

Mr. ISNER. I don't see how I can. Groceries are so high.

The CHAIRMAN. You find prices going up?

Mr. ISNER. I paid 38 cents a pound for chicken Saturday at a little store up above me. Meats of all kinds I find are twice as high as they were in my home town—any kind of meats.

Mr. OSMERS. Mr. Isner, did you ever use the United States Employment Service? Did you ever apply there for work?

Mr. ISNER. Yes, sir.

Mr. OSMERS. Did they direct you to your present job in Baltimore or did you come upon the advice of your brother?

Mr. ISNER. I asked them and they didn't have no calls from Baltimore, they said.

Mr. OSMERS. They had no calls from Baltimore, but you came to Baltimore and got a job?

Mr. ISNER. That is right.

Mr. OSMERS. If this defense emergency should end, and you should lose your job, would you be likely to stay in Baltimore or return to West Virginia.

Mr. ISNER. I would figure on going wherever the work is.

Mr. OSMERS. Well, assuming there wasn't any work here and there wasn't any in West Virginia, would you go back to West Virginia or stay here? You may have to make that decision, you know, one of these days.

Mr. ISNER. To answer you truthfully, I wouldn't want to go to any other place or to stay there if there wasn't any work.

Mr. OSMERS. I appreciate that, but do you own a home or have a family or place where you could go to live in West Virginia if you did go back?

Mr. ISNER. I do not.

Mr. OSMERS. And you are not able to save any money at the present time?

Mr. ISNER. Not at the present time I am not.

Mr. OSMERS. Now, if you should become unemployed you would probably receive some unemployment compensation for a limited period of time.

Mr. ISNER. That is right.

Mr. OSMERS. Do you have any accumulation of money or resources that would carry you on beyond the end of that unemployment compensation period?

Mr. ISNER. I don't have a thing to go on at present.

Mr. OSMERS. And at your present rate of pay there is no way of accumulating any?

Mr. ISNER. No; there is not. I think that I have a chance for advancement. I am taking up tooling and later on I feel that I will have a chance for advancement.

Mr. OSMERS. Where are you studying?

Mr. ISNER. In the fabricating shop. I am studying pipe fitting.

Mr. OSMERS. Has any attempt been made to raise your rent since you have been in your present place?

Mr. ISNER. No, sir.

Mr. OSMERS. Do your fellow workers report that their rents are being raised?

Mr. ISNER. Well, they do. They say they went up 100 percent in the last 60 days. I have talked to several in the shop and they say that.

Mr. OSMERS. That is probably something of an exaggeration, but I was wondering whether men like yourself, who are living in apartments, have been notified by their landlords that their rent would be increased in the future.

Mr. ISNER. I know of several that told me in the last couple of weeks that they had raised their rent.

Mr. OSMERS. That is all.

The CHAIRMAN. The three rooms you occupy are part of a house, aren't they?

Mr. ISNER. Yes, sir.

The CHAIRMAN. Were you ever told what the whole house formerly rented for?

Mr. ISNER. Well, the people who live up on the second floor said before this work started they had lived there for 4 years and the apartment I have now rented for \$8 a month before this work came.

The CHAIRMAN. The committee is deeply interested in what is going to happen after this defense program is over with, and whether the people will go back to their original homes or not. Your idea is that it all depends on where you can get work. Your first thought will be to go where you can get work. Is that your idea?

Mr. ISNER. That is right. That is my idea.

Mr. OSMERS. The point is, Mr. Chairman—and I am not addressing Mr. Eisner now—the situation that he will face may tie in very closely with his residence at that time. If he is not considered a resident of the State of Maryland, he will have no resources when his unemployment compensation is over. The authorities may attempt to deport him from the State of Maryland and send him back to West Virginia, and West Virginia may adopt the attitude, "You left West Virginia without any intention of returning and therefore you are not a resident of West Virginia," and he will be floating, like a good many others in the country.

Mr. ISNER. Well, my intentions are, if I can do so, to buy me a home and locate here permanently, if I get some money ahead.

The CHAIRMAN. In the State of Maryland?

Mr. ISNER. That is right.

The CHAIRMAN. Thank you very much, Mr. Isner, for coming here. Our next witness is Judge Waxter.



**TESTIMONY OF JUDGE THOMAS J. S. WAXTER, DIRECTOR OF  
PUBLIC WELFARE, CITY OF BALTIMORE**

The CHAIRMAN. Judge Waxter, Mr. Sparkman will interrogate you.

Mr. SPARKMAN. Judge Waxter, for the benefit of the record, will you give your name and the capacity in which you appear before us?

Judge WAXTER. Thomas J. S. Waxter, and I am the director of public welfare of the city of Baltimore.

Mr. SPARKMAN. You have filed a statement with us. I have read the digest of it with much interest. It will be made a part of the record.

(The statement referred to above is as follows:)

**STATEMENT BY THOMAS J. S. WAXTER, DIRECTOR OF PUBLIC  
WELFARE, CITY OF BALTIMORE**

The home relief load in Baltimore is comprised almost entirely of unemployable persons. As of June 1, 1941, there were 3,546 cases receiving home relief, known in Baltimore as general public assistance. A break-down of these cases reveals that over 2,400 of the entire number of cases receiving assistance consist of single, unattached men and women whose mean age is a little over 55. In addition to this the break-down shows that approximately 600 additional are cases in which there are only 2 individuals, usually a man and his wife, the mean age being over 50 years. This means that there are only approximately 500 family groups comprised of more than 2 people in a family unit receiving home relief from the Baltimore Department of Welfare.

The home relief load represents, primarily, the group of older, handicapped individuals who are not yet old enough for old-age assistance but are without resources and for one reason or another are incapacitated for work.

There is a table attached (p. 5956), showing the total relief obligations expended in the 13 major cities of the United States for January 1941. This shows the expenditures in the 13 largest cities of the country for general public assistance, old-age assistance, aid to dependent children, aid to the blind, and Work Projects Administration. In other words, it shows the entire home-relief load as represented by the four categories of public assistance. The work-relief load is represented by the Work Projects Administration. This chart shows that the gross expenditures in Baltimore are less than one-half of those incurred in any other major city of the Nation. The reasons for this are that, primarily, Baltimore is a city of small industries, widely diversified in character, and that in the past it has not felt the full effect of an industrial depression to the same extent as the other major cities of the Nation. In this connection it is well to note that while Baltimore has relatively small expenditures for relief, its standards of assistance are quite high. By this is meant that the actual grants per individual case compare favorably with the highest in the country.

**CURTAILMENT OF WORK PROJECTS ADMINISTRATION**

The home-relief load in Baltimore is, however, to be vitally affected in the next several weeks by the curtailment on the part of Congress of the Work Projects Administration program. The Work Projects Administration in Baltimore, in the latter part of June 1941, was down to approximately 3,300 certified men and women from Baltimore city. Many of these represented light work and older people who were seriously handicapped in obtaining work. The Work Projects Administration has been forced to curtail this program to the extent of over 1,000 positions. Many of this thousand men and women who will be laid off from the Work Projects Administration are handicapped physically and mentally in competing in the free labor pool for jobs and will, of necessity, have to apply for public assistance to the department of public welfare.

One of the vital problems that faced the Work Projects Administration in making the cuts necessary throughout the several States was to decide upon the group of individuals who were to be cut from the respective State programs. In Baltimore the department of public welfare stressed with the Work Projects

Administration that if the cuts were necessary that the most employable group should be released from the program, as it was this group that would be most likely to find jobs in private industry. The inability of light-work and handicapped people to find positions was stressed. In other words, the Baltimore Department of Welfare stressed that the Work Projects Administration should maintain as long as possible the group least able to compete for jobs. We do not know at this point what attitude the Work Projects Administration finally adopted in making the cuts in Baltimore. However, we do know that many light-work people have been cut from the Work Projects Administration as a result of the recent action and that the relief load in Baltimore will be vitally affected. It is not as yet known how large the proportion of families cut from the Work Projects Administration will apply and be entitled to public assistance. The department is maintaining a check on this, however, and over a period of time will have the exact figure.

It is the impression of the Baltimore Department of Welfare that the relief load in Baltimore is now down to a residual group of unemployables. It is felt that this is also true of a large numerical percentage of the Work Projects Administration load. It is not felt that an increase in employment opportunities in Baltimore will greatly affect the present relief load nor a large portion of the present Work Projects Administration load.

#### NONRESIDENT FAMILIES AND RELIEF IN BALTIMORE

There are various estimations as to the increase in population in the Baltimore area since the advent of the defense program. How many people have been added to the Baltimore population is conjectural, but it is known to be large. Curiously enough, the relief program in Baltimore dealing with nonresident families has not, to any extent, reflected the migration of individuals and families into the Baltimore area. Baltimore accepts an application for relief from stranded nonresident families and gives relief until such time as the stranded nonresident family can be returned to its proper place of domicile. The number of cases has not increased during the past year. It was anticipated that an increase would take place but up to this time the facts are that there has been no increase. This may be due to the fact that work in the Baltimore area has been easy to find and steady once it has been secured. The heavy migration into Baltimore, however, of new families will unquestionably affect the relief program in the future, and change the Baltimore picture drastically. While it cannot be predicted with any degree of certainty how large the increase may be, it undoubtedly will drastically affect any future program of public assistance that Baltimore may have.

#### SINGLE ADULT MALE TRANSIENTS

Baltimore has no program for assistance to the unattached, adult male transient other than to subsidize a local branch of the Salvation Army in maintaining the Red Shield Lodge at 603 North Calvert Street. The lodge sleeps approximately 90 different men each night, the number increasing in the wintertime and growing less in the summer. The men are given only 1 night's lodging and a small breakfast and instructed to leave Baltimore. There has been no noticeable increase in the number comprising this group in the last year. The group, however, points up one of the most grievous social problems on the American scene. At the moment that the men each day are thumbing rides on the Philadelphia road to Philadelphia and the Washington Boulevard to Washington, an equal number of men in Philadelphia and in Washington are leaving those cities, bumming their way to Baltimore. There has been a very real fear on the part of the Baltimore authorities that to give adequate care to unattached, adult male transients would bring an added load to Baltimore. In other words, if Baltimore gave better care than its neighboring cities, the habitual transient would tend to gravitate to this city. This, certainly, was the Baltimore experience in 1934 and 1935 under the Federal Emergency Relief Administration transient program.

Nonresident, unattached women are given care by the local Travelers Aid Society until they can be sent back to their place of proper domicile at the expense of the department of public welfare. This also applies to children under 18 years of age, both male and female. Here again, no sharp increase in numbers has been noted during the past year.

## MEDICAL CARE

In Baltimore the health program is sharply divided, as it is in many other cities, between the local health department and the local department of public welfare. The health department accepts responsibility for preventive medicine and the department of welfare accepts responsibility for medical care or curative medicine. This division is extremely difficult to define in certain areas, but basically it is the situation that has obtained in Baltimore for generations. The city anticipated a strain on its health services, both in the fields of preventive medicine and in medical care, as a result of the migration of large numbers of additional workers to the Baltimore area. From the local health department can be secured information as to the preventive field. In the curative field evidences of strain have certainly been noticed, strains that are serious and immediate, as a result of the defense program.

(a) Even with the vast influx of new workers into the Baltimore area, the hospitals of the community have had increasing difficulty with personnel. This is particularly true of the large municipal hospital known as the Baltimore City Hospitals. The municipal hospital has had actually to close beds because of nonavailable personnel. Lack of a sufficient number of graduate nurses is appallingly evident. Serious difficulty has been occasioned in securing domestics and orderlies as the individuals in this group have found infinitely better economic opportunity in industry and with the Government than by working as domestics and orderlies in the municipal hospital. An example may be taken from the municipal hospital as to what has happened. The normal staff of the hospital, as provided for by the city budget consists of approximately 775 employed persons. At the present time there are 180 vacant positions that cannot be filled under prevailing conditions and salaries. The public hospitals, of course, have a more difficult time with the problem of personnel than the private general hospitals. This is due to many reasons, perhaps the most important of which is the fact that as positions in this service are covered by civil-service requirements, changes in classifications and salaries are extremely difficult to arrange. The defense program is also making increasingly difficult the securing of doctors, though in Baltimore this must be said to be more in anticipation than in the actual present.

(b) The need for hospital beds, for dispensary service, and for home medical service has increased throughout the past year, though this increase in demand is by no means as evident as one might expect. The sharpest increase in acutely ill patients would seem to have taken place in obstetrics. The department of public welfare, with the health department, arranges for prenatal care in health department clinics and for delivery service in the Baltimore city hospitals, for pregnant women who are unable to pay for private medical care and for delivery in a private general hospital. Until recently, prenatal care and hospitalization could be secured in private general hospitals in a ward bed for a sum varying between \$35 and \$50. Individual women whose families could pay this sum were denied the public service. In May the department of welfare was notified by the several private general hospitals with ward beds for colored women that they could no longer accept new women, as they were entirely filled. This, necessarily, means that a larger number of women are being delivered in their own homes than was formerly the situation.

The migration has been sharply felt in the obstetrical division. For the month of May 1941 the department of welfare rejected approximately 120 applications from pregnant women for prenatal service and for delivery at the Baltimore city hospitals. Approximately half were rejected because of the fact that they were nonresident, meaning that their families had not maintained themselves independent of public assistance in the city of Baltimore for a year prior to application, and approximately half were rejected because of financial ability to secure private service. Ability to secure private service means that for a large number of colored cases they will be delivered at home.

Actually, the hospital situation for acute illnesses is that administration has become increasingly difficult because of a dearth of personnel at a time when a demand for service is increasing due to the number of people in the community. This tension can be expected to increase with the passing months and present many serious problems in the future for the city to solve.

In the matter of dispensary service, the department knows of no study that has been made to determine whether or not there has been a sharp increase in the number of visits generally. The bulk of dispensary service in Baltimore is rendered by the private general hospitals without subsidy from the city or the

State. The department of public welfare itself administers eight small clinics located geographically throughout the city. There has been an appreciable increase in the number of visits made to these clinics during the past year. This increase has been gradual but has tended to mount month by month.

There has been an increase in the demand for home visits by physicians during the past year. It is difficult, however, to charge this increased demand to migration. The city has never rendered a very adequate home service in the past and migration has merely sharpened up the prevailing inadequacy.

Baltimore, like most cities, has wide gaps in its medical care program. The most prominent of these is the situation of the chronically ill. The city has a large chronic hospital administered by the department of public welfare with a capacity of 600 chronically ill patients. There is a waiting list of over 600 individuals for care in this hospital which is always crowded to capacity. The last legislature considered the matter of chronically ill patients in the 23 counties of the State and in Baltimore City, in view of the very real need for an increase in this service. Nothing was accomplished by the legislature, however, as they deferred any action on the chronic program.

Practically nothing is done about supplying dental service to marginal groups of people in Baltimore. This has been a sore problem for many years.

The very real need for an increase in various medical services, a need that has always existed, will be brought into much sharper focus as a result of the defense program and the enlarged population of the community as a result of the migration.

These are only some of the health problems. Others would be the shocking lack of any facilities whatever for convalescent care for Negro children and the increasing demand by the private general hospitals for larger public subsidies as the demands upon them grow.

One word about mental health. So far the migration has not evinced itself in any large increase of patients applying for care in public mental hospitals. Baltimore city, through the department of public welfare, is now paying for approximately 5,000 Baltimoreans in State mental institutions. The migration is unquestionably going to show an increase in this group and the need for additional beds for mental patients. Here, too, there are inadequacies that will be pointed up by the migration. Maryland has no special institutional facilities for defective delinquents, for psychotic children or for alcoholics or narcotics. It has been suggested that the health department of this city begin a real program of preventive medicine in the field of mental health. This has been barely touched upon in Baltimore by the local health department.

#### HOUSING

Baltimore has for years faced a real housing problem. The migration, as a result of the defense program, has certainly affected this situation. The extent of the effect that the migration has had upon the general problem of housing is at present unknown. It can be said, however, that there is more and worse congestion than has been the problem heretofore.

One of the most difficult problems for individuals and families in Baltimore with marginal incomes is that of housing. This is particularly true of Baltimore's large Negro population. The Negro must live in one of the Negro areas. These areas are well defined and represent, for the most part, deteriorated neighborhoods which in former years were occupied by whites. Fortunately, Baltimore has few tenement houses which were built for that purpose. The typical tenement house in Baltimore is the structure originally built for white occupancy from which whites have moved because of the deterioration of the neighborhood and the desire to move away from the center of the city. The Negro areas are limited in size and the growing number of Negroes have considerable difficulty in obtaining decent houses. Suitable quarters are at a maximum, rents are high and in innumerable instances houses originally designated as single-family units are used as tenements for more than one family.

In referring to Negro housing, the extent of the Negro population becomes important. The 1940 Negro population was 166,567; the 1930 Negro population was 142,706, and the 1920 Negro population was 108,322. This meant that the Negro population grew 34,384 between 1920 and 1930 and grew 23,861 between 1930 and 1940. Actually, the figures show that the growth in the Negro population declined one-third between 1930 and 1940 under the increase for 1920 and 1930. This was due in large measure to the fact that as there were not economic



opportunities in Baltimore, the Negro from the South did come in in the same numbers. It is also largely due to the fact that relief and Work Projects Administration were during the depression on a national basis. The Work Projects Administration was available in one State as in another.

The Negro forms about 20 percent of the entire population of Baltimore city and about 50 percent of the entire public assistance load. When industrial activity picks up and the relief load begins to decline, it is found that the Negroes go back to work much more slowly than the whites. This may reflect some prejudice on the part of employers.

In the matter of housing the Negro is in an extremely difficult position. The areas in which he is permitted to live are strictly limited in size, and the growing number of Negroes have considerable difficulty in obtaining decent housing. Suitable quarters are at a maximum, rents are high, and in innumerable instances houses originally designated as single dwelling units are used as tenements for more than one family.

The Department of Public Welfare is now conducting a survey to determine the extent to which rents have been increased throughout the various sections of the city, particularly with reference to public-assistance clients. This survey is not complete, but there is sufficient information on hand to show that there has been an increase in rental values which has been general throughout the city but which has been more sharply indicated in the Negro areas.

It has been the practice of the Department of Public Welfare to take an index of food prices at the end of each month; when prices advance more than 5 percent the food allowance is increased by 5 percent; when the index decreases more than 5 percent the food allowance is supposed to decrease 5 percent. In the matter of rents, the Department has not been so fortunate. It allows 8 percent of the assessed value of the property, divided by 52, as the weekly allowance for rent. In various studies that have been made in the past it has been found that over 60 percent of the assistance families pay more for rent than that computed in their budget. From time to time increases and deductions have, however, been made in the rent allowances as rents, supposedly, have either advanced or decreased. The last such adjustment was to reduce the rent allowance from 9 to 8 percent of the assessed value. This was several years ago. The present survey is to give material upon which, if any, increase or decrease may be justified.

The endeavor has been made merely to submit a few comments upon some of the more important problems in the city affected by the problem of migration. We should be very glad to go more fully into the entire matter, should you desire us to.

*Total relief obligations expended in 13 major cities of the United States for January 1941*

City	1940 census	Total	General public assistance	Old-age assistance	Aid to dependent children	Aid to blind	Work Projects Administration
New York	7,380,259	16,142,444	6,370,304	1,614,595	1,095,955	44,671	7,016,919
Chicago	3,384,556	7,975,856	2,449,812	1,281,653	78,604	69,936	4,095,851
Philadelphia	1,935,086	4,166,560	1,442,573	526,730	552,283	75,687	1,569,287
Detroit	1,618,549	3,140,526	876,333	263,211	379,645	5,834	1,615,503
Los Angeles	1,496,792	5,587,525	1,105,712	2,346,650	256,803	166,038	1,712,322
Cleveland	878,385	2,273,234	604,201	259,299	107,022	8,997	1,293,715
Baltimore	854,144	666,155	167,533	163,215	128,901	9,415	197,091
St. Louis	813,748	1,436,788	143,872	294,108	92,132	15,102	891,574
Pittsburgh (Allegheny County)	665,384	2,676,770	809,785	301,287	296,395	39,106	1,230,197
San Francisco	629,553	1,471,020	211,517	437,025	58,666	26,829	736,983
Milwaukee (Milwaukee County)	589,558	1,849,920	447,047	250,836	114,962	9,632	1,027,443
Buffalo	575,150	1,121,598	587,251	124,973	60,676	3,857	344,841
Boston	769,520	2,478,827	440,991	485,053	273,110	8,002	1,271,691

**TESTIMONY OF JUDGE THOMAS J. S. WAXTER—Resumed**

Mr. SPARKMAN. I wonder if you might briefly summarize for us the present public welfare situation in Baltimore.



Judge WAXTER. I have tried to show in my statement that Baltimore has been singularly fortunate in having a relatively low relief load. The over-all relief load in Baltimore today is approximately 3,500 individual cases in a city of 859,000. Over 2,400 represent cases of single, unattached men or women whose mean age is between 55 and 56. A group of approximately 600 are cases of two people, usually childless couples, so that we have only about 500 cases in Baltimore on home relief, of families composed of more than two people.

The reason for the situation in Baltimore we don't quite know. On the back of the statement I have compared the relief load of Baltimore with the last statistical data we could get from the Social Security Board on every city in America of over 500,000. This shows our problem in Baltimore, over all, is probably a half to a third of that faced by any other large city in the Nation. We don't know what to attribute that to, except that we are a city of small industries and that they are widely diversified, and we never feel the impact of a depression as other cities do.

Our standard of relief—the amount of money that we give for food, the amount we give for rent—is not abnormally high, certainly, but it does represent one of the higher standards of relief in the country. I mean the standard that we give, the amount of money that we give to the individual family, compares favorably with that given in any other city.

You immediately think that because the city has a very low relief load, it is probably due to the fact that Baltimore is not giving as much per family as other cities give, hence it has fewer families on relief. Well, that isn't the situation in Baltimore.

#### NO BIG TRANSIENT LOAD

Now, with reference to transients. We have noticed in the last 12 months no pick-up in the applications that we have had for aid to the Department of Welfare from nonresident families. From June 1, 1940, to June 1, 1941, we had approximately 500 to 550 nonresident families applying to us for aid in Baltimore. We will accept such families for aid pending the verification of residence elsewhere, together with the agreement of the family actually to return to their place of domicile, and we are actually shipping them back. As a result, of the five hundred-odd cases of nonresident families applying to us for aid, we accepted fewer than 100, or fewer than 20 percent of the cases that applied to us.

#### NO PROGRAM FOR SINGLE MEN

For the single, unattached male Baltimore has no relief program. We subsidize the maintenance by the Salvation Army of a shelter. The individual male unattached transient is given lodging over night in that shelter and he is asked to get out of Baltimore the next day and he goes usually by the Philadelphia road to Philadelphia or by the Washington road to Washington or by the Cumberland Pike to some place in the Middle West.

We sleep an unduplicated load of approximately 90 individuals each night and the next day they go on their way to these various

other cities at the same moment that the other cities are sending approximately the same number to Baltimore. In other words, we do not keep them in Baltimore. The result is they are just traveling back and forth.

The local Travelers' Aid Society accepts responsibility for unattached women. They are taken care of until they can be sent back to their proper places of domicile, and that also applies to the case of minors under the age of 18.

#### CUT IN WORK PROJECTS ADMINISTRATION ROLLS

The W. P. A. in Baltimore is also down. As of yesterday, you know, they had the big cut-off. As of yesterday there were approximately 3,300 certified people from Baltimore working on the W. P. A. That has been cut by approximately 1,100 people today. They have decreased their load in Baltimore by approximately 1,100 because the W. P. A. had to make this cut. Congress had reduced the appropriation, and it was necessary to make this cut of approximately 33 percent of the Baltimore load. We asked them to make the cut of their most employable people because, if there are jobs available for people in the Baltimore area, we felt that logically the people who should be cut from the W. P. A. should be the most employable people on the W. P. A. But we don't know whether they have cut the most employable people or the least employable, because we don't know in the Department of Welfare who has been cut. In any event, we feel that we will get from 60 to 70 percent of the group cut on the relief rolls.

We also find, as the relief rolls reduce themselves, both on W. P. A. and on straight home relief, that the white group on relief reduces much more rapidly than the colored group. We feel that that is due mainly to the fact that work opportunities in Baltimore are open more readily for the whites than for the colored. The detailed data on that, however, I am not in position to give you. You will have to get information from the State Employment Service. We find that the colored man on relief is just as eager to get work as the white man; that there is no more malingering on the part of the colored than there is on the part of the white. But it seems apparent to us that job opportunities open up much more rapidly and in greater numerical proportion for the whites than for the colored.

#### FROM WORK PROJECTS ADMINISTRATION INTO INDUSTRY

Mr. SPARKMAN. Well, I think that is a very fine summarization. Let me ask you this: You asked the W. P. A. to cut off the most employable. Assuming that they followed that suggestion, do you think most of those people could get employment in the defense industries?

Judge WAXTER. I don't know. Of course, the W. P. A. supposedly has been combed to supply workers for the defense industries and for the farms. There is a shortage of farm labor throughout Maryland, particularly in Baltimore County, on the outskirts of Baltimore, and they have already combed the W. P. A. rolls to take care of that.

My own opinion is—and this is a personal opinion with me—that the majority of the people working on W. P. A. in Baltimore today are people who cannot compete in the free labor pool for jobs, they are handicapped in one way or another.

Mr. SPARKMAN. Therefore, you think the number furnished to the defense industries in the W. P. A. reduction will be rather insignificant?

Judge WAXTER. In Baltimore I feel that is true; you must realize how light our load is in Baltimore compared to what you usually find.

Mr. SPARKMAN. Have many workers left the W. P. A. during the last year to take private employment?

Judge WAXTER. Yes, sir. I am not sure of these figures but I think they are roughly accurate. The W. P. A. at this time last year had, from Baltimore, approximately 7,000 people working on their program. I don't stand by the exactness of that figure.

Mr. SPARKMAN. We understand that is an approximation.

Judge WAXTER. And now they have 3,300, or did have before the cut.

Mr. SPARKMAN. Well, do you think the reduction from 7,000 to 3,300 is largely accounted for by defense employment?

Judge WAXTER. That is right.

#### BALTIMORE'S INDUSTRIES DIVERSIFIED

Mr. SPARKMAN. Now, do you think that the defense work in this city and in this State might be very largely accountable for your light relief load generally?

Judge WAXTER. Oh, yes; but it is also true that all the way through the depression Baltimore ran well behind other cities, fortunately for us.

Mr. SPARKMAN. In other words, that has been a continuing condition?

Judge WAXTER. Yes, sir. That is right. We have never had the problem that other cities faced.

Mr. OSMERS. To what do you attribute that?

Judge WAXTER. I started off by saying we didn't know, but our guess is that because we are a city of small industries and because our activities are pretty widely distributed, industrially, we do not have at one time the tremendous load of unemployment that other cities face.

Mr. OSMERS. You mean the city does not depend upon a few extremely large operations?

Judge WAXTER. That is right. That has been the case in the past.

Mr. OSMERS. That has been the case in the past, but I want to question you regarding the present situation and the possibility of a future depression.

It seems now that a great many of your employment eggs are going to be placed in the Glenn L. Martin and Bethlehem Steel baskets, and you may not have as favorable a situation when it is over.

Judge WAXTER. From the point of view of the administration of relief and public assistance in Baltimore, we view with a great deal of alarm the increase in our population to take care of the defense industries, because we feel that they are going to be a tremendous drag on the community after the war is over. We don't know what is going to

happen. We can only guess, but we can see it affecting us very sharply if our forecast is right.

Mr. SPARKMAN. In other words, your light relief load has, you think, been accounted for very largely by the diversity of employment?

Judge WAXTER. Plus the fact that we are a city of small concerns.

Mr. SPARKMAN. Well, that within itself would give you the diversity.

Judge WAXTER. The two things together.

#### POPULATION OF BALTIMORE

Mr. SPARKMAN. What is the population of Baltimore?

Judge WAXTER. The population of Baltimore last year, according to the census, was eight-hundred-and-fifty-nine-thousand-odd people.

Mr. SPARKMAN. Do you have any idea what the increase is going to be by reason of the defense program?

Judge WAXTER. Well, we have heard all kinds of estimates. Dr. Fales from the health department would probably guess it better than anyone else. Our guess in the situation is that the increase over the last year has been around 35,000 to 40,000 people.

Mr. SPARKMAN. Already?

Judge WAXTER. That is right—in the last year since the census was taken, in April of 1940. It is increasing more rapidly now than it was before, and it is increasing, so far as we can see any evidence of it, much faster in the white than in the colored group. In other words, the people we have taken in in the last year have been heavily weighted with white migrants as against Negro migrants.

#### ATTITUDE OF INDUSTRY TOWARD WORK PROJECTS ADMINISTRATION

Mr. SPARKMAN. Now, getting back to the W. P. A. problem. Has private industry been showing a willingness to hire W. P. A. workers?

Judge WAXTER. Yes, they have when there are openings in industry for unskilled people, which has been our main problem on W. P. A. in Baltimore. We have found no real reluctance on the part of employers to help out and employ the W. P. A. group. In other words, being on W. P. A. has not blocked a man from getting employment.

Mr. SPARKMAN. You think, however, that practically all of the employable people on W. P. A. have already been taken off?

Judge WAXTER. I don't say all the employables, because I think we still have a considerable number of unskilled Negroes on W. P. A.

Mr. SPARKMAN. I should have said, those who are able to compete in industry. You think they have been pretty well absorbed?

Judge WAXTER. The majority of people on W. P. A. are people who are handicapped in one way or another in competing in the free-labor pool, plus a number of unskilled Negroes who haven't been absorbed in the program yet.

Mr. SPARKMAN. You feel definitely that a good portion of this reduction that is coming about today is going to shift over to you?

Judge WAXTER. That is right. Our guess has been that in the next 2 months we will have 60 to 70 percent of this number come to us.

#### STRAIN ON HEALTH SERVICE

Mr. SPARKMAN. You make this statement in your paper:

"The city anticipated a strain on its health services as a result of the migration of large numbers of additional workers to the Baltimore area."

Would you develop that a little more in detail?

Judge WAXTER. Yes. In Baltimore the health needs of the city, insofar as public moneys are concerned, are broken down between the health department and the department of welfare. And that is pretty conventional throughout the cities of America.

The health department has responsibility for all preventive medicines and the welfare department has responsibility for curative medicine—medical care—and we had anticipated that a lot of people coming in would cause an increased demand for hospitalization. We would face a demand for more clinic service, out-patient clinics from the hospitals; we would have a larger demand for physicians and nursing service in the homes of people acutely ill.

Well, up to this time it just hasn't happened in any great volume. We have noticed a slowly increasing demand on all our services, but there hasn't been any great increase except in the one field in obstetrics. Perhaps we don't know the reason for these things, but we think that the selective service is one cause. Migration is another cause. We noticed that the number of pregnant women coming to us for prenatal care and delivery service has sharply increased, and for the colored women we cannot give the hospital service that we gave in the past. We gave prenatal care and delivery in the hospitals through the medium of the department of welfare to women who could not pay for private care in a private hospital, and if they could pay between \$35 and \$50 we would not accept them because that was the amount for which they could buy service from a private institution.

Now, we have been told, in May and June, that they cannot give that service any more. We still have been rejecting the colored women in that group because they can pay for service and those women now, rather than being delivered in a hospital, are being delivered in their own homes and paying the doctor for that extra service.

We have noticed a slowly increasing demand on the public clinics that we have and we have noticed a slow increase in the demand for urgent bed cases, but it has not been anything like the proportion we anticipated.

#### SHORTAGE OF HOSPITAL PERSONNEL

Mr. SPARKMAN. Will you discuss the shortage of hospital personnel?

Judge WAXTER. As a result of the defense program we have a real problem in keeping open some of our hospitals. For instance, in the municipal hospital, we are authorized to have something over 750 people to run the hospital. As of today we are 180 people light. In other words, we have 180 vacancies in our personnel.

Mr. SPARKMAN. How does that come about?

Judge WAXTER. It comes about in two ways. The most important reason is that there are not enough registered nurses to go around. We can't compete with the Government in what they are paying for nurses in the armed forces and what some of the cities in the North pay for nurses. This drains them away from Baltimore and the South.

We feel that there are just not enough registered nurses to go around and as a result we are building up a subordinate personnel. We are relying more on practical nurses and nursing aids, who are really domestics. We are relying on them more sharply for nursing service than ever before. In other words, we are building up a subordinate personnel under the nursing group.



## WAGE DIFFERENTIAL FOR NURSES

Mr. SPARKMAN. You say you cannot compete with the Government. What is the difference in the price they pay?

Judge WAXTER. I don't know what the Government pays. We have raised the wages that we pay to the registered nurses \$70 a month and maintenance. We understand that the Government pays anywhere from \$70 a month up. Seventy dollars is their lowest pay.

Mr. OSMERS. I believe the Army pays \$75 a month and maintenance.

Judge WAXTER. And they need nurses. We don't believe there are enough registered nurses to go around.

Mr. SPARKMAN. You think there is a natural shortage of nurses?

Judge WAXTER. Yes, sir; and that industry is taking them or the Government is taking them and the private hospitals and the public hospitals are left without sufficient nurses.

Mr. SPARKMAN. Has there been any increase in the training program for nurses and hospital personnel?

Judge WAXTER. On the contrary; most of the hospitals in Baltimore, with one or two exceptions, report they are having difficulty getting girls to make up the complement that they need for their next class of training.

Mr. SPARKMAN. What are the girls doing—studying typing instead of taking up nursing?

Judge WAXTER. Yes, sir; and going into all kinds of industries and making a little more money. Some are going to college but the small hospitals have all noted that they are having difficulty in getting enough girls to go into the schools and complete their training.

The same situation obtains with reference to orderlies. We pay orderlies \$45 a month and maintenance. He can go down to Glenn Martin or the Bethlehem Steel and get a job at the going rate in those places. I don't know why we have any left.

## NEGRO HOUSING SITUATION

Mr. SPARKMAN. Let us turn to another phase of the situation. You discuss in your paper the Negro housing situation. I was interested in reading your remarks on that subject. What are the results of your recent rent survey?

Judge WAXTER. We are conducting a survey now to find out, if we can, whether rents have increased in all areas of the city where public assistance and W. P. A. clients live. We find that rents have gradually increased. Our survey is not complete. We find generally throughout the middle lower class area of the city and in the areas occupied by marginal industrial groups, there has been an increase in rents. The percentage of that increase we are not in a position now to say.

Mr. SPARKMAN. When do you anticipate completing the survey?

Judge WAXTER. Within the next 2 weeks.

Mr. SPARKMAN. When that is done will you furnish the committee with a copy of it?

Judge WAXTER. We will be glad to do so, sir.<sup>1</sup>

<sup>1</sup> The survey referred to above was not completed as this volume went to press.

## RENT RISE SHARPER FOR NEGROES

Judge WAXTER. We find that rents have increased more rapidly in the Negro areas than the white areas, which is as you would expect.

Mr. SPARKMAN. Why would you expect that?

Judge WAXTER. The reason for that is the areas in which Negroes live in Baltimore are well defined areas. Fortunately in Baltimore we do not have any tenement districts as other large cities have. The bad housing in Baltimore is the type where white people originally lived and then moved out. The houses were built for one family and occupied usually by one family. They have moved out and the colored people have moved in. There are these well-defined areas that are protected on all sides against spreading, by joint agreements between white property owners, surrounding the Negro areas, and there is no place for the Negro community to expand, and when they move in it is just moving them in on top of each other. With the white group, we can expand with new building, but the colored group cannot. They are limited to the areas in which they now live.

Mr. SPARKMAN. In other words, it is made worse because of the restricted area?

## GROWTH IN NEGRO POPULATION

Judge WAXTER. Yes, sir; and in the last 10 years I think the Negro population has grown 37,000.

Mr. SPARKMAN. How do you account for that heavy increase in your Negro population?

Judge WAXTER. Actually the increase in our Negro population between 1930 and 1940 is only about 60 percent of the Negro increase between 1920 and 1930. In other words, the rate of migration or the increase in Baltimore in the Negro population has gone sharply off in the last 10 years.

Mr. SPARKMAN. But even in spite of that it is sharper, isn't it, than your white increase?

Judge WAXTER. Yes; I think that the increase for the Negro population between 1930 and 1940 is 23,000, and the increase in the whites is slightly over that. In other words, it is almost the same; there is a larger increase in the whites than in the colored, but not proportionately. Twenty percent of the population is Negro, and that population is growing almost as rapidly in numbers as the white population, which is at a rate four or five times as fast as the white.

## REASONS FOR NEGRO MIGRATION

There are many reasons for that. Baltimore is, as you know, a border city. It is the first city that the migrant strikes going north; and if he can find a job opportunity in Baltimore, he stays here. It may be that the fact that we have been historically an open-shop town has something to do with it. I don't know whether that is true or not. We have always felt that might have some bearing on it—the fact that the Negro can come in and go to work because we have an open shop and he doesn't have to be a member of the union.

There is also the fact that we are a low-wage town. Because of that, we may have drawn the Negro of the South rather than the white

of the North and West. I am not in position to answer those questions, but they are all possibilities.

Mr. SPARKMAN. That is all.

#### RACIAL DISCRIMINATION IN EMPLOYMENT

The CHAIRMAN. Judge Waxter, I just want to ask you one question regarding employment. Do you find any racial discrimination here?

Judge WAXTER. I don't know the answer to that except for the fact that on relief and on the W. P. A. employment opportunities are found much more readily for the white than for the colored. That is particularly true in the more skilled groups. As you get into the higher skills you find that it is much more difficult to move your able-bodied Negro than it is to move your white. That would lead us to believe, as a relief agency, that there are infinitely more opportunities for the white than there are for the Negro.

The CHAIRMAN. Thank you very much, Judge Waxter. We appreciate your kindness in coming here.

Our next witnesses are Dr. Weglein and Mr. Cooper.

#### TESTIMONY OF DR. DAVID E. WEGLEIN, SUPERINTENDENT OF CITY SCHOOLS, BALTIMORE, MD.; AND C. G. COOPER, SUPERINTENDENT OF SCHOOLS, BALTIMORE COUNTY

The CHAIRMAN. Gentlemen, Congressman Osmer will interrogate you.

Mr. OSMERS [to Dr. Weglein]. Will you give your name and position to the reporter for the purpose of the record?

Dr. WEGLEIN. David E. Weglein, superintendent of public instruction in Baltimore City.

The CHAIRMAN. Mr. Cooper, will you sit in with Dr. Weglein?

Mr. OSMERS. Mr. Cooper, will you please state your name and with whom you are associated?

Mr. COOPER. C. G. Cooper, superintendent of schools, Baltimore County, Md.

Mr. OSMERS. You have submitted, Dr. Weglein and Mr. Cooper, very fine analyses of your situation here. I have been going over them with regard to the situation which has arisen in Baltimore as a result of these migrants coming into the city.

(The analyses referred to above are as follows:)

#### STATEMENT BY DR. DAVID E. WEGLEIN, SUPERINTENDENT OF CITY SCHOOLS, BALTIMORE, MD.

Up to the present time we have not felt the full impact of the large number of families coming to Baltimore due to employment in the various industries. It is expected that during the next few months the addition to the city's population will be quite large. The Glenn L. Martin Co. is expecting to employ 25,000 additional people during the coming year; the shipbuilding industry will probably add 24,000 employees; and the many other varied industries will add still more.

Insofar as school facilities are concerned, the white elementary schools throughout the city can take care of additional pupils, provided the residences of these pupils are not concentrated in one or two places, but are distributed fairly evenly throughout the city—similarly with junior high school and senior high school facilities.

There are several parts of the city in which there will probably be a congestion of the additional employees, and I wish to call particular attention to these:

#### DEFENSE HOUSING AREA

In the buildings constructed by the Housing Authority at Philadelphia Road and Horners Lane, besides the 700 family units already available, we have been informed that a total of 1,000 additional family units will be constructed, making a total of 1,700 family units.

There are no school facilities in this particular location, and it is necessary that the United States authorities take steps at once to provide elementary school facilities for white pupils at that location. An area of not less than 5 acres should be allocated, and an elementary school building to accommodate about 1,000 pupils should be built. Necessary provision should be made for the equipment of the building and the payment of the salaries of teachers and the cost of supplies.

This area, being developed for defense purposes, and not being subject to city taxation, should have the necessary educational facilities provided by funds from the Federal Government. A letter bearing upon this point was sent by the board of school commissioners to Hon. John M. Carmody, Administrator, Federal Works Agency, Washington, D. C., under date of June 6, 1941, and another communication bearing upon the same matter was sent to the Housing Authority in Baltimore, since that organization is operating the housing units for the Federal defense agency.

#### CAMP HOLABIRD

It is reported that the Federal Government will increase considerably the number of employees at Camp Holabird in southeast Baltimore. We have received no definite information in regard to this, but we wish to call attention to the fact that if a considerable increase in the number of children who wish to attend school take place in that area additional school facilities will have to be provided.

#### CURTIS BAY-FAIRFIELD

Mention has been made above of the probable large increase in the number of employees in the shipbuilding plants in the Curtis Bay-Fairfield area. Suitable provision should be made for elementary school facilities for children who are members of the families of the new employees.

#### HAMILTON AREA

It is reported that housing facilities in the Hamilton area in northeast Baltimore have all been absorbed by additional employees who have come to Baltimore in connection with defense industries. If such is the case, and there is added a large number of families in the northeast section of Baltimore, suitable provision for elementary school purposes will be needed.

Appended hereto is a copy of a report prepared by Mr. Charles W. Sylvester, director of vocational education.

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### NATIONAL DEFENSE TRAINING

REPORT BY CHARLES W. SYLVESTER, DIRECTOR, DIVISION OF VOCATIONAL EDUCATION

BALTIMORE, Md., June 17, 1941.

The division of vocational education of the Baltimore public schools opened classes for the training of workers in industries essential to national defense on July 8, 1940. This program began as a result of the action by Congress in June of that year, authorizing an appropriation of \$15,000,000 for such training. As early as 1937 Baltimore was conducting classes in blueprint reading for the skilled workers in the aeronautical industry and special courses in airplane riveting and sheet metal work were opened on July 5, 1939.

Baltimore made available all of the facilities which could be used for the training of skilled and semiskilled workers. The equipment in the shops used is valued at nearly \$400,000. The original plan provided for the use of 74 shops in 16 schools, including the vocational schools, and the junior and senior high schools. We have worked closely in cooperation with the State department

of education under whose guidance all defense training work is carried on in Maryland. We have worked closely with the State employment service as well as all of the local industries.

#### ENROLLMENT TOTALS 9,138

Since the opening of the present defense-training program in July 1940, 9,138 men and women have been enrolled in the various training classes. Of this number, 2,458 have pursued preparatory or refresher courses. At present, there are approximately 800 enrolled in the preparatory courses and 2,500 in the supplementary or trade-extension classes.

Eighteen training centers have been used since the opening of the fourth training period in April 1941. Some of these centers have only 1 class while 2 centers have more than 30 classes each. There are a total of 138 classes in all centers.

We know that there have been a number of trainees coming to Baltimore from other sections of Maryland. We have not kept this, however, as a matter of record, and it is impossible to give the exact number, but probably not more than 10 percent of the trainees have been from out of the city. Some trainees have come to us from out of the State, but at the time of registration, they have given a local address; consequently, it is impossible for us to know the exact number. We are reasonably sure, however, that it does not represent more than 5 percent of the total number who have been enrolled in the various courses.

#### ENTRANCE REQUIREMENTS

The requirements for entrance into the national-defense training courses have been set up by the United States Office of Education. Originally, students were to be at least 18 years of age. This has recently been lowered to 17 for the non-hazardous occupations. There is no upper limit, but all trainees must be citizens of the United States. No restriction has been placed on the trainees from the standpoint of residence. There has been no educational requirement.

No definite budget has been placed at our disposal. Since the opening of classes in July 1940, the total expenditures have amounted to \$140,000. The monthly expenditures, at present, amount to approximately \$28,000. In addition to the operating expenses, approximately \$200,000 has been allotted to Baltimore for equipment to be used in the national-defense-training program.

All trainees must be registered with the State employment service, the majority of the trainees being sent to us by that service. No effort is being made to bring into the State out-of-State workers. Some interest has been shown on the part of vocational schools in North Carolina and Virginia to set up training courses for the Baltimore industries, particularly the airplane industry. Trainees are scarce in this city. We could accommodate several times the number now enrolled in the available shops. Any trainees brought to us from other States will be handled by the State employment service.

#### WORKERS WANT SUPPLEMENTARY COURSES

There seems to be an increasing desire on the part of workers in the defense industries to take the trade extension or supplementary courses. Out of the 3,200 now enrolled in classes, more than 2,400 are taking supplementary training. We do not know the exact number who have been advanced in the industries as a result of training, but a large number of cases have been brought to our attention.

All placement of trainees is the responsibility of the State employment service, but we do know that many trainees at the time of completion of courses, and many before the completion of courses, find their own places in industry.

By working in close contact with the employment service and the various industries, we keep our training program closely coordinated with industrial needs. The only difficulty encountered is the shortage of trainees at present. We have rendered some assistance to industry by carrying on foremanship training and leadership conferences. We have also organized a large number of special courses for the workers in the various industries.



*Schools used, with number of classes*

Schools	July 1 to Aug. 30, 1940	Sept. 23 to Dec. 20, 1940	Jan. 1 to Mar. 31, 1941	Mar. 31 to May 20, 1941
Patterson Park Senior High School, No. 43.....	2	20	21	24
General Vocational School, No. 57.....	5	2	2	2
Southern Senior High School, No. 70.....	5	3	3	6
Clifton Park, Junior High School, No. 90.....	3	1	1	1
Advanced Occupational School, No. 93.....	3	1	1	1
Boys Vocational School, No. 293.....	21	24	27	31
General Vocational School, No. 294.....	2	3	3	3
Baltimore Polytechnic Institute, No. 403.....	2	34	37	37
Forest Park High School, No. 406.....	2	1	1	1
Baltimore City College, No. 408.....	2	2	2	2
Colored Vocational School Annex, No. 454A.....	1		2	2
Margaret Brent School, No. 53.....				1
National Defense Vocational Training School, No. 250.....				20
Samuel Coleridge Taylor School, No. 122.....				1
Girls Vocational School, No. 292.....				1
Douglass Senior High School, No. 450.....				2
Colored Vocational School, No. 454.....				2
Administration Building, No. 520.....				1
Total.....	48	91	100	138

*Classes with trainees enrolled*

Trade	July 1 to Aug. 30, 1940		Sept. 23 to Dec. 20, 1940		Jan. 1 to Mar. 31, 1941		Mar. 31 to May 20, 1941	
	Classes	Roll	Classes	Roll	Classes	Roll	Classes	Roll
<b>Preparatory or refresher classes:</b>								
Acetylene welding.....	3	96	3	48	4	64	2	32
Aircraft riveting.....	3	66	6	132	6	132	8	160
Aircraft metal.....							5	100
Auto mechanics (assembly training).....	2	42	1	20	3	60	3	60
Assembly radio.....							1	20
Electric work.....	1	24					1	22
Assembly small parts.....							1	20
Machine shop.....	15	300	9	180	9	180	9	180
Electric welding.....							3	60
Sheet metal.....	5	100	3	60	3	60	5	100
Wood pattern making.....	3	60	1	20	1	20	2	40
Total.....	32	688	23	460	26	516	40	794
<b>Trade extension classes:</b>								
Acetylene welding.....	3	96	4	80	6	128	5	80
Aircraft metal.....	3	66	1	22	1	22	2	40
Auto assembly.....			1	20	1	20	1	20
Electric laboratory.....							1	20
Electric wiring.....			2	40	2	40	2	40
Electric motors.....							2	40
Machine shop.....	7	140	15	300	15	300	20	400
Electric welding.....							7	140
Radio service.....			1	20	1	20	2	40
Sheet metal.....	2	40			2	40	2	40
Wood pattern making.....	1	20	1	20	1	20	1	20
General blueprint.....							4	120
Aircraft blueprint reading.....			43	1,316	45	1,508	27	810
Cooking, home management.....							2	40
Sewing (F).....							1	20
Related welding.....							2	32
Related foundry.....							2	60
Foremanship training.....							14	420
Toolmaking.....							1	20
Total.....	16	362	68	1,818	74	2,098	98	2,402
Total all classes.....	48	1,050	91	2,278	100	2,614	138	3,196
Total instructors employed.....	48		105		111		163k	
Work Projects Administration classes.....	15		8		3		6k	

State	Preemployment-refresher courses			Supplementary courses		
	July 1 to Aug. 31	Total from July 1 to Mar. 31	Rank by State	July 1 to Aug. 31	Total from July 1 to Mar. 31	Rank by State
Alabama	324	1,060		482	3,045	
Arizona	75	411		0	319	
Arkansas	44	508		91	2,388	
California <sup>1</sup>	6,437	22,504	3	6,483	27,158	2
Colorado <sup>1</sup>	1,572	3,027		26	1,777	
Connecticut	1,104	7,745	9	0	4,970	
Delaware	220	544		0	669	
Florida <sup>1</sup>	1,088	3,514		301	3,026	
Georgia <sup>1</sup>	930	2,418		67	3,687	
Idaho	91	757		0	60	
Illinois	5,814	14,654	5	5,726	15,333	3
Indiana	2,955	6,934	10	1,314	8,066	10
Iowa	0	838		0	1,654	
Kansas <sup>1</sup>	524	3,444		200	624	
Kentucky <sup>1</sup>	1,111	3,048		1,554	4,746	
Louisiana <sup>1</sup>	577	2,233		753	1,857	
Maine	138	693		0	435	
Maryland	1,583	5,306	14	1,454	10,022	6
Baltimore	688	1,664		362	4,278	
Massachusetts	2,725	5,922	12	241	5,767	
Michigan	4,473	17,166	4	593	10,510	5
Minnesota	0	1,842		0	1,866	
Mississippi	220	1,598		153	1,536	
Missouri	598	2,852		324	2,331	
Montana	0	509		0	51	
Nebraska <sup>1</sup>	0	274		0	0	
Nevada	0	16		0	487	
New Hampshire	282	828		109	814	
New Jersey	3,572	11,577	7	1,620	9,113	7
New Mexico <sup>1</sup>	0	113		79	848	
New York	10,334	48,204	1	12,346	61,613	1
North Carolina	580	1,733		85	677	
North Dakota	178	442		0	0	
Ohio <sup>1</sup>	3,722	10,412	8	2,390	5,646	
Oklahoma <sup>1</sup>	400	1,243		379	2,679	
Oregon	1,765	5,342	13	202	2,346	
Pennsylvania <sup>1</sup>	10,771	26,750	2	1,627	15,070	4
Rhode Island	1,139	1,275		70	469	
South Carolina	1,494	2,797		0	1,655	
South Dakota	179	546		0	0	
Tennessee <sup>1</sup>	1,683	4,182		70	350	
Texas <sup>1</sup>	797	2,969		452	3,163	
Utah	595	2,309		566	2,437	
Vermont	69	299		49	351	
Virginia	1,092	2,268		1,082	8,481	8
Washington	4,296	6,555	11	1,446	8,265	9
West Virginia <sup>1</sup>	1,280	3,689		720	3,156	
Wisconsin <sup>1</sup>	4,400	11,689		0	2,103	
Wyoming <sup>1</sup>	196	826		97	515	
District of Columbia	627	1,523		0	1,027	
Hawaii <sup>1</sup>	197	346		0	1,565	
Puerto Rico <sup>1</sup>	260	1,014		76	4,066	

<sup>1</sup> Report to end of February only.

Maryland during the period July 1 to March 31 ranked fourteenth among States in the number of trainees enrolled in preemployment-refresher courses. It ranked sixth in the supplementary courses. Baltimore has been handicapped, due to a shortage of trainees in the preemployment-refresher courses. With our facilities, we could have trained at least 6,000 instead of 1,664 in such courses. We need trainees badly at present.

#### REPORT OF ACTIVITIES SINCE REPORT OF FEBRUARY 20, 1941

MAY 20, 1941.

A very complete report, dated February 20, 1941, gave the history of the development of all work leading to employment in the present national-defense industries. It also gave in detail the progress which has been made since the enactment of Federal legislation in June 1940. This report covers a period for the last 3 months.<sup>1</sup>

<sup>1</sup> See p. 5970.

## NATIONAL DEFENSE VOCATIONAL TRAINING SCHOOL, NO. 250

This school has been in operation since February 10, with trade-training courses in aircraft sheet metal work, aircraft riveting, electric welding, and small parts assembly. It has been impossible to open the special machine shop, due to the very great difficulty in getting machine tools.

One of the most serious problems facing this training project is the shortage of trainees. We have just now reached the largest number we have ever had in this school at one time, and that is 404 trainees. We could easily accommodate 1,500 working on a 24-hour basis, if men were available for training. We are running the electric-welding classes for the 24-hour period, due to the fact that we have more men applying for that type of training than for the other types offered. On the other hand, trained airplane riveters and airplane sheet-metal workers are in greatest demand.

## 4-HOUR PREPARATORY COURSES

At our request, the United States Office of Education granted special permission to operate courses in aircraft riveting and aircraft sheet-metal work in Baltimore on a 4-hour basis each day, for 5 days per week. This makes it possible for men working 8 hours a day to take training for 4 hours. The following schedule is in effect:

## Aircraft riveting:

4 to 8 p. m., School No. 250, Baltimore and Aisquith.

8 to 12 p. m., School No. 250, Baltimore and Aisquith.

4 to 8 p. m., School No. 293, Howard and Center.

8 to 12 p. m., School No. 293, Howard and Center.

## Aircraft sheet metal:

4 to 8 p. m., School No. 250, Baltimore and Aisquith.

8 to 12 p. m., School No. 250, Baltimore and Aisquith.

This scheme has increased our enrollment to some extent, but we have not yet filled these courses to capacity.

## TRAINING FOR FOUNDRY WORKERS

With the cooperation of the Chesapeake Chapter of the American Foundrymen's Association, 2 classes with a total enrollment of 60 have been organized in related foundry work for those now engaged in that occupation. These classes will meet every Monday and Wednesday for 2-hour sessions. The length of the course will depend upon the achievement of those enrolled in the work.

It is hoped to start a class in preparatory training as soon as a sufficient number of young men can be enrolled. There is a great need for beginning workers in this industry.

## SPECIAL TRAINING FOR THE ARMY

At the request and with the cooperation of Major Billingsley and Captain Daniel, of the Aberdeen Proving Grounds, a course has been organized for 22 selected men. These men will be given special training in electrical science, elementary electricity, and principles of motors, generators, and electrical equipment. With this background they will receive intensive training on the motors, generators, and other equipment on the special machine-shop truck.

The first part of the course runs from May 21 to June 24. The second part of the course, which will be devoted exclusively to actual field equipment, will run from June 25 to July 18. Trainees will be in class 6 hours every day. It is quite likely that other classes will be organized following this initial program.

## LEADERSHIP AND FOREMANSHIP TRAINING

Fourteen leadership and foremanship training classes are now in operation. Thirteen of these have been organized for employees of the Glenn L. Martin Co. There is one general foremanship training course for men engaged in other industries.

There is a great demand for this kind of training, and other courses will be organized just as fast as it is possible to work out details of the training program.

## EXPERIMENTAL COURSE FOR TOOL MAKERS

There is a great need for toll and die makers. One class is being carried on at present for A-1 machinists in the theory and practice of tool making. This will

include a certain amount of shop practice, and it is quite likely that the program will expand because of the very great need.

#### WORK PROJECTS ADMINISTRATION AND NATIONAL YOUTH ADMINISTRATION TRAINEES

We have been advised by the Work Projects Administration authorities that there are no additional trainees who can be sent from their rolls to our classes. There are at present two classes for white and four classes for colored workers. These will, naturally, soon pass out of existence.

It has been impossible to do much for the trainees on the National Youth Administration rolls. Only three classes of related subjects for project workers have been organized—one for white girls and two for colored girls. It is very difficult to keep these filled. Many types of work have been offered to the students on mechanical projects, but not more than a dozen boys have taken advantage of such training.

#### COURSES FOR WOMEN

While it is believed that there will be a need for trained women workers before we are through this agency, there is no great need apparent at this time. We have been conducting one class in small-parts assembly for white women. While a number have finished the course and been placed in employment, we will not extend this type of training until there is a greater need for such workers.

#### NATIONAL-DEFENSE VOCATIONAL-TRAINING SCHOOL FOR COLORED

This school will be housed in a building at 775 Waesche Street. Electric lights are being installed this week in the space to be devoted to such training.

Much of the equipment has been purchased and a great deal of it has already been delivered. Machine tools, of course, are the slowest items to come in. It is hoped that some classes will start on June 2.

The courses to be offered are small-parts assembly, machine-shop occupations, electric and acetylene welding, airplane painting and sheet-metal work, radio servicing, and electrical work.

#### PLACEMENT OF TRAINEES

The report from the State employment service indicates that trainees are placed about as fast as they complete the program of training. In addition, however, to those placed by the Maryland State Employment Service, many young men find their own jobs. As a matter of fact, many leave our classes as soon as they have a sufficient amount of training to hold a job.

We feel reasonably sure that a very large percentage of those finishing the preemployment courses are satisfactorily placed in industry. The records of the employment service, as of May 20, indicate a total placement since July 1940 of 1,352 men and women.

#### CONTINUANCE OF DEFENSE-TRAINING PROGRAM

As estimated United States budget for national-defense training for 1942 has been approved by President Roosevelt and submitted to Congress for their action. This budget includes an item of \$52,400,000 for national-defense vocational courses of less than college grade. There is also an item of \$12,000,000 for the purchase and rental of equipment. Additional funds are being provided for the college grade courses totaling \$17,500,000 and \$10,000,000 for the use of school rural youth. Ten million dollars will also be made available from the National Youth Administration funds for training to be carried out by the public schools. All of the new funds being appropriated for defense training will be for the Federal Security Agency rather than the Office of Education.

#### REPORT OF ACTIVITIES TO FEBRUARY 20, 1941

For many years there has been an increasing demand for trained skilled and semiskilled workers in Baltimore. Youth who have been well trained to carry on effectively and efficiently in business and industrial and trade occupa-

tions have had little difficulty in finding employment. Thousands of adults with ambition and a desire to get ahead have bettered their positions as a result of satisfactory achievement in properly selected trade extension courses. There is hardly ever a sufficient supply of good workers and especially is this true in business vocations. These good workers now hold the key positions in this great emergency. There are not enough leaders to say nothing of those needed to take the leaders' places. There is a great demand, almost frantic demand, for untold thousands of new workers in all occupations essential to national defense.

We are now in an unprecedented emergency. Workers are being trained. It has been proven that men can, through intensive training, go into productive, operative, and process jobs immediately. Many more thousands are needed and they must be made available through training if we are to do all things essential to national defense.

Our Baltimore schools were ready when the national call for defense training came and we will go on.

#### THE BEGINNING

The day vocational schools have over a period of more than 20 years trained hundreds of young men and women as beginners in the skilled occupations, and it is now more apparent than ever that this contribution, even though comparatively small, has been intensely worth while, because many of these vocationally trained workers are now skilled craftsmen in leadership positions of more than average responsibility. The vocational classes for adults have also made contributions which are now recognized as definitely beneficial to the defense cause.

As early as 1937, classes were organized in blueprint reading for skilled workers in the aeronautical industry. Through classes every Saturday morning for 25 weeks each year since 1937, hundreds of workers have been up-graded and made more capable and efficient and thus more valuable to industry. These workers consequently have greatly increased their earnings.

In Baltimore we anticipated the national-defense-training program by developing a specific trade-training course in cooperation with the aeronautical industry in July 1939, to prepare workers in airplane metal work including lay-out, drilling, and riveting.

There was not only a great need for trained workers, but there were many young men who had graduated from high school out of employment. It was felt that these jobs and the young men should be brought together. Part of the equipment was furnished by the aeronautical industry and the balance of it by the Department of Education. Classes were set up in the boys' vocational school. The course opened on August 1, 1939. During the summer there were 167 high-school graduates enrolled, 162 of whom completed the intensive program of training and were, consequently, placed at work in the building of airplanes. At least 400 young men were trained and placed through this program before the defense program got under way.

#### PLANS FOR THE NATIONAL-DEFENSE PROGRAM

Leaders in industry, representatives of labor, and Government officials, early in 1940 became aware of the serious shortage of trained workers for the trades and occupations essential in a program of national defense. The need for training new workers and the up-grading of men already employed was very apparent to the Division of Vocational Education of the United States Office of Education. As a result of many conferences of vocational educators under the direction of representatives of the Office of Education, a study of facilities throughout America was made and plans were worked out to provide an extensive national-defense program. Maryland and Baltimore were represented in all of these deliberations.

There was great interest everywhere in America for such a program of training as well as a willingness on the part of vocational educators to make their contribution in this emergency. The Director of Vocational Education of Baltimore prepared a plan for the city under date of June 17, 1940, setting forth that they were ready with schools, equipment, and trained experienced personnel to conduct classes so essential to national defense. The plan involved the use of 74 shops in 16 schools, including the vocational schools and the senior and junior high schools, where equipment was available. An offer was made to provide 16 specific courses which had been proposed for the national-defense-training program. Furthermore, Baltimore offered to provide other facilities as the need for other types of workers arose.



It was estimated that the value of the equipment in the shops to be used in Baltimore was nearly \$400,000. Including the building space occupied by these shops, the total value was more than \$1,000,000. As one of the most important factors in any vocational training program is trained personnel, it was very obvious that training should start as quickly as possible. This made it possible during 8 or 9 weeks to use the full time of more than 50 occupationally competent vocational instructors who are employed regularly by the Baltimore schools. It was pointed out that the school facilities would also be available for full time during the summer.

#### NATIONAL DEFENSE CLASSES GET UNDER WAY

As a result of the plans which were so carefully prepared by national and local committees, and because of the urgent need for many new workers, Congress authorized an appropriation of \$15,000,000 for a specific and intensive program of preemployment and refresher training, as well as supplementary training for workers and men with some trade experience to be carried out under the direction of the United States Office of Education. The funds were allotted to the various States and the State programs were directed by the State boards of vocational education. With remarkable speed, programs of training were established almost everywhere in America. Baltimore was one of the first cities to get going under this new national program. Classes opened on July 8, 1940, which was only a few days after the President signed the bill authorizing appropriations for this purpose.

#### THE BALTIMORE PROGRAM

The first period of training was carried on from July 8 to August 30, 1940. The preparatory or refresher courses were given to 32 classes in 7 different trades. The enrollment in these classes totaled 688 men.

Trade extension classes for employed workers and for men with previous trade experience were given in 5 different trades with an enrollment of 362 in 16 classes. The total enrollment, therefore, for the summer was 1,050 in 48 classes.

The second period of training was from September 23 to December 20, 1940. During this time, 23 preparatory classes were in operation in 6 different trades. The enrollment totaled 460. During this same period, 43 trade-extension classes were held for men in 8 trades with an enrollment of 1,818. This made a total of 91 classes with a gross enrollment of 2,278.

The third period of training which is still in operation began on January 1, 1941, and there are 26 preparatory classes in 6 different trades with an enrollment of 516. New classes are being opened as rapidly as possible. There are now 74 trade-extension classes distributed over 9 trades with an enrollment of 2,098. The total program as of this date, includes 100 classes with a gross enrollment of 2,614.

#### SOURCE OF TRAINEES

A general announcement in the summer, of the organization of training classes for the essential industries in the national-defense program brought in an original registration of about 4,000. The men who had not registered with the employment service were required to do so in order to complete their registration for training.

A large number of trainees during the three periods have been sent to us by the State employment service. Others have come from personnel managers of industry, friends of trainees, and through such sources as the Work Projects Administration and the National Youth Administration. During the past few weeks, a large number of young men have been brought in from the counties of Maryland, and this source will continue to provide a large number of men needed in the Baltimore industries.

#### TRAINEE QUALIFICATIONS

While the minimum entrance age to the national-defense courses is 18 years, a large number of older men have been prepared for work in industry. All persons who have had the proper background to profit by the courses of training have been accepted. The only requirement for the trade-extension classes is that they must be employed in such an occupation or have had considerable experience in that occupation. Inasmuch as the preemployment classes operate on a full-time basis of 8 hours per day for 5 days each week, every trainee must be able to put in that amount of time; consequently, he cannot, naturally, be employed on a full-time basis.

Wherever possible, we have attempted to establish through interviews the aptitude and ability of students necessary to succeed in the courses desired. While assignments are made through the central office of the Division of Vocational Education, the assignment is always in line with the desire of the applicant.

It is becoming more necessary as time goes on to give greater attention to the selection of trainees. For this reason, it is proposed to establish a testing service in connection with registration, as soon as personnel can be secured.

#### INSTRUCTIONAL STAFF

As it was necessary for all shop instructors to possess qualifications as to education and trade experience which meet the standard requirements for vocational teachers in Baltimore, all of our fully qualified vocational teachers were given an opportunity for work during the summer session. There were not enough to meet the demand; consequently, it was necessary to pick other instructors from industry.

Since the opening of our day schools in September our regular vocational teachers have been used only in a limited way. If the program of instruction follows their day assignment immediately, they have been permitted to teach each day for 2 hours, or 10 hours per week. For night hours of assignment and for all of the trade-extension classes, they have been permitted to teach not more than 6 hours per week. We have been very fortunate in securing a great many capable men from industry to assist with the program.

One of the fine features of the preemployment training is that our qualified vocational teachers start off the 8-hour class each day, by handling 2 hours of the period. In this way, all planning of instruction has been adequately taken care of. An experienced craftsman, who naturally is without teaching experience, completes the 8-hour period of work each day. In other words, such men have an assignment of 6 hours per day. A number of older skilled workers who have retired from the trade have fitted into this program admirably.

The supervisors of the program have been engaged in the improvement of teachers in service during each of the sessions the program has been in operation. Furthermore, some supplementary teacher-training work is now being given to men who have not had such preparation.

#### FINANCING THE PROGRAM

The national-defense training program was authorized by act of Congress the latter part of June 1940, with an appropriation of \$15,000,000. The money provided in the act was specifically for a national-defense training program to be administered under the provisions of a State plan duly approved by the United States Office of Education.

The entire cost of training in Baltimore, which has been paid from Federal funds provided in the act, includes the following items:

1. Salaries of approved personnel employed specifically to carry out the provisions of the act.
2. Travel expenses for personnel specifically assigned to the defense training program.
3. Maintenance and operation of training plants, including heat, light, power, and janitorial supplies.
4. Instructional supplies and materials.
5. Maintenance, repair, and replacement of damaged or deteriorated equipment.
6. Communication, such as postage, telephone, and telegraph service.
7. Necessary printing, mimeographing, duplicating, and blueprinting.
8. Office supplies and limited amount of equipment.

The first Federal allotment to Maryland was sufficient to pay for the cost of the training program until January 1, 1941. An additional Federal appropriation to be allotted to the various States of \$26,000,000 has made it possible for our program to continue without much interruption.

No money was available in the first appropriation of \$15,000,000 for equipment, although it was greatly needed. In order to extend the defense-training program to meet new national-defense needs, \$8,000,000 was appropriated by Congress late in 1940 for equipment. Baltimore has been allotted more than \$100,000 from this fund for equipment in the new National Defense Vocational Training School. Funds for equipment to supplement the present equipment now in use for national-defense training have been requested. Over \$50,000 has been requested for equipment for the national-defense classes for Negroes, a large part of which is needed for classes to be established in a building to be rented by the Board of School Commissioners for this purpose.

## COURSE COMPLETION AND CERTIFICATION

The trade preparatory courses are in session for 5 days each week for 8 hours each day with the exception of acetylene welding where the time is only 30 hours per week. The length of the preparatory classes ranges from 4 to 8 weeks, depending upon the amount of training needed for each trade. Courses are planned on a unit basis. Trainees during the specific training period will complete a series of units in one occupation, thus fitting him for employment—for example, lathe operator in a machine shop, or a beginning welder or pattern maker, and similar work in other occupations for which training is offered.

Upon the satisfactory completion of a course, each trainee is given credit for a definite number of hours, ranging from 160 to 320. Each man is given a card certifying him as satisfactorily completing such training, which means he is capable of entering employment in an occupation.

The trade preparatory courses are also arranged on a unit basis and are for the purpose of up-grading workers in skills. While the majority of such trainees are employed, a number in the past have enrolled in these courses because of past experience in the trade or occupation. The courses are for 6 hours each week for a period of approximately 12 weeks. A man who completes his work in accordance with trade standards is properly certified to that effect. Such training is definitely of value to him in securing advancement in his occupation.

## COURSES FOR WOMEN

There is a growing need for trained white women in several of the occupations essential to national defense. As employment conditions grow more acute, it is most certain that a large number of women workers will be needed in industry.

Two courses have been planned for women in the Girls Vocational School building. The following will be ready to open soon:

1. Small parts assembly. This type of work requires finger dexterity, good eyesight, alertness, and speed, as well as considerable trade skill.
2. Coil winding. Active, alert women with mechanical aptitude should be rather easily and quickly trained for this work.

A course in Mechanical Drafting is being considered as calls are being received for young women who can do tracing, lettering, and detailing in drafting rooms. Other courses will be planned for women as the need for additional trained workers arises.

More than 300 women have already registered for these courses.

## TRAINING FOR NATIONAL YOUTH ADMINISTRATION YOUTH

The new legislation for national defense which was approved October 9, 1940, made provision for the necessary instruction for young people employed on work projects of the National Youth Administration; \$7,500,000 was specifically authorized for expenditures in carrying out this program of training. The allotment for Maryland was \$97,267.50.

Plans had been made to organize courses for the N. Y. A. youth in Baltimore to provide training which may be supplementary to the work experience and to give preparatory training as an aid to the occupational adjustment of N. Y. A. workers. Other necessary instruction will be given to enlarge the civic or vocational intelligence of young people employed on the N. Y. A. work projects. The first of these courses will open in Baltimore during the week of February 24. This program of training will be open to several hundred young men and women and will include both white and colored youth, ranging in age from 16 to 25 years.

## PROBLEM OF TRAINING NEGROES

The proposed plan of training for national defense in Baltimore, which was issued on June 17, 1940, included the use of training facilities for Negroes in Douglass High, Dunbar High, and colored vocational schools. With the exception of airplane metal work, riveting, and acetylene welding, for which there were neither facilities nor funds to provide equipment, the courses were the same as for white trainees.

Under the original appropriation, it was specially stated in the federally approved State plan:

"There must be reasonable assurance that upon completion of the training, persons enrolled in these courses will be employable in jobs which are essential to national defense and for which training is being given."

In addition to contacting every industry essential to national defense, the State employment service, the agency responsible for the placement of all trainees, cooperated with us by making a careful study of the need for skilled and semiskilled Negro trade workers. It was impossible to find any places where they could be employed; consequently, it was impossible for us to offer defense training courses for Negroes during the first periods of the program.

There was a desire, however, on the part of the schools to be of assistance to Negroes if there was even a remote chance for work. One course in basic auto mechanics training for the purpose of training assembly workers, was started in the summer session, when it was learned that a probable opportunity for employment did exist. Because of a lack of interest or possibly the questionable opportunity for employment, there was such a continuous withdrawal of trainees, that it was practically impossible to keep the class filled. Only 41 Negroes registered prior to September 23, and there were not enough desiring any one course to give any training in the fall of 1940.

#### CHANGES IN POLICY

The second appropriation act which was passed by Congress in October 1940, making additional funds available about January 1, 1941, broadened the scope of the defense training program. It provided:

"No trainee under the foregoing appropriation shall be discriminated against because of sex, race, or color; and where separate schools are required by law for separate population groups, to the extent needed for trainees of each such group, equitable provisions shall be made for facilities and training of like quality."

Upon receipt of a letter from the United States Office of Education on November 22, 1940, asking the State to "provide for Negroes a sufficient number of courses and adequate equipment to give them training in a proportion, against all persons taken into training during the remainder of this fiscal year, equal to the ratio of Negroes on the rolls of the State employment service as of April 1940," irrespective of employment opportunities, plans were made to offer training for Negroes as soon as possible.

#### COURSES PLANNED FOR NEGROES

It was decided to offer courses similar to those which had been in operation during the summer and fall, as certain training facilities were available. Such courses were advertised through the press, the employment service and all other known avenues. Registration was continued because there had never been any discrimination in registration, but registration facilities were greatly extended. Hours and days were advertised for registration at the colored vocational school and counselors were assigned to the job.

The registration from January 1 to date for trade courses, is indicated as follows:

Courses	Day classes		Night classes	
	Pre-employment	Trade extension	Pre-employment	Trade extension
Acetylene welding.....	4		208	
Airplane metal.....			3	
Airplane riveting.....	2		10	
Auto mechanism assembly.....	1		56	4
Blueprint reading.....			9	
Electric welding.....	1		21	
Electrical work.....	2		19	
Machine-shop occupations.....	1		22	2
Radio service.....	1		16	1
Sheet metal work.....	6	2	26	
Small parts assembly.....	13		29	
Wood pattern making.....	2	3	13	

The courses already planned are:

1. Machine-shop occupations: To be given in the machine shop at Douglass High School and at school No. 133, if an additional shop is needed.

2. Sheet-metal work: to be given in the sheet-metal shop at Douglass High School. (Can include airplane metal.)

3. Auto mechanics: For the purpose of training assembly workers; two classes have been started, one of which is for Work Projects Administration workers, in the shops of the colored vocational-school annex.

4. Woodworking, including cabinet and pattern making: To be given at the colored vocational-school wood shop, and, if necessary, in the wood shop at the Douglass High School.

5. Acetylene welding and electric welding: New shop to be set up in a part of the space devoted to auto mechanics in the colored vocational-school annex. A request for equipment for this purpose has already been sent through to the State department of education.

Additional courses desired and suggested by representatives of the Negroes for which recommendations have been made are:

- |  |  |
|--|--|
| 1. Power machine operation, men and women. | 7. Cement finishing.                     |
| 2. Machine-shop occupations.               | 8. Roofing.                              |
| 3. Electrical work.                        | 9. Plastering.                           |
| 4. Aircraft—lay-out, metal, and riveting.  | 10. Bricklaying.                         |
| 5. Radio work.                             | 11. Carpentry.                           |
| 6. Plumbing.                               | 12. Painting.                            |
|  | 13. Small parts assembly, men and women. |

Equipment for new courses will cost approximately \$50,000. At least 25,000 square feet of floor space will be needed to house the new courses if they are approved.

NATIONAL DEFENSE VOCATIONAL TRAINING SCHOOL

(School Building No. 250)

The pressing need for a large number of skilled and semiskilled workers in certain occupations in essential defense industries, has made it necessary for Baltimore to provide additional training facilities. This has been made possible through Federal appropriation for equipment. The board of school commissioners has authorized the use of an old school building at Baltimore and Aisquith Streets for this purpose. This building was used a few years ago for vocational training, and consequently is well adapted for training workers for the defense occupations. Building changes have been made to provide suitable space for each type of work and also to insure economic and efficient operation. It is well heated, can be easily ventilated, and has good natural light.

The building has been rewired for satisfactory electric lights and the necessary power for the shop tools and machines has been provided. Equipment has been purchased and much of it has been delivered. Shop benches of standard design have been constructed by the boys vocational school through the combined efforts of the students in woodworking, welding, and painting.

The new plant has a floor space of about 15,000 square feet. By operating the school 24 hours per day, approximately 1,500 students can be accommodated in the various courses. The major part of the program will be devoted to full-time trade preparatory or refresher courses of 8 hours per day for 4 to 8 or 12 weeks, depending upon the type of work and achievement of the students enrolled. The plans include a few supplementary classes in electric welding in addition to the preparatory type.

The courses to be offered with the number of training stations for each trade are:

	<i>Stations</i>
1. Aircraft sheet metal work including lay-out.....	138
2. Aircraft riveting, including knowledge of tools and materials.....	226
3. Electric welding and related technical information.....	40
4. Machine-shop practice, special production machines and related subjects..	60
5. Small parts assembly.....	36

The first classes opened in airplane sheet metal work on February 10, to be followed the following week with classes in riveting. These two types of training will be immediately expanded to full capacity. The other courses, with the exception of the machine shop, will open very soon. The delay in providing special machine-shop training is due to the difficulty in securing delivery of the machine equipment. Electric welding and small parts assembly classes will be operating very soon.



PLACEMENT OF TRAINEES

Every trainee registers with the State employment service before he enters training. Upon the completion of this course of training, he is certified to the employment service for placement. The majority of the trainees have, therefore, secured employment in this manner. As of February 10, 1941, there is a definite record of the placement of 1,025 men by the Maryland State Employment Service. A great many of the trainees secure employment because of their own personal contacts. Up to date, from 90 to 95 percent of the men finishing preemployment courses have been employed in the industries essential to national defense. In addition to those completing courses, many trainees have withdrawn in order to enter employment at various times during the period of training. Very few trainees secure less than \$20 per week, as a beginning wage, and many are paid wages considerably in excess of this amount.

SAMPLE REGISTRATION FORM

DIVISION OF VOCATIONAL EDUCATION, DEPARTMENT OF EDUCATION, BALTIMORE, MD.

(Fill in and return within 3 days)

Case No.----- Hours----- M. to----- B-N. D. T.-1  
 Assignment----- Entered----- Withdrawn-----  
 School----- Dropped-----  
 Course----- Failed to appear----- P----- E-----

DEPARTMENT OF EDUCATION

DIVISION OF VOCATIONAL EDUCATION

3 East Twenty-fifth Street

BALTIMORE, MD.

REGISTRATION SHEET—NATIONAL-DEFENSE TRAINING PROGRAM

(1) Name----- (2) Date-----  
 (3) Address----- Telephone-----  
 (4) Sex----- (5) Age----- (6) Date of birth----- (7) Race-----  
 (8) Place of birth----- (9) Citizen of U. S.?-----  
 (10) If naturalized citizen, when and where were final papers issued?-----

(11) Place of birth of father-----; mother-----  
 (12) Education (give by school years)-----  
 (13) Previous special vocational school training: ----- years ----- months.

In -----  
 (Name and address of school) (Trade)

(14) Industrial experience:  

Job	Name and address of employer	No. months
-----	-----	-----
-----	-----	-----

(15) Is applicant on the pay roll of the W. P. A.? -----; N. Y. A.?-----  
 (16) If employed, give name of present employer -----  
 (a) Hours of employment ----- M. to ----- M.  
 (17) Last date on Maryland State card ----- (18) Soc. Sec. No.-----  
 (19) Are you handicapped in any of the following:  
 Eyesight ----- Hearing ----- Physically -----  
 (20) Remarks by interviewer:  
 (20-a) Height ----- Weight -----  
 (21) Course desired: Day ----- Night ----- Select 1st, 2d, 3d choice.

----- Acetylene welding	----- Cabinet making	----- Machine-shop occupation:
----- Airplane metal	----- Wood pattern	----- Bench hand
----- Aircraft riveting	----- Electrical work	----- Drill press operator
----- Assemb. of small parts	----- Electric welding	----- Lathe operator
----- Auto mechanics	----- Radio service	----- Milling machine
	----- Sheet metal work	----- Shaper operator
	----- Blue-print reading	----- Automatic lathe

Secure a copy of your birth certificate as soon as possible.

## STATEMENT BY C. G. COOPER, SUPERINTENDENT OF SCHOOLS, BALTIMORE COUNTY, MD.

## PUBLIC SCHOOL BUILDING NEEDS IN NATIONAL DEFENSE AREAS OF BALTIMORE COUNTY, MD.

## I. MIDDLE RIVER SCHOOL

(a) Located on Middle River Road about one-half mile from the Glenn Martin aircraft factory.

(b) Building has 8 classrooms and 310 pupils enrolled May 1, 1941.

(c) School and site should be abandoned because of the proximity of the aircraft plant and hazardous traffic conditions.

(d) New highway to the Martin plant will be within 35 feet of front door of the present school building.

(e) Only two classrooms can be added to present building because of inadequate school lot.

(f) Three hundred houses are now under construction at Stansbury Manor.

(g) Stansbury Manor, Inc., builders, will begin construction of 300 additional homes on August 1, 1941, on site adjoining Middle River School. The same company will build 400 additional homes just west of the school in the early part of 1942.

(h) The occupancy of more than 1,000 new houses will necessitate the building of a new elementary-junior high school to accommodate 2,100 pupils.

(i) The new building should contain 50 classrooms, library, study hall, auditorium, industrial shops, household arts rooms, gymnasium, and cafeteria.

(j) The approximate cost of the new site and the proposed building will be \$600,000, and the estimated cost of equipment will be \$100,000. The total cost will be approximately \$700,000.

## II. PATAPSCO NECK SCHOOL

(a) Located on Trappe Road near Camp Holabird.

(b) Building has 12 classrooms and auditorium.

(c) Present enrollment, 510 pupils.

(d) Federal Government has erected 95 family units within 2 blocks of the school.

(e) Sixty-three new homes to be completed at Holabird Park by September 1, 1941, and 55 to be erected during school year 1941-42.

(f) Eighty homes under construction at Gray Manor, and 190 additional homes to be built in 1942.

(g) Thirty new homes will be completed at Inverness by September 1, 1941; 36 apartments will be finished by September 1, 1941, and 60 additional homes will be constructed by June 30, 1942.

(h) Two hundred and thirteen homes will be completed by September 1, 1941, and 320 additional homes to be finished in 1942.

(i) Twelve additional classrooms, library, and a cafeteria should be built at once.

(j) The approximate cost of building and equipment will be \$115,000.

## III. NORTH POINT-EDGEMERE SCHOOL

(a) Located on Sparrows Point Road about 3 miles from the Bethlehem Steel Co.'s plant at Sparrows Point.

(b) Building has 16 rooms, and the enrollment is 741 pupils.

(c) School badly overcrowded at present; capacity only 640 pupils.

(d) Extensive building program in progress and more than 200 new homes have been completed.

(e) Ten additional classrooms, library, cafeteria, and gymnasium auditorium needed.

(f) Approximate cost of building and equipment, \$115,000.

## IV. ESSEX SCHOOL

(a) Location on Eastern Avenue about 3 miles from the Glenn Martin aircraft factory and about 7 miles from the Bethlehem Steel Co.'s plant.

(b) Building has 22 classrooms, and the enrollment is 959 pupils.

- (c) Several hundred houses have been built in Essex during the past year, and 200 or more houses will be erected on property adjoining the school building.
- (d) Sixteen additional classrooms, library, gymnasium, and cafeteria needed.
- (e) Approximate cost of school addition and equipment, \$180,000.

## V. COLGATE SCHOOL

- (a) Located on Eastern Avenue about midway between the Glenn Martin aircraft factory at Middle River, and the Bethlehem Steel Co.'s plant at Sparrows Point.
- (b) Building has 12 classrooms, and 330 pupils in attendance.
- (c) Community has not grown during past 2 years.
- (d) The Eastern Heights Development Co. will build 700 separate residences on the North Point Road opposite Moffett Avenue.
- (e) Two hundred and twenty-three separate residence units will be built on property adjoining the school.
- (f) Approximately 1,600 additional children will be enrolled in the Colgate School.
- (g) Thirty-six additional classrooms, auditorium, gymnasium, library, and cafeteria will be needed.
- (h) Cost of building and equipment, \$395,000.

## VI. DUNDALK ELEMENTARY-JUNIOR HIGH SCHOOL

- (a) Dundalk is the residential center for the Bethlehem Steel Co.
- (b) Unprecedented growth of school population during past 10 years.
- (c) School is badly overcrowded.
- (d) Building has 30 classrooms.
- (e) Nine hundred and sixty-three elementary pupils enrolled and 504 junior-high school pupils.
- (f) Total enrollment, 1,467.
- (g) Two temporary buildings erected in 1917 used as industrial arts and household arts classrooms for 500 pupils.
- (h) Three hundred and seventy-four houses and one hundred and eighty-four family units were built on the property of the Dundalk Co. at Dundalk in 1940; 158 houses were started by this company from January 1-May 1, 1941. The Dundalk Co. is now planning to start the construction of 180 additional family units within the next month.
- (i) New junior-high school building needed at once.
- (j) Twenty additional classrooms, auditorium, gymnasium, library, study hall, and cafeteria required.
- (k) Approximate cost of building and equipment, \$350,000.

## VII. CHASE CONSOLIDATED SCHOOL

- (a) Located on Eastern Avenue about 2 miles from the Glenn Martin aircraft factory.
- (b) Building has 8 classrooms, and enrollment is 405 pupils.
- (c) Trailer camp of 200 or more trailers owned by the United States Farm Security Administration about 1 mile from the school.
- (d) Hundreds of homes under construction in the five or six waterfront developments in the vicinity of Chase and Bengies.
- (e) Eight additional classrooms and cafeteria needed.
- (f) Approximate cost of building and equipment, \$100,000.

## VIII. BAYNESVILLE

- (a) Located on Joppa Road about 1 mile from the Bendix Corporation, and about the same distance from Black & Decker Manufacturing Co.
- (b) Two-room school with 88 pupils.
- (c) Two hundred or more houses will be built on tract adjoining the Bendix property.
- (d) The Better-Housing Corporation has built 200-family units in Towson since January 1, 1940, and will erect 105 separate residences between Hillen Road and Linden Avenue before January 1, 1942.
- (e) Several hundred additional homes have been erected by other contractors during the past year.

(f) The Towson elementary school and the Baynesville School cannot accommodate the new pupils who are coming into these communities.

(g) The old school buildings should be abandoned, and the Baynesville and Towson Elementary Schools consolidated.

(h) A new building consisting of 20 classrooms, auditorium, gymnasium, library, cafeteria should be erected on a site that will serve Towson and Baynesville.

(i) The approximate cost of the building, site, and equipment, \$350,000.

#### IX. BACK RIVER

(a) Located on Back River Road about 4 miles from the Glenn Martin plant.

(b) Two-room school building, and two frame portable buildings.

(c) Enrollment 182 pupils.

(d) Many persons employed at the Glenn Martin factory at Middle River, and the Bethlehem Steel Co. at Sparrows Point live in the vicinity of the school.

(e) Building with 8 classrooms, auditorium, gymnasium, library, and cafeteria should be built at once.

(f) Approximate cost of building, site, and equipment, \$135,000.

#### NEGRO SCHOOLS

##### I. TURNERS NEGRO SCHOOL

(a) Turners is a residential center for colored workers at Sparrows Point.

(b) Two hundred and fifty new homes will be built by the Federal Government for colored men who work at the nearby Bethlehem Steel Co.'s plant at Sparrows Point.

(c) Turners has a negro school with 8 classrooms, and an enrollment of 235 pupils.

(d) Ten additional classrooms, auditorium, gymnasium, library, and cafeteria will be needed.

(e) Had planned to add the 10 classrooms to the present building. Find it impossible to do so.

(f) A new building and site costing approximately \$200,000 will be needed to meet the requirements.

TABLE 1.—*Pupil and teacher data, by schools (white)*

ESTIMATED NUMBER OF PUPILS AND TEACHERS, AND SCHOOL TRANSPORTATION AND BUILDING NEEDS IN AREAS AFFECTED BY ACTIVITIES OF THE NATIONAL-DEFENSE PROGRAM

NAME OF AREA: PROJECTS OF THE NATIONAL-DEFENSE PROGRAM IN THE COUNTY OF BALTIMORE,<sup>1</sup> STATE OF MARYLAND. PERSON REPORTING: C. G. COOPER. OFFICIAL TITLE: SUPERINTENDENT OF SCHOOLS. MAILING ADDRESS: TOWSON, MD.

Administrative unit	Name (or number) of—	School	Kind of school <sup>2</sup>		Grades included	Number of rooms <sup>3</sup>	Seating capacity <sup>4</sup>	Number of pupils enrolled		Number of additional pupils that can be accommodated (as of May 1, 1941)	Number of teachers employed <sup>5</sup>															
			Elementary	High school				May 1, 1940	May 1, 1941		May 1, 1940	May 1, 1941														
Baltimore County, Md.	1	2	3	4	5	6	7	8	9	10	11	12	13													
								285	310	None	7	7														
								396	510	None	8	8														
								671	743	None	15	16														
								909	959	None	21	22														
								354	330	150	9	8														
1,324	1,467	None	34	35																						
Total			6	2		99	3,939	4,319	150		94	99														
Baltimore County, Md.		Chase Baynesville Back River	X X X	1-7 1-7 1-7	8 2 4	320 80 160	330 97 182	405 88 None	None None None	7 2 4	8 2 2	7 2 4	8 2 4													
														9	4,526	4,994	150	107	113							
														Total			9	2		113	4,526	4,994	150		107	113

<sup>1</sup> Bethlehem Steel Co. at Sparrows Point, shipbuilding and manufacture of steel; the Glenn L. Martin Co. at Middle River, aircraft factory; the Bendix Corporation on Joppa Road between Baynesville and Towson, manufacturer of radio parts, etc., for airplanes; Allied Aviation Corporation, Dundalk, aircraft factory; Black & Decker Manufacturing Co., Towson, electrical tools.  
<sup>2</sup> "Kind of school" means elementary, junior high school, high school, junior-senior high school, combined elementary and high school, trade school, etc.  
<sup>3</sup> "Number of rooms" includes all rooms in the building used for instructional purposes exclusive of auditoriums, gymnasiums, auditorium-gymnasiums, libraries, cafeterias, and study halls. It does not include offices, clinics, toilets, showers, janitors' quarters, and service rooms.  
<sup>4</sup> This represents the number of pupils that can be properly housed in the building in rooms adequately equipped.  
<sup>5</sup> In terms of teaching positions and not number of different teachers employed; that is, only 1 person for each position.



TABLE 2.—Financial data for 1940-41, by local school administrative units in this area

NAME OF AREA: PROJECTS OF THE NATIONAL-DEFENSE PROGRAM IN THE COUNTY OF BALTIMORE, STATE OF MARYLAND

Name (or number) of administrative unit	Assessed valuation for school purposes	Local school tax rate for—		Receipts for current expenses †			Expenditure per year for—		
		Current expense	Debt service †	From the State	From the county	From the local school district or township	Total (columns 5, 6, and 7)	Transportation per pupil transported ‡	Current expense per pupil in average daily attendance
1	2	3	4	5	6	7	8	9	10
Baltimore County, Md. ....	\$226,162,465.66	\$0.459 per \$100.....	\$0.125 per \$100.....	\$473,324.97	\$1,037,795.03	None	\$1,508,491.51	\$17.80	\$56.46

† Redemption on bonded indebtedness and interest payments.

‡ Excludes capital outlay and debt service.

§ Based on cost of transportation in this local area.

**TABLE 3.**—*Estimated number of children, in addition to those enrolled in school May 1, 1941, of personnel connected and to be connected with a Federal Government reservation or project of the defense program that cannot be accommodated in school with building facilities now available, and the estimated number of teachers that will be needed for such children, as of January and September 1942 (white)*

NAME OF AREA: PROJECTS OF THE NATIONAL DEFENSE PROGRAM IN THE COUNTY OF BALTIMORE, STATE OF MARYLAND

Probable place of residence of children  1	Estimated number of families		Estimated number of children per family 4	Estimated number of pupils to be accommodated January 1942		
	January 1942 2	September 1942 3		Elementary 5	High 6	Total 7
On Federal defense projects.....	1,050	685	2	1,400	700	2,100
Not on a Federal Government reservation <sup>2</sup> .....	1,400	400	2	1,900	900	2,800

Probable place of residence of children  1	Estimated number of pupils to be accommodated September 1942 <sup>1</sup>			Estimated number of teachers needed					
				January 1942			September 1942		
	Elementary 8	High 9	Total 10	Elementary 11	High 12	Total 13	Elementary 14	High 15	Total 16
On Federal defense projects.....	920	450	1,370	35	20	55	23	12	35
Not on a Federal Government reservation.....	400	250	650	47	25	72	10	7	17

<sup>1</sup> Excludes children reported in columns 10 and 11 of table 1.

<sup>2</sup> Includes all additional children of school age except those reported as residing on Federal defense projects.

**TABLE 4.**—*Estimated number of children, in addition to those transported to school, who will need transportation and number of vehicles needed for this purpose, as of January and September 1941 (white)*

For children residing—  1	Number of children and vehicles			
	January 1942		September 1942	
	Children 2	Vehicles 3	Children 4	Vehicles 5
On Federal Government defense projects.....	1,150	110	600	5
Not on a Federal Government reservation <sup>1</sup> .....	600	5	-----	-----

<sup>1</sup> Includes all additional children of school age except those reported as residing on Federal Government defense projects.

<sup>2</sup> Each will make 2 or more trips in morning and in afternoon.

TABLE 5.—Estimated buildings needed to accommodate pupils reported in columns 8, 9, and 10, table 3, September 1942  
 NAME OF AREA: PROJECTS OF THE NATIONAL DEFENSE AREA IN THE COUNTY OF BALTIMORE, STATE OF MARYLAND

Administrative unit	School <sup>1</sup>	Kind of school <sup>2</sup>		Esti- mated num- ber of pupils <sup>3</sup>	Building facilities required in—												Estimated cost of—				Total cost	
		Elemen- tary	High school		New buildings <sup>4</sup>						Additions <sup>4</sup>						New buildings	Additions	Equipment	Alterations		
					Number of rooms	Auditorium	Gymnasium	Library	Study hall	Cafeteria	Number of rooms	Auditorium	Gymnasium	Library	Study hall	Cafeteria						
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	
Middle River	New	X <sup>5</sup>	X <sup>6</sup>	2,100	50	1	1	1	1	1	1						\$600,000					
Patapsco Neck	Addition	X		370							10							\$100,000				
North Point-Edgemere	do	X		400							10							100,000				
Essex	do	X		600							16							100,000				
Colgate	do	X		2,000							36	1	1	1	1	1		160,000				
Dundaik	do	X		500	20	1	1	1	1	1							300,000	350,000				
Chase	Addition	X		350							8							90,000				
Baynesville	New	X		400	10	1	1	1	1	1							180,000	10,000				
Back River	do	X		200	6	1	1	1	1	1							100,000	30,000				
Turner	New (Negro)	X		500							10	1	1	1	1	1	175,000		250,000			
Total				7,420	86	4	4	4	2	4	90	2	2	2	4	5	1,355,000	250,000	312,000			2,477,000

<sup>1</sup> If new buildings are needed, "New" is written in column 2.

<sup>2</sup> For definition see note 2, table 1.

<sup>3</sup> Gives estimated number of additional pupils to be accommodated in each building.

<sup>4</sup> For definition of "Number of rooms" see note 3, table 1.

<sup>5</sup> Elementary-junior high.

<sup>6</sup> Junior high.

TABLE 6.—Estimated amount of funds needed for sites, construction, operation, and maintenance of buildings; transportation and salaries of teachers, for September 1942

NAME OF AREA: PROJECTS OF THE NATIONAL-DEFENSE PROGRAM IN THE COUNTY OF BALTIMORE, STATE OF MARYLAND

Probable residence of children and kind of school	Estimated amount of funds needed for—											
	Sites		Construction of 1—				Operation and maintenance		Transportation			Salaries of teachers
	2	3	Additions	Equip-ment	Alterations	Total	8	Purchase of busses	Operating expenses	Total		
1												
For children on Federal Government reservations: (a) Elementary	\$70,000	\$955,000	\$190,000	\$180,000		\$1,325,000	\$10,000	\$45,000	\$15,000	\$60,000	\$105,600	
For children not on Federal Government reservations:												
(a) Elementary	10,000	100,000	620,000	102,000		822,000	7,000	15,000	5,000	20,000	85,000	
(b) High schools		300,000		50,000		350,000	3,000				28,000	
(c) Total	80,000	1,355,000	\$10,000	332,000		2,497,000	20,000	60,000	20,000	80,000	218,600	

<sup>1</sup> See columns 18, 19, 20, 21, and 22, on p. 5984 for these estimates.

TABLE 7.—*Pupil and teacher data by schools (Negro)*

NAME OF AREA: PROJECTS OF THE NATIONAL DEFENSE PROGRAM OF THE COUNTY OF BALTIMORE, STATE OF MARYLAND. PERSON REPORTING: NAME: C. G. COOPER. OFFICIAL TITLE: SUPERINTENDENT OF SCHOOLS. MAILING ADDRESS: TOWSON, MD.

Name (or number) of—	Kind of school <sup>1</sup>	Grades included	Number of rooms <sup>2</sup>	Seating capacity <sup>3</sup>	Number of pupils enrolled May 1—		Number of additional pupils that can be accommodated (as of May 1, 1941)		Number of teachers employed May 1-4	
					1940	1941	Elementary	High school	1940	1941
Administrative unit										
1	School		6	7	8	9	10	11	12	13
Baltimore County, Md. ....	Turners (Negro) .....	1-7	8	320	243	235	85	-----	5	5

<sup>1</sup> "Kind of school" means elementary, junior high school, high school, junior-senior high school, combined elementary and high school, trade school, etc.

<sup>2</sup> "Number of rooms" includes all rooms in the building used for instructional purposes exclusive of auditoriums, gymnasiums, auditorium-gymnasiums, libraries, cafeterias, and study halls. It does not include offices, clinics, toilets, showers, janitors' quarters, and service rooms.

<sup>3</sup> This represents the number of pupils that can be properly housed in the building in rooms adequately equipped.

<sup>4</sup> In terms of teaching positions, and not number of different teachers employed; that is, only 1 person for each position.



TABLE 8.—Estimated number of children, in addition to those enrolled in school Dec. 1, 1940, of personnel connected and to be connected with a Federal Government reservation or project of the defense program that cannot be accommodated in school with building facilities now available, and the estimated number of teachers that will be needed for such children, as of January and September 1942 (Negro)

NAME OF AREA: PROJECTS OF THE NATIONAL-DEFENSE PROGRAM IN THE COUNTY OF BALTIMORE, STATE OF MARYLAND

Probable place of residence of children	Estimated number of families		Estimated number of children per family	Estimated number of pupils to be accommodated January 1942 <sup>1</sup>			Estimated number of pupils to be accommodated September 1942 <sup>1</sup>			Estimated number of teachers needed						
	January 1942	September 1942		Elementary	High	Total	Elementary	High	Total	January 1942		September 1942		Elementary	High	Total
										Elementary	High	Elementary	High			
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	
On Federal Government reservation.....	250	-----	2	500	-----	500	-----	-----	-----	10	-----	-----	-----	-----	-----	

<sup>1</sup> Excludes children reported in columns 10 and 11 of table 7.

## TESTIMONY OF DR. WEGLEIN AND MR. COOPER—Resumed

Mr. OSMERS. Would I be fair in making this statement: That there isn't anything about the school problem in the city of Baltimore that cannot be corrected through financial assistance?

Dr. WEGLEIN. Yes; if sufficient funds are provided by the Federal Government, we can take care of the situation.

Mr. OSMERS. You have the plans and you have the places and everything else. You are ready to go ahead?

Dr. WEGLEIN. Yes; but I want to add to this: That if the workers who come into Baltimore from elsewhere concentrate in certain areas, that will make a very difficult proposition.

I am going to give you one instance which I mentioned in the report.

Armistead Gardens is a development of the Housing Authority. It was taken over by the Defense Authority, and is being managed by the Housing Authority.

Originally that project contained 700 family units. They are building now, I understand, 300 more units and we have been informed that the idea is to add another 700 units. All that together would make 1,700 family units at one spot. We have no school facilities at that one spot to take care of that situation.

## TRANSPORTATION OF PUPILS

Mr. OSMERS. Would it be possible, Dr. Weglein, if you had facilities elsewhere, to put these pupils on busses and take them there?

Dr. WEGLEIN. If the transportation were paid for.

Mr. OSMERS. That would have to be paid for by someone, of course.

Dr. WEGLEIN. Yes, sir.

Mr. OSMERS. And the parent would not be expected to pay for it?

Dr. WEGLEIN. No.

Mr. OSMERS. Now, what is the pupil load per teacher in Baltimore?

Dr. WEGLEIN. Between 35 and 40.

Mr. OSMERS. Is that high for the Nation?

Mr. WEGLEIN. It is higher than the ratio in most large cities. It runs now between 37 and 38.

Mr. OSMERS. Tell me the situation with respect to your teachers. Are you having any difficulty in holding them? Are they going into industry or leaving the profession?

Dr. WEGLEIN. We are losing some teachers and it is difficult to fill their positions. They are men, teachers of shop subjects. But we have a sufficient supply of the regular grade teachers and junior and senior high school teachers.

Mr. OSMERS. Your defense industries and vocational schools have taken away your manual training teachers?

Dr. WEGLEIN. To some extent; yes. I may say that a good many of these families that have moved into Baltimore recently haven't yet enrolled their children in school but expect to do so in September, so

the picture that we shall have in September may be quite different than what we had in June.

Mr. OSMERS. When you say "different" you mean it is likely to be much worse rather than better?

Dr. WEGLEIN. Yes.

#### \$10,000,000 SCHOOL LOAN

Mr. OSMERS. I believe Mayor Jackson this morning mentioned that the city had approved an appropriation for school facilities. Is that correct?

Dr. WEGLEIN. In 1939 the people approved a school loan of \$10,000,000.

Mr. OSMERS. Has that been used yet?

Dr. WEGLEIN. No.

Mr. OSMERS. Will that be sufficient to cover the needs?

Dr. WEGLEIN. Yes; if it is available soon enough. We are anticipating a scarcity of labor and material which would slow up that building program.

Mr. OSMERS. You do not anticipate needing any further financial assistance?

Dr. WEGLEIN. Not for that particular building program, but if some special problem is set up by the concentration of workers as, for instance, at the Armistead Gardens, then we will need financial assistance. The same is true in the Curtis Bay-Fairfield area, if, as reported, there will be 24,000 additional employees in the shipbuilding industry there. There are no school facilities at all there now.

Mr. OSMERS. As a matter of policy, Doctor Weglein, would you say that the Federal Government would have to assist Baltimore in some of that new building?

Dr. WEGLEIN. Certainly, because this is due to the defense industries which are operating for the Federal Government.

#### BALTIMORE COUNTY SCHOOL SITUATION

Mr. OSMERS. Now, Mr. Cooper, I wonder if you would give the committee your views on the situation?

I have gone over your statement and you get right down to places and cases and amounts of money required.

What is the total of these amounts that you have?

Mr. COOPER. \$2,640,000.

Mr. OSMERS. Is it proposed that those schools can be built out of the appropriation that Dr. Weglein and I have just been discussing, or is this outside the city?

Mr. COOPER. Baltimore County is a separate and distinct political unit.

Mr. OSMERS. What financial arrangements have been made for this amount of money?

Mr. COOPER. None, other than application to the Federal Government for aid.

Mr. OSMERS. Has that application been made under the recently enacted Lanham law?

Mr. COOPER. Well, it was filed with the United States Office of Education. Forms were submitted on June 9 to the United States Bureau of Education.

Mr. OSMERS. Have you had any reply?

Mr. COOPER. Acknowledgment only.

Mr. OSMERS. When do you anticipate receiving acceptance or rejection?

Mr. COOPER. I don't know.

Mr. SPARKMAN. May I interrupt there? Mr. Cooper, the act has just become law, has it not?

Mr. COOPER. Yes, sir.

Mr. SPARKMAN. Within the last week?

Mr. COOPER. Yes.<sup>1</sup>

Mr. SPARKMAN. So they really haven't had time to pass on that?

Mr. COOPER. Yes, sir.

#### NOT A LANHAM ACT APPLICATION

Mr. OSMERS. I would like to say this, that certainly the application that was made on June 9 was not made under the bill signed by the President.

Mr. SPARKMAN. Was it made in anticipation of the bill?

Mr. COOPER. No, because in conversation with Colonel Gilmore at the W. P. A., they were not receiving applications under H. R. 4545 until within the last 48 hours.

Mr. SPARKMAN. Let me ask you this: As a matter of fact, there hasn't been any such Federal aid until this bill, has there?

Mr. COOPER. No; but we were requested by the State Department of Education, and in turn the State Department was asked by the United States Bureau of Education, for information in all school areas affected by the national defense projects, and we were also asked to file immediately our claims or need.

Mr. OSMERS. The point I am trying to clarify among the three of us is that no formal application has been made by Baltimore County under the Lanham Act.

Mr. COOPER. This is really the report of a survey.

Mr. OSMERS. That is correct. Now, is it your intention, Mr. Cooper, to make such an application?

Mr. COOPER. It is.

Mr. OSMERS. Judging from the amounts of the applications already in prospect, I wouldn't delay very long in making it.

Do you care to make any further observations on the situation, Mr. Cooper?

Mr. COOPER. No; I think the report fully covers all I have to say.

Mr. OSMERS. That is all I have to say, thank you very much.

The CHAIRMAN. We thank you very much for coming here this morning.

The committee will stand adjourned until 2 o'clock.

(Whereupon, at 12:40 p. m., the committee recessed until 2 p. m.)

<sup>1</sup>The Lanham Act was approved June 28, 1941. For text of the act, see San Diego hearings, p. 5007.

## AFTERNOON SESSION

The committee met at 2 p. m., Hon. John H. Tolan (chairman) presiding.

The CHAIRMAN. The committee will please come to order.

We have an industrial panel this afternoon, consisting of Mr. W. Frank Roberts, Mr. Walter F. Perkins, Mr. Glenn L. Martin, Mr. S. J. Cort, Mr. G. H. Poudier, and Mr. H. Findlay French.

## TESTIMONY OF MARYLAND INDUSTRIAL PANEL

The CHAIRMAN. Gentlemen, I would like to say to you collectively that this is not an inquisitorial committee. We are simply a fact-finding committee from the Congress of the United States. The committee was in existence last year, when we toured the country investigating the subject of interstate migration of destitute citizens. Then the Congress saw fit to continue us on account of this defense migration.

In fulfillment of our duties we have been to San Diego, Hartford, and Trenton, and now we are in Baltimore.

We have no intention of "showing up" any particular community. It isn't our idea to cross-examine witnesses. Our purpose is to get the facts, to find out just what the pressure is on these defense centers at the present time. Following that, we shall report back to Congress. One of our primary purposes is to ascertain what can be done about safeguarding the standards of your community and of those who come into it, both during and after this emergency.

Mr. SPARKMAN. Before proceeding further, I would like the record to show that Congressman D'Alesandro is with us as a guest examiner for the committee today.<sup>1</sup>

The CHAIRMAN. Thank you, Mr. Sparkman. Congressman D'Alesandro is here today by invitation of the entire committee, and we deeply appreciate his being here because we know that he has been very helpful to this congressional district in his work at Washington, where he is a highly esteemed Member of the Congress.

Mr. D'ALEXANDRO. Thank you very much.

Mr. POWDER. Your field agent asked me to serve as moderator of the panel, if you care to follow that procedure.

The CHAIRMAN. Yes. Will you be kind enough to indicate to the reporter just where the members of the panel are sitting and what their names are?

Mr. POWDER. This is a panel of six, consisting of Mr. Frank Roberts, chairman of the Maryland Council of Defense [indicating]; Mr. Glenn L. Martin, president of the Glenn L. Martin Co.; Mr. S. J. Cort, general manager of the Maryland plant of the Bethlehem Steel Co.; Mr. W. F. Perkins, vice president of the Koppers Co.; and Mr. H. F. French, director of the industrial bureau of the Baltimore Association of Commerce.

My name is G. H. Poudier. I am executive vice president of the Baltimore Association of Commerce.

The CHAIRMAN. Who do you desire to speak first?

<sup>1</sup>Representative Thomas D'Alesandro, Jr., of Maryland, Third Congressional District.



Mr. **POUDER**. I thought I might make a very brief general statement, Mr. Chairman.

The six members of this panel have prepared advance written statements, and copies have been sent to the committee.

The **CHAIRMAN**. And they will all be incorporated in our record.

(The statements appear below, in the order of testimony of the respective witnesses.)

STATEMENT BY G. H. **POUDER**, EXECUTIVE VICE PRESIDENT, BALTIMORE ASSOCIATION OF COMMERCE, BALTIMORE, MD.

This report comments briefly on Baltimore aspects of the national-defense program, and the community's efforts to adjust its commercial and industrial operations to the rapid changes resulting from the European war and the preparedness effort of the United States.

The summary traces in a general way the impact on the community of emergency developments, particularly as these relate to the direct and indirect problems of industrial production, and the functioning of business. In discussing the composite picture, brief reference is made to factors developed in more detail by other witnesses on the industrial panel.

The Baltimore Association of Commerce through the period of emergency has attempted to integrate the commercial and industrial operating picture with related community factors, to help produce the most effective and expeditious performance. To this end the association also has cooperated closely with the Maryland Council of Defense and with State and city departments. Fields covered by this coordinating effort have included industrial surveys and services; adjustment of port and shipping facilities, operations and safety; trade controls; vocational training; housing; highway and street traffic; rates and transportation services; labor supply; priorities and purchasing; publication of defense reference data. Numerous public and private discussions of these and related issues and problems have been sponsored by the association.

BUSINESS CONDITIONS, SEPTEMBER 1939 TO JUNE 1941

The outbreak of European war in September 1939 found Baltimore's business situation substantially better than at the same time in 1938. The community had been enjoying a broad upturn in industry and trade for some months before the outbreak of hostilities and the beginning of war merely produced a further rise in general business volume.

The local statistical record for the first 8 months of 1939 was more favorable than for any other year since 1931, except for the recent peak year of 1937. In the final quarter of 1939, stimulated by the war and by further improvements in domestic conditions, the over-all results exceeded the average for any similar period since 1930, including 1937. December 1939 established a 9-year record for that month.

Business expansion in the fall of 1939 continued into the first quarter of 1940. The city's industrial diversification, deep-water port, and network of strategic transportation services were immediately utilized in connection with contracts awarded by the allied governments, and for new and vital communication needs. These factors, with a generally improved domestic situation, kept business operations here at a good level through the second quarter of 1940, although gains were smaller than for the first 3 months.

The last half of the year was dominated by the far-reaching efforts of our own preparedness program, which brought the volume of factory production in the Baltimore area well above the good record of the first 6 months. Most of the community's large manufacturing firms closed the year with a heavy backlog of unfilled orders. Advances occurred in merchandising and in financial and transportation operations. The port of Baltimore reached new high levels of activity. It was apparent that the city's fundamental advantages in manufacturing, trade, and shipping had been recognized by those in control of emergency situations.

Industrial and commercial activities in the Baltimore area during 1940 averaged better than in any year since 1929. Total sales of electricity, industrial and commercial gas consumption, industrial pay rolls, new passenger-car sales, post-office receipts, export valuations, and new commercial-car sales made the best annual showing in 12 years or more. In industrial employment and department-

store sales the year was the best since 1929; and in bank clearings, bank debits, and building permits, it was the best since 1930.

The stimulation of the preparedness program continued to be indicated by sharp gains in many lines of Baltimore's industry and trade during the first 4 months of 1941. Most of the 17 statistical indices compiled by the association of commerce in the first 4 months of 1941 established the best records for any similar period in at least 13 years. Available statistics for May and the early part of June reveal a continuation of this upward trend. Prospects for the remainder of the year point to still higher levels in many departments of local business.

#### MANUFACTURING EXPANSION, DEFENSE CONTRACTS

The development of Baltimore industry since 1914 has come largely through the establishment of new industries which chose this city because of its fundamental manufacturing advantages. In addition, many of the industries previously located here have substantially increased the scope of their operations. The city's industrial growth has been particularly apparent since the World War of 1917-18, and during this period large investments have been made here in the construction of new factories and in the expansion of existing plant facilities. The result has been a well-balanced industrial structure, which has played a part in the city's early and intensive participation in production and other phases of the present emergency.

In assuming their share of responsibility for the Nation's defense, Baltimore factories hastened to adjust their operations to the production of military and naval supplies and equipment and other essential materials. By the end of 1940 some 150 Maryland firms and institutions, situated mainly in the Baltimore area, had received primary defense contracts aggregating \$365,624,198. The value of primary contract awards has since risen to over half a billion dollars. A large number of concerns in the area are participating in primary and subcontracts, although by the nature of the "farming out" system there is no real balance between the actual volume of manufacturing and the dollar total of defense contracts earmarked for this area.

Although a large part of the community's defense activities is centered in the steel, aircraft, and shipbuilding industries, a number of other Baltimore industrial organizations have received important defense awards. These include gun carriages, cartridge cases, cotton duck, mattress covers, clothing, ammunition parts, and a wide range of other equipment.

It should be emphasized also that Baltimore was an important center for the production of war materials for the democratic nations abroad, prior to the beginning of our own preparedness program. The Glenn L. Martin Co., for example, greatly expanded its Baltimore factory to manufacture airplanes for the French and British Governments. Other companies were similarly engaged in war shipments. Visualizing future demands for power requirements in this area, the Consolidated Gas, Electric Light & Power Co. of Baltimore in this period made substantial additions to its steam-electric generating facilities.

The backlog of primary defense contracts, and the sizable volume of subcontracts, required the employment of appreciable numbers of additional workers and the investment of substantial sums in new manufacturing facilities. Increased consumer buying also necessitated sizable expansion in many plants whose production was not included directly in the defense program.

In 1940, 34 new manufacturing establishments located in the Baltimore industrial area and 98 existing concerns expanded their local plants. The combined new labor requirement for the 132 new factories and expansions was nearly 16,500, while the estimated capital investment in new buildings and equipment amounted to approximately \$32,280,000. Compared with the corresponding totals for 1939, the 1940 figures indicated a gain of 33.2 percent in the number of workers and an increase of 63.0 percent in the aggregate plant investment. During the first 5 months of 1941 industrial developments in the Baltimore area produced a prospective new labor requirement of 25,820 workers and an estimated plant investment of \$32,907,150, represented by 11 new plants and 56 expansions.

#### AIRCRAFT—STEEL—SHIPS

In considering the defense program impact, these three divisions of industrial activity are outstanding in the Baltimore area. The Glenn L. Martin Co., which is now employing about 18,000 at its aircraft factory on the outskirts of

Baltimore, is expected to have a peak employment of 42,000 during 1942. New manufacturing space being erected at the present plant will bring total floor space to over 2,200,000 square feet, and the company is building a large plant about a mile east of its present location at Middle River. Together the 2 plants will contain nearly 90 acres of floor space. The company has backlog contracts for aircraft and parts valued at more than \$400,000,000.

The Sparrows Point plant of the Bethlehem Steel Co. employs a total of 26,000 workers in its steel and shipbuilding divisions. The plant is operating at the highest level in its history. The Martin and Bethlehem operations here are principal factors in all of the aspects and problems of the defense picture in the area, and officials of those companies will present further details on individual phases of their operations.

As in the last World War, Baltimore is rapidly expanding its shipbuilding activity. The Sparrows Point yard of the Bethlehem Steel Co. is being used to capacity for construction, and the 2 shipbuilding ways it had in 1936 have been expanded to 7 ways. In 1940, the Sparrows Point yard built 8 ships and in the present year is expected to complete 14, many of them deep sea carriers of the largest type. Bethlehem Steel's ship-repair yard on Key Highway in the upper harbor has also been considerably augmented to handle a greater volume of repair work. This operation now employs 4,700 workers, and plans further expansion.

The Bethlehem-Fairfield Shipyard, Inc., is a newly organized concern being operated by the Bethlehem Steel interests, and has been awarded contracts by the United States Maritime Commission for the construction in Baltimore of 62 emergency cargo vessels at an estimated cost of more than \$94,000,000. A total of 16 ways will be operated, and when completed late this summer approximately 8,500 workers will be employed at the yard and at the nearby fabricating plant.

The Maryland Dry Dock Co., a subsidiary of the Koppers Co., is spending \$4,500,000 on its Fairfield plant in an effort to meet the increased demands for ship repairs. The company is now working 3 shifts, employs about 4,000 workers, and is planning a considerable expansion in facilities and employment.

An expansion program of the United States Coast Guard boat-building and ship-repair yard at Curtis Bay was inaugurated in April 1941. Two building ways and a drydock will be constructed there at a cost of about \$3,000,000 to provide for the building and drydocking of small and medium sized naval craft. Approximately 2,000 persons are currently employed at this yard, and expansion is anticipated.

In addition, there are numerous smaller shipbuilding and repair yards in Baltimore, many of them participating in emergency work.

#### DEFENSE EMPLOYMENT AND MIGRATION

To supply the committee with a specimen picture of the employment and labor migration phase in the Baltimore area, the Association of Commerce in June sent questionnaires to 8 of the largest concerns holding defense contracts. Inquiry was made as to employment as of June 1, 1940 and 1941, age and marital status of employees as of June 1, 1941, plant and employee experience in May 1941, and the estimated labor requirement for the period from June 1, 1941, to January 1, 1942. To indicate the migration aspect, information was requested as to location of last place of employment. The aggregate results were as follows:

1. Total number of employees, June 1, 1940.....	40, 018
2. Total number of employees, June 1, 1941.....	59, 250
3. Estimated number of employees on June 1, 1941, whose last place of employment was beyond reasonable commuting distance from Baltimore.....	9, 603
4. Estimated number of married employees, June 1, 1941.....	33, 637
5. Estimated number of employees under 25 years of age, June 1, 1941....	19, 926
6. Number of employees hired during May 1941.....	5, 707
7. Estimated number of employees hired during May 1941 whose last place of employment was beyond reasonable commuting distance from Baltimore.....	2, 061
8. Estimated number of married employees hired May 1941.....	2, 586
9. Estimated number of employees under 25 years of age hired during May 1941.....	2, 644
10. Estimated number of new employees that will be required between June 1, 1941, and Jan. 1, 1942.....	32, 430

The eight companies furnishing the above information were the Bethlehem Steel Co.; Bethlehem-Fairfield Ship Yard, Inc.; Baltimore yard, Bethlehem Steel Co.; the Glenn L. Martin Co.; the Koppers Co.—Bartlett Hayward division; Maryland Dry Dock Co.; Bendix Radio Corporation; Westinghouse Electric & Manufacturing Co.

The number of workers employed by the eight firms expanded 48.1 percent between June 1, 1940, and June 1, 1941. As the general level of all manufacturing employment in the Baltimore area rose only 26.6 percent in May, compared with the same month in 1940, it appears that the principal defense industries are increasing their labor forces much more rapidly than the average for the community as a whole.

Of the 59,250 persons employed by those concerns on June 1, 1941, only about 16 percent reported that their last place of employment was beyond a reasonable commuting distance from Baltimore. The ratio among individual companies, however, varied widely, suggesting that some firms might find it easier than others to obtain their labor requirements from local sources. This seems to be borne out by the fact that companies already having the largest percentage of employees drawn from other places were the ones that hired the greatest number of such workers in May 1941.

Single persons comprised 54.7 percent of the 5,707 new employees hired by the 8 companies during May. This is in contrast to a ratio of 43.2 percent obtaining for single workers in relation to all employees on the rolls as of June 1, 1941. The hiring of a larger proportion of unmarried persons during May might be traceable in part to the fact that 46.3 percent of the new workers given employment in that month were under 25 years of age. The proportion of all employees under 25 years of age on June 1, 1941, was equivalent to 33.6 percent.

#### PORT EFFECTS

As this proceeding relates primarily to industrial and labor aspects of the defense program, little reference has been made to the extremely active participation by the port of Baltimore in the war and preparedness emergency. As this advanced from stage to stage, the port of Baltimore reacted immediately and was the city's outstanding barometer of the changing times.

As one of the principal foreign trade harbors of the world, handling the third largest volume of water-borne commerce among United States ports, the impact of the situation was strong and immediate on local marine facilities and services. Baltimore became a leading factor in the routing of shipments to aid the democracies, and for the equipment and supplying of this country's new offshore defense bases. It became a leading harbor for the assembly and storage of strategic and critical materials required for defense and stock piles of such commodities were accumulated. These developments influenced the port labor factor, which normally stands at about 15,000 workers, including approximately 6,000 longshoremen. Involved in the port picture are a total investment in facilities of approximately \$150,000,000, including large Federal investments in channels and anchorages; an annual water-borne business of approximately 25,000,000 tons of cargo, valued at \$1,000,000,000, and the movement of approximately 5,000 deep-draft vessels yearly.

While the port continues to handle a fair volume of emergency tonnage, it has suffered severe losses in established lines and services, from war developments, particularly from the Federal program of vessel requisitions and diversions. Severe labor effects are resulting and shippers are being placed at a disadvantage in merchandising operations built up on the basis of water transportation.

It may not be inappropriate also to state that this port looks with concern at the trend toward increased concentration of emergency maritime business at New York, involving shipments under the Lease-Lend Act and similarly controlled traffic procedures. Based on the lessons of the last World War, we believe this should be a matter of Federal attention as to the policy involved. It is a situation which may lead to the bottlenecking of essential water-borne business at one port, when other harbors, such as Baltimore, are fully equipped for all services to ships and cargoes and offer considerable economies of freight movement and transfer.

#### HOUSING

Baltimore has always been properly considered one of the best housed large cities from the standpoint of the needs of the workingman. At the beginning of the defense emergency, there were perhaps 7,000 to 10,000 vacant housing



units in the Baltimore industrial area, and during the last 18 months over 10,000 new housing units have been built or are in the course of construction in this area. While there has been a large decrease in the number of vacancies, and emergency situations have arisen in individual cases, there is as yet no acute shortage in the area as a whole. Looking ahead, the Glenn L. Martin Co. plant has certain urgent housing needs in its immediate vicinity which must be provided for, and there are also special housing requirements in the Fairfield-Curtis Bay shipbuilding district. New surveys of vacant accommodations must be continually made in the next few months to serve as a basis for such future action as may then be indicated. While the Baltimore housing situation has, in the main, been adequate to the demands made upon it, constant attention must be directed to this vital problem. Further comment on the housing problem, including reference to the Defense Homes Registration Office established by the Association of Commerce in May 1941, will be made by another witness.

#### VOCATIONAL TRAINING

While other witnesses will comment on this subject in detail, it should be referred to in this community review as an extremely vital problem, and one to which the Association of Commerce and other private and public agencies have given close attention throughout the emergency period. As a matter of fact, the association, in cooperation with the Engineers Club of Baltimore, and the department of public education, 15 years ago initiated a continuing study of the progress of public vocational education and training. This was undertaken to coordinate the courses of instruction in vocational schools with the industrial and commercial needs and activity of the community, and to train and prepare the youth of Baltimore for specific job opportunities available in local business establishments.

Through the years this program has been flexible and adapted as far as practicable to the changing conditions in the Baltimore area. Special attention has recently been given to the present needs of defense production, methods, and procedures have been sharply adjusted, and courses intensified. Steps have been taken by the public-school authorities and industrial leaders, which have resulted in the establishment of special courses to train high-school graduates in the fundamentals of good industrial workmanship, use of hand tools in metal shops and, in particular, the making and assembling of aircraft parts. For example, the Glenn L. Martin Co. has taken a leading part in sponsoring and conducting educational projects of this nature. The success of these efforts to date has been most gratifying and the activity is being broadened and extended. Close cooperation with the public-school program has been extended by a number of other industrial plants and an attempt has been made to coordinate both of these factors with the placement and analytical work of public employment agencies.

In addition to the vocational training offered by the public schools, a growing number of industrial establishments, including the Bethlehem Steel Co. and the several divisions of the Koppers Co., are carrying on with notable success their own specialized programs of in-plant training courses intended to increase the skill and efficiency of employees. This phase of vocational training also will be more fully discussed by other witnesses.

#### TRAFFIC CONDITIONS

The problem of street traffic in Baltimore, as it relates both to downtown business sections and to movements between the city and outlying industrial sections, is growing more acute with the steady advance of defense production. This condition has been recognized and attacked by Federal, State, and city interests, and measures for relief are being actively pressed. It is a complex problem, and its solution requires comprehensive planning and coordinated action on the part of all interests.

The Association of Commerce has endeavored in this field to serve as a coordinating agency on behalf of business. It feels that the most pressing need at present is for adequate access roads and highways leading to important defense-production establishments. In this respect numerous studies have been made and appropriate legislation is pending before the Federal Congress, the passage of which, it is believed, will make available sufficient funds to alleviate many of the worst features of the present situation. Relief measures are under the general jurisdiction of the Federal Public Roads Administration and the Maryland State Roads Commission.



The flow of street traffic within the city proper has likewise felt the impact of the increased production activity in this area. Street congestion has been materially increased and the movement of vehicular traffic retarded. To relieve this condition, municipal officials have recently formulated far-reaching plans for street-traffic control and have embodied them in new ordinances. These are intended to expedite the movement of all forms of street traffic, especially during rush-hour periods on all arterial streets carrying intercity traffic and intracity traffic from residential sections to and through the central business district, connecting with vital plant-production facilities located in outlying areas.

The problem is by no means solved by these plans, although they represent progress. A new ordinance, passed by the city council on June 19, provides for radical changes in the present method of controlling and regulating street traffic in the central business section. This prohibits all parking of passenger vehicles on practically all main streets in this district from 7:30 to 10 a. m. and 4:30 to 6 p. m., reduces the parking limit from 2 to 1 hour in this area from 10 a. m. to 4:30 p. m., and gives special treatment to peculiar traffic conditions on Saturday. It prohibits the loading and unloading of all merchandise on principal arterial streets in this area from 8 to 9 a. m. and prohibits angular loading and unloading on all streets in this area during this 1-hour period.

Another ordinance before the council deals specifically with the movement of traffic on 17 arterial streets connecting the residential section with the central business district. It is intended to prohibit all forms of parking, both of passenger cars and commercial vehicles, on such streets during the morning and afternoon rush-hour periods, and places a prohibition on loading and unloading of merchandise during such periods on those streets which constitute U. S. No. 1 Highway, connecting Baltimore with other important population centers.

The problem of free and expeditious traffic movements constitutes, in our opinion, one of the most urgent factors in connection with efficient defense production.

#### FUTURE READJUSTMENTS

The Association of Commerce and other agencies of Baltimore are mindful of the vital problems of readjustment which will confront the Baltimore area in the period following the present emergency. While detailed comment on measures to be taken would be speculative at this time, the need for careful long-range planning is recognized. Such planning must be considered as an integral part of the present picture.

#### TESTIMONY OF G. H. POWDER

Mr. POWDER. The report which I made for you undertook to show the impact of the whole war and preparedness program from September 1, 1939, to date, on the community of Baltimore as a whole.

It embraces the fluctuation of business which has occurred during the 18 months and the effect of the program in a general way on such matters as housing and vocational training and street traffic.

There is a specific reference to industrial activities in shipbuilding, steel manufacturing, and aircraft manufacturing.

I am not going into the details of that statement unless the committee desires it.

It might be said that Baltimore is a very diversified industrial community—a deep-water port and the principal financial and merchandising center of the State.

The committee has been furnished a well-rounded picture of the impact of the defense program on this city as a typical American community.

#### EIGHT REPRESENTATIVE INDUSTRIES

The field of defense migration, in which you are particularly interested, we have tried to cover—speaking for the Association of Commerce now—with a specimen survey of eight industries which we

consider representative in respect to the effects of the defense program.

Those eight industries are the Bethlehem Steel Co.; the Bethlehem-Fairfield shipyard; the so-called Baltimore yard of the Bethlehem Steel Co., which is commonly known as the Key Highway yard; the Glenn L. Martin Co.; the Koppers Co.; the Bartlett-Hayward division of the Koppers Co.; the Maryland Drydock Co.; the Bendix Radio Corporation; and the Westinghouse Electric & Manufacturing Co.

We inquired of these eight companies as to their employment on June 1, 1941, as compared with June 1, 1940, with a break-down as to marital status of their employees and as to age.

We then inquired as to how many of the new employees had come from points beyond reasonable commuting distance of Baltimore.

We then took a specimen month, May 1941, and asked the same questions.

For the purpose of this brief summarization I will mention two or three totals which resulted from these inquiries.

#### EMPLOYMENT IN EIGHT COMPANIES

These 8 firms employed 59,250 persons on June 1, 1941, against 40,018 persons on June 1, 1940. That expansion was 48 percent, compared with a total expansion for the community as a whole of 21 percent in that period, which indicates how much faster the employment factor gained for these 8 companies than for the community as a whole.

Of the 59,250 employed on June 1, 1941, 9,603, or 16 percent, might be described as migrants, if you mean by that term that the place of their last employment was beyond reasonable commuting distance of Baltimore.

Of the 59,250, 33,637 were married; and 19,926 were under 25 years of age.

Now, in the one specimen month, May 1941, indicating what the problem is at the present time on a monthly basis, 5,707 employees were hired. Of these, 54.7 percent were single, 46.3 percent were under 25 years of age, and 36.1 percent came from points beyond reasonable commuting distance.

That is a total for 1 month. There was a higher ratio of single workers employed in the month of May 1941 than obtained as to total employees on June 1, 1941, indicating that the hiring ratio of single men is increasing.

The ratio of men under 25 years of age also was 46 percent in May, as against 33 percent for everybody on the rolls as of June 1, 1941.

#### FUTURE REQUIREMENTS

Now, as to the future requirements: We asked for an estimate of the labor requirement from June 1, 1941, to January 1, 1942. The companies estimating gave us figures that total 32,430. We have no way of saying what that represents as to the total problem of the community. I should say, as a guess, that it would be within 10 percent or less than 10 percent of the total new requirements—the total requirement of new labor for local industries. However, that is pure speculation.

While this figure does not represent the community migration problem as a whole, in our opinion it is a good representative specimen of the problem.

Mr. CURTIS. I notice you estimate that by the end of 1941 there would be something over 32,000 people hired. I take it that is in addition to those employed now.

Do you anticipate that a greater percentage of those will be from outside Baltimore or within a reasonable commuting distance?

Mr. POWDER. That is difficult to answer, Mr. Congressman. I think a reasonable percentage will come from outside, but because of the vocational-training program in the public schools and the in-plant training programs of these industries I believe an increasingly large percentage will come from the Baltimore area.

#### REASONABLE COMMUTING DISTANCE

Mr. CURTIS. About what distance do you consider a "reasonable commuting distance"? Would you say Washington was a reasonable commuting distance?

Mr. POWDER. For an industrial worker we would not consider Washington a reasonable commuting distance. We would consider 25 to 35 miles as the limit.

Mr. CURTIS. Have any nondefense industries curtailed their employment here, either by choice or as a matter of necessity?

Mr. POWDER. Not to any appreciable extent, to our knowledge, sir. We don't know what is ahead of us in that field with respect to both labor supply and the operation of priorities, but thus far there has been no appreciable activity in that line.

Mr. CURTIS. I believe you say all industries have increased about 27 percent in employment, while defense industries have increased 48 percent, is that right?

Mr. POWDER. Yes, sir; 27 percent was for the community as a whole—all industries as between May 1940 and May 1941.

#### RAW MATERIAL SUPPLIES

Mr. CURTIS. What is the situation in regard to raw materials? Have you had any close-down of nondefense industries, large concerns or small, because of a shortage of raw materials?

Mr. POWDER. There has been a good deal of parceling out and a good deal of pinching in respect to some raw materials, but on the whole, up to this time, the flow has been fairly even.

Mr. CURTIS. Have you made any survey as to the total amount of subcontracting that has been done in the Baltimore area?

Mr. POWDER. It is very difficult to arrive at that. We have an aggregate in defense contracts awarded to this area of something over \$500,000,000. Some of that is parceled out outside of the State, and it is impossible to strike a balance between what is actually manufactured within the State and the total volume of defense contracts awarded since the program started.

We have no figures, no definite figures, on the amount of subcontracting. We know it is extensive, however.

Mr. CURTIS. Has it been your observation that the same firms that are receiving prime contracts are also, in many instances, subcontractors for other contractors?

Mr. POWDER. I prefer to have one of the manufacturers answer that question. Most of these gentlemen hold prime contracts and will be able to answer that question, Mr. Congressman.

Mr. CURTIS. The point I have in mind, and I will be glad to have any of you speak up, is that when subcontracting is done, does it necessarily mean a spread to different concerns, or are the same concerns that are doing prime contracting also receiving a good number of subcontracts?

Mr. POWDER. Mr. Roberts is coordinator for defense contracts in this area and perhaps he can answer that.

#### PRIME CONTRACTS NOT FILLING SUBCONTRACTS

Mr. ROBERTS. Again I will say, as Mr. Powder said, we have three large contractors here on the panel—three large prime contractors—and I think you should ask them that question.

But I will say, in a general sort of way, that most of the prime contractors are so occupied with their own prime contracts they do not have any facilities to take on subcontracts. If you want to ask these gentlemen—Mr. Martin or the other men here—they will tell you. They are all large contractors, not only large for Baltimore, but for the country. Maybe they can answer differently, but, generally speaking, I believe the prime contractors are doing very little subcontracting.

Mr. CURTIS. Do any of you gentlemen have anything further you want to add to that? If you do have, I will be glad to have you clear the point up.

Mr. PERKINS. Congressman, I don't think it is feasible for prime contractors to do much subcontracting because their facilities are so completely occupied in getting out their own contracts. It would be perfectly ridiculous for them to take subcontracts from another prime contractor.

Mr. ROBERTS. I think that is generally true.

#### SUBCONTRACTS IN CONNECTICUT AND NEW JERSEY

Mr. CURTIS. At our Hartford hearing there was one gentleman who contended it was more or less the same firms who were getting both subcontracts and prime contracts, and therefore some of the objections were that subcontracts were not benefiting anyone.<sup>1</sup>

Mr. OSMERS. At the New Jersey hearing we had some testimony there that led us to believe that some subcontracting was highly impracticable;<sup>2</sup> that it made a better talking point than it did a practical matter, because of the dispersion of activities which caused additional shipping and assembling and handling, and as a result most prime contractors were trying to do all they could under their own roof. I don't know whether that reflects the views of the prime contractors here this afternoon or not.

#### SUBCONTRACTING IN BALTIMORE

Mr. ROBERTS. Mr. Martin told me in the last 2 weeks that substantially 35 percent of his work was being subcontracted.

Mr. MARTIN. Twenty-eight percent of the operations in the Baltimore plant are subcontracted, in dollars, and 60 percent of the Omaha plant will be subcontracted, in dollars.

<sup>1</sup> See testimony of Norris W. Ford, manager, Manufacturers Association of Connecticut, Hartford hearings, p. 5271.

<sup>2</sup> See testimony of Theodore L. Shaffer, vice president, Congoleum-Nairn, Inc., Trenton hearings, p. 5693.

Mr. ROBERTS. And the Martin Co. has the reputation of doing all the subcontracting they can possibly do.

We know that is true in our office, so I do not agree with your findings.

Mr. OSMERS. I was repeating the testimony that was given to us in Trenton.

#### BALTIMORE'S POSITION AS A PORT

Mr. CURTIS. Mr. POUDEr, I notice by your paper that a great deal of the lease-land shipments have been concentrating in the port of New York.

Would you care to give a reason for that or make any statement in connection with it?

Mr. POUDEr. Well, that statement was a little removed from the tenor of your hearing, but I thought it was proper to bring it in. The port labor here is approximately 15,000, of which some 6,000 or 7,000 are stevedores. They are dependent upon a continuous flow of cargo and ships through the port.

The Government's ship-requisition program has materially harmed the port in removing its regular commercial line and services, and what is apparently a new trend of concentrating the lease-land shipments at the port of New York threatens to become an even more important factor. It seemed to me to be a matter of Federal policy not to forget the lessons of the last World War when concentration at New York threatened to bottleneck the success of our operations.

We now find that there is a rather complete concentration of through shipping business and general merchandise at the port of New York.

Mr. CURTIS. That trend is increasing rather than getting better.

Mr. POUDEr. Yes, sir; the trend is increasing. We have from the start of this war been a factor in supplying cargoes to aid the democracies, the supplying of off-shore bases, and the assembly of strategic materials. Baltimore has had a tremendously increased volume of business.

We now see a change. We are handling some of the volume, such as steel, but the bulk of the lease-land shipments are concentrated at New York.

Mr. CURTIS. Well, is that due to a change in the buyers of these articles, of buying agents, or has it come about because our War and Navy Departments established it as a principle?

Mr. POUDEr. It is hard to say, sir. We are not familiar with the reasons. I think it is for the purpose of coordination and efficiency in one administration through one port.

Mr. CoRT. I think I can answer that. It is to save cargo space and to get it in in the least amount of time and to get the boats into a convoy as quickly as possible. In other words, they have been loath to send their boats down any distance and take up more time than need be. They try to load them at the nearest port so they can get the convoys assembled as quickly as possible and also to get the maximum cubical content in the boats by putting it in a certain port.

Mr. CURTIS. You mean the port nearest Europe?

Mr. CoRT. Yes. In other words, instead of the boats coming down to Baltimore they save several hundred miles and save a couple of days time in assembling cargoes.



We have shipped a good deal of stuff to Nova Scotia to get into convoys.

VACANCY RATIO IN BALTIMORE

Mr. CURTIS. Now, in reference to these people who are coming in, I would like to ask a question or two about the housing. Do you know what the present vacancy ratio is?

Mr. POWDER. Mr. French has made a study of the housing situation, and I believe he would be in better position to give you the present ratio.

It is considerably less than in ordinary times.

Mr. FRENCH. About 10,000 permits were issued for new housing during the last 18 months, although there are bad situations existing in several places, particularly near the Martin plant and in the Fairfield section.

Mr. CURTIS. Those 10,000 new permits are for private building?

Mr. FRENCH. In the last 18 months.

Mr. CURTIS. Ten thousand private building permits plus the Federal programs.

Mr. ROBERTS. Including defense housing and Federal housing.

Mr. CURTIS. You don't know what percent of each, do you?

Mr. FRENCH. 2.4 percent of vacancies as of September 30 last year, which was the last survey that was made.

Mr. CURTIS. Now, coming back to these 10,000 permits that have been issued in the last 8 months. Approximately how many of those have been private enterprises?

Mr. FRENCH. I have no break-down on that. Five thousand of them have been built or permitted within the corporate limits of Baltimore City. The other 5,000 were permitted in Baltimore County and the Baltimore industrial area.

We have had a recent check made of that and building has been very active. Of course, permits do cover some of the public housing authority's plans, but the total, whether public or private, is backed up by Federal guaranty.

Mr. CURTIS. I didn't make my question very clear. What I meant was more or less individual planning and building rather than a projected community of houses.

Mr. FRENCH. The vast majority are private buildings. Certainly three-quarters of them or more, as a rough guess, are purely private.

DANGER OF ACUTE HOUSING SHORTAGE

Mr. CURTIS. Do you anticipate an acute situation in regard to housing here within the next year?

Mr. POWDER. I think it will have to be watched very carefully. We don't anticipate an acute situation at the moment, but housing is a very complex subject, and once it changes it will change rapidly. We are making continuous surveys.

Mr. French will tell you that the Association of Commerce has established a defense homes registration service within the last 2 months, in an effort to discover all living space usable by defense workers and coordinate that with the industries as they bring the workers in.

Mr. CURTIS. It will be related to your previous estimate as to how many of these 32,000 additional people that are going to be employed come from outside Baltimore, too, would it not?

Mr. POWDER. Yes, sir, which we cannot estimate accurately now.

Mr. CURTIS. That is all, Mr. Chairman.

The CHAIRMAN (to Mr. Powder). Mr. Moderator, who is next?

Mr. POWDER. I want to introduce Mr. Roberts, chairman of the Maryland Council of Defense.

The CHAIRMAN. Is that the order in which you want to proceed?

Mr. POWDER. Yes.

The CHAIRMAN. Mr. Roberts, your paper will be entered as a part of the record.

(The paper referred to above is as follows:)

#### STATEMENT BY W. FRANK ROBERTS, CHAIRMAN, MARYLAND COUNCIL OF DEFENSE

For the general information of the committee, I would like to outline very briefly the plan of organization of the Maryland Council of Defense. While all the members of the council are interested in the defense program, several of the subcommittees are particularly interested in production problems involving labor.

The Maryland Council is broken down into 7 subcommittees as follows: Industrial resources and production; human resources and skills; agricultural resources and production; health, welfare, and consumer interest; housing works and transportation; civil protection; legislation.

It will be noted that two of these committees are particularly interested in industrial production problems, and one in the agricultural production problem, which of course involves farm labor.

During the past 6 or 8 months the proper subcommittees have been doing what they can to assist in solving some of the pressing problems related to industrial production of defense materials. Such activities have included vocational training work in the public schools of the city and State; training within industry; the free movement of workers to and from plants, principally involving traffic congestion on roads leading to the major industries; housing of industrial workers; development of new sources of labor supply; and similar matters.

There does not appear to be any serious shortage of labor as yet in this district, but it seems quite clear that in the very near future the additional requirements of various large defense industries will make the problem of labor supply much more acute. Certainly every effort should be made by training within industry, and vocational education in the schools, to prepare our young men and women for this work as far as this is practicable, and to explore every remaining source of labor supply.

#### EMPLOYMENT OF WOMEN IN DEFENSE INDUSTRIES

During the last war female labor was used to a very large extent in the defense industries. At the present time female labor is used on defense production to only a very small extent in this community, excluding, of course, the textile and clothing industries. Female services can, and should be, used in light assembly work and light production work, as was done in the last war.

In a similar manner, Negro workers should be used in defense industries wherever it is possible to do so.

The question of working more than 40 hours a week is important from the standpoint of the continuous use of machines, and also to get more production per worker. This is important. It is obvious, however, that if a 7-day week 24-hour day production is planned, it will require additional workers operating in some form of a staggered system.

For the Maryland area we have established an office of the defense contract service here in Baltimore, of which service I am the coordinator. Its principal purpose is to increase the number of subcontractors, by putting to work, wherever possible, existing manufacturing facilities. Of course the defense contract service desires to assist prime contractors in every way, not only in increasing

the amount of their subcontracts, but in helping them get out the maximum production and correcting matters which impede their operations. The primary purpose of our branch of the defense contract service is to get maximum production of defense materials, and to bring about the use of all labor of all kinds which is available in our district.

#### LACK OF HOUSING AND HIGHWAY FACILITIES

Our council feels that in several sections of the city, particularly the eastern part, defense manufacturing industries are at present seriously handicapped by the lack of housing facilities in the immediate neighborhood, and by inadequate highway facilities for workers to get to the plants from more distant parts of the city's residential districts. With better highway transportation facilities, the housing facilities in other sections of Baltimore can be used to the fullest possible extent, which is probably not the case today.

By coordinating the defense work of the principal local, civic, commercial, and governmental agencies, as well as of individuals, by planning and by assigning responsibilities, the Maryland Defense Council is attempting to bring about the handling of the vital emergency tasks in this area as effectively and expeditiously as possible.

#### TESTIMONY OF W. FRANK ROBERTS

The CHAIRMAN. Mr. Roberts, I understand you are very much interested in the employment of local female labor.

Mr. ROBERTS. Well, I made the statement in my printed report that I thought female labor can be used and should be used, as it is needed, to a much greater extent than it is at present.

I went through the last war and I was pretty active in the production of war defense materials, and I know that female labor was used to a very considerable percentage at that time, and it can be used again if it is needed.

The CHAIRMAN. How much is it being utilized here now?

Mr. ROBERTS. Not to a very great extent.

The CHAIRMAN. Is it being encouraged?

Mr. ROBERTS. Well, our Maryland Council of Defense, if you will permit me to make a general statement about it, has broken the work down into seven subcommittees, and I will read you some of the things in reference to it. It will be very brief. It is in the report, but I want to give you an idea of what we are trying to do.

We said in our report:

Such activities have included vocational-training work in the public schools of the city and State, training within industry, the free movement of workers to and from plants, principally involving traffic congestion on roads leading to the major industries, housing of industrial workers, development of new sources of labor supply, and similar matters.

We have been having committee meetings and meeting with manufacturers and other people interested to follow up those items.

#### NEW SOURCES OF LABOR SUPPLY

Now, the item that you asked the question about: Have we developed any new sources of labor supply? We have been particularly interested in that because while there have been a number of new employees coming to this community from outside, as stated by Mr. Poulder, and there will be more, we feel that every available source of labor supply within a range of these industries should be utilized to the fullest extent. That is the reason that I say female

labor, when it is needed, should be used to a greater extent than it is today. The same thing applies to Negro labor.

The CHAIRMAN. I was just thinking, when the question was asked about housing, there is going to come a time in this country when we shall have used up the labor supply. Isn't that true?

Mr. ROBERTS. Yes. Incoming, migratory labor which is all incoming to us—nobody is leaving this section—means additional housing facilities and all the services a city has to furnish. But everything else should be done first to utilize the available labor supply in the community, and that means a need for vocational training and everything that goes with it.

The CHAIRMAN. What about the utilization of Negroes?

Mr. ROBERTS. I said a moment ago that comes in in exactly the same category as female labor. It ought to be used wherever possible.

As Judge Waxter said this morning, there is a much larger percentage of Negro labor in the W. P. A., which indicates there is an excess quantity of Negro labor available, to be used where it can be used.

#### OVERTIME WORK

The CHAIRMAN. Are many of those employed in industry in this area working overtime?

Mr. ROBERTS. I have a memorandum of that in my paper, to the effect that in most companies engaged in defense, more than 40 hours should be worked. I said in my paper that the question of working more than 40 hours a week is important from the standpoint of the continuous use of machines, and also to get more production per worker. It is obvious that if a 7-day-week 24-hour-day production is planned, it will require additional workers operating in some form of a staggered system. As a matter of fact, a number of the industries are working their men more than 40 hours. The purpose of that, as I say in my paper, is to increase production per worker who is already available, rather than bring in a lot more people who would be inefficient and would have to be trained and go all through the process of being installed in the city and serviced and all that sort of thing.

I don't think employees should be limited to 40 hours per week and, of course, they are not limited, because you can work them by paying them time and a half. I am in favor of utilizing the services of good men who are on the job, utilizing them to a great extent, maybe 10 or 25 percent more than they are being used today.

The CHAIRMAN. Do you know anything about the attitude of private real-estate operators as to the Federal construction of houses? Are they blocking it in any way?

Mr. ROBERTS. Mr. Chairman, I have heard a great deal, but if you don't mind, I would rather not quote hearsay. I think there will be other people who will appear before you before the session is over who can tell you all about that. Personally, I do not know.

#### COORDINATION IN THE HOUSING FIELD

The CHAIRMAN. What about coordination in the housing field at the present time? Is there any confusion about it?

Mr. ROBERTS. Well, Mr. Chairman, Mr. Martin has had a problem down there. He will tell you about that. He is somewhat isolated.

His plant is some 10 or 12 miles out. Housing facilities in that section of metropolitan Baltimore are quite limited. He is building houses himself. I think he feels very strongly that defense housing should be built, that the Defense Housing Authority should build more houses within reasonable distance. And when I say "reasonable distance" I don't mean 20 miles. I mean a mile or a mile and a half or 2 miles—walking distance, if necessary—and I think that is important in connection with what I said awhile ago—that we want to keep the people who are available in the city today, working.

The CHAIRMAN. At San Diego, Mr. Roberts, in one project at Kearney Mesa, 1,766 housing units are being built to take care of 10,000 people. They went out about 6 miles from San Diego. The people didn't relish that particularly, but the authorities went right out in the cactus and sagebrush and built those houses. Well, of course, they had the problems of sewerage, of health, of water supply, of police protection, and of fire protection.

In Hartford and Trenton we found some confusion as to just who was the real man to see. Do you think we need a sort of a clearing house for all these Federal projects? We are interested in that, and we are glad that Mr. Martin is here and may be able to give us some typical examples that he has in mind. That is one of the matters we intend to report on to Congress.

Mr. ROBERTS. My point, Mr. Chairman, about houses being built close to the plant, is based on the fact that the highway transportation facilities are pretty badly congested, and as soon as you get away from the plant any distance, you have difficulty in getting to work. There is a waste of time and men—taking an hour or hour and a half or 2 hours to get to work when they live only 12 or 15 miles away, which is far too much.

The CHAIRMAN. And it is all a part of the national-defense program, isn't it?

Mr. ROBERTS. Yes, sir.

The CHAIRMAN. In other words, we must safeguard civilian morale just as much as military morale.

Mr. ROBERTS. Yes, sir.

The CHAIRMAN. Who is the next witness, Mr. Moderator?

Mr. POWDER. I want to ask Mr. W. F. Perkins, vice president of the Koppers Co., to say a word.

The CHAIRMAN. Congressman Arnold will interrogate Mr. Perkins.

Mr. ARNOLD. You have submitted a statement, Mr. Perkins, which the committee considers a very good one.

(The statement referred to above is as follows:)

STATEMENT BY W. F. PERKINS, VICE PRESIDENT, KOPPERS CO.,  
BALTIMORE, MD.

During the year June 1, 1940, to June 1, 1941, employment at the Bartlett Hayward Division of Koppers Co. increased 280 percent. From a working force of about 500, the division grew to about 1,400 employees. This growth was gradual, and distributed fairly evenly over the entire year.

Immediately after the granting of the first major defense contract to the division, in July 1940, a very large number of people applied at its personnel



department for work. At that time it was, of course, too soon to do any large-scale employing, but in anticipation of future demand the personnel department interviewed, and got applications from, about 15,000 applicants. Most of these came into the office during a 2-week period early in July. In 1 day during that period nearly 1,200 people applied for work.

All of the applications received were classified, chiefly by occupation, but also by other qualifications, such as "under 21 years of age," and "obviously unfit for our type of work." This file of applications has served, and is still serving, as a major source of additional employees.

The second major way in which the division has reached candidates for employment is through the Maryland State Employment Service. This agency has been extremely cooperative, and while it has not been able, in some instance, to refer applicants for jobs of certain kinds, such as supervisory or technical positions, it has been extremely helpful on general employment, and has performed special services of value, such as preemployment testing of prospective apprentices, and referral of graduates of national defense training courses.

Other sources from which employees have been gotten are private employment agencies, and labor unions, but numbers employed through these are relatively small.

A few figures applicable to the increase in employment follow:

For year June 1, 1940, to June 1, 1941:<sup>1</sup>

Employees on roll June 1, 1940.....	500
Employees on roll June 1, 1941.....	1,400
Net increase in employment for year.....	900
Number employed from State but out of Baltimore.....	40
Number employed from out of State.....	60
Number of employees who are married (as of June 1, 1941).....	800
Number of employees who are under 25 years of age (as of June 1, 1941).....	650

For month of May 1941:<sup>1</sup>

Number employed during month.....	135
Number from State but out of city.....	10
Number from out of State.....	5
Number married.....	73
Number under 25 years of age.....	57

<sup>1</sup> Approximate.

It should be noted that the figures of 900 and 135, as additions to the pay roll for the year and month are not exactly comparable in that the 900 represents net increase in pay roll, while the 135 represents accessions during the month. Turn-over has, of course, been greater than normal, and has included factors over which little or no control can be exercised, such as "called under selective service," and the "shopping around" that workers are doing. A slight indication of the nature of current turn-over can be gained from the figures for May 1941, during which there were 135 additions to the pay roll. During that month about 55 people left the division, distributed as follows:

For better jobs (shopping around).....	25
Released for inefficiency or nonattendance.....	9
Drafted.....	7
Death; physically unable to work.....	5
Miscellaneous personal, including family conditions, leaving city, discharged for stealing, failed to report, etc.....	9
Total.....	55

The subtraction indicated makes the net addition to the pay roll for the month, 80 persons.

As a concluding item regarding labor supply, it is estimated that the division will make a net addition to its pay roll of 350 to 400 people by January 1, 1942, assuming present amount of work on hand to remain largely unchanged.

#### PUBLIC EMPLOYMENT SERVICES

As has already been mentioned, the Maryland State Employment Service has played a significant role in recruiting labor for the division, and has been helpful and cooperative. It is our impressions, however, that this agency has not had the opportunity to play as large a part in organizing the entire labor supply of the

community as might be desirable, from the standpoint of the best interests of the national defense.

#### SELECTIVE SERVICE SYSTEM

The division has consistently attempted to be guided by the spirit as well as the letter of the Selective Service Act, and aside from the large amount of clerical activity involved in control and requesting of deferments, has experienced no major difficulties. Local boards have been reasonable, and the Army adviser has been extremely helpful and cooperative. The division has so far made a total of 165 requests for deferment of which 39 have been granted in class II, occupational; 16 have been granted in class III, dependency; 110 are in process (of this 110, nearly 100 were requested in the past month).

#### TRAINING AND UPGRADING PERSONNEL

The division is conducting direct training or upgrading programs of the following main types:

1. Regular supervisory training.
2. Subforeman upgrade training.
3. School for welders.
4. School for machine operators.
5. Regular apprentice training.
6. Junior engineer upgrade training.

In some of these, local educational institutions and the public employment service have participated either directly or in an advisory way. Prospective machine operators, for instance, come through the employment service from the national-defense training courses of the school system and are given classroom instruction and on-the-job training at the plant. The junior engineer upgrading program was conducted on the premises, and under the auspices, of Johns Hopkins University. A special course in blueprint reading has been arranged with the vocational schools. It is our opinion that short-course engineering training, and vocational-school training in the use of metal-working machinery, should be developed further, as the products of both of these types of activity are in greater and greater demand.

#### SPECIAL PROBLEMS

The central city location of the Bartlett Hayward Division has created special problems regarding parking facilities for employees. A city ordinance banning midnight to 6 a. m. parking, and the objections of people living in the neighborhood, as well as stealing from parked cars, have provided major irritations. The division has rented, improved, and fenced it, a small but convenient plot for parking, but there is almost no more room available for expansion of this kind.

Although we are not able to comment on the personal problems faced by all of the workers who have come from out of the city to work at Bartlett Hayward, the following cases seem to indicate the existence of a severe shortage of adequate housing facilities at a price which industrial workers are able to pay.

A mechanic, married, with one child, came to Baltimore from Winchester, Va., about 9 months ago. He found it extremely difficult at that time to find a furnished apartment at a reasonable rental. He finally obtained a fairly satisfactory apartment, but the rent is being raised and he must move. He has been actively seeking new quarters for the past month but so far has found nothing suited to his needs.

An electric welder, married, with no children, came to Baltimore from Pittsburgh, Pa., about 6 months ago. He spent considerable time in seeking a furnished apartment in various sections of Baltimore but found nothing satisfactory. His wife's family is from Baltimore and he has found it necessary to board with them. He claims that his search revealed that rents were extremely high and that available living quarters were unsanitary and generally inadequate.

An electrician's helper, married, with no children, came to Baltimore from Minden, W. Va., in January 1941. He and his wife obtained what they hoped would be temporary living quarters in a boarding house. Since their arrival in Baltimore they have been trying to find a satisfactory furnished apartment.

They feel that rents are higher than they are able to pay and that available furnished apartments are generally inadequate for comfortable living.

### TESTIMONY OF W. F. PERKINS

Mr. ARNOLD. You mentioned that last summer your company had 15,000 applications for employment in the short period of 2 weeks.

Can you tell us what percentage of these 15,000 were from outside of the Baltimore commuting area?

Mr. PERKINS. Yes, sir; 5 percent.

Mr. ARNOLD. And that was last July?

Mr. PERKINS. That was July 1940, when we got our first defense contract.

There was considerable publicity, and, of course, everybody in Baltimore wanted to come to work for us, because we have been in business 100 years here and have gone through three wars and had a certain amount of glamor, so they all immediately flocked to us for positions.

### ITEMS OF BALTIMORE MANUFACTURE

Mr. ARNOLD. What do you manufacture?

Mr. PERKINS. My company operates many companies in the United States. We operate coal mines, run coke and gas plants, tar and chemical plants, make wood preservatives, iron and steel, operate steamships in coastwise trade; we repair ships, we make machinery, and we conduct an engineering and construction business. Outside of that I don't think we do much else.

In Baltimore we have three divisions of the company. One is the Bartlett-Hayward division, which has been operating here for well over 100 years, and is in the general engineering, construction, and machinery business. We operate the American Hammer Piston Ring Division, which produces something over 100,000 piston rings for internal combustion and steam engines each day, and we supply by far the largest proportion of piston rings that are used in airplane engines. That division, consequently, is an important factor in national defense.

Another division of our company here is the Maryland Drydock Co., which is engaged in the conditioning and repair of ocean-going vessels, both merchant marine and naval vessels. We employ about 7,000 people in Baltimore.

Mr. ARNOLD. Much of your statement has to do with the Koppers Co.

Mr. PERKINS. Yes, sir. As I was about to say, I have confined all my factual information to the operations of the Bartlett-Hayward Division, which is quite typical of the other three, and if you so desire I will briefly summarize.

Mr. ARNOLD. Very good.

### SOURCE OF LABOR FOR KOPPERS PLANTS

Mr. PERKINS. We have obtained, without undue difficulty, the labor we required to take care of our expansion; 29 percent of these new workers came from Baltimore, 5 percent from other parts of Maryland, and 5 percent from other States.

About 75 percent are married, well over 50 percent are under 25 years of age.

There is an ever-increasing amount of turn-over due to floating from one job to another, selective-service induction and dismissal for inefficiency and other causes.

Due to lack of trained applicants, training is absolutely essential. The national-defense trade-school training courses are very helpful but inadequate both as to quality and quantity. Such training should be improved and must be supplemented by intensive training within industry itself.

It is my personal opinion that the housing and transportation facilities of this community are hopelessly inadequate and I believe the morale of defense workers is being very seriously affected, to say nothing of the morale of the civilian population which you spoke of, Mr. Chairman. And it is my further opinion—and this is my personal opinion—that with the rigid control of materials through Government priorities, production of goods for other than defense needs must and will be substantially curtailed.

This will release many workers in nondefense industries. They will seek and secure employment in defense plants.

The only obstacles to that successful shift are training, transportation, and housing. I believe that intelligent cooperation on the part of the Federal and State Governments and local governments, civic organizations, and industry itself can certainly solve that problem.

Those are my conclusions.

The CHAIRMAN. In other words, you believe that in addition to making guns and bullets we have got to keep the morale of our people up at home by providing adequate and proper housing facilities and supplying other needs?

Mr. PERKINS. I think it is perfectly obvious, Mr. Chairman.

#### LABOR POLICIES IN BALTIMORE

Mr. ARNOLD. You indicate that a large percentage of younger workers have been employed. Does that imply limitations on the employment of older workers?

Mr. PERKINS. There is no limitation on the employment of older workers, Mr. Congressman. I have employed men who are 75 years of age and I would like to get some today if they had the proper skill. They just aren't available. They have all been taken up.

Mr. ARNOLD. In other words, skilled workers who are physically able have been called back to work?

Mr. PERKINS. They have been pretty well combed.

Mr. ARNOLD. You mention that quite a number of workers leave for better jobs. Is there any stealing of labor in Baltimore?

Mr. PERKINS. Mr. Congressman, I think we larger employers in Baltimore have a perfect understanding with each other. We have made up our minds we are not going to steal each other's labor and I think everybody has been very faithfully hewing to that determination.

Mr. ARNOLD. It is just natural for some of them to go elsewhere?

Mr. PERKINS. Oh, they hear of a more intriguing job somewhere else and they quit their jobs and in 2 weeks they are back again.

Mr. ARNOLD. But the reemployment is in this area in Baltimore, for the most part?

Mr. PERKINS. Yes, sir.

#### ROLE OF STATE EMPLOYMENT SERVICE

Mr. ARNOLD. You state that the State employment service does not play as vital a role as it should in the Baltimore area. To what do you attribute its relative inefficiency?

Mr. PERKINS. Well, that is rather difficult to answer, Congressman. I think they are perfectly willing to do all they can, but naturally there are certain limitations upon their operations.

They are a rather new organization and they haven't become properly established or have not secured the respect of the various employers. It is just a thing that will have to develop over the course of time.

Mr. ARNOLD. I am representing a district out in Illinois that has no defense industries, and where there are many skilled and semi-skilled workers. I am urging those who write me about positions to register with the employment services, and the employment service in Illinois seems to be placing many thousands of workers each month throughout the country. There is a large reservoir of skilled men in that area of southern Illinois that has not been touched, as I understand it.

Mr. PERKINS. When you go back, sir, I wish you would send some more down here. We will be glad to get them.

Mr. ARNOLD. Well, I always hesitate to advise men to leave home. I would rather the employment service handle the situation.

But we do face a situation in areas where there are no defense industries that may become serious if priorities shut down nondefense industries. If that occurs, our workmen will have to leave home to secure employment, and none of the money earned will come back to that section of the country.

I believe Mr. Curtis finds the same situation in Nebraska. We don't see where the defense program is going to do us much good. Perhaps, after it is over with, we will get those workmen back on our hands—broke—and in the meantime we shall not have gained anything from this defense effort.

#### COMPANY TRAINING PROGRAM

You have a training program in your company. How many workers are being trained at the present time?

Mr. PERKINS. At the present time we have 150 young men of less than 25 years of age who are in our training class. They work 8 hours a day and attend the classroom for 1 hour after they have finished their 8 hours' work, for which we pay them one hour and a half overtime.

Mr. ARNOLD. You plan to extend the training program?

Mr. PERKINS. We plan to extend it just as fast as we can get qualified men to put in the course.

Mr. ARNOLD. The primary difficulty at the present time is the lack of qualified men?



Mr. PERKINS. Well, there are two lacks, Mr. Congressman. One of them, of course, is the complete lack of skilled men. They are just not available. The other is the lack of boys who have been trained in schools in this State and city.

Nineteen years ago a survey was made in Baltimore. The school authorities were implored to start trade training courses, which they absolutely neglected to do, and we find ourselves now in a woeful position of not having young men and young women trained to use their hands in this community.

Mr. ARNOLD. Thank you very much, Mr. Perkins, not only for your splendid statement but for your splendid summary.

That is all, Mr. Chairman.

The CHAIRMAN. Mr. Moderator?

Mr. POWDER. Our next witness is Mr. Cort.

The CHAIRMAN. Mr. Cort, Congressman Sparkman will interrogate you.

Mr. SPARKMAN. Mr. Cort, I have read the abstract of the statement which you prepared. You understand your entire statement will go into the record.

(The statement referred to above is as follows:)

STATEMENT BY S. J. CORT, GENERAL MANAGER, MARYLAND PLANT,  
BETHLEHEM STEEL CO.

The subsidiary companies of Bethlehem Steel Corporation with facilities at Sparrows Point, occupy a rather favorable position with respect to employment. The steel plant and shipyard here have been in operation for over 50 years, and, while the trend of employment has not always been upward, there has been over this period a general expansion and increase of employment.

As a result of the company's own real-estate developments and of developments by others, there is, in addition to the town of Sparrows Point, a rather thickly populated community within commuting distance of our plant and shipyard. People living within this area have naturally looked to the Bethlehem Steel Co. for employment.

As far back as 1937 our total employment had reached a peak of 22,500. In 1930 the peak was within a few hundred of the same figure; in 1940 it was approximately 24,000. Our peak employment so far this year, as represented by our June 1 figure, is 26,000.

These figures indicate that we have not been faced with any unusual employment problem in the present emergency.

ORIGIN OF LABOR SUPPLY

Our labor supply, as indicated above, comes largely from the local area. For the past 2 years there has been some shortage in a few of the skilled trades, particularly machinists. We have employed some machinists from outside our local area, but they all are men who come to us voluntarily, from other industrial areas of the Middle Atlantic States. We have done no out-of-State recruiting.

TRAINING

We have had a long-range program for training men to the needs of our industry. Practically all of our employees for the steel-plant operations are hired as unskilled and receive in-service training for the job ahead, gradually working their way up to positions requiring the higher skills.

Our shop forces for maintenance and shipbuilding include all classes of mechanics up to the highest skilled. To meet these needs, we have for a long period of years conducted apprenticeship courses. We have long had a well-

organized training department carrying out a long-range program, which we feel is meeting the present situation and planning for the future. The work of this department may for convenience be broken down into four divisions: (1) Apprentices, (2) learners, (3) college training program, (4) in-service program.

The apprentice courses cover a period of 8,000 hours, and at the present time include 16 skilled trades.

The learners' training program is designed to short-cut the helper up-grading method and, by means of special training and classroom instruction, to train an inexperienced man to operate a specific machine or handle some other skilled job.

Under the college training program technical graduates are selected each year from universities in different parts of the country and given a 9-week course in observation and operating participation, largely for the purpose of orientation before being placed on definite assignment.

The in-service program has been broadened during the past year to include short courses of about 12 weeks' duration, which provide classroom instruction during working hours by instructors who are the actual supervisors of the same men on the job. These courses are conducted particularly in connection with shipyard work, as it is felt that in this way considerable time can be saved, and the efficiency of new employees improved much more rapidly than by the usual procedure of helper training.

#### EFFORTS MADE TO UPGRADE LABOR WITHIN PLANT

As previously mentioned, this has always been our policy. Inexperienced men are employed and trained for the job ahead. Encouragement is given to em-arranged with this in view. At present many of our employees are taking night ployees who wish to study on their own time and whenever possible schedules are arranged with this in view. At present many of our employees are taking night courses offered by the various institutions around Baltimore. Over 600 employees, to mention just one group, are registered in International Correspondence courses, and reports of the progress of these men are received by their respective superintendents every 3 months.

#### TRAINING AND BRINGING IN LOCAL LABOR

We are cooperating fully with the various educational institutions in Baltimore City and with the Baltimore City and County public-school systems, keeping them advised as to the courses that provide the best preparation for jobs in our industry. For several years our personnel has been supplying both instructors and a majority of the students for the night school training courses conducted under the public-school program at the Sparrows Point High School. We both give and receive excellent cooperation from the various high schools of Baltimore city and Baltimore County in the selection of high-school graduates for employment. We have been greatly benefited and expect to be further benefited in future by the help of Johns Hopkins University and the University of Maryland in furnishing students and instructors for the national-defense training program.

#### PROBLEMS DUE TO HOUSING

We have no acute problems due to housing. Our proximity to the large city of Baltimore makes it readily possible for new employees to house themselves within commuting distance of the plant. A check of our employment records, as of June 1, 1941, indicated that only about 3 percent of our present employees had a last previous place of employment beyond a reasonable commuting distance from our plant.

We encourage to the fullest extent home building in the Sparrows Point territory. We have gone ahead on the assumption that many of our employees would take advantage of modern housing located closer to the job. We feel that we have fully cooperated with and encouraged builders and real-estate developers to utilize any of our suitable available property and construct homes under the Federal Housing Administration program. Baltimore and the towns of Dundalk and Sparrows Point are well taken care of with respect to sewerage systems and water supply. There are some areas in Baltimore County that now lack sewerage and water supply systems, but we feel that the county government is properly meeting these problems and development is going ahead in these areas.

The traffic situation is good in the immediate local area, but for those employees going toward or into Baltimore City, the highways at present are entirely inadequate. Employees' cars from our plant and shipyard with cars driven by

employees from other plants pour into the highways, and there is a serious blocking of traffic during periods of shift change. This problem has been thoroughly studied by the proper agencies. We cannot stress too strongly the need for helping these agencies in carrying out the plans that have been made.

#### SELECTIVE SERVICE ACT

The Baltimore City and Maryland State draft boards have cooperated with us fully with respect to draftees. The men are either inducted into the service or deferred, entirely on the basis of where they will do the most good for national defense.

#### TESTIMONY OF S. J. CORT

Mr. SPARKMAN. Your statement indicates that employment at your Sparrows Point plant has increased about 4,000 in the past 2 years.

Mr. CORT. Yes, sir.

#### EXPANSION AT SPARROWS POINT

Mr. SPARKMAN. I wonder if you could give us some idea as to what expansion you anticipate over the next 8 months?

Mr. CORT. I think I can answer that for you. Bethlehem now has four units here in the Baltimore district. We have the steel plant, which employs about 21,000 people; we have our shipyard down there, that employs about 5,100 people; then we have our repair yard in the upper harbor, which employs about 4,500; and then we have the new plant, the Bethlehem-Fairfield plant, which is building these boats for the Maritime Commission, and that has about 1,300 men today; so it gives us a total of about 32,000. Now, by the end of the year we will need about 2,000 more men at the steel plant and the shipyard.

Mr. SPARKMAN. Are those skilled workers or semiskilled?

Mr. CORT. They are skilled and semiskilled. I will get to that in a minute. And our upper yard we will have to expand, of course. The yard is just under construction and we will need about 6,000 men by the end of the year, so that will be about 4,700 more, and about 2,000 down below, so that will be a little over 6,000 by the end of the year.

I think that we will be able to get those men out of this territory and we will be able to train them.

#### APPRENTICE TRAINING COURSE

Our business is a specialized business and we have to train our men, outside of the skilled trades. We have an apprentice course of training. We train 16 different skilled trades in our apprentice course. Now, we have run that for 50 years. And in that time we have trained about 4,000 skilled mechanics.

In addition to that, we train men for the specific jobs which they are to do. Now, if we start a construction job, a new building or something, we start to train the men for that job as soon as we start the drawings, almost, so we have a group of trained men in our organization to take over that operation.

For instance, let us consider electric welding. In the last few years electric welding has come in very largely to take the place of riveting. We have trained over 1,000 welders in our welding school.

In our shipbuilding we have to train men. What we do is take

the likely men and have the foreman give them a couple of hours of class work and then put them on the job. We pay them while they are being trained and in that way we build up the nucleus. We try to take all employees from the Baltimore area.

#### RECRUITING OF LABOR

Mr. SPARKMAN. Well, in what way is most of your recruiting done? The point I am wondering about is, How are you going to get these 6,000 new laborers on this labor market when we understand it is tight right now? Just how are you going to get those 6,000 initially on your pay roll?

Mr. CORT. Well, so far we haven't found that the labor market is very tight. First, I would say there are 400 men at our employment office every day. There were at least 400 men there yesterday morning trying to get employment.

Mr. SPARKMAN. Were these people unemployed?

Mr. CORT. Some of them were unemployed and others were people from nondefense industries who want to get into a defense industry.

Mr. SPARKMAN. How do you select the ones you do take?

Mr. CORT. First we try to take fellows who have a high-school education, if we can get them, because it is much easier to train a person who has had a high-school education.

Mr. SPARKMAN. You have certain specifications?

Mr. CORT. Yes.

#### AN EVEN DISTRIBUTION OF "HEADACHES"

Mr. SPARKMAN. In your paper you state that the out-of-State skilled workers, primarily, are from the Middle Atlantic States. One question that I have been greatly concerned with—and I believe the entire membership of the committee is too—is, what is going to happen to these people when this great defense program comes to an end? I am wondering, naturally—coming from one of those out-migration sections myself, just as Mr. Arnold and Mr. Curtis—why it wouldn't be better for the economic welfare of the entire United States, instead of building up great defense areas such as is being built up here in Baltimore and drawing people from all these other sections, to decentralize the plants, and go to the points where the labor is, so that when this is over, your "headaches," at least, will be fairly distributed throughout the country.

Mr. CORT. Well, we have had that very definitely in mind and that is the reason we have stuck to local labor, so that the problem wouldn't be so great when the thing is over.

For example, after the depression set in, we didn't hire a soul who wasn't from this area. We always gave the local man the preference. We didn't hire any from out of this district.

Mr. SPARKMAN. I have no quarrel with you about that, and I think you are exactly right, but I am assuming that you are now or soon will be at the point where your local labor supply will not be sufficient.

#### WAGE DIFFERENTIAL—DEFENSE AND NONDEFENSE

Mr. CORT. I don't think that is going to affect us for this reason: It is going to affect a lot of firms in nondefense industries, because we

can't help but draw their labor, at the wages we are paying in our industry.

Mr. SPARKMAN. How much better are your wages than wages in nondefense industries?

Mr. CORT. Well, I happen to be in an industry that pays a very high wage, and it attracts labor from a lot of other employers. Now, for instance, our minimum wage is 72½ cents an hour. That is the minimum. Of course, in this area the starting rate is very much lower in other industries, and our rate therefore attracts labor from a great many nondefense industries.

Mr. SPARKMAN. Your reasoning is plausible when you restrict it to your one industry; but you can tell from the remarks of the panel here today that a great amount of labor is being siphoned in here, and as a result you have a housing shortage and a school shortage, as testified to by the school men who were here this morning. The other witnesses anticipate a tremendous unemployment problem on their hands when this emergency is over.

Mr. CORT. I hope not.

Mr. SPARKMAN. I shall not say "hope"; I can only say I wish we might not.

Mr. CORT. We are in an industry that is well established in this section. It is an advantageous location for both distribution and export.

Mr. SPARKMAN. Let me understand you on one point: I am not talking about your particular company, nor the steel industry. I realize what you say is true of them. But I am speaking about defense industry generally.

#### INDIVIDUAL HOUSING THROUGH FEDERAL HOUSING ADMINISTRATION

Mr. CORT. So far as the housing situation is concerned, we have been working on that. We have been working on it for a long period of time, trying to get our employees housed closer to the plant. We had in our territory last year 1,200 single units built, and this year the rate at which they are building there will be 2,000. A lot of them are financed by the F. H. A., but they will not be Government housing. It is individual housing built by the individual for his own use. And the city and county have been very cooperative. We are fixed so we can give all the services they will need, as far as sanitation, sewerage, water, streets, and fire and police protection. But we have one situation that is not so good, and that is at our Fairfield yard, where the new industry is going to sit down in that territory. There will be a lot of people coming in there who will not be able to get housing and probably the Government will have to provide some housing in that territory.

Mr. SPARKMAN. I notice in your paper you are very encouraging in your statement about housing; that, as a matter of fact, you encourage your workers to live near your plant.

Mr. CORT. Right.

Mr. SPARKMAN. And do everything you can to encourage them to build their own houses.

Mr. CORT. We help them in every way we can.

Mr. SPARKMAN. I believe your paper shows that only about 3 percent of your workers live beyond a reasonable commuting distance of the plant.



## PROBLEM OF TRANSPORTATION

Mr. CORT. Our real problem today is transportation. The road system has not been improved since we had 14,000 people down there, and a great deal of industry has moved out to the southeastern district.

Mr. Martin's plant is going up down there, and General Motors built a big plant, and Western Electric and several others, in that territory, and the arteries of transportation haven't been increased. It is very difficult to get in and out. Our big problem is transportation.

There is a bill before Congress which I hope will be acted on, because this problem throws a tremendous load on the local governments to open up those arteries. I would say our biggest labor turn-over is due to the time it takes men to get to and from their work and their home. They get jammed in traffic and it takes them an hour or an hour and a half to get out.

I had one man come in the other day who said: "I like it here and I don't want to leave, but I am working 8 hours a day and I am away from home 12 hours. It takes me 4 hours to come and go." Unless that situation is straightened out we are going to be seriously handicapped.

## BILL FOR ACCESS ROADS

Mr. SPARKMAN. I think that gives you a fine opportunity to do a little lobbying on that bill. I think you should tell us what the bill is.

Mr. CORT. I had a very good chance to give a little demonstration. The naval committee asked to come over to our yard one day, and I was glad to have them over. I took them down there and showed them the yard, and we talked over some of our problems, and I told them our transportation problem was a real problem. At a change of shifts they saw what we are faced with, and they were so thoroughly convinced of the need for improvement that they told me afterward they were going to do everything they could.

Mr. SPARKMAN. Some of them told me that, too. I presume you refer to the building of access roads.

Mr. CORT. Yes.

Mr. SPARKMAN. I think that legislation is coming up after the holidays.

You speak of 10 or 11 or 12 miles as being a reasonable commuting distance. But under those circumstances that is a very long distance, is it not?

Mr. CORT. The 11 miles into Baltimore takes you an hour and a half. Normally I should say you could make it in 25 minutes. You don't want to have all your employees living outside the city. It wouldn't be fair to the city of Baltimore or to the schools or anything else.

## RENTS IN BALTIMORE AREA

Mr. SPARKMAN. Have you experienced any loss of your employees because of their failure to get low rents?

Mr. CORT. Well, I don't know whether I could answer that. There is some hiking of rents, I know, in the territory.

Mr. SPARKMAN. Of course, your employees will not feel it so keenly because of the fact they have been pretty well housed over the years.

Mr. CORT. Yes, sir. We went in and built around 600 apartments, and those apartments, as a matter of fact, are able to take care of

people who come in until they know where they want to locate or build houses themselves. It has been a big help in the last two years.

Mr. SPARKMAN. That is all.

The CHAIRMAN. Thank you very much, Mr. Cort.

Now, Mr. Moderator, who is your next witness?

Mr. POWDER. Mr. Glenn L. Martin, president of the Glenn L. Martin Co., who is on my left.

The CHAIRMAN. Congressman Osmer will interrogate you, Mr. Martin.

Mr. OSMERS. Mr. Martin, I have been reading your statement.

(The statement referred to above is as follows:)

STATEMENT BY GLENN L. MARTIN, PRESIDENT, THE GLENN L. MARTIN CO., BALTIMORE, MD.

In order to fulfill its assignments under the national-defense program, the Glenn L. Martin Co. must raise its employment rolls from its present 18,000 men to 42,000 men within the next year. This increase will represent more than 55 percent of the needs of all employers within the Baltimore area.

The problems arising from this increase will be many, and they will not touch the Martin company alone. Federal, State, county, and city governments and the civic interests of the community will be affected. The solutions of these problems will depend upon their early recognition by all concerned and the coordination of agencies which must deal with them.

Ever since the company moved to Baltimore in 1929 it has looked largely to the local labor market for its skilled workmen—to the aircraft mechanics' courses it helped establish in the Baltimore vocational and technical high schools, and, in lesser measure, to certain reliable training centers in nearby States. In 1939, when the Middle River plant was almost doubled because of heavy contracts with the French Government and the employment rolls quadrupled in a few months, it still drew principally from the Baltimore area and instituted up-grading and quick-training courses to meet the situation.

More recently the proportion of out-of-State workers has grown until now it is around 30 percent of the total, and as the plants expand to 4,000,000 square feet of floor space, that proportion will continue to grow.

SKILLS REQUIRED IN AIRCRAFT

The aircraft industry has always required high degrees of skill in its workers. There has been almost no common labor. Normally the vocational and trade schools have been able to supply the bases on which much of these skills has been built by Martin, and as the national-defense effort created greater demand the educational efforts of both the local and Federal Governments were expanded accordingly. However, even the extended facilities cannot match the hiring rate.

Anticipating this dearth the Glenn L. Martin Co. began early to simplify its manufacturing processes and tolls, until already it has lowered its skill requisites in many operations. This naturally increases the labor reservoir. Meanwhile the company has extended its school cooperation to neighboring States in cooperation with the Federal and State employment services. Increasing numbers of out-of-State workers are applying to Baltimore industries. The up-grading of men for supervisory positions is moving forward systematically and satisfactorily.

As it becomes apparent that more and more workers will be employed, the collateral problems loom larger—housing, roads, social control, price control, education, recreation, etc.

NEED 3,000 HOUSES AT MIDDLE RIVER

Until the national-defense expansions began, the Martin plant, established for many excellent reasons in a nonresidential section some 11 miles from the center of Baltimore, has had little difficulty from a housing standpoint. Its personnel is scattered through many residential sections of the city and Baltimore County.

Apartments, rooming and boarding places are still available in limited numbers. But it became apparent sometime ago that with the in migration of defense workers established housing facilities would not be sufficient.

It appears that around 3,000 houses, plus certain dormitory facilities, will be needed in the vicinity of Middle River. These houses will be forthcoming (some are already being built), partly through housing projects of the company and partly through similar projects of the Federal Government. Meanwhile the Farm Security Administration has established temporary housing by sending in several hundred trailers, which shortly will become available on a site near the plant when sanitary facilities are ready.

Although the housing problem at and near Middle River will be settled to a marked degree by present projects there is a conviction among Martin personnel officials that a strong bureau of registration is badly needed to make full use of available housing and rooming space in Baltimore and its environs. This bureau should serve in every possible way as a central clearing house between householders and defense workers, and it is strongly felt that it should exert supervisory powers in matters of prices, sanitation, and morals.

The housing shortage, it appears, will touch especially single men and married men who come to Baltimore without their families. Since fewer than 40 percent of Martin employees are married, the problem is likely to become acute. It is felt that dormitories, carefully regulated, will be the ultimate answer.

#### ACCESS-ROAD PROBLEM ACUTE

The problem of roads serving the Martin plant is already acute—has been for 2 years. As employment increases, traffic congestion will become intolerable unless road improvements are forthcoming promptly. Begun too late, their construction will seriously hamper defense work. Concerted action by the major industries and the civic organizations of the Baltimore industrial area, coordinated by the industrial bureau of the Baltimore Association of Commerce, has already gained recognition of the problem by both the State, local, and Federal Governments, and the building of long-needed industrial highways now awaits the appropriation of Federal funds, since State and local roads funds are limited.

The social aspects of the influx of workers might be serious, indeed, unless a cooperative program involving both governmental and civic organizations is developed quickly.

The local governments are faced with the necessity of providing sufficient educational facilities for the newcomers. Recreational needs must be answered. There is a manifest need for a bureau, with a number of branches through the community, which will list churches, schools, social programs, recreation points, etc. There should be an extension of such services as those rendered by the Travelers Aid to take careful interest in the new, and often impecunious, arrivals.

There is a public-relations job ahead in behalf of the defense worker. It is clear that the importance of his position in the national defense effort is not fully recognized. The splendid social endeavors of the United Service Organizations in behalf of American soldiers need their counterpart in behalf of the men who must supply the Army and Navy their weapons. The recreational and social requirements of the migrant in defense work are just as pressing as those of the uniformed soldier—perhaps more so, since there are definite morale programs on all military reservations.

#### CROWDING IN BALTIMORE HOSPITALS

Some alarm might be taken at the crowded condition of the Baltimore hospitals. So strained are they that, even under present conditions prior to the expected influx of new residents, it is extremely difficult to secure beds. The possibility of new hospitals or adaptations should be considered very seriously at once.

The tendency of suddenly growing communities toward unwarranted price inflation is well recognized and has many precedents. Therefore, it would seem advisable to consider all possibilities of price control in the Baltimore area. An agency to study constantly the basic factors governing prices and to exert whatever means can be provided to protect the wage earner against unreasonable increases would perform an outstanding service.

Because of the large number of youthful men being hired, a considerable burden will fall upon the office of the commissioner of labor and statistics of Maryland. This office should be surveyed for assurance that it has sufficient space and force to take care of age verifications and other work without inconveniencing

industry and employees. This is also true of the bureau of vital statistics, which is called upon to establish citizenship of workers.

MARTIN HIRING RATE 800 PER WEEK

The Glenn L. Martin Co. is working closely with the Federal and State employment services. These agencies are doing everything in their power to stabilize labor conditions. It will be necessary in the present effort for all of these units to work together to preserve the coordination that will be needed.

The present hiring rate at the Glenn L. Martin Co. is close to 800 a week. There is a likelihood that there will be a steady increase in personnel at Middle River throughout the next 10 to 12 months, not counting the hiring of men at the new Omaha (Nebr.) assembly plant, which will be ready next fall. Against this hiring rate is a normal quit-rate and a loss of approximately a hundred men a month to the armed services and other Federal departments.

TESTIMONY OF GLENN L. MARTIN

Mr. OSMERS. Will you tell us what the dollar value of the contracts is that your company now holds?

Mr. MARTIN. Our company and its subsidiary companies have about \$650,000,000 in contracts.

Mr. OSMERS. Now, what employment increase do you anticipate in Baltimore in the next year?

Mr. MARTIN. We are now employing 20,000 people, and by June of 1942 we should have 42,000 people, sir.

Mr. OSMERS. How many of that 22,000 increase do you expect to be able to get in the Baltimore labor market?

Mr. MARTIN. From 70 to 75 percent.

Mr. OSMERS. That means you will need about 5,000 or 6,000 men from outside the Baltimore territory?

Mr. MARTIN. That is assuming that our present pattern continues. About 75 percent of our new employees now are Baltimoreans. That is true of the last 2,000 we put on, in the last 4 weeks. And 25 percent were from out of Baltimore.

Mr. OSMERS. Have you any reason to believe that you are getting near the bottom of the well so far as the supply of Baltimore area aircraft workers is concerned?

Mr. MARTIN. Our daily applications have run somewhere near 1,000 a day. The lowest number of applications for any 1 day for many weeks has been 300. We have over 9,000 applications on file. Out of the thousand a day we are only employing 120 to 125. We have put on 2,000 people in the last 4 weeks and there has been no diminishing in "the line," as we call it. The daily applications are just as far ahead of our needs as they were 4 weeks ago. There has been no depletion at all in "the line."

CHARACTER OF APPLICANTS

Mr. OSMERS. Do you notice any change, as your employment increases? Do you notice any change in the character or quality of "line," to use your own expression?

Mr. MARTIN. The character of the citizen remains about the same.

Mr. OSMERS. Are they younger, older, less skilled, or more skilled?

Mr. MARTIN. In our particular industry we find mostly young men.

Mr. OSMERS. Young, single men?

Mr. MARTIN. I think 40 percent of our employees are unmarried.

## BALTIMORE TRAINING SCHOOLS

Mr. OSMERS. Now, I wonder if you would describe briefly these Baltimore training schools.

Mr. MARTIN. We have had complete cooperation from the various training groups and they have undertaken to carry out related training. Their night classes and the like have been coordinated with our employment and welfare offices, so that the kind of training they get will be useful to us.

Mr. OSMERS. Are you training any men in the plant?

Mr. MARTIN. The in-plant training is the largest percentage of all the training. We have 4,000 men at the present time in training, principally to upgrade their usefulness, and we have found it quite beneficial to take men who have an aptitude for our kind of work. If they have taken this in-plant training and sometimes related training on the outside at the same time, they are able to upgrade themselves rapidly in the more important jobs.

## DAYLIGHT SAVING AS DEFENSE AID

Mr. D'ALESSANDRO. I would like to ask the gentleman, how do you feel about national daylight saving? Would it help in defense production?

Mr. MARTIN. We don't pay any attention to daylight saving as such. We have our hours and schedules, and our method of shifting or staggering our work doesn't seem to have any relation to daylight saving.

Mr. OSMERS. Do you think the institution of national daylight saving—not with reference to your industry—would save electric power that might be useful in defense?

Mr. MARTIN. I don't believe that it will have any bearing, sir.

Mr. OSMERS. You don't feel it would cut down on the civilian consumption of electric lights?

Mr. MARTIN. It would only require a staggering of work. Instead of going to work at 8 o'clock, why not go to work at 7 o'clock—instead of moving the clocks up?

Mr. OSMERS. You are applying the discussion to your own industry. I am applying it to the country in general. Take the New York area. People go to work at 9 o'clock in the morning, and they put in daylight saving. They still go to work in the morning, but they have one more hour of daylight than they do under the standard time.

Mr. MARTIN. They simply go to work at 8 o'clock instead of 9 o'clock.

Mr. OSMERS. By God's time, yes; but the point I am making is this: That instead of illuminating their houses at 8 o'clock at night, they don't turn their lights on until "9 o'clock" because they have an additional hour of daylight. Consequently, their consumption of electricity during the time that daylight saving is in vogue is less.

Mr. MARTIN. I don't believe there will be any material saving. That is my personal opinion.

## SAVING IN RESIDENTIAL LIGHTING

Mr. D'ALESSANDRO. Mr. Perkins, how do you feel about it?

Mr. PERKINS. I personally think it conserves electricity used for lighting, which is only a small portion of the electricity that is consumed in the country, in operating industries 24 hours a day and 6



days a week. The electricity you would save by turning over to daylight saving would be infinitesimal. I see no reason for it.

Mr. ROBERTS. That is true of industry but in residential lighting there is a definite saving. In industry they work three turns anyway, so the saving would not be there; but in the residential service there would be a saving of light because you work more in daylight under such a plan. If you get up at 6 o'clock and the sun rises at 4:45, you have lost an hour or hour and a half of daylight already. You can't get away from the fact that that means a saving, in the evening. How big a factor it is I am not prepared to say.

#### SAVING IN DISPLAY LIGHTING

Mr. SPARKMAN. Isn't that true also with reference to the bright lights—display advertising, show windows, and such?

Mr. ROBERTS. Of course, it is true. They would run an hour less in the evening. I am talking about other than industry. The saving in industry may not be any at all, but I feel there would be considerable saving so far as residential lighting is concerned.

Mr. OSMERS. You would have to consult your power index to find that out.

Mr. ROBERTS. Yes.

Mr. OSMERS. I was just thinking that if there is a shortage of power in the United States, as some indicate there is—

Mr. ROBERTS. In Alabama and Georgia there is a shortage.

Mr. OSMERS. We are going to have to turn to these trick methods—if we may call them that—to save whatever power can be saved.

Mr. ROBERTS. In Alabama they have already changed their working period at the request of the Georgia Power Co.

Mr. SPARKMAN. I might say in eight of the Southern States, power has actually been rationed.

Mr. ROBERTS. By staggering the working hours?

Mr. SPARKMAN. First, on a voluntary basis; but a few days ago they started in actually to ration power.

#### EXTENT OF CALL ON OTHER STATES FOR TRAINING

Mr. OSMERS. Mr. Martin, to what extent do you call upon out-of-State schools for training?

Mr. MARTIN. We do not contact out-of-State sources for schooling or for men. We have never advertised to the outside areas. Students from out-of-State schools quite often apply for work at our plant but we have no particular plan, with out-of-State schools to furnish us with employees except for aeronautical engineers who have to come from professional schools.

Mr. OSMERS. And of course they come from anywhere in the world.

Mr. MARTIN. That is right, sir.

#### RESTRICTIONS ON NEGROES

Mr. OSMERS. Now, what requirements do you specify in the matter of application for employment as to race, nationality, and marital status? Do you have any restrictions at all?

Mr. MARTIN. There are no restrictions other than the man's ability to do a job.

Mr. OSMERS. Do you employ Negroes at your plant?

Mr. MARTIN. We have practically no Negroes; we have a few.

Mr. OSMERS. I have noticed, as I am sure you have, recent pronouncements by the O. P. M. and by President Roosevelt urging the employment of Negroes in defense industries. Does your company plan to do anything about that?

Mr. MARTIN. We are making a study of the methods that we might employ to train and use Negroes, but it is in the course of study.

At the present time we have no need for the labor. We have all of the labor we can use. We are also making a careful study of the use of women, in case the time should arise when we need them; but at the present time we do not have that need.

#### POSITION OF NEGROES IN TRAINING PROGRAM

Mr. OSMERS. Are Negroes admitted to the training programs in Baltimore for skilled workers?

Mr. MARTIN. We understand that the schools do not have sufficient Negroes to fill the positions that can be filled if the Negroes would take the training. There are jobs open for colored men, but there are not sufficient colored men taking the training to fill the jobs. That is our advice from some of the schools in Baltimore.

Mr. ROBERTS. There are training courses for colored people, but as Mr. Martin says, they are not used extensively. The courses, however, are available.

Mr. OSMERS. Do you mean that if a colored man goes to one of these schools and becomes proficient in some skill that is used in your plant, Mr. Martin, he would not be able to get a job there?

Mr. MARTIN. We haven't yet devised a proper and efficient way to use the colored man in our skilled jobs. I am pointing out that there are schools for training of colored men, and they have calls for jobs for colored men, but there are not sufficient Negroes taking the courses to fill the calls for colored men with training.

#### DECLARES SEGREGATION NECESSARY

Now, we haven't a thing in the world against the Negro. You and I have read stories about Negroes wanting work in the plant. We have nothing against the Negro. If he is a good citizen, he is all right; but we would have to have segregation and the organizations who have been promoting the Negro question do not wish to accept segregation.

Mr. OSMERS. You say you would have to have segregation?

Mr. MARTIN. We believe so.

Mr. OSMERS. Why?

Mr. MARTIN. Because Baltimore has segregation. The Negro does not go to the white man's theater, nor does he go to the white man's restaurant or hotel. There are no colored people in the legislature in Maryland. The schools have segregation.

We are willing to help with any social reform or change, but we do not feel that we have time to lead in such a reform at this time.

When Maryland undertakes to place the Negro on the same basis with the white man, without segregation, I believe that our organization would be ready to absorb such a relation. But at present we have segregation, and when we employ the colored man, I believe that we will have to segregate him, as is the custom in every other instance in the State.

Mr. OSMERS. We have bumped into this problem in States where they do not have segregation, and we have found evidence that the employees are holding back on the use of Negroes in some of the plants, rather than the employers.

#### WOULD EXPECT WORK STOPPAGE

Well, I don't know whether I have correctly gauged your attitude, but I think your attitude is one of absolute neutrality so far as the question is concerned. But you anticipate, do you, that there would be a work stoppage if you attempted to put Negroes throughout your plant?

Mr. MARTIN. If we undertook to put Negroes in there without segregation, there would be an immediate stoppage. We know that. The organizers who have proposed our employing Negroes without segregation have had some publicity in the Maryland papers. We have said nothing about it—made no reply, but a number of our employees who became concerned for fear we might consider such a thing have let it be known that they, the skilled men in the plant, will walk out when the Negroes walk in; and so we are, in the interests of national defense, not going to do anything to disturb a social problem until someone else has straightened it out.

Mr. OSMERS. Are your workers organized into unions?

Mr. MARTIN. No, sir.

#### NEED FOR HOUSING AND ROADS IS ACUTE

Mr. OSMERS. Now, with respect to housing in the Baltimore area. You have had a particularly acute problem, I gather from many of the statements that have been made here.

Mr. MARTIN. Yes; we have not only a housing problem but a problem of roads.

Mr. OSMERS. Or the problem of the absence of roads.

Now, I think that everyone who is interested in this defense program is interested in keeping our economy on an even keel, and in trying to prevent as much as possible the almost inevitable spiral that comes with the raising of rents. In other words, the landlord raises his rent, the workers come to you for more pay, you charge more for your product, and the circle starts.

Mr. MARTIN. That is right.

#### LAYS RESPONSIBILITY FOR RENT TO GOVERNMENT

Mr. OSMERS. Now, do you see a need in the Baltimore area for some legislation that will control the increases in rent—some fixing or freezing of rents?

Mr. MARTIN. It would seem to me if the Federal Government would do its part and carry out its promises for housing there would not be much tendency or opportunity on the part of landlords to raise their rents, because the Government could build enough houses to do the job.

Mr. OSMERS. You feel that if the Government housing program carried out its original promise of providing houses for defense workers the problem would be largely solved?

Mr. MARTIN. Yes, sir; I do.

Mr. OSMERS. Now, a great many of your workers are living near the plant, are they not?

Mr. MARTIN. Yes, sir.

Mr. OSMERS. I suppose you have trailers out there?

Mr. MARTIN. We have no Government trailers in operation, but there are trailers privately owned, and we have boys on the night and day shifts living in the same room, sleeping in the same bed. When one gets out the other gets in, which is not good. Now, we would like to improve the home conditions of that group of people.

Mr. OSMERS. I am thinking of the need for hospitals and school facilities.

Mr. MARTIN. We believe it would be sound if there were a village in our locality. We would like to see housing and schools, with all of the services necessary for a village.

#### LONG-TERM AIRCRAFT PROSPECTS

Our business is one of the growing businesses of the country. Our curve of growth would, in ordinary language, constitute a boom, regardless of the defense problem.

We are now superimposing on top of a boom era in aircraft some national-defense orders. We will go up to 42,000 people to do the defense program, but we will be building airplanes immediately the defense program is over, and we will employ from 18,000 to 20,000 people in the Baltimore area constantly, and from that on up.

Now, it will not be long until we will have absorbed the defense facilities. Within 10 years we will employ from 40,000 to 50,000 people in the Baltimore area in the normal course of the aircraft business, so we will absorb everything that is being done today for defense within 10 years.

Mr. OSMERS. I had some notes on that and I wanted to get into that question with you just a bit because the primary purpose of this committee and of your coming here this afternoon is to deal with the migration of people.

At the conclusion of the defense emergency, do you think it is a possibility that you may go from 42,000 employees to 50,000 employees?

Mr. MARTIN. 42,000 employees are now scheduled for the present program, and certainly that will not be curtailed, but will be enlarged.

Mr. OSMERS. If you drop back to a peacetime employment of 20,000 there will be 30,000 discharged Martin employees. Now, in your opinion, what will those people do? Will they start to move or will they stay here? Will they go on a permanent relief basis and wait until your activities start again?

#### SHIFT TO OTHER INDUSTRIES

Mr. MARTIN. When we have absorbed up to 40,000 men, we will have a number of men then working who are not really suited to

the aircraft business. They are only able to carry on in an emergency. They perhaps belong on the farm or in other industries.

While we are going to the 40,000 men and while we have gone to the 20,000 men, there are many small manufacturers who normally employ two or three hundred men, who have fewer than 100 men today. They will wish to have their men back if they survive the national defense—which is sometimes a question. As I say, if they survive the national defense, they will want to put their men back to work when the normal peacetime operations begin again. Now, these men will flow back into those peacetime jobs and the country around Baltimore will not have much trouble absorbing from 40,000 to 60,000 men—even 75,000. They scatter out into other industries that are not now on defense and to the farms and various other jobs, jobs which are not so remunerative, perhaps, but they are their old jobs back again.

#### NUMBERS FACING POSSIBLE UNEMPLOYMENT

MR. OSMERS. I am looking at it in a broader way than that. You take the State of Maryland or the city of Baltimore or the Baltimore area as an island.

MR. MARTIN. Yes.

MR. OSMERS. And because of this emergency we send 50,000 workers to this island. Now, after it is over, I think it is only fair to assume that those who were normally employed in the State of Maryland will get their old jobs back, assuming that we go right back to good times and not to depression times. But you would still have 50,000 more employees than can be given employment.

MR. MARTIN. I beg to differ with you. Out of the 50,000, 75 per cent of them are local men. You have only a quarter of that 50,000, or a mere 10,000 or 12,000 people, who came from outside, which is a very small amount.

MR. OSMERS. I was only using 50,000 as a hypothetical number of people who come into the whole Baltimore area, and not to your industry or any particular industry. It is obvious that men are coming from States that have no defense contracts. They are lured by the possibility of high pay and steady employment and overtime, and so on.

#### LURE OF SUCCESS

MR. MARTIN. Well, there is more lure than that. I would like to go a little further. In my case I can speak from experience.

This country became successful because men were allowed to go where they wanted to go to get the jobs they wanted to do, and they were permitted to do the things they wanted most to do. Now, we have got young men who come a good ways to go to work for us, first, because they are determined to be a success in aircraft and, secondly, they would like to work for our particular company, maybe because they have heard that we have the kind of organization we do have, with the merit system, under which they would like to work.

Now, a man makes a good employee, and if he is from some other State than Maryland, he is entitled to seek a better position and go to it and stay there, and that has been the case.



We have had some very interesting cases of boys who have done right well. They have come a good ways but they are so determined to make good in aircraft they hew themselves out a place.

Mr. OSMERS. And those are the men who will stay there.

Mr. MARTIN. They will stay; yes, sir.

Mr. OSMERS. Because they are essentially aircraft men and not farmers or agricultural workers temporarily working in an airplane factory.

Mr. MARTIN. That migration is exceedingly helpful and healthy, and they wouldn't leave when the war is over because they belong. The man who doesn't quite fit, whom we employ in an emergency, is the first one to be let out, and he is the fellow who doesn't belong any how. He goes back to his farm or to the foundry, or to the garage or some place. He takes a cut in what he is earning and goes back to his old job.

Mr. OSMERS. I am sure you know, as everyone does, that this defense program has torn out a lot of roots all over the country. We have built trailers by the thousands and people are traveling all over the country, and the numbers are starting to approach millions traveling around to the various construction camps and moving from one place to another. One of the main purposes of this committee is to endeavor to find some answer to the problems that will come after the war, so that we may be able to get back to a normal economy with as little disturbance as possible. There is going to be a lot of disturbance, but I said "with as little disturbance as possible."

#### FORESEES RELIEF FROM OVERCROWDING

Mr. MARTIN. There are a number of our workers who are living as many as four families in a house. When the war is over, there will only be one family in that house. We don't think they should stay four deep. We think they should be properly accommodated, because uncomfortable home conditions break down a man's efficiency at the plant. But nevertheless, if the man chooses to double up or quadruple up—and there are such cases that we know of—that is really his affair. But as soon as the pressure is lifted and people are left out and begin to vacate homes, there will be a thinning out of these double and triple and quadruple families.

Mr. OSMERS. That presumes that a number of people would leave the area.

Mr. MARTIN. Yes, sir; going back to the farm or going into their little villages and scattering out. And I hope the hundreds of small businesses will survive until they get their men back.

They haven't complained to us a great deal, but we have had owners of small businesses who have had their employees taken away from them. They are now looking for men, but they can't pay the wages that we pay and still live because their income is fixed.

#### MORTALITY OF FIXED-PRICE BUSINESS

Now, that to my mind is one of the most serious problems we have: The mortality among the small-business people whose prices are fixed, but whose labor costs are pushed up underneath them.

Mr. OSMERS. The chances are that the capital structure of some of the small businesses will not permit them to carry on through a long emergency, and even if they should hang on "by the skin of their teeth," as people say, they would not be able or in condition to start with a large pay roll at the end of the emergency.

Mr. MARTIN. It is a problem, and you are quite right; but that is the potential labor market for these people when we let them out.

Mr. OSMERS. You see, we have an unusual situation here. When we started this effort we had 10,000,000 people unemployed in peacetime and, in fact, a lot of people were not even talking about the depression any more. We had 10,000,000 people unemployed. Now, we are moving into a priority in employment, almost, where we will probably reach what can be called full employment by the turn of the year, or reasonably full employment, with nearly every employable busy.

Mr. MARTIN. I wish to point out there does not appear to be a limit to employment except in some of the highly skilled trades. In the past 10 or 15 years we have not had apprentices on tool making and in certain skilled machine jobs. There is a vast number of men looking forward to those jobs, men who are good citizens; but they haven't had an opportunity to learn the more skilled operations.

#### RESPONSE TO ADVERTISING FOR MEN

Now, I want to go a little further and say that there have been occasions when certain publicity that came out from our company indicated that we were doubling our employment beginning, say, Monday. We have had to have guards take care of the cue that would be out there a long distance. We have had from 3,500 to 5,000 people applying for work in 1 day because of something that appeared in the papers.

Mr. OSMERS. That must be an important department in its own with you—taking care of the applications.

Mr. MARTIN. It is. In all our contacts with the newspapers we try to have them be careful not to say something that indicates we are putting on a fresh supply, because that always brings a fresh group of men, spending their money and time to come out to the plant, standing in line and looking for work.

Mr. OSMERS. We have been studying this problem for nearly a year and a half, and one of the salient awakenings that has come to me has been the absolute failure of the American free public school system to prepare young men and women to serve an industrial nation.

Mr. MARTIN. That is right.

#### LACK OF PROPER TRAINING IN SCHOOLS

Mr. OSMERS. I am speaking about the high-school graduate. The American high-school graduate comes out of school and is not prepared to take his or her place in the life of the country. If he wants to become a secretary or stenographer he must take a secretarial or stenographic school course; if he wants to work in your plant he has got to go to a vocational school. At the moment the

Government is providing that training. It is a kind of makeshift, hurry-up program.

Would you care to comment on the general educational system in the United States?

Mr. MARTIN. I would like to make a few remarks on the subject. We are interested in boys and girls who are coming up in life, and we have been interested in that line that forms every day. We study that line to determine the class of citizens that is in the line.

That line, in the past 15 years, has improved tremendously as to the character of the citizen, but it has always an increased number of men who are not fitted for work of any kind. They wear cleaner shirts than they used to wear; they are better citizens; but not over 10 percent of the people who are in the line really know how to work, so there is no question but what the entire school system of the whole United States has fallen down on the type of training that a man ought to have to go out in life.

That is my opinion.

Mr. OSMERS. I am glad to hear you point that out. I know something about that myself. I live in the suburban area of New York City, and about the only employment that our high-school graduates are fitted for is some—I might call it clerkship—that may be offered in boom times. But when competition arises they are unfitted for anything.

#### LABOR CONDITIONS IN OMAHA

Now, you are building a plant in Omaha?

Mr. MARTIN. Yes, sir.

Mr. OSMERS. Do you anticipate difficulty in obtaining labor there?

Mr. MARTIN. No.

Mr. OSMERS. Are you going to send men from this plant to Omaha?

Mr. MARTIN. We will have to send a small skeleton organization of experienced personnel. For every man we send from Baltimore we can hire from 35 to 40 men locally.

Mr. OSMERS. In Nebraska?

Mr. MARTIN. Yes.

Mr. OSMERS. There was a little discussion here, I believe, between Mr. Perkins and Congressman Sparkman, about the decentralization of industry. I have a contrary opinion with respect to that. It has been my impression that the program has gone ahead faster and better with less up-set, where they gave out the contracts along existing industrial lines.

Mr. MARTIN. We have had a number of applications for employment in the Nebraska plant. Some of these applications have come from boys who are now working outside of Nebraska and who would like to go back to Nebraska, and we can furnish those men employment at Omaha.

#### LABOR SUPPLY IN WESTERN AREA

From the applications received for the Omaha plant, we do not anticipate a lot of difficulty in manning the plant. It will be done gradually—so many a day—and it will grow, and the adjustment, I think, will come along without any particular disturbance.

Mr. OSMERS. What do you anticipate will be your peak employment at the Omaha plant? Have you estimated that yet?

Mr. MARTIN. It wouldn't be over 10,000 people, I believe.

Mr. OSMERS. There are other aircraft plants in that area, are there not?

Mr. MARTIN. At Lincoln, Nebr., there is an aircraft plant.

Mr. OSMERS. And Wichita, Kans.?

Mr. MARTIN. That is south of us, and we won't draw the Wichita labor.

Mr. OSMERS. Do they have any difficulty at Wichita?

Mr. MARTIN. I don't believe they have, sir.

I might point out that some of the companies which appear to have had difficulty, in our opinion, have not had the correct labor policy or correct management policy, and this has made it a little more difficult for them to work out their employment problem. Other companies have had a better labor-management policy and consequently have had little difficulty.

Mr. OSMERS. Of course, you have had a longer history in the aircraft industry than most manufacturers. Today a firm 10 years old is sort of an old-timer at the business.

Mr. MARTIN. We began building airplanes in 1908, so we are not a youngster.

Mr. OSMERS. Well, they built me in 1907, so I am 1 year older than your first airplane.

#### SHIFT TO PEACETIME ECONOMY

In your opinion, Mr. Martin—and this is my last question, Mr. Chairman—what do you feel the Government can do, if you care to express yourself, to establish a shift from a wartime economy back to a peacetime economy?

Mr. MARTIN. They should have a survey today of all of the non-essential industries that are not now engaged in defense production, and be prepared to lend aid to the readjustment of the companies that are practically out of business at the present time.

The normal businesses in peacetime should be rehabilitated and thus start business flowing again. Some of these companies will need liberal loan arrangements and assistance in order that they can begin to do business again. They have lost their men and they have lost their trade to the industries engaged in war.

Now, when we are through with this, these men should go back to the little companies they have left and those little companies should be in a position to employ them again and begin to turn out their normal peacetime products.

I think that is a very important thing.

#### FEDERAL AID FOR NONDEFENSE BUSINESS

Mr. ROBERTS. And they should be helped to finance themselves by the Government, as the Government is helping the defense industries to finance themselves. Perhaps there should be some means of financing the resumption of their activities after the war is over.

Mr. MARTIN. I think it is the Government's responsibility to work out the financial program for the small, nonessential company.

Mr. OSMERS. Taking both of your remarks together, you would say, first, an industrial survey; and second, the development of a Government financing plan to aid these companies that are going to be hurt by the war, to get back on their feet after the war?

Mr. ROBERTS. That is right.

Mr. MARTIN. That is right.

Mr. OSMERS. I think there is a great deal in such a proposal. Thank you very much, Mr. Martin.

## PLANS FOR OPERATIONS IN OMAHA

The CHAIRMAN. Mr. Curtis.

Mr. CURTIS. Mr. Martin, as one Nebraskan, I want to express my gratitude for your decision to locate your plant in Omaha.

I hope you will always find it both profitable and pleasant.

When do you anticipate it will open up there?

Mr. MARTIN. November 1, we will open the Omaha plant, sir.

The CHAIRMAN. And I believe you will see the Congressman there at that time.

Mr. CURTIS. That is not quite my district, but you are getting in some very fine territory. I think a lot of your troubles and tribulations will be over when you get to Nebraska.

Mr. MARTIN. Might I ask the Congressman if there are some new troubles that I don't know about in Nebraska?

Mr. OSMERS. You must always remember it is the Dust Bowl, and your plant may not be there the next day.

Mr. CURTIS. That is not true now; it has been raining since about the 7th of January.

Will there be a training school at Omaha?

Mr. MARTIN. In-plant training and cooperation with the existing schools in Omaha and Lincoln, whose representatives have already been to Baltimore. They understand our problems and they are preparing their schooling so it will relate to our needs.

I believe we are going to enjoy the relations with the training program in Omaha.

Mr. CURTIS. The training school at Lincoln has sent you some boys, has it not?

Mr. MARTIN. Yes; there have been some coming in from Lincoln. Some of those will go back home when the plant is ready for them.

Mr. CURTIS. Now, are you referring to another private school in Omaha—a private trade school?

Mr. MARTIN. No; the public-school system.

Mr. CURTIS. But the Lincoln School is a private school?

Mr. MARTIN. Yes; the Lincoln School is a private school.

Mr. CURTIS. The Lincoln School of Aviation, I believe, or something of that sort?

Mr. MARTIN. Yes, sir; that is right.

Mr. CURTIS. And they train these boys in sheet-metal work and a great many other things.

Mr. MARTIN. That is right, sir.

Mr. CURTIS. And you will cooperate with those agencies, and the balance of your training will be within the industry, among your own employees?



Mr. MARTIN. In-plant; yes.

Mr. CURTIS. Will this factory be so constructed that it can be used for the production of peacetime aircraft?

Mr. MARTIN. 60 percent of the production of the Omaha plant will be done by subcontract; the other 40 percent will be done in the plant.

Mr. CURTIS. I think that is all.

#### JOB OPERATIONS SIMPLIFIED

Mr. OSMERS. Mr. Chairman, there is just one question about the future of the aircraft industry I would like to put to Mr. Martin.

Do you feel that the requirements of aircraft manufacturers are going to be for more skills as we go along or for fewer skills? I noticed in your statement, I believe, that you are employing a great many in simplified steps.

Mr. MARTIN. We have increased the volume or increased quantities of a given type, so there will be a larger percentage of less-skilled men employed.

Mr. OSMERS. And that will probably progress as the industry grows older?

Mr. MARTIN. Yes, sir.

Mr. OSMERS. I notice in the manufacture of motors that there seems to be a great deal of room for that kind of improvement.

Mr. MARTIN. Yes, sir; there can be. As we really get into mass production for commercial needs after the war, there will be a still further simplification of operations, so that the average man can more quickly carry his load without so much training.

Mr. OSMERS. I am sure from what you said before that you see as bright a future for the aircraft industry as I do. It is not one of the industries that I am worrying about.

Mr. MARTIN. No; there is really a boom in aeronautics without any consideration of the war. The world use of aircraft when the war is over will be rather large. It is going to be a really tremendous business.

Mr. OSMERS. I don't think it will take 10 years either, for the peacetime aircraft industry to employ every man it will be employing for defense and more besides.

Mr. MARTIN. I have made the statement and I believe within 10 years our normal business will utilize all of the present emergency plant expansion that is taking place.

Mr. OSMERS. I don't think it will take 10 years.

That is all, Mr. Chairman.

#### LABOR PIRATING IN AIRCRAFT

The CHAIRMAN. I just want to ask you one question, Mr. Martin: Have you had any difficulty with other aircraft plants, or any other industry, trying to take your employees away from you?

Mr. MARTIN. Not in recent times. There have been occasions when certain specialized men were needed, and a competitor, to accomplish a quick growth, would let it be known that he would use 50 or 100 of a certain type of workmen out of our plant and would get some of them.

The CHAIRMAN. But it is not a pressing problem?

Mr. MARTIN. No, sir.

The CHAIRMAN. We thank you very much, Mr. Martin.

Now, Mr. Moderator.

Mr. POUDEK, Mr. French, of our industrial bureau, is our witness on housing and traffic.

The CHAIRMAN. Mr. French, I wonder if you could just give us the high lights of the information which you want to contribute. We have your paper and it will be made a part of the record.

(The paper referred to above is as follows:)

STATEMENT BY H. FINDLAY FRENCH, DIRECTOR, INDUSTRIAL BUREAU,  
BALTIMORE ASSOCIATION OF COMMERCE, BALTIMORE, MD.

There are two industrial areas in the Baltimore district where manufacturing for national defense is already being impeded by grave traffic congestion at peak periods which congestion will grow to intolerable proportions within the next 6 months unless improvements, many of which are already planned, are promptly begun.

The first and largest area is the eastern Baltimore industrial district, which includes the plants of the Glenn L. Martin Co., now employing 20,000 workers in aircraft construction, and the Bethlehem Steel Co. and the Bethlehem-Sparrows Point Shipyard, now employing between 25,000 and 30,000 workers in the production of steel and ships. Major expansions of the Martin Co. plant are now under construction, which, when completed and in full operation, will require 22,000 additional workers. A number of other large defense industries are also located in this district.

The second industrial-defense area where traffic congestion is acute is the Curtis Bay-Fairfield district, where the Maryland Drydock Co. and the Bethlehem-Fairfield Shipyard will shortly be employing from 12,000 to 20,000 workers in the construction of ships, etc. Other important defense industries are also located in this area.

FUNDS FOR ACCESS ROADS EXPECTED

The traffic situation in these two areas has been the subject of much study, not only by Government and State agencies, but also by the industries, and the business and civic groups primarily affected. The Public Roads Administration of the Federal Government and Maryland State Roads Commission have prepared plans to remedy most of the major needs of this situation, and it is expected that Congress is now on the point of passing legislation which will provide funds for defense access roads on a national basis to permit sufficient sums to be allocated to the Baltimore industrial area to insure the needed facilities.

Aside from what can be done locally toward improved traffic controls in these congested districts, the sole, immediate question is whether Congress will appropriate adequate funds, and how soon the required improvements can be completed. There has already been a 5 months' delay before bills providing for access defense roads reached Congress, so that necessity for prompt action is doubly important.

BALTIMORE HOUSING

As of July 1, 1941, there were approximately 300,000 dwelling units in the Baltimore metropolitan area (U. S. Census count, April 1940, 289,379) and a population of approximately 1,050,000 persons. While the area from which workers of Baltimore industries are daily drawn is somewhat different in its physical outline from that of the metropolitan area, nevertheless, a reduction of 5 percent in the metropolitan figures, as stated above, would place them on an approximate industrial area basis.

The latest Government housing survey covering the Baltimore metropolitan area was made by the United States Census as of April 1940, which showed 12,401 vacant dwelling units for sale or rent in the Baltimore metropolitan district, 8,531 of these units being located within the corporate limits of Baltimore city.

Of the remaining 3,870 vacant dwelling units in the metropolitan district, over 2,000 were located well within the industrial area of Baltimore.

The latest comprehensive survey of Baltimore housing was made by the Real Estate Board of Baltimore as of September 1, 1940. This survey, the basic data for which were secured through the cooperation of the local Post Office Department, shows a total of 7,864 vacant dwelling units (including units under construction) out of a total 241,885 housing units covered by this survey, which was necessarily confined to the various districts served by postal employees assigned to the Baltimore post office.

Based on these two recent surveys and making allowance for vacant units unsuitable for occupancy, it would seem certain that during the year 1940 there were somewhere between 7,000 and 10,000 dwelling units available for occupancy in the Baltimore industrial area, or a vacancy ratio of not much less than 2½ percent and not much more than 3 percent of the total number of units in the area.

#### BUILDING ACCELERATED

The building of homes and, to a much less degree, apartment units has been particularly active during 1940 and the first 6 months of 1941. During 1940 there were permits issued for 2,839 housing units in Baltimore City and, while the final figures are not yet available, similar figures for the first 6 months of 1941 will amount to approximately 2,000 units, making a total of approximately 5,000 new housing units for this 18-month period, all within the Baltimore City limits.

Permit figures for Baltimore County, covering territory well within Baltimore's industrial area, show house building activities substantially equal, last year, to the amount of house building within the limits of Baltimore City during the same period, and, for the first 6 months of 1941, the permits for house building in Baltimore County are expected to exceed those within the city.

#### DEFENSE HOUSING ACTIVITIES

In addition to private building operations, <sup>DO</sup> defense housing activities by the Federal Works Agency has provided 700 housing units through the purchase of same from United States Housing Administration and is now building 300 additional units at the same location. Two other projects, one for 750 and the second for 250 housing units were approved by Public Buildings Administration on February 3, 1941, but it is not definitely known when such construction will be begun. The Farm Security Administration has also furnished 300 trailers and is providing emergency barracks adjacent to the Glenn L. Martin plant No. 2, all of which will be shortly in operation. The Public Buildings Administration is also constructing 85 housing units in connection with the quartermaster depot at Camp Holabird. At least one other public housing project for 500 homes is definitely planned for Negro defense workers.

Aside from housing needs for defense workers in the immediate vicinity of the Glenn L. Martin Co. plant and the need for housing in the reasonably near vicinity of the Fairfield-Curtis Bay district, where greatly enlarged ship-building operations are in process of accomplishment, it does not appear, under the present program, that any large amount of Federal emergency housing, elsewhere in the Baltimore industrial area, will be required.

#### SHORTAGE OF FURNISHED APARTMENTS

At the present time, the housing situation in Baltimore and its environs is reasonably ample, the principal shortage being in the continuing lack of low-priced, furnished apartments for rent.

As an indication that the present general situation, in regard to housing, is holding up well, it may be cited that in a very recent Sunday edition of one of Baltimore's daily papers, advertisements appeared offering 285 separate unfurnished apartments, 93 furnished apartments, and 130 furnished rooms. In the same newspaper, 767 houses were offered for sale, in addition to advertisements covering 34 group developments, in most of which a very substantial number of houses were available. The above figures exclude offerings in the higher-priced districts, both from the standpoint of houses and apartments.

To assist defense workers to secure housing accommodations, the Baltimore Association of Commerce, at the request of the Maryland Council of Defense, has set up at its Tourist Information Bureau, 20 West Franklin Street, a Homes Registration Office, which maintains a central file of information on available

vacant houses, apartments, and rooms. Up to the present time, its normal amount of listings has been more than sufficient to take care of the demand, but later on, if and when the pressure to find accommodations becomes much more active, as seems likely, then this bureau is prepared to make a public campaign to obtain additional listings. It is believed certain that such a campaign will produce a very substantial increase in available units, particularly a large number of furnished rooms which heretofore have not been placed upon the market.

#### YEAR'S IN-MIGRATION FORTY TO SEVENTY-FIVE THOUSAND

No close approximation can now be made as to the total number of new out-of-town defense workers who must be provided for at the peak. Apparently, the probable minimum number of new workers in defense industries will amount to 40,000 persons and the probable maximum, certainly within the next year, is not apt to exceed 75,000 persons. Such figures, however, do not indicate a corresponding demand for housing accommodations for a large percentage of these workers now live within the Baltimore industrial area and are now employed on nondefense jobs, or are in training here for the new defense jobs.

All things considered, the requirements from the outside may amount to from 15,000 to 25,000 workers within the next year to 18 months. Assuming a continuation of the present rate of building, and a public campaign directed to obtain furnished-room accommodations, it seems reasonable to assume that these new workers from the outside can be accommodated without serious difficulties which cannot be overcome.

While the figure of 25,000 new out-of-town defense workers looks large, it should be borne in mind that the Baltimore industrial area now houses 1,000,000 persons and that the relative problem is no greater in ratio than if an area housing 100,000 persons were required to take on 2,500 new defense workers. It also must not be overlooked that the Army, Navy, and other branches of Government service have taken away from Baltimore many thousands who normally would be living here.

Under the circumstances, as outlined, it would seem highly desirable that a new survey covering the number of available vacancies be made within the next 90 days. If such survey covers house and apartment vacancies, in line with similar surveys in recent years, it can be arranged for provided the Post Office Department is in a position to offer the same cooperation it has extended in the past. If, however, an attempt is also made to secure data as to the total number of rooms available for rent, then a large number of efficiently managed workers will be required to produce prompt results, sufficiently accurate to be useful.

#### CONCLUSION

The present housing situation in the Baltimore industrial area is reasonably satisfactory although additional housing is needed in the immediate neighborhood of the Glenn L. Martin Co. plant and also in the vicinity of the Fairfield-Curtis Bay shipbuilding area. Some of this housing is already in the course of being provided for. Considering the Baltimore area as a whole, the vacancy ratio is sufficient to provide a fair range of choice. However, the new defense workers, shortly to be employed, make it necessary that changes in the situation be carefully watched at all times, and any substantial stepping up of employment beyond the program now contemplated will be apt to require a similar stepping up of the building of new housing units, over and above the present excellent rate of progress. A factual survey of the vacancy situation should be made within the next 90 days, and subsequent surveys should be carried out as may be later indicated.

#### TESTIMONY OF FINDLAY FRENCH

Mr. FRENCH. I think there is no use discussing the traffic problem, because this bill referred to earlier apparently is scheduled to come up. We hope for its passage around the middle of the month. We hope very much that the money will be appropriated. Of course, that has been delayed and holds up the situation.

I am not going into the housing question. My paper covers it fairly fully. But I want to point out that while it is tight, it is not as tight as it has been in previous times.

The last report, September of last year, shows vacancies were about 2.4 percent. Back in 1921 the vacancy rate was 1.75, and back in 1918, in the last war, it was 1.5.

We have conducted vacancy surveys for a great number of years. I think the situation is one that can be taken care of.

There is that area of Mr. Martin's down there that needs attention. In connection with Mr. Cort's problem at Fairfield, I understand building is going forward rapidly; and if the present rate of building, which is 10,000 houses in the last 18 months, keeps up, and we keep at it over here the way we are trying to, it looks as though we will work out.

It doesn't mean there won't be a lot of headaches. There are always headaches in getting houses. But I think we can get through from the standpoint of the emergency, and I think our situation under these emergency circumstances is quite good.

Mr. CHAIRMAN. Mr. Moderator?

Mr. POWDER. That completes our panel.

The CHAIRMAN. I want to express, on behalf of the committee, our sincere thanks for this very valuable contribution.

Your statements are going to be very helpful to us, and we appreciate them very much.

Our next witness is Mr. Cramer.

#### TESTIMONY OF DANA HUGH CRAMER, FORT HOWARD, MD.

The CHAIRMAN. Mr. Cramer, Congressman Arnold will interrogate you.

Mr. ARNOLD. Mr. Cramer, will you state your name and address and occupation to the reporter?

Mr. CRAMER. Dana Hugh Cramer, Fort Howard, Md.

Mr. ARNOLD. And your occupation?

Mr. CRAMER. Ship carpenter, Bethlehem Steel, up in the Bethlehem yard in Baltimore.

Mr. ARNOLD. And these are your children, Mr. Cramer?

Mr. CRAMER. Yes, sir; two of the oldest.

Mr. ARNOLD. What ages are your children?

Mr. CRAMER. The oldest child here will be 10 years old the 29th of December.

Mr. ARNOLD. And your youngest?

Mr. CRAMER. She was born February 1940. She is dead now. The youngest child was 10 months old.

Mr. ARNOLD. You have six children living?

Mr. CRAMER. Yes, sir.

Mr. ARNOLD. Will you describe the house you occupy in Fort Howard?

Mr. CRAMER. Yes, sir. It is a 4-room house. Two rooms down and two rooms up. Got a flat roof on it and it has no running water in it or anything like that. Have to carry our water—I will say, 100 yards from the well, where we get our water.

Mr. ARNOLD. Any toilet or bath?

Mr. CRAMER. There is a toilet outside—no inside toilet or bath.



Mr. ARNOLD. What rent do you pay for that?

Mr. CRAMER. \$20 a month.

Mr. ARNOLD. Is there a yard for the children to play in?

Mr. CRAMER. Yes, sir; there is a yard with a fence around it.

Mr. ARNOLD. What kind of a house did you live in back in Preston County, W. Va.?

Mr. CRAMER. I lived in my own house. A 6-room house. I built it myself. Had 4 acres of ground with it.

I started to build me a home and due to the conditions of work, I lost my job that I worked on for 14 years, and it put me on W. P. A. I just started the house when I got put off my general work and that kind of handicapped me, and I, therefore, couldn't finish the house to any advantage, and I just kept going in debt and in debt to live. My brother has been working at Fort Howard for Glenn L. Martin—it will be 2 years this August.

He told me that conditions were good here, due to the work, and things were picking up, and for me to come down here.

He was up at our home Christmas during the holidays. I came down with him here the 14th of January and I located a job up on the Key Highway at the Bethlehem Steel.

Mr. ARNOLD. Mr. Cramer, what is your salary?

Mr. CRAMER. I make 82 cents an hour and we get 5-percent bonus on that and time and a half overtime.

Mr. ARNOLD. And you make how much on the average?

Mr. CRAMER. The last couple of months I just can't recall the days it was. We started on our 11-hour days some time ago and there are 3 hours of overtime each day. The 3 hours that are overtime we get time and a half for, which amounts to \$53 a week and some-odd cents over.

Mr. ARNOLD. You have no complaint about the salary?

Mr. CRAMER. Not a bit in the world; if I could sleep in the daytime.

Mr. ARNOLD. But you would like to have a more adequate house?

Mr. CRAMER. I would; yes, sir.

Mr. ARNOLD. And you would be willing to pay more rent?

Mr. CRAMER. I am willing to pay more rent for better convenience.

Mr. OSMERS. How long does it take you to get to work?

Mr. CRAMER. From an hour and a half to two hours.

Mr. OSMERS. Each way?

Mr. CRAMER. Yes, sir.

Mr. OSMERS. How many miles is it?

Mr. CRAMER. Fifteen miles.

Mr. OSMERS. An hour and a half to two hours each way?

Mr. CRAMER. Yes, sir. Where we live at Fort Howard, I leave there at 4 o'clock of an evening and go to work at 6 in the shipyard and, due to the traffic jams and everything of that kind, the best we can do is an hour and forty-five minutes going in to work.

Mr. OSMERS. And how far do you say it is?

Mr. CRAMER. Fifteen miles by the speedometer on a '36 pick-up truck.

Mr. OSMERS. You and your family of eight are not the only occupants of that house at the present time, are you?

Mr. CRAMER. No, sir.

Mr. OSMERS. That 4-room house?

Mr. CRAMER. No, sir.

Mr. ARNOLD. Who else lives with you?

Mr. CRAMER. My brother. He came down without work and we took him in. He couldn't find a house anywhere. He is willing to get one if he can find one empty. We took him in on account of his getting a job to tide him along—until he can find a house.

Mr. ARNOLD. How many children does he and his wife have?

Mr. CRAMER. Two.

Mr. ARNOLD. Anyone else?

Mr. CRAMER. Yes; my mother.

Mr. ARNOLD. That makes 5 adults and 8 children in a 4-room house?

Mr. CRAMER. Yes, sir.

Mr. ARNOLD. Are those large rooms?

Mr. CRAMER. Well, they are not so large. They are maybe 12 by 15 or something like that—standard size rooms.

Mr. ARNOLD. Is your other brother working?

Mr. CRAMER. Yes; he works at the Owens Yacht Co., down there where they build those yachts, and then he got an application when he got his papers to come to Glenn Martin to go to work, where my other brother works, the same place he goes to work. Their work is the first shift there in the evening, starting to work at 6 o'clock.

Mr. ARNOLD. Have you saved any money or are you saving any money?

Mr. CRAMER. Well, I could save some money if it wouldn't be that I owed so much money back home that I pay out of the savings. I pay it on the debts to reduce the interest.

Mr. ARNOLD. After you lost your job back home that you had had for 13 years with the State road commission, then you found it necessary between 1938 and 1941 to be on the W. P. A.?

Mr. CRAMER. Yes, sir; I did.

Mr. ARNOLD. At an average of about \$17 a week, which put you behind?

Mr. CRAMER. Yes, sir; and it would be the aggravatingest work I ever had. You could get along with it—you could exist—but you had to go along without a lot of things you needed.

Mr. ARNOLD. Is Fort Howard much of a residential community?

Mr. CRAMER. Yes; pretty thickly settled.

Mr. ARNOLD. You can't get a better home in that town?

Mr. CRAMER. Well, it is not available right now.

Mr. ARNOLD. And Baltimore wouldn't be any better?

Mr. CRAMER. No; I would rather not live in the city.

Mr. ARNOLD. Have you or your family experienced any trouble in getting hospital care since coming to Baltimore?

Mr. CRAMER. Yes, sir; we have.

Mr. ARNOLD. For what reason?

Mr. CRAMER. Well, they said they was full up and had no room to take care of us and we come out of the State too—hadn't lived here long enough.

Mr. ARNOLD. You are expecting another arrival in the family in July?

Mr. CRAMER. Yes, sir.

Mr. ARNOLD. And your wife can't get assurance of hospitalization?

Mr. CRAMER. No; not in the hospital we were up to.

Mr. ARNOLD. Do you have the money to pay for it?

Mr. CRAMER. I have the money and everything ready to take care of her.

Mr. ARNOLD. Well, I should think that some hospital in Baltimore would be able to provide that hospitalization if you have the money to pay for it.

Mr. CRAMER. Well, that is what I thought but money don't seem to be no object.

Mr. ARNOLD. You mean they claim they have to take care of local people?

Mr. CRAMER. They are overloaded with patients. That was what they told me.

Mr. ARNOLD. Have to take care of the local load first?

Mr. CRAMER. Yes.

Mr. ARNOLD. Those who have been residents here longer—those who established their residences in Baltimore?

Mr. CRAMER. That was their excuse.

Mr. ARNOLD. How do you like it here?

Mr. CRAMER. I like it.

Mr. ARNOLD. How do the children like it?

Mr. CRAMER. They like it fine. I like Baltimore all right as long as I have work.

Mr. ARNOLD. You have a little trouble sleeping?

Mr. CRAMER. No trouble at all for me to sleep. I can sleep just as good in daytime as nighttime, but I don't get the proper amount of rest—the time to.

Mr. ARNOLD. I think that is all.

The CHAIRMAN. Mr. Curtis.

Mr. CURTIS. Are there quite a number of fellows you work with who have come from out of this State?

Mr. CRAMER. Yes, sir; quite a few of them.

Mr. CURTIS. Do most of the fellows feel that this is temporary work, and that they are trying to make their wages go as far as possible, either in paying back debts or in saving, or do they think that this employment and high wages will last?

Mr. CRAMER. No, sir; they don't have any idea of that at all, about the wages lasting.

Mr. CURTIS. It is more of a sober attitude than was the attitude in the last World War?

Mr. CRAMER. Yes, sir; everybody seems to be thinking that they are reaping a harvest.

Mr. CURTIS. Do you find that some of them are looking ahead and trying to make their plans to go back to their home communities when this is over? What do they feel about that when this work runs out?

Mr. CRAMER. Yes, sir; I have heard them make statements. My buddy, from Pennsylvania, owns his little home in Pennsylvania, but he is staying here. He said he figured when this national defense was over he wanted to have his home and have it paid for when it was over. That is what he was arranging, and I am figuring on finishing my home in West Virginia.

Mr. CURTIS. That is all.

The CHAIRMAN. How large is this house that you are living in?

Mr. CRAMER. Four rooms.

The CHAIRMAN. And how many people are living in it?

Mr. CRAMER. There are eight children and five adults.

The CHAIRMAN. Thirteen altogether?

Mr. CRAMER. That is what the total is—an odd number.

The CHAIRMAN. Are they large rooms?

Mr. CRAMER. About standard-size rooms. I would say they are about 12 by 15.

The CHAIRMAN. But you have no running water in the house?

Mr. CRAMER. No, sir; no running water. Have to carry it.

The CHAIRMAN. From a well?

Mr. CRAMER. Get it from a well—a pump. It is cool water, all right.

The CHAIRMAN. How many get their water at the pump?

Mr. CRAMER. Oh, I don't know. There must be 10 families use the same well.

The CHAIRMAN. Do you have a bath?

Mr. CRAMER. No; no bath; only the Bay right in the back yard.

The CHAIRMAN. What do you do, go out Saturday nights to the pump?

Mr. CRAMER. We bathe in the washtub or something like that. Just take what you call a semibath.

The CHAIRMAN. I understood you to say that you didn't really want a home in Baltimore. Is that your idea? You want to live in the country?

Mr. CRAMER. I don't like to live in the city. I wouldn't mind owning a house out in the outskirts. I like the country out there all right.

The CHAIRMAN. Did you look around very much before you picked this house?

Mr. CRAMER. I did. I looked at every opening that I saw and every time I saw an ad in the papers I followed it up and traced it down to see whether the house was empty or not. And another big difficulty with me in getting a house is the large family of children I have.

The CHAIRMAN. Do you find any people whom you applied to objecting on account of your large family?

Mr. CRAMER. Yes; I did.

The CHAIRMAN. It used to be quite an honor to have a large family. I guess we are getting away from the old-fashioned ideas.

Mr. CRAMER. That must be right. And when a lot of them said, "Too large a family," I wondered if they had ever been children themselves or not.

The CHAIRMAN. That was a long while ago for some of them, I guess.

Thank you very much, Mr. Cramer.

Our next witness is Mr. McCurdy.

#### TESTIMONY OF JOSEPH P. McCURDY, PRESIDENT, MARYLAND STATE AND DISTRICT OF COLUMBIA FEDERATION OF LABOR

The CHAIRMAN. Mr. McCurdy, Congressman Curtis will interrogate you.

Mr. CURTIS. Will you give your full name to the reporter?

Mr. McCURDY. Joseph P. McCurdy.

Mr. CURTIS. And whom do you represent here today?

Mr. McCURDY. I am president of the Maryland State and District of Columbia Federation of Labor.

Mr. CURTIS. What is your home address?

Mr. McCURDY. Baltimore, Md.

Mr. CURTIS. Do you have an office here?

Mr. McCURDY. 702 Emerson Tower Building.

Mr. CURTIS. How long have you been president of your organization?

Mr. McCURDY. Ten years.

Mr. CURTIS. Does that include the District of Columbia also?

Mr. McCURDY. Yes, sir.

Mr. CURTIS. Is that a full-time position?

Mr. McCURDY. No, sir.

Mr. CURTIS. What is your other work?

Mr. McCURDY. I am connected with the unemployment compensation board of the State of Maryland.

#### UNION HAS BROUGHT IN 15,000 SKILLED MEN

Mr. CURTIS. What efforts have the American Federation of Labor unions made to bring workers to Baltimore to help meet the defense labor needs?

Mr. McCURDY. Well, to my knowledge the Federation of Labor in this community has brought in approximately 15,000 skilled workers for use in defense industries.

I would say, in construction work, they were brought preparatory to the defense program, in the building of Army cantonments and housing and other projects.

Mr. CURTIS. Now, you say that your union has brought them in. Just briefly tell us how do you get word around and what is your system?

Mr. McCURDY. Well, the unions work for contractors and when the local unions are unable to supply the necessary help they contact the unions in other localities who have unemployed and they in turn send those unemployed to the communities where there is work.

Mr. CURTIS. About how many members do you have now employed in defense activities in the greater Baltimore area?

Mr. McCURDY. Well, that would all depend on what we term "defense industries." There would have to be some line of demarcation.

Mr. CURTIS. I will put it this way: In all industries, I will say.

Mr. McCURDY. I would say between 65,000 and 70,000 people.

Mr. CURTIS. Are any of your members suffering from lack of adequate housing?

Mr. McCURDY. No.

Mr. CURTIS. All of your members have a satisfactory place to live, you think?

Mr. McCURDY. Yes.

Mr. CURTIS. Do you have any suggestions as to why your people have been more fortunate in the housing situation than some of the other folks who have complained about it?

#### SAYS UNION FINDS HOUSES

Mr. McCURDY. Well, for instance, let us just take the Carpenters Union. The Carpenters Union has about 6,000 men. When all the



men in this locality are employed, they brought in approximately 2,000 carpenters from other sections. Now, 95 percent of those carpenters found no trouble finding rooming houses. The union itself looks around and makes reservations.

We have possibly about 2 percent of those men who slept in trailers that they brought along with them.

The same thing would apply to electrical workers. We had approximately 2,000 electrical workers, many of whom are now here. I was in contact with them this afternoon prior to coming here, and they informed me that they have had absolutely no trouble with the housing problems.

Mr. CURTIS. Is the raising of rents quite noticeable?

Mr. McCURDY. That would be very hard to give a factual answer on, because I have no definite information as to whether there has been any sizable increase in rents.

Mr. CURTIS. Have you received any complaints of Negro activities on the part of property owners?

Mr. McCURDY. Not from the unions—not from our union members—not from the people I represent.

Mr. CURTIS. Now, have you noticed any unemployment by reason of shortage of materials in nondefense industries or priority rulings?

Mr. McCURDY. Well, in the beginning there might have been a slight unemployment. For instance, at Camp Meade they had to wait for lumber and other materials. There may have been a little delay, but it hasn't been so noticeable.

Mr. CURTIS. Is it your view that there has been or has not been an excessive labor turn-over in defense industries in Baltimore?

Mr. McCURDY. Well, now, as I said a moment ago, in the highly skilled trades, trades such as electrical workers, carpenters, sheet-metal workers, steam fitters, plumbers, and so on, there have been approximately 10,000 or 15,000 migratory workers who have come into Maryland. Now, there have been instances where certain jobs have been completed and those men have gone off to other jobs located in other States, contact being made through the respective unions in those localities.

Mr. CURTIS. Mr. McCurdy, you have dealt for the main part with perhaps some of the better types or better trades and skilled workmen than, perhaps, many who have been seeking work; isn't that true?

Mr. McCURDY. Well, Congressman, those are the type of men that have been in demand in the defense industries—the skilled workers.

Mr. CURTIS. And they are somewhat accustomed to rush periods and areas where they need a lot of work and to adjust themselves and to be able to take care of themselves?

Mr. McCURDY. That is correct. I have been 30 years in the labor movement, and there has always been a certain percentage of migratory labor among the skilled workers, particularly on construction projects.

Mr. CURTIS. And they are accustomed to it, and they can adjust themselves far better than the individual who is not skilled?

Mr. McCURDY. That is right.

Mr. CURTIS. That is all.

The CHAIRMAN. Thank you very much, Mr. McCurdy.

The committee will stand adjourned until 9:30 tomorrow morning.

(Whereupon, at 4:20 p. m., the committee adjourned until 9:30 a. m. Wednesday, July 2, 1941.)

# NATIONAL DEFENSE MIGRATION

WEDNESDAY, JULY 2, 1941

MORNING SESSION

HOUSE OF REPRESENTATIVES,  
SELECT COMMITTEE INVESTIGATING  
NATIONAL DEFENSE MIGRATION,  
*Washington, D. C.*

The committee met in the Federal Courthouse, Baltimore, Md., at 9:30 a. m., pursuant to notice, Hon. John H. Tolan (chairman) presiding.

Present were: Representatives John H. Tolan (chairman) of California; Carl T. Curtis, of Nebraska; Frank C. Osmer, of New Jersey; and Laurence F. Arnold, of Illinois.

Also present: Dr. Robert K. Lamb, staff director; Mary Dublin, coordinator of hearings; John W. Abbott, chief field investigator; Eugene Hurley, field investigator; Josef Berger, associate editor; and Sylvia Braslow, field secretary.

The CHAIRMAN. The committee will please come to order.

Our first witness this morning will be Mr. Bealmear.

**TESTIMONY OF CLEVELAND R. BEALMEAR, CHAIRMAN, YEWELL W. DILLEHUNT, EXECUTIVE DIRECTOR, AND CHARLES LOOMIS, TECHNICAL DIRECTOR, HOUSING AUTHORITY OF BALTIMORE CITY, BALTIMORE, MD.**

The CHAIRMAN. Mr. Bealmear, will you give us your full name?

Mr. BEALMEAR. Cleveland R. Bealmear.

The CHAIRMAN. And you are appearing before the committee in what capacity?

Mr. BEALMEAR. I am chairman of the Housing Authority of Baltimore; I am also in the real-estate business.

The CHAIRMAN. Where do you reside?

Mr. BEALMEAR. 6 East Lexington Street.

The CHAIRMAN. And you have two gentlemen with you. Will you give us their names?

Mr. BEALMEAR. This gentleman is Mr. Charles Loomis and to his left is Mr. Yewell Dillehunt.

The CHAIRMAN. Mr. Arnold will interrogate you gentlemen.

Mr. ARNOLD. Mr. Bealmear, you have submitted a statement which the committee considers very fine indeed—one of the best thus far submitted.

(The statement referred to above is as follows:)

STATEMENT BY CLEVELAND R. BEALMEAR, CHAIRMAN, HOUSING  
AUTHORITY OF BALTIMORE, MD.

From all available data it now appears that Baltimore City, excluding the adjacent territory in Baltimore County and in Anne Arundel County, faces a shortage of houses available for employees in the national defense program of approximately 9,000 dwelling units. Including the counties, this shortage may be reduced to about 8,000 dwellings.

Expected demand by immigrant defense workers:

Workers.....	30,000
Commuters to District of Columbia.....	2,000
Total.....	32,000

At least 50 percent of these should represent household or family units to be cared for—16,000 dwellings.

In order to determine roughly the amount of potentially available vacancy for defense workers, we are dividing the city into three main districts based on suitable rent levels, reasonably decent living conditions, availability of community services, and fairly convenient locations. These districts are discussed in detail hereafter.

*Available at rents, condition, and locations suitable to workers in program*

From district A (central): 15 percent of vacancies (all others are below minimum decency).....	1,653
From district B (suburban): 15 percent of vacancies (all other rents too high or locations unsuitable).....	581
From district C (east and west): 100 percent of vacancies.....	1,586
Total.....	3,820
Assumed (approximately).....	4,000
United States (Federal Works Agency, etc.) housing program (about).....	3,000
Total.....	7,000
Demand.....	16,000
Less.....	7,000
Shortage.....	9,000

The data for the counties is not in the possession of the Authority so geographically broken down as to make assumptions possible.

However, total vacancies are—

Baltimore County.....	2,171
Anne Arundel County.....	4,143
Total.....	6,314

If we assume that 15 percent of these are available for defense workers on account of suitable rent, location, and condition, this would add 950 additional units available. Certainly we cannot count on more than 1,000 dwellings in the nearby parts of the counties.

Assuming that private interests can and will undertake true responsibility for doubling the dwelling capacity of 2,000 of the existing 8,000 vacant structures by alteration to multiple dwelling conditions, this would reduce the shortage to 6,000 units which is double the present Federal program of Government housing now proposed. The feasibility of this operation by private interests is dubious because of a first cost of \$2,000,000 at \$1,000 per structure and because of the present precarious condition of the building industry where material priorities and labor shortages are making even large-scale housing operations slow and expensive.

The program of the Baltimore Authority for low-rent housing cannot be considered as affecting the situation, as in dwelling unit count, the dwellings being built practically balance those demolished on the sites. Until all these new dwellings can be tenanted in the coming spring, the program will slightly aggravate existing conditions.

Three thousand three hundred and ninety-eight families were moved off the sites. The same sites improved will accommodate 3,509 families. The difference is only 111 family units.

Data available to this authority which may be relevant consists in—

1. A city-wide survey of dwellings by postal carriers for the Real Estate Board of Baltimore in August 1934.
2. A second postal survey under the same auspices in October 1940.
3. The United States census of 1940 in April 1940.

*Findings of survey in Baltimore by postal carriers in August 1934*

	Occupied	Total	Available vacant	Unfit for use	Percent of total vacant
Row houses.....	137, 423	144, 292	5, 624	1, 245	3.9
Detached 1-family houses.....	29, 624	30, 257	592	41	1.9
Altered, multiple and duplex.....	22, 164	23, 356	1, 174	18	5.0
Apartments.....	10, 516	12, 204	1, 678	10	13.7
Total.....	199, 727	210, 109	9, 068	1, 314	4.3

*Findings of survey in Baltimore by postal carriers in October 1940*

	Occupied	Vacant	Total	Percent vacant
1-family houses.....	152, 537	2, 845	155, 382	1.8
Apartment units (S. I. C.).....	81, 484	2, 967	84, 451	3.5
Total.....	234, 021	5, 812	239, 833	2.4
Under construction.....			2, 052	
Available.....			241, 885	

*Results of 3*

Total dwelling units.....	236, 975
Vacant, for sale or rent (3.7 percent).....	8, 768
Total.....	228, 207
Less not available vacant.....	396
Occupied.....	227, 811

These figures taken together show some interesting facts:

1. The vacancy rate in apartments and converted units is about double that in single-family dwellings.

2. That the net increase of dwellings from 1934 to October 1940 is only 29,724, or about 2.3 percent per annum. New construction is 2,052 but average annual demolitions are about 775 dwelling units.

3. That available vacancies have numerically decreased, period by period: August 1934, 9,068; April 1940, 8,768; October 1940, 5,812, or including new construction, 7,864.

Baltimore population changes from 1930 to 1940 are particularly interesting: Increase in total population, 11.6 percent; increase in private households, 21 percent.

The average number of persons per family has changed thus: 1930, 4.24 persons; 1940, 3.91 persons.

All of these things are normal to the city without any impact from the influx of defense workers which has occurred since the census taking.

It becomes evident from the above that there is a stabilized supply of available vacancies over a long period of years in face of a startling increase in families demanding dwellings. And, that if we take the present population of Baltimore—859,100—and assume an annual increase of 2.1 percent of families and a family size stabilized at 3.9 persons, we can expect about 4,500 new families per annum requiring individual dwellings of some sort, without reference to defense.

Even the best production of private builders can do little more than keep up with this demand alone, and they may be entering a building market prohibitively high with a great shortage of labor and materials.

Private industries' contributions to defense housing can be forecast at about 2,900 for the calendar year ahead.

This is based on the expectation of a total annual production of dwellings in all price classes of 12 times the monthly production to date—810 dwelling units, totaling 9,720 units. Of these, close examination of building department cost reports show that 43.7 percent fall in a builder's cost price of \$3,600 or less. This price would mean a total cost, including land and improvements, at or below \$4,800. An economic rent on this capital is derived as follows:

	Per annum
Amortize in 30 years.....	\$160
Taxes at about \$2 per C.....	96
Average annual interest on capital at 2 percent.....	72
Repairs and maintenance at 1 percent.....	36
Vacancy allowance at 1 percent of rent.....	5
Profit on investment at 1½ percent.....	72
<b>Total.....</b>	<b>441</b>
<b>Or per month.....</b>	<b>36.75</b>

This is certainly a ceiling for defense workers' rent charges.

Forty-three and seven tenths percent of 9,720 means that 4,247 dwelling units are within the rent range, but of these at least 1,400 must reasonably go to that same percent of the normal family increase, of 4,500 families, who can be expected to pay this rent, leaving a balance available of about 2,900 for defense workers if they are rentable.

It should be noted that probably 90 percent of all new dwellings are built for sale and not for rent and can only be rented under unusual conditions. Hence, defense workers may obtain the vacant quarters of those who move into new houses. The totals will remain the same.

In the face of these facts there is expected during the next year an increase of employees in defense industries conservatively estimated at 13,000 immigrating from outside the State. Seventeen thousand have already been imported.

Expected immigration.....	13,000
Accomplished immigration.....	17,000

Total new employees.....	30,000
Estimated new commuters to District of Columbia.....	2,000

Total..... 32,000

There is no sound data in hand as to balancing losses to other defense areas.

The geographic distribution of available dwellings for defense workers and the quantity thereof is based on the ward figures from the United States Census of 1940 as follows:

District A. Central wards containing a majority of substandard houses.

Wards 2, 3, 4, 5, 6, 7, 10, 11, 14, 17, 18, 19, 21, 22, 23:

Dwelling units.....	75,485
Vacant for rent.....	3,306
Percent vacant.....	4.38

District B. Suburban wards containing a majority of rental values over \$35 per month. Wards 9, 12, 13, 15, 27, 28:

Dwelling units.....	90,239
Vacant for rent.....	3,876
Percent vacant.....	4.3

District C. In-town wards containing a majority of standard dwellings at rents under \$35 per month. Wards 1, 8, 16, 20, 24, 25, 26:

Dwelling units.....	71,248
Vacant for rent.....	1,586
Percent vacant.....	2.23

District A lies roughly at the center of the city from North Avenue to the water front and from Fulton Avenue on the west to Chester Street on the east.

District B extends to the north and west roughly from North Avenue to the



city line and from the Frederick Road on the west to the Belair Road on the east.

District C is in two sections west and east lying between district B on the north and the water front on either side of district A and including or adjacent to nearly all the heavy industry in the city.

It should be emphasized that these ward divisions are too large and diversified to be accurate measures of availability and must, therefore, be discounted to a reasonable extent, as has been done above where 50 percent of vacancies in district A have been considered available, 15 percent of district B and 100 percent of district C. This is acknowledged to be inaccurate but is felt to reflect the truth very closely in general.

The general vacancy rate for Baltimore has decreased by half in 6 years; and this decrease in vacancy is more than double in low rent, decent houses, than in either slum dwellings or in dwellings at \$40 or more rent per month. For instance, wards 1 and 24, typical of good housing for workers, the vacancy rate of 1.1 percent vacancy means that homes are practically not available.

As all the figures are previous to defense immigration it is apparent that defense workers must force the lowest income group out of their rented homes to make way for renovations and improvements and a change of rent levels in what are now substandard homes at \$4 to \$7 a week to dwellings of reasonable decency at \$25 to \$35 a month. The occupants of substandard dwellings are inevitably going to be crowded and overcrowded, to the point of finding themselves on the sidewalk.

Region A contains 32 percent of all dwellings in the city with a vacancy rate of 4.4 percent.

Region B contains 38 percent of all dwellings with a vacancy rate of 4.3 percent.

Region C, suitable for defense workers, contains 30 percent of all dwellings with a vacancy of 2.2 percent.

The city as a whole has a vacancy rate of 3.7 percent as of April 1940 and there can be no reasonable doubt that this has either remained or decreased with the influx of industrial employees and those who serve them.

Any attempt to forecast the results of this situation are in the realm of more or less intelligent guesswork, but it would appear inevitable that with some 20,000 substandard dwelling units in Baltimore, the obvious potential increase in rents from \$20 to nearly \$40 a month would stimulate owners to modernize to some extent and, at no cost to themselves, at least have better structures in their possession. An average expenditure of \$1,000 would amortize in 20 years and pay 5 percent interest and upkeep at an additional rent of \$120 a year.

If this takes place, present dwellers in substandard housing will be forced out by rentals beyond their means, and a critical condition will arise in view of the fact that very low rental housing, particularly for Negroes, is available in only very inadequate supply. Even a wave of evictions, even rent strikes may well be the outcome of this condition within the next few months.

As to the possibility of conversion to workers' use of the higher valued suburban property by alteration to apartments and crowding the land, equities and tax valuations on such properties plus cost of such alteration would put rents above a reasonable bracket for industrial workers. If we add to this the distance from work, amusements, retail merchandising and other services, and the probable inadequacy in many cases of utilities, the hope of a substantial supply from this source seems remote.

It is the impression of this Authority that sudden increase of population with accompanying rise in rents inevitably hits the poorest people the most seriously, and that at all such times in the past the pressure for housing is always downward in the rent scale, never upward.

It is regretted that this statement cannot be more factual but it is given for what it is worth, the reaction by close observers of the Baltimore urban scene, to these conditions which are without precedent. During the last war the condition of substandard dwellings had not reached the wholesale dilapidation that exists today, nor had we been through a great depression with the resulting stoppage of normal construction replacement for a term of several years.

In the opinion of this Authority the housing situation in Baltimore is becoming acute with an actual shortage of any sort of shelter for the lowest income families perfectly apparent for the immediate future.

#### TESTIMONY OF CLEVELAND R. BEALMEAR—Resumed

Mr. ARNOLD. If you or your associates wish to make any further statement to enlarge upon what is included in your paper, the committee will be glad to have you do so.

Mr. BEALMEAR. I think the statement pretty well covers the matters that we were asked to report on. If you want to ask us any questions I am sure one of us will be glad to answer them.

Mr. ARNOLD. I shall ask the questions and then whoever wishes to answer may do so.

You say here that a shortage of at least 9,000 units is imminent and that private building cannot take care of the situation; that in your opinion the situation can only be met by expanding the public housing program.

Mr. BEALMEAR. In my opinion, it has to be done, either that way or by a subsidy to private industry, whereby money will be made available for the building of houses for investment. In other words, money at a low rate of interest.

#### HOUSES ARE BUILT TO BE SOLD

In Baltimore, and I guess this is true all over the country, the houses that are built are built mainly, you might say entirely, to sell, and when those houses are rented it is due only to the fact that the builder is unable to sell his houses and therefore, instead of carrying them at a loss, is willing to rent them.

I don't think the private builder, as we would term him, would be interested in building homes—that is, modest-priced homes—that would take care of this situation unless he had some inducement, such as cheap money, to do it.

Mr. ARNOLD. It is also true that the private builder cannot build and compete with the Government in low-cost housing, is it not? It is impossible for the private builder to do that even with cheap money?

Mr. BEALMEAR. Unless the money made available was very cheap.

The CHAIRMAN. Isn't it also true that large-scale cheap-house construction, after this emergency is over with, would leave the builder with a problem on his hands?

Mr. BEALMEAR. That is true if those employed now are not able to secure work after this thing is over.

Mr. ARNOLD. You anticipate that private building of low-rent houses will not expand because of labor and material shortages? Are private builders obstructing in any way the attempt to obtain public housing?

#### ATTITUDE OF PRIVATE BUILDERS

Mr. BEALMEAR. I don't think that private builders will go into the field of constructing low-rent housing unless there is some subsidy, or, as I stated before, a very low interest rate that would justify a builder over a term of years to build houses to rent. As a matter of fact, none of our builders during the period of time that I have been in the business—more than 30 years—has ever built row houses in quantities to rent. There is always more money in building houses to sell as homes and keeping money turning over all the time, rather than having that money locked up for a term of years as an investment.

Mr. ARNOLD. In some places, Mr. Bealmear, we have found that private builders object to the public-building program. Do you find that the case here in Baltimore?

Mr. BEALMEAR. We found that when we first started out, in cases of buying vacant ground and building houses on vacant ground. We

didn't find so much objection, although there was a little, but very little, to what we termed "slum clearance," where we tore down properties that had outlived their usefulness and improved them with slum-clearance houses.

In other words it is the same story in the real-estate business as in other lines of business: They didn't want to see the Government buying vacant land and becoming a competitor in building houses.

#### CONTACT WITH FEDERAL AGENCIES

Mr. ARNOLD. Has your authority had contact with the Federal agencies in Washington with reference to securing public housing in Baltimore?

Mr. BEALMEAR. Well, we already have a number of areas in Baltimore that are slum-clearance projects, and we are also handling the defense housing for the Government in Baltimore.

Mr. ARNOLD. Have you observed any lack of coordination of the Federal agencies at work in the housing field?

Mr. BEALMEAR. No; we have not.

Mr. ARNOLD. You haven't had any trouble in getting to the right man and getting what you wanted in the way of public housing?

You understand there are several different agencies building houses, and the testimony at Hartford and other places indicated that it was difficult to get anything done on account of the confusion. One agency would come in and make a survey, and go out, and they would never hear from them again; and then another agency would come in and make a survey, and they would think something was going to be done, and nothing would develop from that; and they had real difficulty in getting any type of housing. Have you run into that?

#### DELAY IN STARTING DEFENSE HOUSING

Mr. BEALMEAR. We have found the Federal agencies very cooperative, and that is especially true in what we term "slum clearance."

I personally have found that, because my first connection with the Housing Authority was as a supervisor in obtaining property for the building of these homes. I did find, however, that they would come over to Baltimore and whatever information they wanted—for instance, the appraisals and options obtained—they wanted at once. In other words, it had to be gotten together within 24 hours, and in some of those cases, after supplying the information, we did not hear from them for a number of months afterward.

We didn't find so much delay in what we termed "slum clearance," but we have found it, or at least I have found it, in reference to defense housing. There would be a delay after we furnished them with options and a survey and valuation of the property; there would be a delay before we would hear from them again.

Mr. ARNOLD. But you would say you haven't had so much difficulty in that regard as is indicated by the testimony taken at other places?

Mr. BEALMEAR. No; I don't think, in Baltimore, that we could say we have had the same amount of delay that has been testified to in other places.

## RENT INCREASES IN BALTIMORE

Mr. ARNOLD. Haven't rents increased in Baltimore among the low-rent groups?

Mr. BEALMEAR. They have; yes.

Mr. ARNOLD. Have you any idea of the percentage of that increase?

Mr. BEALMEAR. I don't believe I can answer that question in terms of percentage. I find that there are certain groups of people who are taking advantage of the demand by increasing their rents to a greater extent than the average real-estate broker or investor. The colored people here are paying for what they get, in my judgment, a greater increase than are the whites.

I should say that while in some cases there has been quite an increase by way of percentage, if you take the average you find that the increase over the city for both white and colored hasn't been anything like the increase for the colored.

Mr. ARNOLD. The increase has been in the cheapest type of housing and the lowest grades?

Mr. BEALMEAR. That is correct.

Mr. ARNOLD. Have you any information of evictions being made because of inability to pay rent?

Mr. BEALMEAR. Well, I don't think there have been very many real evictions, but of course in the low-rental group there is always a certain amount of eviction, a certain number of notices that have to be served from time to time to keep rents up to date.

Maybe you would like to hear Mr. Dillehunt on that question. He has just given me some information which I didn't have and which may be of interest to you.

Mr. ARNOLD. We would like to hear from him.

## TESTIMONY OF YEWELL W. DILLEHUNT

Mr. DILLEHUNT. In the low-rent operations in Baltimore we find recently, I will say particularly in the past month, wherever the owner of the property finds that his tenant is going to become a tenant in a low-rent, slum-clearance or defense project about to be occupied, he immediately serves him with an eviction notice.

Mr. ARNOLD. In Hartford the committee was told that many families are being broken up because of housing shortages, and especially large families. Their rents are raised for the purpose of getting rid of them and replacing them with families of smaller number. Is there any comparable situation in Baltimore?

Mr. DILLEHUNT. We have had no experience along that line, of breaking up families because of their size. We have had difficulty in getting large families into a unit, but once they are in we have had no difficulty.

Mr. ARNOLD. They don't raise the rents just to get rid of a large family?

Mr. DILLEHUNT. We have had no such experience.

Mr. BEALMEAR. That might come under the case histories of some charitable organization. I might be able to answer that question

from a real-estate standpoint: I haven't heard of any cases where people have been forced to move due to large families.

Mr. ARNOLD. What percentage of the total housing in Baltimore is substandard?

Mr. BEALMEAR. We have a survey on that. Mr. Loomis may be able to answer that.

### TESTIMONY OF CHARLES LOOMIS

Mr. LOOMIS. We would like very much to know. I mean, we can guess—and make fairly close guesses—but that is about the best we can do. It all depends on how you are going to define a substandard house. Measuring the substandard situation by the standards that we use, my general guess is that we would have, out of some 290,000 dwelling units, somewhere around 17 to 18 percent which would be rated as substandard. Most buildings in downtown Baltimore are used by more than one family, and they have changed the yardstick in the census report, which makes a comparison between 1930 and 1940 almost impossible.

Mr. ARNOLD. That is all.

### DEFENSE COORDINATOR'S RECOMMENDATIONS

Dr. LAMB. I have a statement here which was submitted to the committee by Mr. C. F. Palmer's office for release today.<sup>1</sup> You might like to look at it. I have one or two questions I would like to ask with respect to it. This covers the whole State, but the first two pages have to do with Baltimore.

You will notice that he says in the second paragraph [reading]:

In the most recent housing program for the Baltimore area the Coordinator of Defense Housing has recommended the provision of 12,200 additional dwellings to accommodate the families of defense workers, 300 dormitory units to accommodate single workers in the aircraft industry, and 325 trailers to accommodate the families of defense workers until the completion of a part of the permanent homes.

Of these 12,200 permanent dwellings the Coordinator has recommended that 9,000 be provided by private sources. It is recommended that these be provided at rentals of \$35 to \$50 per month or at equivalent purchase cost. A total of 3,000 dwelling units have been recommended for provision with Federal funds by the Federal Works Agency. The tentative and approximate rentals recommended for these units are from \$25 to \$35 per month.

Now, that means approximately 3,000 units for Federal Works Agency development, and leaves 9,000 for private development at \$35 to \$50 per month or at equivalent purchase cost. What would you estimate the "equivalent purchase cost" of those to be?

Mr. BEALMEAR. I don't think I could answer that question intelligently.

Dr. LAMB. The specified range of rentals is from \$35 to \$50. On that level can you base an estimate of the range of purchase price?

Mr. BEALMEAR. Do you mean the construction cost?

Dr. LAMB. No; the probable sales price.

<sup>1</sup> See Exhibit 19, p. 6253.



Mr. BEALMEAR. A rental of from \$35 to \$50?

Dr. LAMB. Yes; allowing the going rate of profit on a house of that size. Would it be, say, a \$5,000 house?

Mr. BEALMEAR. Of course, we have something in Baltimore that you have in very few places in this country, and that is a ground-rent system, by which the house is sold subject to a ground rent.

I should say the prevailing price of houses that would rent from \$20 to \$40 a month in the present market would be somewhere between four and five thousand dollars. Mr. Loomis seems to think that the rate per unit ought to be higher.

Dr. LAMB. Would it be nearer five or six thousand dollars, Mr. Loomis?

Mr. LOOMIS. You are asking me now on a high-rental basis. If you would ask me the average cost of houses renting for between 35 and 40—

Dr. LAMB. I am only giving the figures which Mr. Palmer gave in his statement, which are \$35 and \$50 per month rental.

Mr. BEALMEAR. What I am trying to explain is that in a period when rentals are high, your cost of producing would be equally high in proportion. You would have to increase your costs, due to the fact that the cost of construction is higher. I think you could put it in a range of from forty-five hundred to six thousand dollars.

Dr. LAMB. How many houses of the forty-five hundred to six thousand dollar class would you say were built in this area in the year ending January 1, 1941? Do you have any estimate?

Mr. BEALMEAR. We have the estimate of how many houses were built, but we would have to break that down to get that rental range.

#### GROUND RENT A FACTOR

Mr. LOOMIS. Our reports on that are not complete in the past with respect to capital value, on account of the fact you have to base it on an estimate of the land cost as well as the building cost. The building cost is something we can arrive at, but the land cost is based on a ground rental which is subject to varying conditions of capital value, and on that score it is hard to figure capital value. It is very hard to get that. My personal feeling is that we might build, in a calendar year, as many as 3,000.

Dr. LAMB. In this price range?

Mr. LOOMIS. No. I think we will do better than that. Probably on account of the immediate demand, the speculative prospect may lead a lot of people to overbuild in certain price ranges.

Mr. BEALMEAR. I think your question is as of the year 1940.

Dr. LAMB. I am trying to learn what the situation has been in the past, to get a basis of comparison for the future. At the bottom of page two of his statement, Mr. Palmer says:

Private construction in the area produced about 7,000 dwellings in all price classes during 1940.

Now, he is calling for 9,000 units in this restricted price class during 1941 and 1942. I think this presupposes building from the 1st of July 1941, to the 1st of July 1942, and I am concerned with how much of that stated need is likely to be provided for under the circumstances.

## CONSIDER PALMER'S PROGRAM UNLIKELY

Mr. BEALMEAR. I don't think there is any chance that private industry is going to be able to build 9,000 houses in the next calendar year in the price range that you mention.

My experience with the builders is that they are beginning now to stop, look, and listen on account of the cost of construction. In other words a lot of these houses that have been sold in that price range have been sold at a small profit, and it wouldn't take very much increase in labor and material costs, plus the delay in getting that material, to carry the cost of those houses beyond what they are selling such houses at today.

Dr. LAMB. That will make the rental situation that much worse, in a sense; will it not? Let us suppose you build a house which in normal times would cost, let us say, \$4,000. Now you have to pay five thousand for the construction. You have to rent that house, not only now, but well into the future. Owing to the high initial cost, you are going to have difficulty when prices of materials come back to normal and rents follow them; are you not?

Mr. BEALMEAR. That is correct.

Dr. LAMB. That is what you are up against?

Mr. BEALMEAR. That is right.

Dr. LAMB. Then as a result you are caught both ways. In an inflated market is it not true that people are much less likely to want to buy these houses, with the knowledge that later they will shrink in value? And on the other hand, is it not also true that your builder will be reluctant to build the house for rental purposes without the assurance that later he will be able to maintain his rents?

Mr. BEALMEAR. If you are speaking about the private builder, building for rental purposes, I think that is entirely out of the question. I don't think he would do so unless it was, as I stated before, a development by the Government. I don't think you will find a private builder who would attempt, in this very speculative market, to build houses at the cost today for the purpose of renting them, even with the high rents he could get due to the current demand. That demand may only last for 2 or 3 years; nobody knows just how long it is going to last, or whether it would last long enough for him to write off that additional cost due to the high cost of construction.

## NEW FEDERAL HOUSING ADMINISTRATION PLAN

Dr. LAMB. What about the amendment to title 6, under the F. H. A., which allows for 100 percent instead of 90 percent?

Mr. BEALMEAR. Well, even on the 90-percent basis a great many people have been able to buy homes with practically no down payment. You will find a lot of people will take a chance, saying, "Well, we have nothing to lose, and we can't rent a house, so we will buy this house." But what I am thinking about is what is going to happen when things start to readjust themselves. Are we going to have a repetition of the Home Owners' Loan proposition?

Dr. LAMB. Let us assume that 9,000 houses were built in this price class, under the F. H. A. arrangement, with this new adjustment to

allow for no down payment. The people would be largely from outside the area, having come in to take defense jobs. Then would not a problem arise afterward, in that the F. H. A. type of guaranty would be called in question all the way down the line?

Mr. BEALMEAR. That is right.

Dr. LAMB. And you might feel you were jeopardizing the whole system by any such forced draft at the present time?

Mr. BEALMEAR. Right.

Dr. LAMB. Then there would be the possibility that those people might have to have their commitments riveted around their necks in some way, in order to bail out the F. H. A. guaranteed institutions? Isn't that the danger?

Mr. BEALMEAR. That is the danger, yes.

Dr. LAMB. I think that pretty well covers the points raised in Mr. Palmer's paper that I wanted to cover.

The CHAIRMAN. The committee thanks you very much, gentlemen, for your valuable contribution to our record.

Our next witness is Major Hollandsworth.

**TESTIMONY OF MAJ. A. H. HOLLANDSWORTH, UNITED STATES ARMY, LABOR RELATIONS OFFICER, OFFICE OF THE CONSTRUCTING QUARTERMASTER, THIRD ZONE**

The CHAIRMAN. Major Hollandsworth, you have filed a statement, haven't you?

Major HOLLANDSWORTH. Yes, sir.

The CHAIRMAN. And I am sure it is going to be very valuable to us. (The statement referred to above is as follows:)

**STATEMENT BY MAJ. A. H. HOLLANDSWORTH, UNITED STATES ARMY, LABOR RELATIONS OFFICER, OFFICE OF THE CONSTRUCTING QUARTERMASTER, THIRD ZONE**

The effect of in-migration of workers into the Baltimore metropolitan area has passed insofar as this office is concerned. The peak of employment in this area was reached during the period January 15 to March 15, 1941, and since that time a continual reduction in the forces of workers has been in progress. The migratory workers laid off either left this area in search of employment elsewhere or were absorbed by other local defense projects, as there is no visible indication that any of these workers have been left stranded or unemployed in this area.

Projects under the control of this office effecting the Baltimore metropolitan area would include Fort George G. Meade, Edgewood Arsenal, Aberdeen Proving Grounds, Holabird Quartermaster Depot, and Curtis Bay Ordnance Depot. The Fort George G. Meade project is now virtually complete, and will not be a contributing factor to migratory workers from this time on, as the small amount of work yet to be done can easily be completed with local labor.

As the work on these projects was of a temporary nature the married workers who came into this area seeking work would not, as a rule, bring their families, so no increased burden was placed on schools or other civic facilities by the families of these workers.

The following is a summary of the employment figures covering all the above-mentioned defense projects in the Baltimore area under the control of this office:

**FORT GEORGE G. MEADE, MD.**

This project, at its peak in January, employed approximately 20,000 workers, 30 percent of which came from over 50 miles away from the project. Present employment, about 600 workers, mostly obtained from local unions. There is a possibility this number might be increased from 1,200 to 1,500 in the next few weeks.

## HOLABIRD QUARTERMASTER DEPOT

All the work done thus far at this site has been done with Government forces by hired labor. Total employment here is between 800 and 900, all of which have been secured through local employment agencies, mainly from civil-service rolls and the Maryland State Employment Service.

## ABERDEEN PROVING GROUNDS

At the peak of operation in March there were approximately 8,200 workers employed at this site. This has been gradually reduced until at present there are about 2,000 employed, 50 percent of which are considered to be migratory workers. Most of these live in the near vicinity of the job in the small towns and in some cases board in the surrounding country. The other 50 percent are believed to be local people who live in or near Baltimore. This project will be practically completed within the next 60 days.

## EDGEWOOD ARSENAL

This project employed about 8,400 workers during the peak period between January 15 to March 15, 1941, and has been gradually reduced since that time to its present force of about 3,400 workers. A large percentage of the present force are local people securing their employment through the local building-trades union.

## CURTIS BAY ORDNANCE DEPOT

At present only about 200 workers are employed at this depot on construction work. It is estimated that about 50 percent of these are local people. There are some migratory workers on this project that were transported in here by a local employment agent who furnishes the workers transportation and supplies board and lodging until he places them on a job. It is understood that he collects the worker's first week's salary for this service. It is believed that most of these workers are being obtained from the mountainous and rural sections of Tennessee.

## EMPLOYED FIFTEEN THOUSAND TO TWENTY THOUSAND MIGRATORY WORKERS

It is estimated that somewhere between 15,000 to 20,000 migratory workers were used on the foregoing projects during the peak periods of construction. During this period it is believed that approximately 50 percent of all the carpenters used on these projects were migratory workers. This was because of the scarcity of that craft in the Baltimore area.

Migratory workers in general are only used for a comparatively short period, usually from about 25 percent before the peak is reached until about 25 percent after the peak is reached, then apparently local workers get preference from the union because they are the older members.

Another factor in the migration of workers is the completion and decline of projects in certain areas and the expansion and beginning of new projects in other areas. Fort Dix, N. J., for instance, was finished early in the defense program, and surplus workers from that project drifted to other defense projects located in Pennsylvania and Maryland.

In summary, it might be stated that the number of migratory workers now employed on our defense projects in the Baltimore area are relatively few and will continue to get smaller in number in the future.

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(The following material was submitted with Major Hollandsworth's statement:)

## EXHIBIT A

CANTONMENT CAMP, ABERDEEN PROVING GROUND,

*March 21, 1941.*

CONSTRUCTING QUARTERMASTER, BALTIMORE, MD., AND VICINITY,

*Baltimore, Md.*

DEAR SIR: Regarding your letter dated March 17, 1941, we have a compilation of figures and data gathered from the constructing quartermaster (consisting of the working field force); Irwin & Leighton, general contractors; Albright & Friel, architect engineers; Riggs Distler and Ligon and Ligon, sub-

contractors; and in conformity with the request of the letter of March 12 from the Interstate Migration Investigating Committee, we herewith submit the following information in answer to the questions stated on page 2:

1. Workers employed at peak of operations, 7,809.
2. Applications made for employment on the project, 17,191.
3. Approximate number of applicants coming from more than 50 miles away from project, 10,655 (62 percent).
4. Percentage of workers migrating from similar construction projects, 67 percent; percentage moving on to similar projects—information not available.
5. Percentage of workers single men, 21; percentage of workers married men, 79.
6. Percentage of workers routed from State employment service, 3; from building construction unions, 57; 40 percent own initiative.
7. Percentage of applicants from rural or farm areas, 36.
8. Percentage of applicants between 18 and 25 years of age, 16.

Very truly yours,

IRWIN & LEIGHTON,  
By FRANK ROLLER,  
*Project Manager.*

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OFFICE OF CONSTRUCTING QUARTERMASTER,  
*Fort George G. Meade, Md., March 25, 1941.*

HON. JOHN H. TOLAN,  
*Chairman, Committee Investigating Migration,  
House of Representatives, Washington, D. C.*

SIR: In reply to your letter of March 12, 1941, we present the following report from this project, arrived at through an examination of one group of roughly 300 employees of each classification, and applying the percentage to the whole of that particular classification.

(1) Q. How many workers were employed at the peak of operations?—A. 18,900.

(2) Q. How many applications were made for employment on the recent or continuing construction project?—A. 47,600.

(3) Q. How many of the applicants came from more than 50 miles away from the construction project?—A. 30 percent.

(4) Q. Approximately what percentage of the construction workers had migrated from similar construction projects?—A. 15 percent.

Q. Approximately what percent do you estimate moved on to similar construction projects?—A. 30 percent.

(5) Q. What percentage of the construction workers were single men?—A. 37 percent.

Q. What percentage were married men?—A. 63 percent.

(6) Q. What percentage of the workers were routed from the State employment service?—A. 3 percent.

Q. What percentage of the workers were routed through the building-construction unions?—A. 18 percent.

Q. What percentage simply came on their own initiative?—A. 79 percent.

(7) Q. What percentage of the applicants were from rural or farm areas?—A. 38 percent.

(8) Q. What percentage of the applicants were between 17 and 25 years of age?—A. 26 percent.

Respectfully,

J. A. NOXON,  
*Major, Quartermaster Corps,  
Constructing Quartermaster.*

JULY 2, 1941.

(Note to Major Hollandsworth:) The present construction contractors (lump sum) will hire approximately 1,200 to 1,500 men (at peak) (present employment, 600).

C. MEYERS.

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EDGEWOOD ARSENAL, Md., *March 20, 1941.*

HON. JOHN H. TOLAN,  
*House of Representatives, Washington, D. C.*

DEAR CONGRESSMAN TOLAN: It is a pleasure to be able to assist you in your forthcoming investigation of the valued aspect of interstate migration of desti-



tute citizens by the computation of whatever figures we can supply as pertaining to the growth and make-up of our rolls of construction workers.

The figures, as furnished us by our contractors and including the construction projects at Edgewood Arsenal (chemical warfare manufacturing plant facilities, storage-magazine facilities, and group-housing and hospital areas), and at Aberdeen Proving Ground (ordnance facilities), are as follows:

1. At the peak of operation 8,380 workers were employed.
  2. Approximately 9,375 applications have been received from those desiring work.
  3. Approximately 2,200 or 23 percent of these applicants came from more than 50 miles from the project.
  4. About 32 percent of construction workers migrated from similar construction projects to these projects. About 20 percent have moved on to other similar projects.
  5. Forty-seven percent of the workers were married, 53 percent were single.
  6. Records indicate that 3 percent of the workers were sent here from the State Employment Service. Seventy-four percent were routed through the Building Construction Union. Twenty-three percent came on their own initiative.
  7. Seventeen percent of the applicants came from rural or farm areas.
  8. Twenty percent of the applicants were between 17 and 25 years of age.
- It is hoped that this information will prove helpful in your investigation.

With kind regards,

S. W. McILWAIN,  
*Lieutenant Colonel, Quartermaster Corps,  
Constructing Quartermaster, Baltimore, Md., and Vicinity.*

#### EXHIBIT B

(The following letter was received subsequent to the hearing and was made a part of the record, pertaining to testimony on p. 6060:)

UNITED STATES ARMY, THIRD ZONE,  
OFFICE OF THE CONSTRUCTING QUARTERMASTER,  
*July 8, 1941.*

HON. JOHN H. TOLAN,  
*House of Representatives, Washington, D. C.*

DEAR CONGRESSMAN TOLAN: Mr. Frank J. Bender, regional director, Maryland Congress of Industrial Organizations, during the course of his testimony at the hearings of the House committee investigating national-defense migration, held on July 2 in Baltimore [submitted a paper in which he] made the following statement:

"A Congress of Industrial Organizations carpenter working for Lloyd E. Mitchell, Inc., the electrical plumbing and heating subcontractor at Camp Meade was requested to join the American Federation of Labor union. He told them he was a member of the Congress of Industrial Organizations and did not want to join any other union. He was then summoned to appear before the United States officer in charge and explain his reason. He did this, and was informed that unless he join the American Federation of Labor he would not be permitted to work on that project."

I have checked this statement with the constructing quartermaster, Fort George G. Meade, Md., and I would like to submit his reply for the record:

"1. There are several unfortunate discrepancies in this testimony, as follows:  
"(a) Lloyd E. Mitchell, Inc., were not subcontractors on this job for electrical work, but were subcontractors for plumbing, heating, and ventilating.

"(b) Lloyd E. Mitchell, Inc., did not normally employ carpenters, all such classes of labor being supplied by the general contractor, Consolidated Engineering Co., Inc."

"2. The office of the constructing quartermaster has no function whatsoever in the handling of labor or labor difficulties except to assist the contractor insofar as possible. The contractor employs such labor as he needs to perform the work and labor conditions and difficulties are his responsibility.

"3. Early in the job this office prepared a mimeographed sheet, triplicate copies of which are attached hereto, which explains to all concerned the attitude of the Consolidated Engineering Co. on their fixed-fee project at Fort Meade. Unquestionably, if this man spoke to the United States officer in charge, he was informed of the substance of the attached mimeographed sheet, and certainly received no advice as to membership in either the American Federation of Labor

or Congress of Industrial Organizations. It so happens that the carpenters' local under which this project was constructed was a member of the American Federation of Labor."

Sincerely,

Maj. A. H. HOLLANDSWORTH,  
*Labor Relations Officer.*

[Enclosure]

OFFICE OF CONSTRUCTING QUARTERMASTER,  
*Fort George G. Meade, Md.*

1. When the Consolidated Engineering Co., general contractors on this project (Fort George G. Meade, Md.), were interrogated regarding their ability to handle this project they stated that they were union contractors, and that if the job was awarded to them that they would handle it with union labor only. This prior to award of the contract to them.

2. The various unions have supplied the job with mechanics so far as they were able and in some instances, notably that of the carpenters union, they made an agreement with the general contractor whereby, when the union could no longer supply men the contractor might employ anyone whom he might see fit, with the understanding that if a man stayed on the job he would secure a permit from the union or would join the union. The contractor has operated on the principal that he would hire any man who represented himself to be a mechanic. Such men are turned over to the foremen and if they prove themselves capable mechanics they are continued in employment. If, however, after a maximum 3-day trial, they do not show promise in the trade for which they were hired, they are discharged. Neither the contractor nor the union gives assurance to anyone as to the possible length of employment.

#### TESTIMONY OF MAJ. A. H. HOLLANDSWORTH—Resumed

The CHAIRMAN. What projects are covered in your statement, Major?

Major HOLLANDSWORTH. I covered only the projects which I thought would affect the Baltimore area; that is, Fort Meade and Aberdeen Proving Ground, Edgewood Arsenal, Curtis Bay Ordnance Depot, and the Holabird Quartermaster Depot.

The CHAIRMAN. And to what degree of completion have they been carried?

Major HOLLANDSWORTH. Fort Meade, as far as the main cantonment project is concerned, is completed. There will be certain additions from time to time—more ironing out of overlooked items than anything else.

Aberdeen Proving Ground is within 30 or 60 days of completion.

Edgewood Arsenal is well along toward completion. However, some of that work will probably run as long as 6 months.

The CHAIRMAN. This committee is concerned with defense migration. We were originally appointed by the Congress to investigate the interstate migration of destitute citizens, and then we were continued in the belief that this migration had increased, rather than decreased on account of the national-defense program.

We have been visiting the so-called "hot spots" in the defense centers, so as to get a clear idea of just what the problems are.

#### PEAK OF IN-MIGRATION

With that in mind, when would you say your peak of in-migration for workers on these projects was reached?

Major HOLLANDSWORTH. The period from about January 15 to March 15.

The CHAIRMAN. 1941?

Major HOLLANDSWORTH. Yes, sir.

The CHAIRMAN. And where did the workers come from?

Major HOLLANDSWORTH. It is hard to tell where the most of them did come from. I would say principally from New York and New Jersey and the Philadelphia area; that is, most of the skilled workers came from there. However, there were probably a few who came from all over the country; nearly all the States were represented.

The CHAIRMAN. Was there any lack of supply of these workers?

Major HOLLANDSWORTH. Well, in some few instances, skilled workers were a little scarce, temporarily, but we were always able to secure them after a certain length of time.

The CHAIRMAN. Is that migration practically at a standstill now?

Major HOLLANDSWORTH. I wouldn't think so, because the type of worker we use is naturally a migratory worker. I would say that a certain percentage of the workmen on these projects move around all the time. It is not a lack of work on the projects. Their feet get itchy, and they move on.

#### HOUSING FOR CONSTRUCTION WORKERS

The CHAIRMAN. Do you have any housing problem in connection with them?

Major HOLLANDSWORTH. The housing problem is quite acute, or was at the peak of construction; but they all seemed to find places to stay in the surrounding country. Some of them stayed in trailers. Most of them didn't bring their families with them, so they had only the problem of finding places to sleep for themselves.

The CHAIRMAN. Will your supply of local labor be sufficient for the work still to be completed?

Major HOLLANDSWORTH. I believe it will. We don't seem to have any difficulty at the present time in getting all the help we want through the local employment agencies, such as the local labor unions and the State employment agency.

The CHAIRMAN. Does the Army exercise any sort of supervision or control over the housing for these workers?

Major HOLLANDSWORTH. Not officially. In very acute cases we did try to secure places for them to sleep and eat. But that didn't happen on any of the projects in the Baltimore area.

The CHAIRMAN. Have you many complaints registered with you on account of poor housing facilities for your workers?

Major HOLLANDSWORTH. No, sir; very few as far as this area is concerned. We have had some in other sections of this zone.

The CHAIRMAN. The fact that you testified to—that they leave their families at home—has a tendency to minimize that problem, has it not?

#### WORKERS EXPECT TO MOVE ON

Major HOLLANDSWORTH. Yes, sir. Of course, our work is temporary. These cantonment projects are temporary. The peak of the work only lasts, sometimes, from 30 to 90 days, and naturally a man coming from some far-distant State, knowing that he would be only here 30 to 90 days, wouldn't bring his family along. He had an idea that when this job was over he would move on to the next job. There was quite a lot of that. We found many of them going on, even during

the construction peak, to other jobs. In other words, a man might quit here and move over to another job even before this job was completed. There was quite a lot of movement from one job to another due to various rumors about better wage rates. I know we had quite a lot of that even between Meade and Aberdeen up here. A rumor would get out that Aberdeen was working more overtime, and paying premium rates, above those at Meade, for instance. Well, men would hear that and would quit at Meade and run over to Aberdeen and work a day or two, until they found out the story was probably not true, and then they would go back to Meade.

The CHAIRMAN. There is no way to prevent workers from keeping their ears to the ground, is there?

Major HOLLANDSWORTH. We have never tried to do that. They are perfectly at liberty to move on any time they want to.

#### CONTRACTOR ADOPTS OWN LABOR POLICY

As far as the workers being discriminated against on these jobs, we don't enter into that picture at all after the job is turned over to the contractor. The contractor is a free agent to operate his job in any manner that he sees fit. If he elects to operate as a closed shop under the A. F. of L. or the C. I. O., as the case might be, he is at liberty to do so. We make the contractor solely responsible for his relations with labor; in other words, we try to stay out of the picture as much as possible. We have tried to emphasize to the contractor that it was his problem to secure the labor and complete the job; that is why he was selected, in most cases—because he was considered a man who could do that.

Now, that is the only comment I would want to make on discrimination. The contractor elected to operate his job one way or another, either open shop or closed shop or a preferential shop; and that was left entirely up to him.

Dr. LAMB. Do you have any comment you care to make on the second paragraph of this statement? [Handing statement to witness.]<sup>1</sup>

Major HOLLANDSWORTH. I don't have any knowledge of that statement. However, I will say I don't know whether the man was summoned before the officer in charge or not. But it is against our policy for the officer in charge to have anything to say about that sort of thing.

This is the first time anything like that ever came to my attention.

Dr. LAMB. We don't want a statement like that to go into the record without asking you to reply. That is why I wanted to give you a chance to make any comment you saw fit.

Major HOLLANDSWORTH. This is the first time it has come to my attention. I can investigate it and make a reply later on.

Dr. LAMB. It might be a good idea—for the record.

<sup>1</sup> The statement was that of Frank J. Bender, regional director of the Maryland Congress of Industrial Organizations. It appears in full on following pages, in connection with Mr. Bender's testimony before the committee. The paragraph to which reference is made in the testimony above is as follows:

"A Congress of Industrial Organizations carpenter working for Lloyd Mitchell, an electric, plumbing, and heating subcontractor at Camp Meade, was requested to join the American Federation of Labor union. He told them he was a member of the Congress of Industrial Organizations and did not want to join any other unions. He was then summoned to appear before the United States officer in charge and explain his reasons. He did this and was informed that unless he joined the American Federation of Labor he would not be permitted work on that project."

Major HOLLANDSWORTH. I wouldn't be in position to answer this, yes or no, at the present time; however, I am inclined to say that, as a matter of policy, we do not do that sort of thing.

Dr. LAMB. But you will check on it and let us have a report?

Major HOLLANDSWORTH. Yes<sup>1</sup>

The CHAIRMAN. Major, we thank you very much for your contribution to our record.

Our next witness is Mr. Bender.

#### TESTIMONY OF FRANK J. BENDER, REGIONAL DIRECTOR, MARYLAND CONGRESS OF INDUSTRIAL ORGANIZATIONS

The CHAIRMAN. Mr. Bender, will you please state your full name and connection for the record?

Mr. BENDER. Frank J. Bender, regional director, Maryland Congress of Industrial Organizations, Baltimore, Md.

The CHAIRMAN. You have filed a statement, haven't you, Mr. Bender?

Mr. BENDER. I have, sir.

The CHAIRMAN. We will insert that in full in the record; and we will ask you to touch on some of the high spots.

(The statement referred to above is as follows:)

#### STATEMENT BY FRANK J. BENDER, MARYLAND REGIONAL DIRECTOR, CONGRESS OF INDUSTRIAL ORGANIZATIONS

Late last fall or early winter, a young man reared in Baltimore made application for employment at the Glenn L. Martin plant. He was told there were no jobs open. He answered, "Well, your company issued a statement yesterday to the public through the newspaper article dealing with a labor shortage, and now you tell me there are no jobs open."

This applicant was then told that a group of young men were being sent in from the Eastern Shore of Maryland which would supply their present requirement. This young man finally secured employment with the Martin Co.

During April and May of this year, I passed a number of plants having large Government defense contracts. I saw many men in line at the employment offices who were turned away without securing employment. These same companies were paying for advertisements for help wanted.

Employees for the Glenn L. Martin plant are brought from vocational schools in the following places: Clarence Chamberlain School and Casey Jones School in New Jersey. I am also informed that they receive employees from schools in the State of Pennsylvania, although I do not have any concrete information on them.

We have many Negro youths graduating from our Baltimore high schools. They have frequently made application for employment at the Martin plant, and each time they are told, "We do not employ Negro labor." They enlist and are drafted into the Army and Navy, where they will use these implements of war, but at home they are denied the opportunity of working in plants where they are manufactured or assembled. And at the same time the employers who refuse the idle Negro employment will have statements published in our papers telling all "John Citizens" of a labor shortage, when none exists.

There is not a day within the recent past that unemployed men have not come to our office seeking information on securing employment in the Baltimore industries. They include all crafts, creeds, color, and nationalities. They come from as far west as St. Louis, as far east as Boston, from all sections of the South, and many from States north of Maryland.

#### DISCRIMINATION

Members of labor unions are being discriminated against by corporations having millions of dollars in Government contracts for our country's defense.

<sup>1</sup> See p. 6057.



Young men making application at the Glenn L. Martin Aircraft plant are given a slip of paper which enters them in vocational training schools.

Late last November or early December one Mr. Wright was an instructor in the vocational school located at Centre and Howard Streets, of Baltimore City. He asked a class of new students if they were members of either the American Federation of Labor or the Congress of Industrial Organizations, and if they were he would immediately accept their resignation.

Then there was a moment of silence. When no one spoke up on the question, Mr. Wright continued, "If you are a member of one of these two unions, and Mr. Martin finds it out, you will be out of the plant within a week."

On other occasions Mr. Wright told his class of students that he was a member of the Middle River Aeronautical Employees Association, Inc., better known to the Martin employees as "the Martin Co. union." Mr. Wright further stated he was on the pay roll of the Martin Co. and that he was expecting his Christmas vacation pay.

Two brothers employed by the Glenn L. Martin Aircraft Corporation, doing the same kind of work in the same department, found the Martin Co. used the draft question, a fine method to keep a labor union out of their plant located at Middle River. Prior to April 23 of this year one Hyman Kessler received his questionnaire from the draft board. The Martin Co. lost no time in requesting that Mr. Hyman Kessler be placed on the deferred list because of his employment. On April 23, 1941, a controversy arose in the drop-hammer department of the Glenn L. Martin plant resulting in 27 men being ejected from the plant, among whom was Mr. Samuel Kessler, brother of Hyman Kessler. The day following the adjudication of the controversy on the 26th of April Mr. Kessler took his questionnaire to the Martin management, hoping to receive the same consideration that was given to his brother, Mr. Hyman Kessler, because they were performing the same kind of work, in the same department, under the same foreman. To his surprise, he was informed by the management that the company would not make the deferment request in his case.

To be wage earners and members of a labor union neither decreases, increases, or in any other manner modifies or changes citizens' rights. Their rights are identical with their rights as citizens—of life, liberty, and the pursuit of happiness. Certain employers who derive their business from our Government violate every prerogative to their employees in their efforts to form a labor union in compliance with our Federal laws. While their employees are producing materials for the defense of our country and world democracy, these employers violate one of the major principles of a democracy—the right of labor to organize and bargain with their employers on wages, hours of labor, working conditions, and other conditions of employment. They cannot blow hot and cold at the same time.

Members of the Congress of Industrial Organizations construction workers have been discriminated in each of the following projects financed by the United States Government: Camp Meade, Camp Holabird, United States Coast Guard depot, all of the projects coming under the slum clearance, Baltimore Municipal Airport, and the Aberdeen Proving Grounds. Our people were idle and could not get employment on these projects.

When the Glenn L. Martin Co. was contemplating a building extension to their plant, a Congress of Industrial Organizations contractor was low bidder and financially able to complete the job. But one Mr. Kahn, who was the architect for this building extension at the Glenn L. Martin plant, would not give this building contract to the Congress of Industrial Organizations contractor unless he would sign an American Federation of Labor contract. Such discrimination is unwarranted, unfair, and un-American.

A Congress of Industrial Organizations carpenter working for Lloyd Mitchell, an electric pumping and heating subcontractor, at Camp Meade was requested to join the American Federation of Labor union. He told them he was a member of the Congress of Industrial Organizations and did not want to join any other unions. He was then summoned to appear before the United States officer in charge and explain his reasons. He did this and was informed that unless he joined the American Federation of Labor he would not be permitted to work on that project.<sup>1</sup>

#### HOUSING

Due to the migration in the defense industries, the housing situation in eastern Baltimore and Baltimore County is very acute. In the Dundalk area, approxi-

<sup>1</sup> See letter from Maj. A. H. Hollandsworth, p. 6057.

mately 1,000 additional families have moved in. The sewerage system has never been enlarged to take care of these additional families. At the present time, a small pumping system pumps the sewage into a cesspool approximately 16 feet in diameter and 12 feet deep, which is much too small. This cesspool is open on top. When the wind is blowing from the cesspool toward the homes, the stench from it is so strong that it is almost impossible to endure it. The drains from many of the homes run into the alleys and streets and then into the sewers. This also ceates a very unhealthy condition.

Instead of going into the housing situation from my own observation, I am herewith submitting photographs and newspaper articles published on investigation made of the housing problem as found by the writers of the articles. (The material referred to is held in committee files.)

#### PRIORITIES

I cannot at this time say what effect priorities will have on the industries affected in the Baltimore area. I have talked to a number of employers. The printing and lithographing companies may be severely affected. Many ingredients are used in the ink they use, and many different kinds of metal in the making of type. They use bronze, copper, aluminum, and other metals. Inability to purchase the needed amount of any one ingredient or metal would affect the entire plant.

Again, paper is becoming difficult to get. A large order will come in for labels, but shipments of the finished product are to be made at four different times for a period of a year, due to the shortage of paper, which makes it impossible to print the entire order and store it until the order is to be shipped. They think they will be compelled to make up the type four different times, which will increase their production costs and decrease their metals. As often as they are used they are remelted, because they do not have sufficient space that would be required for storage of this type.

There is likely to be considerable unemployment in the Baltimore General Motors plant. In the automobile industry, we are told that fewer cars will be assembled this year. This will also mean fewer workmen to be employed in the automobile plants. This will affect other industries producing tires and auto parts.

I am also advised by the Lock Insulator Corporation that they are having a difficult time in getting certain material needed in making insulators used in erecting electric lines. Some 600 employees are employed by this company.

I have talked to a number of employers of labor not directly connected with the defense program. All of them are worried concerning the priorities, and feel that the production in their plants may be materially reduced because of the priorities given to defense industries on materials needed by them to operate as they have been heretofore.

#### TESTIMONY OF FRANK J. BENDER—Resumed

The CHAIRMAN. Have there been any difficulties here, to your knowledge, regarding the hiring of Negroes?

Mr. BENDER. There have.

The CHAIRMAN. And what are the difficulties?

Mr. BENDER. You just can't get employment for Negroes in the skilled trades or an opportunity to acquire the necessary knowledge in any of the training schools conducted by the defense employers.

The CHAIRMAN. Are Negroes permitted to take the training courses?

Mr. BENDER. They are not.

The CHAIRMAN. We had a witness at Hartford, a colored man, who testified he took the full course and then was unable to secure employment.

Mr. BENDER. I understood you to mean the training schools where the employers send them for the purpose of preparatory training.

The CHAIRMAN. That is right.

Mr. BENDER. That training they do not get.

The CHAIRMAN. Is there anything in the make-up of the Negro, in your opinion, which unfits him for skilled work? Is he qualified to do skilled work?

Mr. BENDER. Yes, if he is given the opportunity. As mechanics the Negroes are just as good as the whites.

The CHAIRMAN. Can you tell us anything about the housing situation in eastern Baltimore and Baltimore County? Is it adequate?

#### "HOT BED" HOUSING

Mr. BENDER. It is not adequate. If it was adequate, families would not be living in trailers; they would not be taking turns sleeping in the same bed; the day worker would not be sleeping in the bed at nighttime, and the night worker would not be sleeping in the same bed in the daytime; that is not adequate housing.

The CHAIRMAN. And does that condition exist in this area?

Mr. BENDER. It does.

The CHAIRMAN. Does a man with a large family have greater difficulty in securing housing?

Mr. BENDER. It is almost impossible for him to find a house.

The CHAIRMAN. That was what our testimony indicated in other defense centers, in many instances.

Mr. BENDER. It is almost impossible for a man with a large family to get a house that is fit to live in.

#### RENTS ARE HIGHER

The CHAIRMAN. What about the rents? Are they going up around here?

Mr. BENDER. They are. People are registering complaints at our office that their rents have been increased \$5 a month, and when they wanted to move and made inquiries, they found that they would be charged as much as \$8 more than the person who previously lived in the house.

The CHAIRMAN. Yesterday one of our witnesses testified that he was paying \$45 for a part of a house, and the whole house formerly had rented for \$8 a month.

The complaints registered with your office indicate, then, that there has been considerable increase in rents?

Mr. BENDER. That is true.

The CHAIRMAN. And discrimination against large families?

Mr. BENDER. That is true.

The CHAIRMAN. What is being done in this community, to your knowledge, to remedy that situation?

Mr. BENDER. I don't know of anything except registering complaints with the landlords—that is, the owners of the buildings—that a penalty is put on a person who has a family.

I have heard owners and real estate people who have properties to rent state that they would not rent to families with children.

The CHAIRMAN. Do you have any questions to ask, Congressman Arnold?

#### LAYS RACE DISCRIMINATION TO EMPLOYERS

Mr. ARNOLD. I want to ask you, Mr. Bender, is the failure to employ Negroes in skilled defense industries because of employer objections or employee objections?

Mr. BENDER. I would say, from the knowledge that I have, it is because of employer objections; and I base that on the experience we have had with skilled mechanics in the building trades. In the C. I. O. Construction Workers Union there is no discrimination between colored and white, and we find that where labor is given an opportunity, both the Negro and the white man, as carpenters, brick masons, and so forth, will work on the same scaffold without any objection.

Mr. ARNOLD. And is the Negro as highly paid, as a carpenter or a brick mason, as the white man?

Mr. BENDER. Equal pay. The pay is for the job, regardless of who performs the labor.

Mr. ARNOLD. Is that true in cement finishing?

Mr. BENDER. That is true in all the building trades.

Mr. ARNOLD. Carpentering?

Mr. BENDER. Yes, sir.

Mr. ARNOLD. Plastering?

Mr. BENDER. Yes, sir.

Mr. ARNOLD. But when it comes to factory employment the situation is entirely different?

Mr. BENDER. It is not.

Mr. ARNOLD. I mean, you don't find Negroes in the factories.

Mr. BENDER. Where the C. I. O. has a factory under contract the Negro is given an equal opportunity without objection from the whites. We have them as watchmen and all of the other crafts. They advance to better positions, better-paid positions, through seniority. If a Negro has seniority in a plant under contract with the C. I. O. that Negro gets the position if he is qualified.

Mr. ARNOLD. And you don't find any objection from your white C. I. O. people?

Mr. BENDER. We have not to this day.

Mr. ARNOLD. Are there private schools where colored people are able to go for training?

Mr. BENDER. I have no knowledge of them.

Mr. ARNOLD. That is all.

The CHAIRMAN. Mr. Osmers.

Mr. OSMERS. Mr. Bender, is the C. I. O. building-trades union a large organization in the Baltimore area?

#### ALLEGES UNION DISCRIMINATION

Mr. BENDER. It is not. And I may amplify that by pointing out that the reason is discrimination against the contractors in the Baltimore area. We have had contractors who are under contract with the C. I. O., who would be low bidders on large jobs—especially the extension job at the Glenn L. Martin plant—where the architect insisted that although the C. I. O. contractor was the low bidder, he could not get the contract unless he would sign a contract with the American Federation of Labor building trades. In all the defense projects the C. I. O. contractors have not been given an opportunity to bid or to get those contracts; therefore, C. I. O. labor could not be employed on those, and naturally the organization is not as strong as we would like to see it.

Mr. OSMERS. Who received the contract for the Martin plant extension? Did the low bidder get it and use A. F. of L. labor?

Mr. BENDER. The low bidder did not get it.

Mr. OSMERS. Are you familiar with the set-up of building-trades unions throughout the country?

Mr. BENDER. Some of them.

Mr. OSMERS. You are probably aware that some of the A. F. of L. building-trades unions exclude Negroes.

Mr. BENDER. I know that to be a fact.

Mr. OSMERS. I am quite sure that in my own State of New Jersey the A. F. of L. building-trades unions discriminate against colored workmen.

#### DOUBTS THREAT OF STOPPAGE AT MARTIN PLANT

The statement was made here yesterday, and I believe it is in the record, that a great many skilled mechanics at the Glenn L. Martin plant served notice on their employer that if any Negro labor should be brought into the factory to work alongside the white workers, there would be trouble and a work stoppage. Do you agree with that statement?

Mr. BENDER. I do not agree with it. I think it is fundamentally wrong. And at the same time I suspect that the statement originated with the contractor and the business agents of the unions.

Mr. OSMERS. I wonder if you would clarify that a little, Mr. Bender. You say you think the statement is fundamentally wrong. I will agree that the principle is wrong. But is the statement true or untrue—that white workers would quit their jobs in the plant?

Mr. BENDER. I say it was based on—

Mr. OSMERS. May I interrupt you? Dr. Lamb has called my attention to the fact that you may have misunderstood me. I meant the workers in the plant who are making airplanes, not the workers on the construction job.

Mr. BENDER. I don't think there is any truth in that story anyhow. Our experience has been if any worker in the plant of the Glenn L. Martin Co. would raise much objection, he was soon without a job. So I don't think there is any complaint such as that.

Mr. OSMERS. Well, granting the truth of your statement for the purpose of argument—that the worker would be out of a job—let us say that 10,000 skilled workers raised objection to skilled Negro workers alongside them and quit their jobs or were fired from their jobs. Do you admit that such a thing would stop production in that plant?

Mr. BENDER. I don't think the men would quit work. We have other defense industries, not making airplanes, where the Negroes work, and they are seasoned workers. In the Martin plant, the majority of them—the overwhelming majority of the employees—are 21, 22, and 23 years old. The great bulk of them are on the first job they ever had, and they would not be so indoctrinated or prejudiced against the Negro race.

#### SOLUTION IS EMPLOYMENT

Mr. OSMERS. This question of discrimination is rapidly becoming one of the major problems of our defense effort. You would agree with that, I think, would you not, Mr. Bender?

Mr. BENDER. I agree that as long as we don't give them an opportunity to work, it is a genuine problem; but I think the problem could be easily solved by giving them employment.



Mr. OSMERS. I agree with you absolutely. But the committee had some experience in Hartford with the same problem in another aircraft plant and it would seem, from testimony received from labor men in Hartford and elsewhere, that the objection of the workers was just as real as the objection of the employer. I am not defending the workers in that connection, but there certainly is a feeling there.

Mr. BENDER. In the C. I. O. unions every member of every affiliated organization, on becoming a member of the union, takes an obligation that he will not discriminate against any other member on account of creed, color, or nationality. We, as leaders, put that principle in effect in every plant that is under contract with the C. I. O.

Mr. OSMERS. Is there any racial discrimination other than against Negroes in the State of Maryland?

Mr. BENDER. I don't quite get your question.

Mr. OSMERS. Well, is there any discrimination against Jews, for example?

Mr. BENDER. I think not.

Mr. OSMERS. You would say that it is the Negro problem solely, in the State of Maryland?

Mr. BENDER. Yes.

Mr. OSMERS. That is all.

The CHAIRMAN. We thank you very much, Mr. Bender, and we appreciate your statement.

Our next witness is Mr. Edward S. Lewis.

#### TESTIMONY OF EDWARD S. LEWIS, EXECUTIVE SECRETARY, BALTIMORE URBAN LEAGUE, BALTIMORE, MD.

The CHAIRMAN. Mr. Lewis, the gentleman from Illinois—Congressman Arnold—will interrogate you.

Mr. ARNOLD. Will you please state, for the record, your name and official connection?

Mr. LEWIS. Edward S. Lewis, executive secretary, Baltimore Urban League, Baltimore, Md.

Mr. ARNOLD. Who is the gentleman with you?

Mr. LEWIS. Mr. Furman L. Templeton, the industrial secretary of the Baltimore Urban League.

Mr. ARNOLD. We have your paper, Mr. Lewis, and it will be made a part of the record.

(The paper referred to above is as follows:)

#### STATEMENT BY EDWARD S. LEWIS, EXECUTIVE SECRETARY, BALTIMORE URBAN LEAGUE, BALTIMORE, MD.

The migration of 1,500,000 Negroes from southern agrarian areas to northern cities between 1910 and 1939 is one of the most significant population movements in the history of this country. While Baltimore cannot be said to represent one of the centers of heaviest migration, it can be considered one of the borderline cities that has definitely felt the effects of this migration.

The purpose of this statement is to present a brief review of some of the problems incident to the migration of Negroes to Baltimore during the past 20 years and especially during the present crisis to the House Committee Investigating National Defense Migration.

#### NUMBERS

First, there is the matter of numbers. There are, according to the 1940 census, 163,567 nonwhite people in Baltimore. The proportion of Negroes in 60396—41—pt. 15—13

Baltimore's population is not so large as that found in cities to its south, but it is larger than the proportion in all cities to its north having a population of 100,000 or more. Furthermore, the proportion of Negroes remained rather constant until 1920-50, when it increased five times as rapidly as the white population. The "City Fathers" are frequently alarmed about this increase but it is significant that Baltimore showed an average increase per decade since 1890 of 29.5 percent in its Negro population. This rate does not compare with cities such as New York, Philadelphia, Detroit, Chicago, Cleveland, and Pittsburgh. The increase in these cities ranged from 5 percent to over 300 percent.

There is also considerable loose discussion about the large number of Negroes who supposedly migrate to Baltimore from Maryland counties, especially when the relief budget is being considered by the city and State governments. Suffice it to say there is no adequate evidence to indicate that such a movement is taking place. In fact, most of the fears about the "terrible increase" of the Negro population here are entirely unjustified.

With the exception of 150 carpenters and several hundred building construction laborers who have come to Baltimore from Maryland counties and from cities along the Atlantic coast, there has not been any noticeable influx of Negro workers since the initiation of the defense program.

#### PROBLEMS OF EDUCATION

One of the reasons given by Negro migrants for leaving the lower South is that of increasing educational opportunities for their children. Baltimore's school system has a good reputation, but the statement must be qualified with reference to Negro schools.

In June 1940 a representative committee on current educational problems presented data to the board of school commissioners, showing glaring inequalities in the property evaluations of colored and white schools. For example, it was pointed out that a total of \$7,895,854.57 was needed for the equalization of the colored with white schools. Evidence submitted to this body on pupil-teacher ratio showed that on every level of instruction the ratio is higher in the colored schools than in the white. With reference to vocational training, it was indicated that only half of the total number of courses offered in several white vocational schools are given to Negro children in the colored vocational school.

It is an accepted fact that most of the Negro schools are overcrowded.

#### PUPIL-TEACHER RATIO

These data are based on an arithmetic average

Level of instruction	White	Colored	Difference
City-wide (all children; all teachers) .....	30.4	34.9	4.5
Elementary .....	34	38	4
Junior high school .....	27	30	3
Senior high school .....	26.89	28	1.1
Occupational .....	21.8	25.7	3.9
Vocational .....	21	22	1

These data show that, based on a city-wide average, there are four and five-tenths more children per colored teacher than per white teacher. Similarly, there are four more children per colored teacher on the elementary level; three more on the junior-high level; one and one-tenth more on the senior-high level; three and nine-tenths more on the occupational level; and one more on the vocational level.

It is significant to note that on every level of instruction the pupil-teacher ratio is higher in the colored schools than in the white schools. This is especially noticeable on the elementary, junior high school, and occupational levels of instruction.

#### EQUALIZATION OF TEACHERS

This analysis does not assume that there are too many white teachers. Rather, it shows the number of additional colored teachers needed at the several levels of instruction in order to have a teacher-pupil ratio equal to the white teachers. If these additional teachers were added, then the inequalities shown in the "pupil-teacher ratio" would disappear, namely, there would be the same number of pupils per teacher at each of the several levels of instruction.

The following data show the number of additional teachers needed in order to achieve this equalization :

Level of instruction	We now have—	We should have—	Additional teachers needed
Elementary.....	597	661	64
Junior high school.....	150	169	19
Senior high school.....	79	82	3
Vocational.....	25	27	2
Occupational.....	32	38	6
Total.....	1 883	977	94

<sup>1</sup> Exclusive of 6 normal-school teachers.

We have 6 normal-school teachers which whites do not have at a comparable level. Assuming that we need a normal school and the whites do not, then we would have a total of 983 teachers to secure equalization.

VALUATION OF PROPERTIES

(Land and structures, as of June 30, 1938)

Combined valuations (land and structures) for the several categories shown on chart :

White.....	\$41, 758, 685. 58
Colored.....	6, 826, 560. 61
Total amount additional needed for equalization (after deduction of "excess" cases).....	7, 805, 854. 57
<b>Elementary schools:</b>	
White valuation.....	21, 466, 610. 50
Colored:	
Total amount if equalized at level.....	9, 996, 426. 70
Present valuation.....	3, 421, 568. 25
Additional funds needed for equalization.....	6, 574, 858. 45
<b>Senior high schools:</b>	
White valuation.....	9, 340, 629. 20
Colored:	
Total amount if equalized at level.....	1, 512, 784. 67
Present valuation.....	1, 711, 116. 27
Excess valuation above equalization.....	198, 331. 60
<b>Junior high schools:</b>	
White valuation.....	7, 879, 346. 55
Colored:	
Total amount if equalized at level.....	2, 057, 478. 15
Present valuation.....	1, 355, 299. 09
Additional funds needed for equalization.....	702, 179. 06
<b>Work in progress:</b>	
White valuation.....	1, 627, 582. 60
Colored:	
Total amount if equalized.....	601, 128. 00
Present valuation.....	.....
Amount needed for equalization.....	601, 128. 00
<b>Vocational schools:</b>	
White valuation.....	986, 984. 00
Colored:	
Total amount if equalized at level.....	287, 027. 40
Present valuation.....	315, 262. 00
Excess valuation above equalization.....	28, 234. 00
<b>Administration buildings:</b>	
White valuation.....	371, 037. 73
Colored:	
Total amount if equalized.....	136, 930. 50
Present valuation.....	23, 315. 00
Additional funds needed for equalization.....	113, 615. 50

Occupational schools:	
White valuation -----	\$104, 495. 00
Colored:	
Total amount if equalized at level-----	40, 639. 74
Present valuation-----	-----
Amount needed for equalization-----	40, 639. 74

## DEFENSE-TRAINING PROBLEMS

These obvious inequalities in the school system were never more apparent than in the present defense crisis. Although several thousand white workers have already been trained in white vocational schools and placed in defense industries, fewer than 100 Negroes to date have been trained and none of them placed in defense industries.

After a long siege of negotiations by the committee on current educational problems, the school board was finally persuaded to offer 12 new defense-training courses for Negroes. Forty thousand dollars has been allotted by the Government for this work, and it is hoped that classes will be under way in July.

There are included with this statement for the attention of the committee two reports of the board of school commissioners by the committee on current educational problems of Negroes, which cover in detail the educational problems of Baltimore Negroes.<sup>1</sup> These reports give conclusive evidence of the difficulties which our group has experienced in securing defense training and school facilities that remotely approximate those provided for white citizens.

## INDUSTRIAL PROBLEMS

The key to most of the social disorganization problems which beset migrants as well as other native-born Negro workers in Baltimore is job discrimination. The job, to the mass of Baltimore Negroes, means only three types of work: Common labor, personal service, and domestic service. Since this investigation is largely concerned with defense migration, the writer will limit the discussion to specific problems of Negroes in this field.

A total of approximately \$500,000,000 of defense contracts have been awarded to Maryland. One of the questions which is usually asked our office is, What gains have been made by Negro workers in the industries allotted these contracts? The record will show that, with few exceptions, steel and building construction, the progress made by Negro workers in finding defense employment has been negligible.

The following facts secured by the industrial secretary of the Urban League give some measure of the extent of Negro employment in defense industries:

1. Out of 2,000 employees in the textile industries, there are 75 colored employees.
2. In the chemical field, there are 10 out of 200 workers.
3. A total of 258 out of 6,800 shipyard workers are Negroes; 240 of this number are unskilled.
4. Approximately one-third of the workers employed in the metal industries are Negro workers.
5. Two hundred Negro carpenters have been employed on nine different construction projects.
6. There are no Negroes employed in the aircraft industry in Baltimore.
7. In machine shops there are some 5,700 employees, of which 27 are Negroes.

An analysis of the factors responsible for the elimination of Negro skilled and semiskilled workers from the defense effort would include the following:

## 1. PREJUDICE DUE TO BLIND ADHERENCE TO TRADITIONAL OCCUPATIONAL PATTERNS

As indicated in the first paragraph of this discussion of industrial problems, jobs for Baltimore's Negro citizens mean domestic, personal service, and unskilled work.

Employment offices, both public and private, adhere to this tradition and handle clients accordingly.

The city and State governments also follow this pattern with precious few exceptions.

Private employers insist that Negro and white skilled workers simply will not work together.

<sup>1</sup> See pp. 6073 and 6077.

Our experience in the Urban League, however, indicates that these traditions can be broken down without serious complications. Before December 1939 skilled white and colored construction workers had never worked together on large projects. With the advent of the United States Housing Administration projects, guaranteeing 4.6 percent of the pay roll to Negro skilled workers, the league began its negotiations with contractors and labor unions to integrate Negro skilled workers into the low-rent housing construction picture. We have been successful in placing Negro skilled workers on projects in the following crafts: Cement finishers, roofers, carpenters, equipment operators, plasterers, rodmen, bricklayers, and sheet-metal workers. In each case these Negro craftsmen have worked beside white skilled workers in peace and harmony.

#### 2. MISCONCEPTIONS HELD BY WHITE EMPLOYERS AND EMPLOYEES RESPECTING NEGRO CHARACTERISTICS WITH REFERENCE TO HEALTH, SKILLS, WORK HABITS, HONESTY, ETC.

No Negro nurses had ever been employed in the city hospitals, not even to serve patients of color in all of its wards. It was argued by board members of this institution that to employ them would disrupt the morale of the hospital. After 3 years of negotiations by members of the Urban League board and representatives of the Colored Graduate Nurses Association, it was finally agreed to give 19 Negro nurses a trial in the tubercular ward. Suffice it to say these nurses have made good, and none of the predictions made about the hazards involved in employing them have come true.

One of the industries holding large defense contracts recently agreed to reverse its policy of complete exclusion of Negro workers and has hired 19 Negro employees in its maintenance department. These workers have also established good records of performance and have been accepted by white employees in the plant.

The stereotype thinking and attitudes about Negroes' work habits, honesty, and inability to master skilled operations will not stand up under an impartial investigation of the facts of the case.

#### 3. EXCLUSION POLICIES OF LABOR UNIONS

Skilled Negro workers have not only to contend with discriminatory policies of employers but also with these same practices in labor unions.

We could place Negro painters on two defense housing jobs immediately if we could get the local Painters Union No. 1, American Federation of Labor, to admit Negro members.<sup>1</sup> But this organization has refused to admit Negro members. It will not permit Negro painters to charter a separate local and no working permits have been issued. Since all of the defense housing jobs are 100 percent union, it is impossible for qualified Negro painters to secure work on them because of their inability to get union clearance.

Although the local bricklayers union will issue a permit to a Negro workman who already has a union card, it too has refused to take in Negro members. This means that local Negro bricklayers cannot work on any defense or United States Housing Administration projects, in spite of the fact that the contracts provide there shall be a definite quota of Negro skilled workers included on all of these public tax-supported projects.

On the plus side of the picture, the League has made significant progress in getting the local carpenters and plasterers unions to remove color bars.

#### 4. BIASED LEGISLATION, WHICH BY REFERENCE IF NOT BY APPLICATIONS, SERVES TO RESTRICT NEGRO EMPLOYMENT OPPORTUNITIES

Regulation No. 26 of the health code for Baltimore provides that:

"Water closets are to be constructed in such manner as to provide separate facilities for each sex and color in all buildings used as workshops, factories, hotels, schools, institutions, and all places where persons are commercially employed."

This biased legislation often provides employers in defense industries with excuses for not hiring Negro workers. The expense item of providing separate facilities, as they see it, is prohibitive.

The fact that Maryland keeps on its statute books an antiquated Jim Crow law provides at all times a psychological barrier to the employment of skilled Negro workers.

<sup>1</sup> See correspondence, pp. 6083-6084.



It would certainly seem a part of wisdom to eliminate in our present crisis outworn traditions and discriminatory employment practices which prevent the complete unity of purpose in an "all out" program for the common defense of our country.

#### HEALTH AND HOUSING PROBLEMS

In all cities where the migration has been felt, there have been difficult problems of health and housing among the Negro population. Baltimore has been no exception to this rule in the past, nor during the present emergency. There is at present an acute housing shortage in the Negro community of Baltimore. Is there any wonder at this condition when one-fifth of the city's population is housed in one-fiftieth of the city's space for living? This area is approximately 1 square mile and has 90,000 Negroes living in it.

A graphic description of the effects of overcrowding in the Negro community was given by a recent bulletin issued on May 16, 1941, by the health department.

"Two additional cases of meningitis were reported during the week. \* \* \* One case was a 17-year-old colored girl living in the Druid Hill health district. This case occurred in a family where there was excessive overcrowding. Of a total of 20 persons in the household, 10 slept in 2 rooms."

Since February there has been a marked increase of meningitis cases among Negroes. It is a well-known fact that this serious disease is always associated with overcrowding housing conditions.

Another serious problem growing out of the housing shortage is that of rising rents, especially in the poorest sections of the city inhabited by Negroes. The Afro-American has collected some pertinent evidence on this subject.<sup>1</sup>

The most difficult aspect of this problem is that Negroes are hemmed in on all sides by the white population and any amount of expansion, on the basis of past experiences, is going to be bitterly opposed by restrictive covenants and in some cases by violence. When the housing authority proposed a vacant land project for Negroes in the vicinity of Montgomery Ward & Co., there was such a storm of protest from white inhabitants of this area that it had to be abandoned.

Housing projects now being constructed for Negroes cannot possibly relieve present congestion, and very little attention is apparently being given to the erection of defense housing units for Negroes.

While there is no particular sign of acute health conditions outside of the increase in meningitis cases referred to, the stark fact remains that the rates of communicable diseases are out of all proportion to the size of our population. Research studies carried on by the United States Public Health Service and by the Department of Labor indicate a close correlation between sickness and economic status. If it were possible to give Negroes more opportunities for work, there would undoubtedly be a corresponding improvement in both health and housing conditions of the Negro population in Baltimore.

Some immediate measures should be taken by the Government and by private agencies to relieve the acute housing shortage and to curb rising rents.

#### PROBLEMS OF DELINQUENCY

One of the sorest spots in the community is that of disproportionate crime and delinquency rates. Most of the persons who talk glibly about the Negro being an inherent criminal have never had courses in criminology, but they do have real influence in molding unfavorable opinions on the subject.

The homicide, arrest, and juvenile delinquency rates of Negroes in Baltimore are inordinately high. But they are symptomatic of social disorganization in the total community where Negroes are systematically shut out of jobs. Recreational facilities in the most congested areas are nonexistent. All of the police (with the exception of three not in uniform) and the law-enforcement personnel is white. Police brutality is rampant and nothing is done about it. These factors enumerated above are only a part of an exceedingly complex picture.

The Work Projects Administration, Department of Public Welfare, Criminal Justice Commission, and the Urban League are joint sponsors of a comprehensive juvenile delinquency study being directed by Mr. Earl R. Moses, of Morgan College. When this study has been completed it will throw new light on the delinquency problems of our group.

<sup>1</sup> See pp. 6250-6253.

There is no short cut to the solution of these complex delinquency problems. The writer would recommend the following as practical remedial suggestions:

1. Provide more employment opportunities in private industries and the city, State, and National Governments.
2. Set up a crime-prevention bureau, similar to the Friendly Service Bureau in Columbus, Ohio, and man it with colored personnel.
3. Integrate competent Negroes in all of the law-enforcement bodies.

The following quotation is taken from a survey made of the Urban League by an expert, C. White Pfeiffer, director of the Kansas City Charity Fund, who directed the study. Mr. Pfeiffer's concluding paragraph on "Needs" is particularly pertinent to the problems discussed in this paper.

*"Needs.*—There is much evidence to indicate that the outstanding unmet social problem in Baltimore is the Negro problem, which is manifested in many ways—its excessive crime rates and juvenile delinquency rates, its excessive mortality rates—especially tuberculosis—its excessive relief rates, the unusual difficulty of job opportunities, housing problems and others, all of which, of course, interact upon each other and tend to create a vicious circle. These problems, of course, have been aggravated by the depression and period of prolonged unemployment. It is now axiomatic in Baltimore, as elsewhere, that in times of decreasing employment, the Negro is the first to go, and in times of increasing employment is the last to be taken back. It is probable that that fact is the largest single causative factor in the other problems of crime, delinquency, health, and housing. \* \* \*"

In conclusion it should be pointed out that the purpose of this paper is not to present a comprehensive survey of the problems of Negro migrants in Baltimore. Rather, an attempt has been made to present some of the key issues that should be of vital concern to the whole community of Baltimore and especially to our representatives in the Congress who will probably introduce remedial legislation to deal with some of these challenging problems.

(The following material was submitted in connection with Mr. Lewis's report:)

EXHIBIT A—FINDINGS AND RECOMMENDATIONS, CONFERENCE ON PARTICIPATION OF NEGROES IN NATIONAL DEFENSE

REPORT BY COUNCIL OF NEGRO ORGANIZATIONS, BALTIMORE, MD.

The Council of Negro Organizations sponsored the Conference on the Participation of Negroes in National Defense, March 21 and 22, 1941. \* \* \*

The purposes of the conference as outlined were:

1. To present the facts concerning the participation of Negroes in defense.
2. To stimulate public opinion in favor of a larger participation of Negroes in defense activities.
3. To stimulate Negroes to apply for jobs on defense projects.
4. To recommend appropriate group action.

Realizing the importance of securing wide participation, the conference planning committee was set up to include a cross section of organizations in the community. There were 43 organizations represented on the committee.

There were five subcommittees: Program, publicity, finance, registration, time and place.

\* \* \* \* \*

HEALTH, HOUSING, AND RECREATION

Dr. George B. Murphy, member of the Baltimore Housing Authority, gave a comprehensive picture of the low-rent housing program as it has developed under the Public Works Administration and the United States Housing Authority.

Some of the high points of his address were as follows:

1. From 1933-37 the Public Works Administration constructed 51 housing projects in the United States. Of this number 14 were for colored people. A total of \$28,989,877 was spent for the construction of these projects which gave shelter to 5,750 colored families.
2. In 1937 the public-housing program was shifted from the Public Works Administration to the United States Housing Authority; \$800,000,000 was appro-

priated by the Congress to be loaned to local housing authorities for the construction of housing projects.

3. The Baltimore Housing Authority came into being in 1937. A \$26,000,000 building program is now under way. When completed there will be six projects for colored occupancy and three for white.

4. The provision in the contracts that 4.6 percent of the skilled-labor pay roll shall go to Negro workers has made possible the employment of 77 Negro skilled workers in 11 different crafts.

5. The Edgar Allen Poe project at Lexington and Fremont has been completed and is now occupied. It cost \$1,829,465 and houses in its 298 units, 319 children and 471 adults.

The range of income from the occupants is from \$360 to \$1,033 per year.

#### HEALTH

Recommendations: 1. That the council urge its members to report health hazards to the Negro population at the nearest health center.

2. That Provident Hospital and Henryton be asked to dramatize through motion pictures the beneficial effects of early diagnosis and treatment of tuberculosis.

3. That the council urge its membership to give active cooperation to defense health measures initiated by the local and national public-health officials.

#### TRAINING FOR DEFENSE

Discussion of this topic was concentrated on four major points, namely: (1) The purpose of the program, (2) agencies which will administer it, (3) procedures to be employed, (4) cooperation and coordination of training resources.

It was agreed that the purpose of program launched by the advisory commission to the Council of National Defense was to train workers for defense industries to meet growing labor shortage. A total of \$15,000,000 has been appropriated by the National Government for this purpose.

With reference to administrative agencies and procedures employed it was explained that the Office of Education receives proposals from the State department of vocational education for training programs to be offered in conformity with national policies rather than with local restrictive practices in the field of vocational education.

Recommendations: (1) That local administrators of defense programs be urged to follow national policies and regulations rather than local customs.

2. That special efforts be made by the council to secure the largest participation possible of Negro workers in the defense training program through: (a) Mass meetings, (b) house-to-house canvass, (c) special centers handle applications.

3. That a diligent search for qualified Negro instructors and supervisors should be made for proposed training courses and in case they are not available whites may be used. By all means, however, the approved courses should be put into operation at the earliest possible moment.

4. That Negro workers should be instructed to participate in all types of training offered in the defense program regardless of whether or not there are immediate placement opportunities.

5. That individual agencies in the council continue to bring to the attention of the Office of Production Management and to local authorities any cases of discrimination in the defense training program.

#### EMPLOYMENT IN DEFENSE INDUSTRIES

In his presentation, Mr. Templeton pointed out that the Negro has faced three crises in his occupation history. These were pointed out because they affected large numbers of colored wage earners.

The first occurred at the end of the Civil War when the Negro faced new occupational horizons. He was free to exercise his talents indiscriminately. A lack of preparation for this transition prevented him from utilizing his opportunities to the utmost.

The second crisis occurred during and just after the World War. There was an exodus of Negro Labor from the South to the northern industries centers. Negroes found an opportunity to enter new industries and trades.

Most of his social and economic progress to date can be attributed to the activities of the 1918-29 period.

Today we find ourselves at the beginning of the third crisis. Asiatic and European conditions today are such that the United States deemed it wise to provide an adequate defense for this country. Here in the State of Maryland, according to the February 25, 1941, release of the N. R. A. C. \$315,166,580 have been spent or contracted for defense construction, manufacture, education, and purchases. This represents millions of man-hours of work.

These man-hours can be translated into the conclusion that thousands of wage earners have been newly employed by Maryland concerns. Estimates place the number of wage earners added to Maryland pay rolls since the inception of the defense at 50,000. About 20,000 of these workers are to be found in defense plants alone. Some of the most active plants in the defense program are Glenn L. Martin, Bethlehem Steel Co., Rustless Iron & Steel Co., Maryland Drydock, Bendix Radio, Revere Copper & Brass, Bartlett-Hayward Co., S. Rosenbloom, Block & Decker, Crown Cork & Seal Co., Western Electric Co., and Eastern Rolling Mills.

The question of how the Negro has fared in this employment expansion was next considered by the delegates. Accurate statistical material covering these points was not available.

The speaker stated that from his personal survey these are his findings in construction work appreciable gains have been made. Thousands of Negroes have been drawing union wages as laborers and about 200 carpenters were employed at the Fort Meade project at wages of \$1.25 per hour.

In the metals Negroes enjoy wide participations. They constitute approximately one-third of the workers in industry.

The textile industry is important in that it provides the only opportunity for colored women to enter the defense program. Out of 2,000 employees in 8 plants contracted there were 75 colored employees.

In the aircraft industry no Negroes are employed.

In the chemical field there are 10 colored out of 200 workers. Some chemicals plants not engaged for defense purpose do employ a considerable number of unskilled and semiskilled Negroes.

A total of 258 out of 6,800 shipyard workers were Negroes; 240 of these were unskilled. The defense commission is concerned about a shortage of shipyard workers.

In machine shops there are approximately 5,700 employees of which 27 were Negroes.

The following basis problems for Negro workers were listed:

1. Prejudice due to blind adherence of traditional patterns.
2. Misconceptions held by white employers and employees respecting Negro characteristics with reference to health, skills, work habits, honesty, etc.
3. Exclusion policies of labor unions.
4. Lack of adequate vocational guidance and training.
5. Biased legislation, which, by inference if not by applications, serves to restrict Negro employment opportunities.

Negroes must begin to think and act on these problems. The defense program itself, together with the passage of the lend-lease bill, will make it very probable that Negroes will share in employment in due time. However, we cannot afford to wait for that time if we desire any permanent expansion in our occupational structure. Mr. Templeton closed his speech with these remarks: "It is with that thought in mind that I express the hope that this conference will go beyond the stage of mere academic interest in the problem and that from this meeting will stem a sincere, intelligent, and effective campaign to gain full participation for the Negro in the defense program."

Recommendations: 1. That fundamental workers education should be encouraged by the council in view of our special employment problems growing out of the defense crises.

2. That more interest should be taken in the integration movement. It was suggested that the council take steps to disseminate information on trade-union problems and practice in Baltimore.

3. That the council should work to remove certain legislative barriers such as the Jim Crow health code for Baltimore City, which tends to make employers in defense industries.

4. That more emphasis should be placed on the vocational guidance and placement problems of Negro youth in Baltimore.

5. That the council and the members use all of the resources available to remove prevailing discriminating policies in defense industries.



## CONSUMERS' EDUCATION

The purpose of consumers' education is to learn how to secure better values for our money.

A discussion followed as to what the Government proposed to do in the present National Advisory Commission of the National Council of Defense; for in the plan of total defense the well-being of each civilian is most important. The morale of the people must be kept up. It is the job of the National and State advisory commissions to do this by protecting the consumers' interest.

All defense orders that could effect the consumers come through the division of the National Consumers' Council. Plans to stagger defense orders over a year are found effective because, if defense orders are not allowed to limit the supply of goods to civilians, prices can be controlled and war profits limited.

The council publishes every 2 weeks bulletins entitled "Consumer's Prices," which can serve as a guide for buying and checking on prices. Free pamphlets may be secured from the Government by writing for them. Letters from people complaining of the rising prices in local communities are welcomed in Washington. The letters and cards sent to Washington written in pencil and full of poorly spelled words often get most attention, for they represent the people.

The ways by which the Government serves the low-income group are (1) food-stamp plan, (2) school-lunch plan, (3) the cotton-stamp plan will be used soon, (4) the new-mattress program.

Since we are all consumers, we should be interested in the consumers' problems, especially in securing better values for our money. The following practical suggestions were made:

1. Secure all free and inexpensive pamphlets that the Government distributes on this subject.

2. Develop management skill, that is, take care of what you already have.

3. Develop at least one area of improvement as an individual consumer by studying prices, better planning, and by studying labels.

More successful group projects can be entered into by joining consumers' councils, credit unions, and consumers' cooperatives.

Consumers' education is relatively new and offers great possibility for study and action, especially in the fields of food, clothing, and shelter.

Recommendations: 1. That an investigation be made of the participation of Negroes in the services that the Government offers to the low-income groups in the food-stamp plan, and the hot-lunch program in the public schools.

2. That we visit the cooperative store in Baltimore individually or collectively. The address is 715 Calvert Street.

3. That we request another Negro be appointed to the Maryland Consumers' Advisory Council, preferably a woman, who has had good experience in consumers' problems.

4. That a committee be appointed to study credit unions for the purpose of promoting the formation of these groups wherever possible.

5. That a committee be appointed to investigate the services of rural Negro people in Maryland through the county agents, the mattress program, and the school-lunch program.

6. That a committee be appointed to study the proposed "model rent law" as a possibility of controlling the rising rents in Baltimore.

## RELIGION AND MORALE

The first question considered was that of "morale." The United States Army has recognized the fact that morale is so important that a special department has been set up for it. Religion and morale are closely allied, and are closely interlocking, but there are some things that go into morale which are not the primary interest of the chaplain.

The following charges are the direct responsibility of the morale officer not necessarily the chaplain:

1. Community Corps: Develops comradeship, recreation, etc., for the soldiers.

2. Regimental activities: Provides for athletic and non athletic recreation.

3. Post activities: Provides movies, censored newspapers by and for the soldiers of the post, cafeteria services, library, and other forms of entertainment.

The work of the Red Cross in the Army camp was then discussed. This organization is active with soldiers who need advice, money for emergencies, and hospitalization.

The Army store or post exchange, carries on trade with the soldiers and gives credit up to 33 $\frac{1}{3}$  percent of the soldier's pay.



Other activities carried on are as follows:

1. In case the different posts raise any money or have any cash on hand, they may buy special apparatus or equipment for their own amusement.
2. Hostess houses: In this building, visitors to the garrison are received. In case of an emergency, guests who cannot find accommodations in the nearest town, are lodged here. A cafeteria and library is also provided.

\* \* \* \* \*

The next major consideration was the part played by a chaplain in the Army. He is the representative of various religions in the Army, and is there by order of the War Department. The chaplains come from different denominations, one of every four is Catholic, and colored chaplains are over colored soldiers as far as possible. The greatest problem is that of getting qualified colored preachers to become chaplains. At present there is a request for 10, but only 2 are available.

The post chaplain also maintains close contact with the local religious groups in case he needs a choir or in case the soldiers want to go to a local church.

The soldiers are encouraged to go to community churches but also to attend chapel services in the garrison. Now, for the first time in history, 604 churches are to be built in the regimental garrison. They will be constructed at a cost of \$22,000 each and will seat 400. They will be equipped with a built-in organ and movable altar, pulpit, and cabinets.

The chaplain is responsible for formal and informal baptisms, Sunday schools and Bible classes. His secular responsibilities include: Lecturing, checking on the general interest of soldiers in the libraries, checking on the type of reading material, entertainment and recreation of the soldiers, establishing schools for the educational benefit of the enrollee.

Recommendations: 1. That churches maintain a courtesy committee to welcome soldiers at week ends or any time they come to the city.

2. That churches collaborate with other agents in urging the proper authorities to erect an adequate social center for Negro soldiers in Baltimore.

3. That the churches have special committees on correspondence to write letters to the soldiers and that each pastor send a certificate of membership to the camp with each selectee that leaves his church.

4. That the churches make special efforts to interest soldiers who are in the city on leave.

5. That there be a close cooperation of ministers, churches, and colleges offering religious education in their curriculum; and in locating competent and experienced ministers for the chaplaincy in the United States Army.

6. That the ministers and churches so arrange their church program of activities, both social and otherwise, so as to include soldiers and selectees spending week ends in Baltimore.

7. That the churches in cooperation with the Council of Churches and Christian Education demand that a staff of several clergymen and capable laymen be organized on a full-size basis if necessary to see to it that the religious needs of the soldiers be adequately met.

8. That we heartily endorse the suggestion to establish Reserve Officers Training Corps and junior Reserve Officers Training Corps divisions in Baltimore high schools.

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EXHIBIT B—SUGGESTED CURRICULUM FOR NEW NEGRO VOCATIONAL HIGH SCHOOL  
REPORT BY THE COMMITTEE ON CURRENT EDUCATIONAL PROBLEMS OF COLORED PEOPLE,  
BALTIMORE, MD.

*To the Honorable Board of School Commissioners, Baltimore, Md.:*

LADIES AND GENTLEMEN: In response to your recent invitation, we are presenting to you this petition requesting that the facilities for vocational education offered in the colored schools of Baltimore be improved and expanded so as to bring them to approximate parity with those offered in the white schools.

We believe our committee to be amply justified in making this request on behalf of the Negro people of this city for several reasons.

1. In all dual school systems where separate schools are maintained on the basis of race, we find that inequality of opportunity exists, always to the disadvantage of the weaker race. Baltimore is no exception to this rule, as has been amply pointed out several times in the past. Under such conditions, members of the disadvantaged group are duty-bound to bring these inequalities and

deficiencies to the attention of the governing officials and to request their correction. In doing so we are not only following the practice of every other group in America alert enough to be interested in its own welfare, but we are contributing to good will and better understanding between the races at a time when these attitudes are of fundamental importance to the national welfare. Our petition, therefore, is necessary not only in the interest of the colored people of Baltimore, but as a patriotic duty.

2. We differ with those who believe that the public schools should withhold from Negro pupils the opportunity of learning skills because there seems to be no immediate demand for trained Negroes in the adjacent area of commerce and industry. We consider such a position unjustified from three viewpoints; namely, the ethical, the economic, and the legal.

(a) *Ethical considerations.*—However prejudiced and discriminatory the immediately surrounding industrial community may be on the question of using Negroes in skilled occupations, we would consider it very unfortunate for the school authorities to follow this unethical and un-American example by denying proper training to colored people. The basic principle upon which education in this country rests is that children should be educated in accordance with their aptitudes and capacities. Just because a misguided and hard-boiled steel manufacturer does not like colored people enough to employ them is certainly no reason why those guiding the educational destinies of the city should deprive a Negro child of the right to learn to work skillfully in steel. Such hard-fisted and prejudiced industrialists cannot be permitted to set the ethical standards for education, thus usurping the function of our educational leaders.

(b) *Economic consideration.*—Such a position is economically unsound also. Because local industrialists do not desire Negroes in skilled trades is no reason to assume that this prejudice exists everywhere in America and in the world. The Negro youth of Baltimore, like the white youth, are being trained for life and not for merely Baltimore life. In this democracy, labor, both skilled and unskilled, moves rapidly to fill industrial shortages and is not bound to one locality. The necessity for universality of training naturally follows.

Further, no one knows how soon America will be glad to use every skilled hand available, regardless of petty racial bias. At the present time the Negro is excluded from skilled employment on two counts; namely, he is black and he is untrained. If the schools refuse to train him, he cannot be used, no matter how much the industrialists may reform, as they probably will in the near future under the pressure of national defense. We ask your honorable body to train Negro students in all the crafts now available for white students. That is the first and most important step as we see it. After being trained, we believe that their employment, through their own efforts and those of the placement officers of the public schools, will be easier than if they remain untrained.

(c) *Legal considerations.*—There is nothing clearer than the provision of the Constitution that a citizen cannot be discriminated against by a municipal agency on account of race or color. The decision of the United States Supreme Court in the *Gaines v. Canada case* in 1938 specifically includes public-school facilities under the provision of this law. The Court there held that "The admissibility of laws separating the races in the enjoyment of privileges afforded by the State rests wholly upon the equality of the privileges which the laws give to the separated groups within the State."

According to this decision, a Negro student legally has the right to receive instruction in any course, vocational or otherwise, given to a white student. It does not have to be in the same place, but it must be equal and it must be given within the State.

Nor should the provision of courses for Negroes depend upon the number of persons who apply. For the Court goes on to say, "Here petitioner's right was a personal one." It was as an individual that he was entitled to the equal protection of the laws, and the State was bound to furnish him within its borders facilities for legal education substantially equal to those which the State then afforded for persons of the white race, whether or not other Negroes sought the same opportunity."

In view of what has been said above, we consider our petition fully justified and pass on to more specific items.

#### SUGGESTED CURRICULUM FOR NEW NEGRO VOCATIONAL HIGH SCHOOL

We herewith submit a brief description of and justification for proposed courses to be offered in a new Negro vocational high school.

1. *Welding*.—A 2-year training course in all types of acetylene and electric welding. The shop work consists of torch manipulation and practice welding of coupons leading up to the welding of various kinds and shapes of metals. Welding of such metals as steel, bronze, cast iron, malleable iron, sheet aluminum, and cast aluminum is a regular part of the course. Additional practice is given as occasion allows in general welding of machine parts in the repair and upkeep of equipment, such as torches, tips, regulators, and any machine parts from other shops. In addition to welding, the use of the torch in cutting is taught. Related work and general safety instructions of importance to the welders are also taught.

Justification: (a) Electric welding is increasingly employed in marine construction and great importance is attached to American shipbuilding program.

(b) Auto industry uses welders in manufacture, assembly, and repair of products and equipment.

(c) Aircraft industry is a fertile field for welders.

(d) Large-scale construction, i. e., steel building frames, bridges, tanks, boilers, etc., shows increasing use of welding process.

(e) Construction of a defense housing project for Negroes at Sparrows Point indicates increased employment of colored workers in shipyard.

(f) Rapid growth of welding schools in Baltimore is an index of the expanding importance of the trade.

2. *Plumbing*.—A 3-year course in sanitation and heating. It consists of soil and screw pipe work, soldering, preparation and wiping of lead pipes, fixture installations of all kinds, repairs and servicing, hot-water tank and circulating heating systems, wells and pumps, gas appliances, combustion, thermostatic controls and adjustments, and boilers and radiators. The related work is based on information and training received in the shop. It includes mathematics, science, English, blueprint reading and sketching, and experimental laboratory work.

Justification: (a) A large field for work lies in the Negro community of Baltimore.

(b) There is a dearth of licensed plumbers.

(c) Public-health hazards resulting from illegal plumbing work make it unwise to deny training any longer.

(d) Quotas for Negro skilled workers set up in the United States Housing Authority and the Public Buildings Administration construction contracts provide definite plumbing opportunities.

(e) Plumbing provides a permanent field of employment.

3. *Electrical wiring and motors*.—A 3-year course in the theory and practice of the electrical trade. Training is given in signal wiring and general wiring. Signal wiring includes work on bell annunciator, burglar alarm, telegraph, and apartment-house telephone circuits. General wiring consists of installing and maintaining light and power circuits for homes and industrial plants. The second and third years are taken up with work on direct-current machinery and alternating-current machinery. These include such work as armature winding, general motor repairs, operation and testing of control devices, switchboard wiring, care and operation of motors and generators, testing and trouble shooting. Related subjects include mathematics, drawing, and science.

Justification: (a) Like plumbing, electrical work is a missing link in the occupational structure of Negro workers, and the justification is the same as that for plumbing.

4. *Aeronautical sheet metal*.—A 2-year course in sheet metal, welding, drawing, and machine-shop work with sheet metal as a major subject. The first semester's work consists of elementary bench work with emphasis on the fundamentals of airplane sheet-metal work. The remaining year and a half is devoted to the actual fabrication and assembly of full size all metal ships. Work is done in aluminum alloy. This consists of working the metal over forms and dies to required shapes. Completed parts such as fuselages, hulls, wings, and tail surfaces that are assembled in jigs involve many skills. Related subjects include mathematics, drawing, and science.

Justification: (a) Office of Production Management announced May 1 that one airplane manufacturing corporation will train and employ immediately 1,200 skilled colored workers. In view of obvious labor shortages, other plants can be expected to follow this lead.

5. *Radio-equipment service*.—A 3-year course in the theory, construction, and servicing of all types of radio receivers, from the simple crystal set to the modern short-wave radiovision receivers; the correct use and analysis of

testing equipment; the study of motion-picture and sound equipment; the practical operation of light-sensitive cells, and the theory of sound recording. Related work consists of laboratory experimentation, mathematics, and drawing. The instruction is designed to develop specific abilities in the proper use of tools and in the assembling, wiring, testing, and installing every known type of radio receiver; the managing of service shops; the erecting of aerials to conform to local regulations; and the construction, operation, and service of public-address systems.

*Justification:* (a) Almost every home has at least one radio. Obviously there is a large field for radio technicians.

(b) Use of radio equipment in military service together with marine and aerial transportation, presents employment opportunities.

6. *Machine-shop practice and tool making.*—A 3-year course in the manipulation of tools and machine-shop equipment. It is designed to prepare persons to make, repair, erect, assemble, or dismantle machines or parts thereof. A wide variety of work, including bench and floor work, blueprint reading, sketching, lay-out of machine parts, assembly and adjustment, lathe, drill press, shaper, planer, and milling machine operation, is covered. General repairs to machines are made when required. Mathematics, mechanical drawing, physics, and subjects basic to the trade are taught.

*Justification:* (a) Defense program found this country woefully deficient in machinists and toolmakers.

(b) Inability of small machine shop to retain employees presents opportunities for colored workers.

(c) Ford Motor Co., with 18,000 skilled Negro employees, is an example of what can be done with and for Negro artisans and apprentices.

(d) Emphasis on continuous technological production demands skilled mechanics.

7. *Wood patternmaking.*—A 2-year course in the making of all types of patterns from wood. The shop work includes the use of modern hand tools and woodwork machinery with emphasis upon accuracy in getting dimensions and forms. Many of the patterns cut are used in the foundry division of the shop where molds are cast from lead. Related subjects, such as mechanical drawing, science, and mathematics, are taught.

*Justification:* (a) Negroes are already found in industries where the trade is used, such as shipyards, foundries, machine shops, etc. Hence, it is merely a matter of upgrading the worker.

(b) This trade is essential in machine tooling and metal-work production.

8. *Commercial art or graphic design.*—A 2-year course for girls and boys with ability in art and design. It is planned to teach "art as a paying profession." Instruction is given in drawing, principles of design, illustration techniques, the formation and study of letters and lettering, the media and methods of reproduction for illustration and decoration, and photographic art. Emphasis is placed upon art in advertising.

*Justification:* (a) Development and expansion of Negro business present immediate field of employment.

(b) Advertising program expansion provides work opportunities.

(c) Increased use of Negro employees by business concerns allows for absorption of trained persons.

9. *Blueprint reading and drawing.*—A 3-year course in mechanical and architectural drafting. The course includes freehand sketching, lettering, drawing from models, isometrics, sections and auxiliaries, cabinet drawing, elementary machine, small fixtures, tool design, and redesign of machines, blueprint machine operation, architectural type detail, construction design, and wash work. Related subjects include mathematics, elementary mechanics, and machine-shop practice.

*Justification:* (a) Opportunities for Negro workers lie in the expansion of industry and construction and the increasing number of Negroes found in those areas.

10. *Business machines and office practice.*—A 2-year course for boys and girls designed to give training in the use of modern office machines, equipment and practice. The work includes instruction on the mimeograph, mimeoscope, ditto, I. B. M., multigraph, and various types of calculating machines. Additional training is provided in filing, banking, telephoning, inventory, typing, and stenography. Related subjects include business English, mathematics, and the study of common business forms. Spelling and handwriting are stressed.

*Justification:* (a) Expansion of Negro business provides opportunities.

(b) Increasing number of jobs available in city, State, and Federal departments. The Social Security Board hired a number of stenographers recently.



11. *Printing*.—A 3-year course including hand composition, platen presswork, job layout, stereotype, linotype, monotype, and Ludlow operation, engraving and photostatic work. Related work includes English, trade mathematics, history, lettering, social studies, trade technology, and trade publications.

*Justification:* (a) The printing needs of Negro churches, clubs, business concerns, etc., constitute a field of opportunities in local job and newspaper plants.

(b) A trained person can set up his own shop.

(c) City, State, and Federal departments employ Negroes through examination.

12. *Salecsmanship*.—A course including retail selling, salesmanship technique, merchandising, study of store systems, and related subjects such as industrial geography, business English, mathematics, spelling, handwriting, the social studies, music, and art. This course is open to girls and boys.

*Justification:* (a) Baltimore's Negro market has a value of \$50,000,000 and constitutes a fertile field for commercial enterprises.

(b) Wholesale and retail concerns are employing Negro salesmen. Examples are Kermisch's Standard Oil Co., Pepsi-Cola Co., D. S. D. Motor Co., Howard Cleaners, Fuller Products Co., Waller Oil Co., as well as neighborhood groceries, drug stores, etc.

(c) Such instruction, through its close association with consumer education, would serve to protect the interests of the Negro customer.

(d) The continued development of Negro business will offer increasing opportunities for Negro salesmen.

13. *Novelties and millinery*.—A 2-year course including hand work and special power-machine operation in the required trade. Arithmetic, English, spelling, design and trade terminology, along with the social studies, music, and art form the related subjects.

*Justification:* Trained persons can find employment in or can open shops.

14. *Power machine operation*.—A course that may extend from 1 to 2 years, depending upon the age and grade of the pupil. This course provides training on various types of power equipment, such as, straight stitcher, serging, felling, binding, and buttonhole machines. Related subjects include textiles, industrial geography, mathematics, English, art, and social subjects.

*Justification:* (a) Baltimore is an important garment manufacturing center and the school should train for local needs at least.

(b) Negro operators are already in the trade as evidenced by the employment of 300 at Edgewood Arsenal and others at S. Rosenbloom, Comfort Spring Co., Iron King Overall Co., and numerous other garment factories, laundries, and tailor shops.

15. *Tea room service*.—A 2-year course involving instruction in the preparation of sandwiches, salads, and light meals, the serving of food, the management, care, and attractive planning of tea rooms. Related subjects include food study, hygiene, mathematics, English, art, and social subjects.

*Justification:* (a) Growth in number and size of Negro restaurants demands trained persons.

(b) Increasing tendency to use colored in white tea rooms.

16. *Child care*.—A two-year course offering instruction and practice in the care of young children, involving proper habit formation, health and sanitation, correct diet, and child play. Related subjects include food study, preparation of food, hygiene and first aid, elementary child psychology, music, mathematics, English, art, and the social subjects.

*Justification:* (a) There is a growing specialization in the field of domestic and personal service. One of these specialties is that of child care, and there is an open market in this field for Negro women.

#### ADDENDA

We recommend—

1. The retention of all courses now being given in the vocational school for Negro students.

2. All applicants, aside from possessing specific qualifications for each trade, shall be required to have completed the ninth grade.

#### EXHIBIT C—NATIONAL DEFENSE COLORED VOCATIONAL SCHOOLS

REPORT BY DIVISION OF VOCATIONAL EDUCATION, BALTIMORE, MD.

The National Defense Colored Vocational School located at 775 Waesche Street—near Fremont Avenue—will operate under the Department of Voca-



tional Education and provide opportunity for training in six or more essential trades.

All instruction is free to citizens between the ages of 18 to 55.

All interested persons should register at Maryland State Employment Office, 39 Hopkins Place, or National Defense Office, 3 East Twenty-fifth Street. Following registration the applicant will be notified by mail as to when to report to class.

For the unemployed person the following preparatory (P) courses are recommended and are available for entrance.

I. *Radio service (P)*.—The following theory will be offered in this course: Electric theory, electrical units, Ohm's law, circuits, magnetism, electromagnetism, inductance and induction, condensers and capacitance, resistors, theory of alternating current and direct current, aerial and ground systems, detectors, receivers, and a study of the vacuum tube. In addition to the theory the trainee will be given an opportunity to do practical construction and service work which will include blueprint reading of radio diagrams, assembly and wiring of radio sets, tube and set testing, and construction of complete receivers from the simple crystal receiver to the superheterodyne set and also the modern alternating current-direct current receivers.

II. *Small parts assembly (P)*.—In this course assembly of radio parts, complete sets, and electrical instruments will be stressed. In addition to the practical work received the trainee will be given related work covering the reading of radio diagrams, types of parts used in this work, facts on soldering, stripping wire, kinds of wire, necessary hardware, reading of micrometers, lay-out of templates, and methods of planning an assembly of a complete unit.

III. *Acetylene and electric welding (P)*.—This combination course will provide the trainee with fundamental knowledge of both types of welding.

Acetylene welding: This will give training in adjusting flame, preliminary torch practice, welding L's (corner welds), butt welding, vertical welding, lap welding, horizontal seam butt welding. In addition to this practical welding each trainee is given related welding covering—welding and cutting equipment, care and operation of torches, characteristics of metals and alloys, defects, inspection and testing welds, brazing, blueprint reading, safety and lay-out of welding problems.

Electric welding: Practical work consists of flat welding, horizontal weave, vertical 45°, vertical 90°, overhead 45°, overhead 90°, pipe welding. Related work will cover all theory and blueprint reading necessary to make the trainee an intelligent and competent electric welder.

IV. *Machine shop occupation (P)*.—At the present time this course is divided into five operative skills, the training in which everyone is selected is intensive with the purpose of turning out a highly skilled machine operator. The five divisions are as follows with a few of the processes which are covered:

1. Bench work: Chipping, sawing, filing, threading, lay-out, tapping, etc.
2. Drill press: Drill to lay-out, spot drilling, reaming, countersinking, etc.
3. Lathe: Centering, facing, straight turning, shoulder turning, taper, etc.
4. Shaper: Horizontal planing, vertical and angular planing, grooving, keyways, etc.

5. Milling machine: Plain, face, slotting, sawing, gearcutting, etc.

V. *Aircraft sheet metal and riveting (P)*.—This course is divided into three parts: Aircraft lay-out, aircraft metal, and aircraft riveting.

Aircraft lay-out: Mathematics, bend allowance charts, spacing, blueprint reading, aluminum and its alloys, riveting hints, glossary of terms.

Aircraft metal: Factory rules, materials, tools, aircraft equipment, tolerances flanging, shrinking, stretching, touch-up filing, joggling and assembly.

Aircraft riveting: Lay-out and spacing, drilling, countersinking and dimpling, hand riveting, air hammer work, peining, driving and removing rivets, one-shot hammer and squeezer, fabrication, assembly handling and working aluminum and alloys, shop routine and safety.

VI. *Electrical work (P)*.—A general electrical course with specific training toward the end of the training period according to evidences of ability. The following will be included: Splicing, soldering, circuit tracing and installation, signal wiring, open wiring, B. X. cable, rigid conduit, molding (wood and metal), electrical calculations, testing, instrument reading, maintenance and trouble shooting, motors, generators, trouble-shooting code rules (national and city), power production and transmission, blueprint reading, batteries, and circuit controls and sufficient related electrical theory will be given as needed.

In addition to the training explained above the following schools are available for the training of colored men and women:

School No. 122: Sheet metal work.

School No. 450: Sheet metal work: Home management and cooking (females).

School No. 454: Wood work: Home management and cooking (females).

School No. 454A: Auto assembly work.

Following is a list of colored schools being used for the national-defense training program in Baltimore.

No. 122: Preston Street, between Druid Hill and Pennsylvania Avenues.

No. 340: Baker and Calhoun Streets.

No. 454: Carrollton and Lafayette Avenues.

No. 454A: Carey Street near Cumberland.

National Defense Colored Vocational School, 775 Waesche Street.

#### GENERAL INFORMATION

1. The length of a preparatory course is usually 8 weeks, 8 hours per day, and 5 days per week. Exceptions to this are the aircraft courses, which run 4 to 6 weeks.

2. Upon satisfactory completion of training, each man or woman will receive a national-defense vocational record card which will show type of work, number of hours of work, and grade received. In addition to this, all trainees are eligible for a large national-defense certificate showing work completed and other necessary information.

3. The length of a supplementary course is usually 2 hours per night, 3 nights per week for a period of 12 weeks. This may also be given 2 nights, 3 hours per night, or on Saturday for 6 hours, 8 a. m. to 2 p. m.

NOTE.—Supplementary are only made available for those people already engaged in a particular trade or related trade. The purpose being to afford them the opportunity of getting additional skills, thus increasing their value to local industry.

4. Anyone interested in a preparatory course must have a Maryland State employment card before registering. (This card may be obtained at 39 Hopkins Place.)

5. Anyone interested in a supplementary course must be working in the trade in which they want additional training and must have a social-security card.

6. Any information regarding national-defense training may be secured from Mr. J. O. Proctor, room 107, 3 East Twenty-fifth Street, or call Un. 6300.

#### EXHIBIT D—CORRESPONDENCE ON UNION CHARTER

APRIL 24, 1941.

Mr. M. A. ORLOWE,

*Business Representatives, Painters' Local Union No. 1,  
Baltimore, Md.*

DEAR MR. ORLOWE: As spokesman for the Colored Painters' Association, I once again address you on the subject of our request for the consent of local No. 1 to the awarding of an A. F. L. charter to our group.

Reference to your correspondence files will reveal the fact that I first wrote you on March 26, 1941. In that letter, I included a copy of the communication we had received from the international headquarters, Lafayette, Ind., directing us to secure the written consent of your local to our application for a charter.

My second letter to you, dated March 27, 1941, reminded you of the fact that discrimination was forbidden on defense construction and that since your local refused to accept Negro applications for membership, our only recourse was to secure a charter for ourselves. In a subsequent telephone conversation, you advised me that the matter had been referred to a subcommittee for study and that we might expect a definite answer within a fortnight. Since that time I have telephoned your office on several occasions to check the progress of our request. Each time I have talked to Mr. Igenfritz, but he has not been able to give me any information other than the fact that the matter was still under consideration. When I talked to him yesterday, he informed me that the matter is to come up for discussion at your meeting on April 29.

I do not need to remind you that a month has passed since our problem was first submitted to your office. The Colored Painters' Association feels justified in assuming that some concrete action should have been taken on its request within the past month. We feel that our application has been unduly delayed

and we strongly urge, in view of the fact that work is progressing rapidly on construction projects now underway, that local No. 1 act upon our request without further delay.

An early reply will be appreciated.

Sincerely yours,

FURMAN L. TEMPLETON,  
*Industrial Secretary.*

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BROTHERHOOD OF PAINTERS, DECORATORS AND PAPERHANGERS OF AMERICA, UNION  
No. 1

Affiliated With the American Federation of Labor and the Baltimore Building  
Trades Council

BALTIMORE, MD., *April 30, 1941.*

MR. FURMAN L. TEMPLETON,  
*Industrial Secretary, Baltimore Urban League,  
Baltimore, Md.*

DEAR SIR: In reference to your communication of April 24, to Mr. M. A. Orlowe, business representative of Painters' Local Union, No. 1.

I have been instructed to notify you that the executive board of local union No. 1 will be pleased to meet a committee composed of colored contracting master painters and their authorized representative, who desire to unionize their shops in Baltimore city and vicinity, Tuesday evening, May 6, 1941, at 8 p. m., in our hall, 360 North Gay Street, second floor.

If the above date meets with your approval, kindly call me on the phone, so that I can make definite arrangements for this meeting.

With best wishes, I remain,

Very truly yours,

WILLIAM D. ILGENFRITZ,  
*Recording Secretary.*

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BROTHERHOOD OF PAINTERS, DECORATORS AND PAPERHANGERS OF AMERICA, UNION  
No. 1

Affiliated With the American Federation of Labor and the Baltimore Building  
Trades Council

BALTIMORE, MD., *June 5, 1941.*

MR. FURMAN L. TEMPLETON,  
*Industrial Secretary, Baltimore Urban League,  
Baltimore, Md.*

DEAR SIR: In reference to your letter of April 24, to Mr. Max Orlowe, and the attached copy which you received from our general office at La Fayette, Ind., concerning the question of local union No. 1, granting its consent for our general office to issue a charter to a group of colored painters who you represent here in Baltimore:

This is to advise you that a special meeting was called on June 2, 1941, and the union voted as not being in favor of our general office granting a charter at this time to anyone for the purpose of organizing a new local union in the jurisdiction of local union No. 1.

With best wishes, I remain,

Very truly yours,

WILLIAM D. ILGENFRITZ,  
*Recording Secretary.*

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### TESTIMONY OF EDWARD S. LEWIS—Resumed

MR. ARNOLD. Mr. Lewis, what is the Baltimore Urban League?

MR. LEWIS. The Baltimore Urban League is a community organization which seeks to improve the conditions under which Negroes live, work, and play. The league makes studies of problems in the community as they reflect on the Negro population. It trains Negro social workers, and it publishes a journal of Negro life.

There are 45 branches in the United States, of which this is one, the Baltimore branch; and we carry on remedial programs wherever necessary, especially in industry.

Mr. ARNOLD. Do you work with legislative bodies? The Maryland Legislature?

Mr. LEWIS. Yes, sir; we do. Our branch, for example, took a very active part in lobbying at Annapolis for low-rent legislation—house bill 6970 and 6971, to provide for adequate housing for Negro families. That is one specific instance where we took an active part.

Mr. ARNOLD. Do you endeavor to secure more of an equality in Maryland for the Negroes?

Mr. LEWIS. Yes, sir; we do whenever possible. We try to carry on programs which will build up the social and economic status of the Negro group.

Mr. ARNOLD. You didn't have much success with the Maryland Legislature with reference to doing away with segregation.

#### CAMPAIGN AGAINST TRANSPORTATION LAW

Mr. LEWIS. No, sir. We have had to fight for a period of years. We have campaigned against a specific bit of legislation which discriminates against Negroes, particularly in intrastate transportation; we have tried to get removed the old law that has been on the Maryland statutes since the nineteenth century, but we have been unable to do so. That has been one of our real handicaps—in having an outworn type of legislation on the books. We have had no success in that effort at all.

Mr. ARNOLD. Are any Negroes elected to either branch of the legislature?

Mr. LEWIS. No, sir; we have not had any members elected. We have had 1 or 2 candidates for representative who have come within 2,000 or 3,000 votes of being elected from our heaviest Negro-populated district, namely, the fourth district, but thus far we have not been successful and do not have any representatives at Annapolis.

Mr. ARNOLD. But you do have one in Congress?

Mr. LEWIS. Yes, sir; we do have one in Congress.

Mr. ARNOLD. And a very able man.

I would like to say at this juncture that in Illinois I served in the Illinois Legislature for 8 years, and we found that the Negroes who came down there in both houses, the senate and the house, were a very high type of citizen; they were hard workers, and their constituencies apparently were well satisfied with the representation given them.

In addition to that, everyone knows of the ability of Arthur Mitchell, who represents an Illinois Congressional district in the Congress of the United States.

#### DISCRIMINATION IN DEFENSE INDUSTRIES

Now, would you tell the committee briefly what the situation in the Baltimore area is in regard to the employment of Negroes by defense industries?

Mr. LEWIS. Yes. I think, as I have indicated in this statement, one of the most serious problems that the Negro population faces in this community, as well as other communities of the country, is this matter of discrimination in defense industries.

There are only two fields where we have what I should term reasonable representation. In steel, out of the total of some 20,000 workers, as indicated here in yesterday's panel, I think we have 9,000 Negro workers. And we have some representation in the textile industries.

But with the exception of those two groups, the Negroes have not been given opportunities to work.

I think I have given the break-down here in the various fields: In the chemical field, 10 out of 200 workers; 258 out of 6,800 shipyard workers; one-third of the workers in the metal industries; we have gained some representation in the construction group. We have been able, during the past 2 years, to place some 200 skilled Negro construction workers; and I think that indicates that Negroes, when given an opportunity, can perform efficiently.

#### NO NEGROES IN AIRCRAFT PLANT

We have no Negroes employed in the aircraft industry in Baltimore.

I think it was reported in yesterday's panel that there were a few. If there are some, they are probably working in the yard, because they are not employed in the plants.

In that instance, certainly, we feel that there is a sharp discrimination so far as Negroes are concerned in the defense industries.

In the machine shops there are 5,700 employees, of whom 27 are Negroes. I have tried to indicate that there are a number of factors responsible for this discrimination, and if the gentlemen wish, I would like to comment on some of the observations that were made in yesterday's panel dealing with restrictive policies in these defense industries.

Mr. ARNOLD. We will be very glad to have you proceed.

#### SAYS ELIGIBLE NEGROES ARE AVAILABLE

Mr. LEWIS. I refer to one of the remarks made yesterday by Mr. Martin. That remark was that there were no skilled Negro workers available, or, rather, that the school system had indicated that there were no trained workers who came out of our school system and who could be used. I think he indicated his basic requirement was a high-school diploma. As a matter of fact, we have high-school graduates who compare quite favorably, from any point of view, with the high-school graduates who are now taken in the Glenn L. Martin plant. We have also had graduates from our colored vocational schools, who have some mechanical aptitude, and if they were given an opportunity to work, could be taken into this plant.

Also, as I see it, there is no basis at all for the statements which were made that the white workers would object to Negro workers being employed. We know there is a sort of vociferous minority in all groups which will raise some objections; but I do not feel that the majority of the skilled workers, as it was asserted, would walk off the job if Negroes were employed.

#### CITES HOUSING-PROJECT EXPERIENCE

The reason for my making that statement is this: When we approached contractors and asked them to take Negro skilled workers



on the housing projects, we were told that skilled workers—white bricklayers and carpenters—would walk off the job; but we told them, "Give us an opportunity to place some of our skilled workers." We asked them, rather, to give us an opportunity to place the workers on the job. The result is that we have some 81 skilled Negro workers on the job at this time on seven housing projects.

With specific reference to the nine defense-housing projects, we have Negro carpenters working on practically all of those projects; and thus far there has not been an incident—that is, no white workers on any of these projects have walked off because these skilled Negro workers came on the job.

On the contrary, the reports which we got from these Negro skilled workers show that they have received the finest kind of treatment from the white skilled workers on the projects. And that is the reason why we do not believe that that argument will really stand the test of application and experience.

Another observation which was made here yesterday was that the employer could not be expected to solve the problem of discrimination, because we had a pattern of racial discrimination in this community which made it impossible to work colored and white workers together.

As I have indicated, on these construction projects colored and white workers have worked together. There were representatives in the panel here yesterday who operate defense industries in which colored and white workers are working together.

#### NEGROES NOW IN KOPPERS PLANT

One particular representative in the panel yesterday said to me, after the panel, that if I wanted to comment on it to the committee today, it was perfectly agreeable to him. I refer to the gentleman who represented the Koppers Co.<sup>1</sup>

His company had never used Negro employees, but within the past 2 months they have taken on some 20 workers; and we learned from him yesterday that the services of these 20 workers had been excellent.

Out of the 20 workers, 7 or 8 are college graduates, and they are now in the maintenance department; but I think the fact he has tried the experiment and it has worked successfully is an indication that it will work in other plants.

#### DIFFICULTY WITH CRAFT UNIONS

I do not feel that the argument that workers will not work together is sound. As I have indicated with reference to discrimination in the trade unions, we have had no difficulties at all with the C. I. O. unions as far as racial discrimination is concerned. We have had some acute difficulties with the American Federation of Labor craft unions. At this very moment, for example, it is impossible for us to get a Negro painter placed on a defense-housing job, because all the work is 100-percent union. The painters' local—Local No. 1—refuses to grant our men a separate charter, and it will not take them into its local and it will not give them working permits. That means that we are completely frozen out of the job of painting.

<sup>1</sup> Walter T. Perkins, vice president, Koppers Co., Baltimore.

Now, we have a group already organized, some 33 skilled painters, who could hold their own on any construction job. They have done it on jobs that were not 100-percent union. But we cannot get the local painters' union to grant us a charter or even give us working permits.

In the case of the bricklayers' union, American Federation of Labor, it is possible for us to get jobs for out-of-town Negro bricklayers. They will give any Negro bricklayer a card if he comes from another community; they will give him a permit; but we have had applications on file for membership on the part of Negro bricklayers for 2 or 3 years, and they have not as yet been admitted in the local bricklayers' union.

I think those are the outstanding examples of discrimination on the part of trade unions.

I also want to point out that there are some unions with which we have made definite progress. The cement finishers' and plasterers' unions have taken Negro workers into their memberships and given them opportunities to work. The carpenters' union has given us the privilege of setting up a separate local, and, as I indicated, those workers are at present functioning on some nine defense projects.

#### DEFENSE TRAINING COURSES FOR NEGROES

Now, I want to make just one more observation with reference to the problem of training. It was indicated here that we do not have trained workers available, although several thousand white workers have been trained for defense industries since last July or August, I think, when they started out.

Very few—fewer than 100—Negroes have been trained for defense industries since that time. We had great difficulty getting the school board to ask the Government to provide additional funds to set up defense training courses. I think some time this month the defense training courses for Negroes will be open. Forty thousand dollars has been appropriated by the Federal Government for this purpose.

We pointed out as early as June 1940, when the defense crisis was impending, that the vocational education in Baltimore should be improved so that Negro workers would have opportunities to acquire certain basic skills for defense industries. We had to threaten suit before we could finally get the school board to go along with our request for more defense courses.

One of the arguments given by the school board, for example, is that there are no job opportunities for Negro workers; and the argument given by the employers is that we have no skilled persons, no trained persons; so it puts the Negro in a hopeless dilemma: He cannot get a job because he has not the training, and he cannot get the training because he could not get a job.

#### RELATIONS WITH STATE EMPLOYMENT SERVICE

MR. ARNOLD. Has the State Employment Service made any attempts to overcome racial discrimination in industry?

MR. LEWIS. I think the employment service recently has added a Negro to the white-collar division. The director has invited me to a number of conferences and given me an opportunity to talk to the heads of defense industries, requesting them to lower the color bar.

There has been some work done in that connection. I think, however—and this observation may be made of all the Federal employment offices in the country, with a few exceptions—that so far as they pertain to Negroes, their primary assistance has been in the field of unskilled and domestic-service workers, but they do not carry on a promotion job in the field of skilled workers; that is, they do not try to promote the interests of Negro skilled workers; and I think that is unfortunate because it helps to keep us excluded from industry.

We did have the support of Mr. Fringer in securing an industrial secretary whose job it is to try to promote the interests of Negro skilled workers, and for that we have been quite thankful.

Mr. ARNOLD. I want to say, before we leave this phase of the questioning, that the committee thought very well indeed of the testimony of the panel yesterday, and especially that of Mr. Glenn L. Martin.

It is my belief, from the testimony he gave here and from what he said afterward to the members of the committee, that it is his intention to try to work out a plan whereby Negroes will be employed in the factory.

I rather think the trouble has been simply that Negroes have been considered largely ineligible for occupations other than personal service, and haven't been inducted into industry, just as women haven't yet been inducted into the defense industries to any great extent; so I feel that the opportunities are going to be greater in the future than they are at the present time.

#### SCHOOL PROBLEMS OF NEGROES

Now let us get along to the school problem of Negroes. How does the Negro teacher-pupil load compare with the white teacher-pupil load? And you might tell us of the facilities for Negroes.

Mr. LEWIS. As I indicated in my paper, Congressman, we submitted a report in June of 1940. The data which form the basis of that report were taken from statistics published by the school board and appearing in an issue of the Sun papers. We pointed out, with reference to valuation of properties, that it would take \$7,805,000 to bring the Negro schools up to parity or equality with the white schools.

I have the break-down with reference to elementary schools, senior high schools, junior high schools, and vocational high schools. That has been presented to the committee. But I think what should be pointed out is this tremendous differential, although the law specifically states that school facilities shall be separate but equal. They are separate, but by no means equal; and this property valuation, I think, is striking evidence on that point.

#### NEGRO SCHOOL PROPERTY VALUATION

Mr. ARNOLD. What is your present property valuation?

Mr. LEWIS. The present property valuation of colored schools is \$6,826,560, in contrast to the white property valuation of \$41,758,000.

Mr. ARNOLD. In other words, the property value of Negro schools needs to be a little more than double?

Mr. LEWIS. That is right. Now, with reference to the first question, about the pupil-teacher ratio, we pointed out that there are 4.5 percent more children per colored teacher than per white teacher.

Similarly, there are four more colored children per teacher on the elementary level, three on the junior high, one and four-tenths on the senior, and three and nine-tenths more on the occupational level, and one more on the vocational level.

I think this information indicates that the pupil-teacher ratio is in all instances greater for colored than it is for whites.

The difference of 4.5 percent is city-wide. Our biggest differential is in respect to the vocational schools, where we have some 11 or 12 vocations or trades offered to Negro schools, as against 20 or more offered in the white schools.

We have a polytechnic high school which trains young white men for technical occupations. There is no counterpart at all in the Negro community.

We have occupational schools for girls and boys in the white group, and we only have one colored vocational school in our group.

#### DISCRIMINATION IN CITY JOBS

Mr. ARNOLD. Is there any discrimination against any Negro employees in the facilities of the city, for example, health and other facilities offered by the city?

Mr. LEWIS. I should say there is discrimination on the part of the city so far as the employment of Negroes is concerned.

In the health department we have Negro nurses and some Negro physicians. We were fortunate in getting some 19 Negro nurses added to the staff last year. That is the first time we had any representation of Negro nurses on the staff in the city hospital.

Negro physicians are not allowed to practice, however, in the city hospitals, even on Negro patients in Negro wards.

Particularly in the white-collar brackets of the city government there is a striking lack of representation of Negroes.

#### OVERCROWDING IN NEGRO COMMUNITY

Mr. ARNOLD. Is overcrowding a problem among the Negro population in Baltimore?

Mr. LEWIS. Yes, sir.

Mr. ARNOLD. What are the effects of this overcrowding?

Mr. LEWIS. Overcrowding is prevalent in the Negro community. As pointed out in this memorandum, one-fifth of the population lives in one-fiftieth of the area of the city. In this particular section some 90,000 Negroes are crowded, and there is no question that it makes for a very acute condition.

I have cited one of the cases of meningitis, reported by the health department, where 10 persons were living in 2 rooms; and I think all the gentlemen of the committee recognize that meningitis is frequently related to the problem of overcrowding.

The density per acre for the white population in the community is about 33; for the Negro population in these heavily concentrated areas that we studied back in 1933, the density ranges from 87 to 124 persons, which shows you the crowded condition which prevails in the Negro communities, and which, of course, is reflected in the proportion of sickness and crime.

## NEGRO AREA CANNOT EXPAND

I think the most difficult aspect of this problem is the fact that there is so little room for expansion. Whenever you get a movement of population in any direction—north, south, east, or west—you are apt to get real opposition. You get opposition which is reflected in restrictive covenants; you get opposition such as that faced by the housing authority, when it proposed to build a project for Negroes near a large mail-order store. There was such a community uprising, literally, that the city council and the housing authority withdrew the proposal to erect the housing unit there. That makes the problem of congestion for Negroes especially difficult.

MR. ARNOLD. That is all, Mr. Chairman.

The CHAIRMAN. Mr. Osmer.

## FOR THE PROMOTION OF DEMOCRACY

MR. OSMERS. I have several questions which I would like to ask Mr. Lewis.

As I understand it, it is a part of our national policy today to bring the four freedoms to a lot of people in a lot of places through the world—at the point of a gun. Don't you think that it would be wiser to try to bring some of these freedoms to some of the people here in America?

MR. LEWIS. Yes; I do, Mr. Osmer; decidedly so. I think that is the reasoning of the colored population all over the country. We feel if we can promote democracy here, then we have the basis for real fighting for the preservation of democracy elsewhere.

MR. OSMERS. Can you see any purpose in the present armament program which is designed to secure and restore freedom of speech, freedom of worship, and freedom from want, and freedom from fear, if we don't provide at least a large portion of our own citizens with those freedoms? Do you see any point in building the bombers that we are talking about here unless we do this at home?

MR. LEWIS. I don't see any point at all in it, Mr. Osmer. I think it has been pointed out that the European experience indicates they not only fight with materials. Morale is a very definite part of any warfare, and I think the type of discrimination which I have been depicting to this committee breaks down the morale of one of the most loyal groups of citizens in this country.

MR. OSMERS. I don't think there is any question about that at all, and I think the recent activities on the part of Negroes throughout the United States and the proposed march on Washington is an expression of it. I think the President realizes the seriousness of it, as suggested by some of his utterances in recent days.

Do you feel that your organization is making progress in the Baltimore area?

MR. LEWIS. I think we have made some definite progress, particularly in construction—in getting Negroes skilled workers' jobs—and I think they have proved their mettle.

I think our progress in the defense industries, however, has been very slow—very, very slow. We haven't made many significant dents.



## MORE OPPORTUNITIES TO ENTER INDUSTRY

Mr. OSMERS. Would you say, Mr. Lewis, that the fact that an emergency such as we are now passing through, which leads to an upgrading generally of all sorts of workers, has made more opportunities at the bottom for your group to enter? Would you say that that has provided better employment opportunities and has helped your cause a little?

Mr. LEWIS. I think so. I think we have had some indication that Negroes are getting jobs now—jobs in nondefense industries, that other workers have left.

Mr. OSMERS. To go into defense industries?

Mr. LEWIS. Yes; to go into defense industries.

Mr. OSMERS. Now, this committee, as you know, is primarily concerned with the migration of human beings as a result of the defense program.

Mr. LEWIS. Yes.

Mr. OSMERS. And discrimination is, shall we say, a side issue so far as the resolution which created this committee is concerned.

Mr. LEWIS. Yes.

Mr. OSMERS. But I think it has a bearing on the work of this committee to this extent: As near as I can understand or find out from our witnesses, there are large numbers of people still unemployed in the Baltimore area.

Mr. LEWIS. Yes.

Mr. OSMERS. It seems that a large proportion of those still unemployed are Negroes.

Mr. LEWIS. Yes.

Mr. OSMERS. Now, getting back to the work of this committee: If the employers fail to employ those available in the Baltimore area, it will mean that workers will have to leave their homes in other parts of the country and go to places where it is obvious to all of us there are no facilities to take care of them—no schools, no water, no sewers, and no hospitals—and thereby create new problems for the community.

Mr. LEWIS. That is right.

Mr. OSMERS. So that discrimination in the Baltimore area becomes a very important matter.

Mr. LEWIS. Right.

## CHECK ON UNNECESSARY MIGRATION

Mr. OSMERS. We haven't adopted—and I am sure our chairman will agree—we haven't adopted an attitude that we either want to stop migration or keep people home, or anything like that; but we do want to stop this useless wandering around the country for jobs and placing great strains on communities, particularly if there is labor available in the area concerned.

Mr. LEWIS. Right.

Mr. OSMERS. Now, I want to go back to something Congressman Arnold said a few minutes ago. I think that you are going to see a better day in some of these industries. Such hearings as we have had here today and yesterday will shed a little light on the problem and will open the eyes of some people and call the situation to the attention of the public.

Mr. LEWIS. Yes.

Mr. OSMERS. And I also want to say something I said to a preceding witness—that the discrimination isn't all on the part of the employer.

Mr. LEWIS. No; I indicated we had had some trouble with the trade unions.

Mr. OSMERS. And the trade-union situation is very serious now. Do you think that any union which discriminates against workers because of race, color, or creed should be allowed into contracts with employers who are doing national-defense work?

#### WOULD BAR CONTRACTS FOR DISCRIMINATING FIRMS

Mr. LEWIS. No, sir; I do not. I think no union which has exclusion policies should be granted defense contracts. I think that is decidedly un-American, and it is just as un-American for labor unions as for employers.

Mr. OSMERS. Would you favor having that clearly written into every contract that the Government issues?

Mr. LEWIS. Well, I should hesitate to answer that question, although I think the President's proclamation has implied that, both in the case of the employers and labor. I assume that on the basis of that proclamation all new defense contracts which come out will more or less carry that provision, and I think that is sound.

Mr. OSMERS. We know that there is a great deal of radio speech-making to mollify groups in the population, but under the law you know you have absolutely no legal recourse if some employer or some labor union violates a proclamation.

Mr. LEWIS. That is true.

Mr. OSMERS. In other words, if you had no legal recourse you would have no recourse at all except to write a letter to the editor of your newspaper.

Mr. LEWIS. Yes. There are two States in the Union—New York and New Jersey—where legislation has been instituted to prevent unions which do discriminate from getting defense contracts, or public-works jobs, and I think that law is proposed also for Illinois. That has been necessary because of some of the discriminatory policies of unions.

Mr. OSMERS. In New Jersey we do not have segregation in the sense you have it here in Maryland, and I would say that we do not have employer resistance to Negro labor as you have it in Maryland. Our trouble there is pretty much confined to the unions—that is, our big discrimination problem—and it is almost exclusively in the American Federation of Labor unions.

#### JOB REPRESENTATION MUST BE SPECIFIED

Mr. LEWIS. I would like to make this point, Mr. Osmers—that in addition to what you have indicated should go into these contracts to prevent discrimination on the part of both employers and labor unions, I think from the point of view of our experience it is necessary to specify a certain percentage of this work should go to Negro workers, because that is the only basis on which we can get real representation.

For example, in the housing contracts for this area, 4.6 percent of the pay of the housing project should go to Negro skilled workers. That figure is based on the census of 1930 of occupational skilled workers.

We have secured the compliance of both unions and of contractors

in getting them to employ Negro skilled workers, but unless you have that specification in the contract, it is very difficult to get compliance.

## RENTS PAID BY NEGROES

Mr. OSMERS. I want to go back now to the housing situation. What is the rent situation in Baltimore with respect to Negro occupancy?

Mr. LEWIS. As has been indicated by a number of witnesses who appeared before the committee, the Negro community has suffered because of rising rents. They are hemmed in, as I have indicated, and a number of persons are taking advantage of this defense crisis to raise rents. Some cases have come to our attention.

Mr. OSMERS. Would you favor rent-freezing or rent-fixing legislation?

Mr. LEWIS. I feel that we should have some sort of fair rent legislation coming from the National Government.

Mr. OSMERS. Here is a more basic problem: We found, particularly in Chicago, where they have a similar situation but a more serious one, with respect to limits on the area in which Negroes can live, that the rent per square foot paid by Negro tenants was out of all proportion to the figure for white tenants and, of course, the quarters themselves were far inferior. Does such a situation also obtain here?

## NEGROES PAY RENT "BONUS"

Mr. LEWIS. I think that is true of all urban cities where Negroes live in large numbers. In our own parlance we say we have to pay a "bonus" when it comes to renting or buying a house. For example, I live in an area where Negroes have to pay from 5 to 10 thousand dollars for a home. We ride through white areas where we see homes that are superior to those we can buy for sale at \$4,900 to \$6,500.

We have two large apartment houses here, for example, which were originally inhabited by white people. Our check-up indicated that the white people in all instances had paid \$10 or \$15 less per month for the same facilities.

Mr. OSMERS. And I presume that at the time they were occupied by white people they were newer and better.

Mr. LEWIS. That is right.

Mr. OSMERS. Which, of course, applies to any building. As it ages it becomes obsolete and, therefore, less valuable.

Mr. LEWIS. That is true.

## DANGER OF SPREAD OF SLUMS

Mr. OSMERS. If migration from the southern part of the United States—Negro migration to the North—continues as in the past 5 years, let us say, what do you feel the answer to that situation is going to be in cities like Baltimore? Are they not just about reaching the point where they have more Negroes than can be contained in these areas, and thus causing them to develop into slums? In other words, they might not have been slums 3 years ago, but they are becoming slums because of this pressure and overcrowding. Do you feel that that would indicate an agricultural future is necessary for the Negro?

Mr. LEWIS. I don't think that it would particularly indicate an agricultural future. The reaction we get when the question comes up—of Negroes being sent back to the farm—is not favorable. In fact,

we are apt to be thrown out the window. I suppose that is true of white and Negro migrants. There is no anxiety to go back to the farm. They ask, quite frankly, "What is there to go back to?"

In a number of instances they do not have anything at all to go back to. They represent the floating population.

#### EMPLOYMENT THE REAL SOLUTION

I think the migration of one million and a half Negroes from the South to the North has presented a number of serious issues—the question of disproportionate relief rolls, delinquency, health, and housing. I feel, however, it could be remedied if we could get better representation when it comes to employment. That is essentially the real solution to these problems.

Mr. OSMERS. You feel that if the Negro has a job that pays him a decent American wage, a great many of these other problems will eliminate themselves?

Mr. LEWIS. Absolutely, Mr. Osmers. Take, for example, the 200 carpenters whom I have had very close contact with, who are making \$50 or \$60 a week. Those men are no trouble. They are not on the relief rolls. There is no health problem, so far as they are concerned; no delinquency problem at all. These people are maintaining a decent standard of living. I think if we could get jobs, even jobs in the proportion of our population basis, we could progress rapidly. For example, we are 20 percent of the population here. If we could get 20 percent of the jobs, in both public and private enterprises and even in the Government service; if we could get representation on the basis of population, I think many of these problems which are very acute now would simply pass out of the picture. But so long as we have a sharp discriminatory policy in employment, we are going to have a problem on our hands.

#### PREFER WORK TO RELIEF

I think the defense emergency illustrates perfectly what we say to a number of people who criticize Negroes for being on the relief rolls. The reason why we are on the relief rolls is that we can't get jobs.

Judge Waxter, in his testimony here, for example, said that all the Negroes that he had contact with on his relief rolls were anxious and eager to have work, and I think that is 100 percent true.

Mr. OSMERS. I have no further questions, Mr. Chairman.

The CHAIRMAN. We thank you very much, Mr. Lewis.

Our next witness is Mr. Fringer.

#### TESTIMONY OF D. L. B. FRINGER, DIRECTOR, MARYLAND STATE EMPLOYMENT SERVICE, BALTIMORE, MD.

The CHAIRMAN. Congressman Osmers will interrogate you, Mr. Fringer.

Mr. OSMERS. Will you give the reporter your name, address, and the name of the organization you represent?

Mr. FRINGER. My name is David L. B. Fringer, Baltimore, director of the Maryland State Employment Service.

Mr. OSMERS. Your prepared statement has been filed with the committee, Mr. Fringer, and will be made a part of the record.  
(The statement referred to above is as follows:)

STATEMENT OF D. L. B. FRINGER, DIRECTOR, MARYLAND STATE  
EMPLOYMENT SERVICE, BALTIMORE, MD.

THE IMPACT OF THE DEFENSE PROGRAM ON EMPLOYMENT IN MARYLAND

The passage of the Wagner-Peyser Act by Congress in 1933 marked the first major milestone in the progress of the public employment service in this country. Although a public employment service of sorts had existed in several States for many years prior to that date and had received governmental support since 1918, very little progress had been made in perfecting the organizational structure or in improving the service rendered. The United States Employment service, reorganized in 1933, was almost entirely concerned with Public Works employment during the depression.

The passage of the Social Security Act in 1935, followed by the State enabling acts during the next 2 years, gave the employment service its first real opportunity to find its place in community life. Inadequate staffs were strengthened with additional funds provided by the Social Security Board, and the provision in the State and Federal acts making registration in a public employment office a mandatory step in the unemployment compensation procedure brought thousands of qualified applicants to the doors of employment offices for the first time. Adequate staffs and merit system appointments caused a gradual increase in public confidence, so that the employment service came to be recognized in many States as the logical place for the unemployed worker to go for a job, and for the employer to apply for workers. So far, the phrase "labor shortage" had not been coined. The employment service had hundreds of applicants for every job, and other hundreds were at plant gates clamoring for the new jobs available. In Maryland, the files of 14 local offices contained the names of 124,000 persons actively seeking work in June 1938. Eighty-nine thousand of these were in Baltimore.

IMPACT FIRST FELT IN AUTUMN, 1939

The impact of the defense program on employment was first felt in Maryland during the fall of 1939, but it was not until the end of 1940 that its full force became apparent. In September 1939 the State active files contained the names of roughly 65 000 persons. This figure is at present 37,000. Corresponding figures for Baltimore are respectively, 36,000 and 21,000. An analysis of the latter figure for Baltimore shows the following sex and color break-down:

Male, white.....	9, 153	Female, white.....	6, 162
Male, colored.....	3, 545	Female, colored.....	2, 424

Included in these 21,284 applicants are 1,085 service workers; 4,236 commercial and professional workers; 2,676 hotel and restaurant workers; 7,885 industrial and construction males; 2,810 female industrial workers; and 2,592 juniors with insufficient work experience for definite occupational classification. The Work Projects Administration in Maryland has reduced its rolls from a high of approximately 25,300 to 8,270 at present. All of these individuals are registered with the Maryland State Employment Service and are included in the above totals. With the exception of Negro construction laborers in Baltimore and unskilled farm laborers in the counties, the majority of those remaining on the Work Projects Administration may be considered unemployable as far as private industry is concerned.

WILL NEED 15,000 NEW WORKERS BY NOVEMBER

It is estimated that approximately 15,000 workers will be required for defense industry employment in Maryland by November 1941. Of these, about 7,500 are available. Shortages now exist in the metal trades in practically all skilled and many semi-skilled classifications, and these shortages are expected to become more acute by fall.

Inasmuch as the shortage of skilled workers is almost Nation-wide in scope, we can hope for little assistance from other States in meeting this need. Baltimore personnel managers in the defense industries have made a "gentlemen's agreement" not to hire workers away from each other, and this agreement has been largely responsible for the absence of "labor pirating" here.



Well organized training programs conducted by industry itself and the national-defense training courses in the schools throughout the State have done much to offset the need for skilled workers. More than 200 youths were referred from the Eastern Shore to Baltimore for training because of a lack of facilities on the Shore, and are now employed in Baltimore industries. To date, the vocational schools in the State have graduated over 3,000 national-defense trainees. More than half of these graduates have been placed in defense-industry employment by the employment service and numerous others have found employment through their own efforts. The Glenn L. Martin Co. has made by far the greatest use of these trainees. This company has worked closely with the schools for several years in the conduct of a training program designed specifically to fit their needs.

Anticipating a shortage of potential trainees in the State, the employment service made arrangements recently for setting up training courses in District of Columbia, Virginia, West Virginia, and North Carolina. These courses are being conducted according to Glenn L. Martin Co. specifications, and the graduates will be offered jobs by that firm when their training is completed.

In spite of the fact that \$576,081,144 worth of defense contracts have been let in Baltimore to date (additional contracts amounting to \$41,013,680 have been let in Maryland counties) this city has been fortunately free of a large undirected influx of workers.

#### IMPORTATION OF HARVEST HANDS

For many years it has been customary for migratory workers from the South to come to the Eastern Shore of Maryland during the picking season to assist in harvesting the crops. Due to increased employment in the South, it was feared that these workers would not come to Maryland this year, and the employment service made arrangements through its clearance system to bring in workers for the harvesting season. Areas of immediate clearance were established between Maryland State Employment Service's Salisbury office, and Norfolk and Exmore, Va., but the migratory labor has so far come in without need for this additional effort. Because of this, and also due to the dry season which delayed the crops, the labor situation on the Shore has not yet become as acute as it was expected to be. Employment-service records indicate that so far approximately 3,000 migratory workers have come into the State.

The employment service established a temporary office on the main road from the South near the Virginia line, and by acting as a clearing house for the workers and farmers was able to schedule the jobs to good advantage and thus eliminate lost time between jobs. A great many Work Projects Administration and some National Youth Administration workers have been utilized on the Shore. Both of these agencies have agreed to remove from their rolls any individual who refuses to accept employment and have cooperated fully with the employment service. Qualified farm laborers applying for unemployment-compensation benefits in the Eastern Shore counties are not permitted to file claims if jobs are open for them.

Arrangements have been made to recruit workers for the truck-farming area around Baltimore from among those Baltimore residents, principally those on Work Projects Administration and National Youth Administration, who are not qualified for industrial employment.

#### NO SKILLED LABORERS AVAILABLE LOCALLY

In order to determine the need for skilled farm labor for the dairy and grain farms in the State, questionnaires were sent by county committees to nearly 14,000 farmers. Less than 2,000 replies have been received to these questionnaires, so that it is not possible to make any estimates from them on the probable shortage of this type of farm labor. However, it is known that practically no skilled farm laborers are available from local sources, with the exception of a few who are still on Work Projects Administration and National Youth Administration rolls, and who are being used as rapidly as orders from farmers are received. How serious this situation may become can only be determined as the summer advances.

The employment service files in Baltimore contain the names of approximately 6,000 colored workers. Although the large majority of these are unskilled laborers and domestics, it is estimated that approximately 1,500 male and 1,000 female Negroes are available for national-defense training. The Baltimore school authorities are now equipping a school to train this group.

The Baltimore schools have established training courses for women, and a number of these graduates have been placed in defense work such as small parts and radio assembly.

Women have also done much to relieve the shortage in subsidiary employment caused by loss of men to the draft and to defense jobs. They are beginning to find employment as elevator operators, shipping clerks, and in other occupations formerly reserved to men.

If they are accepted by industry, women and Negroes form a potential group who can relieve to a large extent the labor shortage with which Baltimore is faced. It is, of course, highly desirable that local labor sources of all types be completely exhausted before workers are brought in from the outside, but the extent to which these two groups can be employed depends upon the degree of their acceptance by other workers and by employers.

(A statement, *The Influence of the Defense Program on Employment in Baltimore*, is attached, as are also the following: *Information on Labor Needs in Maryland for the Period May 1 to November 1, 1941*; *National Defense Vocational Training Report as of May 31, 1941*.)

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#### EXHIBIT A—THE INFLUENCE OF THE DEFENSE PROGRAM ON EMPLOYMENT IN BALTIMORE

REPORT BY D. L. B. FRINGER, DIRECTOR, MARYLAND STATE EMPLOYMENT SERVICE, BALTIMORE, MD., MAY 15, 1941

Baltimore is rapidly becoming a "boom town." The impact of the European war on our industrial economy was first felt during the fall of 1939, when the Nazi war machine was put into gear. The growth in industrial activity since then has been so rapid that many Baltimoreans are startled to realize how important a role their city is now playing in the total defense program.

Industrial expansion is almost Nation-wide in scope, but Baltimore has felt its effects to an unusually large degree, due perhaps to several factors. Its unusually good rail facilities make supplies and products from the interior of the country readily available. Its status as the second largest port in the United States reflects the fact that supplies from foreign countries and east and west coast ports are unusually accessible. The compact industrial area, climatic conditions, adequate and easily obtainable fuel supply, all increase the importance of Baltimore as a manufacturing center. One of the most important factors is the advantageous position of the city for an adequate supply of labor. Our nearest competitor for industrial labor is Wilmington, 70 miles to the northeast. Thus, we have been able to call on almost the entire State of Maryland, as well as parts of Virginia, West Virginia, and Pennsylvania for labor reserves. This potential supply is augmented by the majority of the Southeastern States which do not possess industrial cities of any size.

#### CITY FACED WITH ACUTE LABOR PROBLEM

In spite of this favorable position with respect to labor supply, Baltimore, along with other large industrial cities, is at present confronted with an acute labor problem. During the latter part of 1940 the strange term "labor shortage" came into being. Not very popular at first, it became increasingly used daily, until at present it is on every employer's lips. In the spring of 1938 the Baltimore office files of the Maryland State Employment Service contained applications of nearly 90,000 men, women, boys, and girls who were "actively seeking work." On May 1, 1941, that number had dwindled to less than 30,000.

What has happened to these workers? For the most part, they are working in shipyards, steel mills, airplane manufacturing plants, and in subsidiary employment involved in the production of guns, gun mounts, ships, airplanes, munitions, clothing, and all the other needs for defense of this country and for shipment abroad. The Bethlehem Steel Co. in January 1938 employed 20,640 men. Today it has 26,800 on its rolls; the Glenn L. Martin Co. in January 1938 had a total pay roll of 2,370, which has risen to 18,000 today and is expected to reach 40,000 before the end of 1941. These, our two largest industries, account for our greatest absorption of workers. But there are many smaller plants, which employed 300 or 400 persons 2 years ago, that have now doubled or tripled their previous employment, with more to be added in the future. The shipbuilding industry alone will require approximately

8,500 new employees before the end of the current year and the airplane industry another 20,000.

All this has radically changed the role of the employment service as a community agency. Instead of having from 10 to 100 qualified workers for every job, our files are entirely bare in all of the skilled and many semiskilled classifications. We are unable to obtain qualified workers by clearance with other States, as we could in the past, because the other States are faced with similar conditions. Shortages of machinists, tool and diemakers, draftsmen, engineers, and other skilled workers have established a new milestone in industrial history. But the employer must have his men, and the ships and planes and guns must be built.

#### GOVERNMENT ACTION TO MEET SHORTAGE

To meet this shortage of man power, the Government has done several things. Through the Office of Production Management there has been organized a "Committee for Training Within Industry." This committee, composed of leading industrial personnel men loaned to the Government by their firms and serving without compensation, advises employers on the best use to be made of the available labor supply and the best way to train inexperienced workers. In consultation with these experts a defense employer completes plans for accelerating on the job training and up-grading of workers in his plant so that employment needs can be met for the most part by the addition of beginning workers to take the places of those who are fitted for promotion.

Through funds provided by the Federal Department of Education, the Baltimore City school system has bought equipment and initiated short, intensive, vocational training courses designed to fit workers, not to become skilled mechanics in 6 or 12 weeks, but to enter an occupation with at least a basic knowledge of the craft. These trainees, many of them going to work for the first time, will release more highly skilled individuals for more important work. As soon as the training courses are completed the graduates are referred to the Maryland State Employment Service, which, as a clearing house for industry, refers them to suitable employment. Since the inception of this program in July 1940, a total of about 1,800 persons have graduated from these national-defense vocational training courses. About two-thirds of them have been placed in defense industries by the employment service and all but 100 of them have obtained employment. At the present time about 700 are in process of being trained.

#### SUPPLY OF ELIGIBLE TRAINEES DWINDLING

Although we still have available a supply of unskilled workers probably sufficient to meet the need, we are already running shy of sufficient workers who can be trained to take even entry occupation jobs in industrial plants. The influence of the fallacious dictum that education should inevitably lead toward white-collar jobs is discernible in the difficulty of recruiting the number of young men needed to fill these training classes. It is already apparent that Maryland will have to depend on recruiting trainees from outside the State to man the thousands of jobs which will demand this type of worker within the next few months. In the face of this problem, arrangements have already been made with several neighboring States to the south to initiate national-defense vocational training classes which meet the specifications established by Baltimore employers. Thus North Carolina boys who take this training in their own State will be eligible for employment in Baltimore industries after the local supply has become exhausted.

It is undoubtedly true that most of the school graduates and drop-outs this year, boys and girls alike, can be offered jobs through the employment service. Those 18 and over can be assigned to jobs immediately in national-defense industries, or be referred back to the schools for the short vocational training courses, with jobs assured upon the completion of the courses. Those under 18 can be referred to jobs in subsidiary industries which have also begun to feel the pinch of the labor shortage because of men lost to the draft and to the better paying jobs in national defense.

#### WOMEN AS ASSEMBLY-LINE WORKERS

Women have begun to play an active part in this problem of labor supply. In the industrial front-line trenches they are assembly-line workers, buffers,

polishers, and machine-tool operators on small parts; in secondary jobs they are taxi drivers, elevator operators, and shipping clerks. They will undoubtedly fill many other jobs as the male labor ranks are further depleted. Although to date Baltimore plants have not seen fit to employ women to any large degree for jobs ordinarily filled by men. The schools stand ready to offer the necessary training to equip girls and women for factory employment when they receive the signal that industry is willing to employ them in these jobs.

Negro workers represent another potential source of labor which has not yet been fully utilized. Some national-defense vocational training courses for Negroes have been initiated, and others will be forthcoming if these graduates are successful in finding their industrial niche. Aware of this untapped source the Office of Production Management has written to all holders of defense contracts encouraging them to make full use of available Negro workers.

#### WORK PROJECTS ADMINISTRATION AND NATIONAL YOUTH ADMINISTRATION AS LABOR SOURCES

The Work Projects Administration and the National Youth Administration have indirectly served as sources of labor supply. The Work Projects Administration employment in Baltimore has dropped from a high of 15,200 in January 1936 to a present load of 3,500, indicating that those persons who are employable in terms of industry's specifications have, for the most part, been absorbed in private employment. To facilitate this trend, Work Projects Administration has a cooperative plan with the school system providing for vocational training and retraining of those workers who can be fitted by this method for return to industrial employment. About 79 percent of persons currently employed on Work Projects Administration are working on defense projects in connection with airports and military cantonments. Since this is essential work and would have to be performed by the Government through some other provisions if Work Projects Administration workers were not available, these particular project workers can be counted in with those who are privately employed in defense work.

The National Youth Administration is organized to equip young people for gainful employment by providing them with work experience where they can learn necessary work habits and disciplines which will make them fit into their first real jobs with a minimum of friction for themselves and their employers. In addition to providing work experience through part-time employment, the National Youth Administration requires its project employees to avail themselves of the national-defense training courses offered by the city schools. National Youth Administration workers so trained thus become a part of the labor pool upon which defense employers can draw.

Some estimate of the number of new jobs can be obtained from the yearly placement figures of the Baltimore office. In 1939, this office placed 17,178 individuals; the total increased to 23,415 in 1940, and in the first 4 months of 1941 the local office found jobs for 12,796. During April 1941 over 4,300 individuals were placed, with indications that the May figure will be even higher. At the present monthly rate, 1941's record will be around 50,000 or about twice as many placements as made in 1940.

#### NEW PROBLEMS CREATED BY MASS EMPLOYMENT

Many new problems have been created by this mass employment. The news that skilled workers can easily find employment in Baltimore has spread far and wide and has been picked up by many unskilled workers as their cue to come to Baltimore. Fairly large numbers of these persons have migrated here from other sections only to be disappointed in their search for employment. In addition to the fact that these persons represent a potential if not an actual dependency strain on the community, they have, in many instances, walked away from farm jobs where they are critically needed. The higher wages of industrial employment offers a strong attraction in contrast with the long hours and low pay of farm employment. This trend is not peculiar to Maryland, and unless some effective way is found of holding these farm workers in their own communities, America may fail in her efforts to be the "Larder of Democracy." Highways which were inadequate in 1939 have been called upon to handle three times the traffic which formerly congested them. Although housing has not yet created a serious problem, rents have risen with astonishing speed, and building permits have increased more than 250 percent over previous periods.



Government-housing projects have done much to alleviate housing problems while trailer camps have assisted in relieving temporary shortages in some sections. Employers are concerned over the hazard of fire, particularly in congested areas with inadequate access highways.

## BALTIMORE FREE OF LABOR PIRATING

Baltimore has so far been singularly free of the labor-pirating and skyrocketing wage rates which were such unfortunate accompaniments of our last defense boom in 1917. Although out-of-State employers have endeavored to entice some of our skilled men away by glowing descriptions of better wages and working conditions, our own personnel people have made a "gentlemen's agreement" to refuse to hire workers now employed by other local defense industries. This cooperation has done much to prevent disturbances in production schedules, and to overcome a tendency to outbid other employers by boosting wage rates out of all relation to a fair return for services performed.

We must accept the fact that Baltimore will have more jobs in 1941 than it has qualified workers to fill them, even assuming that all of our potentialities are exhausted. What to do with the workers who must inevitably be imported after the boom is over will be a problem about which it is not too early to devote some thought. But the difficulties of this problem will be lessened considerably if we can assure ourselves that every qualified Maryland worker is employed in a Maryland industry before we give our jobs to outsiders.

## EXHIBIT B—INFORMATION ON LABOR NEEDS IN MARYLAND FOR PERIOD MAY 1 TO NOVEMBER 1, 1941

TABLE 1.—Number of workers needed by 71 Maryland employers by Nov. 1, 1941

	May 1-15	May- June	July- August	Sep- tember- October	Total
Baltimore.....	2,462	3,031	3,211	6,127	14,831
Counties.....	395	601	64	18	1,078
Total.....	2,857	3,632	3,275	6,145	15,909

TABLE 2.—Number of workers, by occupation, needed by 57 elected Baltimore employers in the next 6 months, for whom shortages either exist or are anticipated

Occupation	Number of workers needed in the indicated periods				
	May 1-15	May- June	July- August	Septem- ber- October	Total
Electrical engineer.....	3	0	0	0	3
Mechanical engineer.....	5	0	0	0	5
Mechanical engineer, junior.....	3	0	0	0	3
Aeronautical engineer.....	50	0	0	50	100
Draftsman:					
Electrical.....	10	0	0	0	10
Marine.....	18	0	0	0	18
Mechanical.....	3	0	0	0	3
Structural.....	5	0	0	0	5
Tool designer.....	101	0	50	50	201
Chemist assistant II.....	8	0	0	0	8
Clerk, general office.....	0	20	0	0	20
Production clerk II.....	4	15	0	0	19
Calculating machine operator.....	1	3	0	0	4
Stenographer.....	7	3	0	0	10
Clerk-typist.....	0	5	0	0	5
Stock clerk II.....	0	20	0	0	20
Gateman IV (any industry).....	4	0	0	0	4
Watchman (any industry).....	4	3	0	0	7
Janitor I (any industry).....	2	0	0	0	2
Plater I.....	20	0	0	0	20
Machinist II.....	432	100	200	200	932
Machinist:					
Bench.....	53	0	0	0	53
Marine.....	132	0	0	0	132



TABLE 2.—Number of workers, by occupation, needed by 57 elected Baltimore employers in the next 6 months, for whom shortages either exist or are anticipated—Continued

Occupation	Number of workers needed in the indicated periods				
	May 1-15	May-June	July-August	September-October	Total
Die setter I.....	2	0	0	0	2
Toolmaker.....	23	200	300	35	558
Engine lathe operator.....	55	0	0	0	55
Turret lathe operator.....	41	10	60	138	239
Milling machine operator.....	97	95	190	210	592
Boring mill operator.....	25	0	0	0	25
Shaper operator I.....	9	0	0	0	9
Planer operator II.....	15	0	0	0	15
Surface grinder operator.....	12	0	0	0	12
Inspector.....	30	200	0	400	630
Sheet metal worker II.....	58	0	0	0	58
Sheet metal lay-out man.....	3	0	0	0	3
Molder:					
Bench.....	4	0	0	2	6
Floor.....	9	0	0	4	13
Coremaker I.....	3	0	0	3	6
Boilermaker.....	12	0	0	0	12
Structural steel worker.....	3	0	0	0	3
Assembler (ship).....	10	0	0	0	10
Structural steel lay-out man.....	4	0	0	0	4
Template maker, structural steel.....	1	0	0	0	1
Welder:					
Arc.....	65	1	3	0	69
Acetylene.....	4	0	0	0	4
Blacksmith II.....	3	0	0	0	3
Electrician:					
Ship.....	37	0	0	0	37
Shop.....	10	0	0	0	10
Machine shop.....	2	0	0	0	2
Electrical repairman.....	1	0	0	0	1
Radio equipment assembler.....	0	200	0	0	200
Ship rigger.....	30	0	0	0	30
Loftsman II.....	15	0	0	0	15
Shipfitter.....	62	0	0	0	62
Carpenter, rough, II, construction.....	1	0	0	0	1
Bricklayer, refractory brick.....	2	0	0	0	2
Carpenter, finish.....	5	0	0	0	5
Boatbuilder, wood.....	10	0	0	0	10
Carpenter, ship.....	28	0	0	0	28
Joiner VI.....	15	0	0	0	15
Carpenter, maintenance.....	0	0	4	0	4
Pipefitter, construction.....	41	0	0	0	41
Electric bridge crane, open.....	8	0	0	0	8
Millwright.....	10	0	0	0	10
Auto body repairman, wood.....	6	0	0	0	6
Maintenance mechanic II.....	1	0	0	0	1
Foreman:					
Machine manufacturing.....	1	0	0	0	1
Auto manufacturing.....	2	0	0	0	2
Buffer, machine leather.....	10	0	0	0	10
Galvanizer.....	2	0	0	0	2
Bench grinder.....	1	0	0	0	1
Turret lathe operator (automatic).....	20	0	0	0	20
Multiple spindle drill press operator.....	2	0	0	0	2
Single spindle drill press operator.....	22	0	0	0	22
Screw machine operator, semiautomatic.....	2	0	0	0	2
Machine molder, jarring.....	6	0	0	0	6
Chipper, foundry.....	2	0	0	4	6
Riveter, pneumatic I.....	18	0	0	0	18
Steel plate calker.....	20	0	0	0	20
Chipper, metal.....	45	0	0	0	45
Welder, spot.....	15	0	0	0	15
Acetylene burner operator.....	10	0	0	0	10
Drop hammer operator I.....	6	0	0	0	6
Angle puncher and shearer.....	4	0	0	0	4
Punch press operator I.....	57	6	2	0	65
Punch press operator, hand.....	17	0	0	0	17
Forming press operator.....	27	0	0	0	27
Body maker III (tinware).....	4	3	3	0	10
Fence making machine operator.....	0	1	0	0	1
Etcher, hand-cut tools.....	25	0	0	0	25
Sheetmetal worker helper.....	24	0	0	0	24
Sheet metal fabricating machine operator.....	3	1	3	0	7
Slitting machiner operator II.....	6	3	3	0	12
Coil winder I.....	0	35	0	0	35
Painter, spray I.....	2	0	0	0	2
Bricklayer, firebrick.....	50	0	0	0	50
Wire fence erector (construction).....	2	4	0	0	6
Gas appliance serviceman.....	15	0	0	0	15

TABLE 2.—Number of workers, by occupation, needed by 57 elected Baltimore employers in the next 6 months, for whom shortages either exist or are anticipated—Continued

Occupation	Number of workers needed in the indicated periods				
	May 1-15	May-June	July-August	September-October	Total
<b>Laborer:</b>					
Process, soap.....	11	0	0	0	11
Process, machine shop.....	38	0	0	0	38
Process, foundry.....	30	0	0	0	30
Process, radio.....	25	0	0	0	25
Process, locomotive car building.....	20	0	0	0	20
Aircraft manufacturing.....	0	725	300	2,000	3,025
Electrical equipment.....	20	0	0	0	20
Double seamer operator can.....	0	5	0	2	7
<b>Total.....</b>	<b>2,201</b>	<b>1,658</b>	<b>1,108</b>	<b>3,098</b>	<b>8,065</b>

TABLE 3.—Number of workers, by occupation, needed by 57 selected Baltimore employers in the next 6 months for whom no shortages are anticipated

Occupation	Number of workers needed in the indicated periods				
	May 1-15	May-June	July-August	September-October	Total
Stock clerk.....	3	0	0	0	3
Sheet metal worker II.....	0	1	1	1	3
Welder, arc.....	0	1	1	1	3
Electrical repairman.....	0	1	1	1	3
Spring assembler.....	20	0	0	0	20
Sheet metal worker, helper.....	2	2	2	2	8
Electric truck operator.....	3	0	0	0	3
<b>Laborer:</b>					
Process foundry.....	0	0	0	6	6
Process iron and steel.....	65	0	0	0	65
Process tinware.....	66	168	98	18	350
Process metal.....	66	0	0	0	66
Process ship.....	15	1,200	2,000	3,000	6,215
Petrol refinery.....	10	0	0	0	10
Tinware.....	7	0	0	0	7
Nonferrous metal alloys and products.....	4	0	0	0	4
<b>Total.....</b>	<b>261</b>	<b>1,373</b>	<b>2,103</b>	<b>3,029</b>	<b>6,766</b>

TABLE 4.—List of the 57 Baltimore employers included in the survey

- |  |   |
|--|---|
| Maryland Drydock Co.                                     | National Can Co.  |
| The Balmar Corporation.                                  | Steel & Tin Products Co.                                |
| Julien P. Friez & Son.                                   | Western Electric Co.                                    |
| Edward Katsinger Co. (A. & J. Kitchen Tool Co.)          | Kennedy Foundry Co.                                     |
| Continental Oil Co.                                      | American Electric Welding Co.                           |
| Leonhardt Wagon Manufacturing Co.                        | Continental Can Co.                                     |
| Miller Metal Products Co.                                | General Motors (Chevrolet division).                    |
| American Hammered Piston Ring Co.                        | C. M. Kemp Manufacturing Co.                            |
| Cherry-Burrell Corporation                               | Spedden Shipbuilding Co., Inc.                          |
| Bartlett-Hayward division of Koppers Co.                 | Westinghouse Electric Co.                               |
| Ellicott Machine Co.                                     | American Brake Shoe & Foundry Co.                       |
| Revere Copper & Brass Co., Inc.                          | Maryland Glass Corporation.                             |
| Quiet May Oil Burner Corporation.                        | Owens Yacht Co.   |
| F. X Hooper Co., Inc.                                    | National Enameling & Stamping Co.                       |
| Standard Gas Equipment Co.                               | American Radiator & Standard Sanitary Manufacturing Co. |
| Charles T. Brandt, Inc.                                  | Owens-Illinois Can Co. (Tindeco plant).                 |
| Chesapeake Marine Railway and Marine Engine & Boiler Co. | Flynn & Emrich.   |
|  | Maryland Steel Products Co.                             |
|  | Wolfe & Mann Co.  |

TABLE 4.—List of the 57 Baltimore employers included in the survey—Continued

Rustless Iron & Steel Corporation.	Comfort Spring Manufacturing Co.
Davidson Chemical Co.	Mutual Chemical Co.
Doughnut Corporation of America.	Anchor Post Fence Co.
Southern Galvanizing & Plating Co.	Dietrich Bros.
Crown Cork & Seal Co. (machinery division).	Eastern Rolling Mills Co.
American Smelting & Refining Co.	Monitor Controller Co.
General Elevator Co.	Bethlehem Steel Corporation, Sparrows Point.
Procter & Gamble Distributing Co.	Bethlehem Fairfield Corporation.
Crown Cork & Seal Co. (Crown division).	Bethlehem Shipbuilding Corporation.
James J. Lacy Co.	Glenn L. Martin Co.
	Bendix Radio Corporation.

TABLE 5.—Estimated labor needs for aircraft manufacturing in Baltimore by Nov. 1, 1941

Milling-machine operators.....	545	Laborers <sup>1</sup> .....	3,025
Machinists II.....	700	Inspectors.....	600
Tool designer.....	200	Turret lathe operators.....	203
Aeronautical engineer.....	100		
Tool makers.....	535	Total.....	5,908

<sup>1</sup> Hired as detail assembler assistants.

TABLE 6.—Estimated labor needs for shipbuilding in Baltimore by Nov. 1, 1941

Bethlehem Shipbuilding Corporation:		Bethlehem Fairfield Shipbuilding Co.:	
Marine machinists.....	100	Shipfitters.....	15
Machinists II.....	15	Pipefitters.....	6
Boilermakers.....	2	Chipper, metal.....	15
Shipfitters.....	10	Carpenter, ship.....	12
Sheet metal workers.....	25	Laborers.....	6,200
Marine draftsman.....	10		
Loftsman.....	10	Total.....	6,248
Chipper, metal.....	15		
Electrician, ship.....	25		
Total.....	212		

TABLE 7.—Number of workers, by occupation, needed by 14 selected county employers in the next 6 months for whom shortages exist or are anticipated

Occupation	Number of workers needed in the indicated periods				
	May 1-15	May-June	July-August	September-October	Total
Machinists II.....	15	5	5	0	25
Machinist, bench.....	16	10	0	0	26
Toolmaker.....	6	10	0	10	26
Sheet-metal worker II.....	19	0	0	0	19
Carpenter finish.....	8	0	0	0	8
Looper II.....	5	0	0	0	5
Sewing-machine operator (work clothing).....	15	85	45	0	145
Bench grinder.....	0	3	4	0	7
Punch-press operator I.....	0	3	5	0	8
Total.....	84	116	59	10	269

TABLE 8.—Number of workers, by occupation, needed by 14 selected county employers in the next 6 months for whom no shortage exists

Occupation	Number of workers needed in the indicated periods				
	May 1-15	May-June	July-August	September-October	Total
Millman (woodworking).....	5	0	0	0	5
Mixer IV (fireworks).....	25	0	0	0	25
Powder-press operator.....	75	0	0	0	75
Floor assembler.....	0	5	0	8	13
Laborer:					
Process (paint and varnish).....	6	5	5	0	16
Process (fireworks).....	200	475	0	0	675
Total.....	311	485	5	8	809

TABLE 9.—List of the 14 county employers included in the survey

Engineering Research Corporation.	Martin & Schwartz, Inc.
Triumph Explosives, Inc.	Hagerstown Hosiery Co.
Price Bros., Inc.	National Fireworks Co.
Secretary Pants Factory.	Anchor Shirt Co.
Charles Briddell, Inc.	Dorchester Pants Co.
Jamison Cold Storage Door Co.	Mineral Pigment Co.
Air Track Manufacturing Co.	Pangborn Corporation.

## EXHIBIT C—REPORT OF VOCATIONAL TRAINING PROGRAM—NO. 1, PREEMPLOYMENT COURSES, MAY 31, 1941

[Source: Maryland Unemployment Compensation Board, Maryland State Employment Service, affiliated with Social Security Board]

## COUNTY OFFICES

	Present enrollment	Total graduates	Total placements	Placements, local	Placements, Baltimore	Placements, other	Available locally	Available for Baltimore	Sent to Baltimore	No information
<b>ANNAPOLIS</b>										
Welding, acetylene.....	0	28	19	2	0	17	1	1	1	-----
Machine shop.....	0	27	20	0	3	17	6	6	6	-----
Aircraft woodwork.....	0	15	6	0	0	6	0	0	0	-----
	0	70	45	2	3	40	7	7	7	-----
<b>CUMBERLAND</b>										
Aircraft woodwork.....	0	16	3	0	0	3	3	2	2	-----
Welding, acetylene.....	0	65	18	0	0	18	21	11	11	-----
Machine shop.....	0	45	11	0	3	8	17	15	15	-----
Mechanical drawing.....	0	16	2	0	0	2	4	1	1	-----
Blacksmith.....	0	31	21	0	2	19	8	5	5	-----
Patternmaking, wood.....	0	17	3	0	0	3	14	3	3	-----
Aircraft:										
Riveting.....	30	0	0	0	0	0	0	0	0	-----
Sheet metal.....	30	0	0	0	0	0	0	0	0	-----
	60	190	58	0	5	53	67	37	37	-----
<b>ELKTON</b>										
Aircraft sheet metal.....	0	5	5	0	5	0	0	0	0	-----

## EXHIBIT C—REPORT OF VOCATIONAL TRAINING PROGRAM—No. 1, PREEMPLOYMENT COURSES, MAY 31, 1941—Continued

	Present enrollment	Total graduates	Total placements	Placements, local	Placements, Baltimore	Placements, other	Available locally	Available for Baltimore	Sent to Baltimore	No information
FREDERICK										
Welding, acetylene.....	8	18	0	0	0	0	3	3	3	15
Aircraft:										
Sheet metal.....	9	11	3	0	0	3	3	3	3	8
Woodwork.....	11	11	5	0	2	3	6	6	6	0
	28	40	8	0	2	6	12	12	12	23
HAGERSTOWN										
Machine shop.....	56	214	77	45	0	32	98	0	0	39
Aircraft sheet metal.....	59	219	135	135	0	0	101	0	0	0
Welding:										
Acetylene.....	8	144	81	61	0	20	63	0	0	0
Electric.....	8	45	3	3	0	0	50	0	0	0
Aircraft woodwork.....	9	195	65	59	0	6	109	0	0	21
	140	817	361	303	0	58	421	0	0	60
HYATTSVILLE										
Aircraft sheet metal.....	26	47	42	17	1	24	5	5	5	0
Welding, acetylene.....	0	73	48	21	0	27	25	9	9	0
Machine shop.....	0	48	15	8	0	7	8	6	6	25
Aircraft woodwork.....	0	16	14	7	0	7	2	1	1	0
	26	184	119	53	1	65	40	21	21	25
TOWSON										
Machine shop.....	0	31	31	18	0	13	0	0	0	0
WESTMINSTER										
Welding, acetylene.....	14	26	26	0	0	26	0	0	0	0
RECAPITULATION OF COUNTY OFFICES										
Machine shop.....	56	365	154	71	6	74	129	27	27	82
Aircraft:										
Sheet metal.....	124	282	185	152	6	27	97	8	8	0
Riveting.....	30	0	0	0	0	0	0	0	0	0
Welding:										
Acetylene.....	30	354	187	84	0	103	113	24	24	54
Electric.....	8	45	3	3	0	0	42	0	0	0
Patternmaking, wood.....	0	17	3	0	0	3	14	3	3	0
Aircraft woodwork.....	20	253	93	66	2	25	120	9	9	40
Mechanical drawing.....	0	16	2	0	0	2	4	1	1	10
Blacksmith.....	0	31	21	0	2	19	8	5	5	2
Total.....	268	1,363	648	376	16	253	527	77	77	188



## EXHIBIT C—REPORT OF VOCATIONAL TRAINING PROGRAM—No. 1, PREEMPLOYMENT COURSES, MAY 31, 1941—Continued

## BALTIMORE CITY

	Present enrollment	Total graduates	Total placements	Place-ments, county applicants <sup>1</sup>	No infor-mation	Available for referral
<b>MALE WHITE</b>						
Machine shop.....	150	498	316	7	151	31
Special aircraft.....	260	865	644	120	199	22
Welding:						
Acetylene.....	32	96	60	1	23	13
Electric.....	60	6	0	0	6	0
Sheet metal.....	60	174	140	0	10	24
Patternmaking, wood.....	20	46	10	0	33	3
Auto mechanics.....	20	49	11	0	29	9
Cabinetmaking.....	0	15	6	0	8	1
Electric instrument adjustment and re-pair.....	0	24	6	0	18	0
Small-parts assembly.....	20	16	0	0	12	4
	622	1,789	1,193	128	489	107
<b>MALE NEGRO</b>						
Sheet metal, general.....	40	0	0	0	0	0
Patternmaking, wood.....	20	0	0	0	0	0
Auto mechanics.....	40	0	0	0	0	0
	100	0	0	0	0	0
<b>FEMALE WHITE</b>						
Small-parts assembly.....	20	22	0	0	20	2
<b>Total.....</b>	<b>742</b>	<b>1,811</b>	<b>1,193</b>	<b>128</b>	<b>509</b>	<b>109</b>

<sup>1</sup> Included in total placements.

EXHIBIT C—REPORT OF VOCATIONAL TRAINING PROGRAM—No. 1, PREEMPLOYMENT COURSES, MAY 31, 1941—Continued

RECAPITULATION OF BALTIMORE AND COUNTY OFFICES

	Present enrollment	Total graduates	Total placements	Placed by Baltimore	Placed by county	County applicants placed by Baltimore <sup>1</sup>	Available for referral			County applicants available for Baltimore	County applicants sent to Baltimore	No information
							Total	Baltimore	County			
<b>MALE WHITE</b>												
Machine shop.....	206	863	470	316	154	7	160	31	129	27	27	233
Aircraft:												
Sheet metal.....	384	1,147	829	644	185	120	119	22	97	8	8	199
Riveting.....	30	0	0	0	0	0	0	0	0	0	0	0
Woodwork.....	20	253	93	0	93	2	125	0	125	9	9	40
Welding:												
Acetylene.....	62	450	247	60	187	1	126	13	113	24	24	77
Electric.....	68	51	3	0	3	0	42	0	42	0	0	6
Sheet metal general.....	60	174	140	140	0	0	24	24	0	0	0	10
Patternmaking, wood.....	20	63	13	10	3	0	17	3	14	3	3	33
Auto mechanics.....	20	49	11	11	0	0	9	9	0	0	0	29
Cabinet making.....	0	15	6	6	0	0	1	1	0	0	0	8
Electric instrument, adjustment and repair.....	0	24	6	6	0	0	0	0	0	0	0	18
Small-parts assembly.....	20	16	0	0	0	0	4	4	0	0	0	12
Mechanical drawing.....	0	16	2	0	2	0	4	0	4	1	1	10
Blacksmith.....	0	31	21	0	21	0	8	0	8	5	5	2
	890	3,152	1,841	1,193	648	130	639	107	532	77	77	677
<b>MALE NEGRO</b>												
Sheet metal, general.....	40	0	0	0	0	0	0	0	0	0	0	0
Patternmaking, wood.....	20	0	0	0	0	0	0	0	0	0	0	0
Auto mechanics.....	40	0	0	0	0	0	0	0	0	0	0	0
	100	0	0	0	0	0	0	0	0	0	0	0
<b>FEMALE WHITE</b>												
Small-parts assembly.....	20	22	0	0	0	0	2	2	0	0	0	20
Total.....	1,010	3,174	1,841	1,193	648	130	641	109	532	77	77	697

<sup>1</sup> Included in total placements.

	Referred	Placed
Referred to vocational training course at Baltimore from—		
Salisbury.....	104	75
Cambridge.....	95	30
Elkton.....	7	5
Westminster.....	37	5
Annapolis.....	5	5
Towson.....	2	0
Total.....	250	120

TESTIMONY OF D. L. B. FRINGER—Resumed

Mr. OSMERS. I wonder if you will give the committee your estimate of the labor needs during the next 4 months, and of what labor is available to fill those needs?

Mr. FRINGER. We estimate that defense industries will need, by the end of this October, which is a little longer than 4 months, approximately 15,000 people, of whom we have approximately 50 percent available.

Mr. OSMERS. You have about 7,500 of the 15,000 available?

Mr. FRINGER. Yes.

Mr. OSMERS. Do you imagine that industry will use the local 7,500 before calling upon outside territory?

Mr. FRINGER. Of course, that is highly desirable, and I think it is generally true that employers are interested in employing Maryland labor first if it is possible to do so.

I think there are difficulties in the way of doing that 100 percent, and I also think that a fairly good number of migrants are beginning to come to Baltimore now who, if they are qualified, may get jobs before the nucleus of our 7,500 here are employed.

#### DURATION OF RESIDENCE

Mr. OSMERS. In the applications that are made to these large industrial plants, how do they determine whether a man is from Maryland or not?

Mr. FRINGER. They do not necessarily determine that.

Mr. OSMERS. Let us assume that I come to Baltimore, engage a furnished room somewhere, and go over to the Glenn Martin plant. They ask me my address and I give a Baltimore address. Would that make me a Marylander?

Mr. FRINGER. It is my opinion that in the majority of cases, as far as the employer is concerned, it would, and, as a matter of fact, as far as our own offices are concerned, we don't make a particular effort to find out how long a man has been here.

Mr. OSMERS. Do you have a question on your form as to the residence of the applicant a year prior to his application?

Mr. FRINGER. No. That is generally brought out in the work history. We record the work history for as far back as it would be pertinent.

Mr. OSMERS. That should give that information.

Mr. FRINGER. So that would give it. I mean, generally speaking.

Mr. OSMERS. If a man said he was unemployed for the past year or two it wouldn't necessarily give it.

Mr. FRINGER. That is right.

#### SERVICE FILLED 25 PERCENT OF NEW JOBS IN 1940

Mr. OSMERS. What percentage of the defense workers in Baltimore in the last year were hired through your service?

Mr. FRINGER. I am making a wild guess.

Mr. OSMERS. Go right ahead.

Mr. FRINGER. I would say possibly 25 percent.

Mr. OSMERS. We had a witness in here yesterday who came from West Virginia. He had a brother working in the Baltimore area. The brother informed him that there were jobs available in Baltimore. He came to Baltimore and he got a job almost immediately—in 3 or 4 days. I put the question to him as to whether he had applied at the employment service in West Virginia. He said that he had, and they had no jobs listed for the Baltimore area.

Now, would that indicate that you had enough Baltimore people on the rolls to fill all needs?

Mr. FRINGER. No. As a matter of fact, we do have jobs listed in West Virginia for the Baltimore area. We have particularly a number of jobs listed in Baltimore for the Glenn L. Martin Co. Now, it

is possible that that man's qualifications might not meet the Martin specifications.

Mr. OSMERS. This man is not employed in Martin's—for your information.

Mr. FRINGER. Possibly he might not have been informed on that clearance. But there are clearance orders in West Virginia and several other Southern States for a number of workers.

#### IMPORTATIONS BY EMPLOYMENT SERVICE

Mr. OSMERS. To what extent has the employment service brought in workers from other States for defense jobs?

Mr. FRINGER. In the past 3 months we have brought in approximately—only about 300.

We have started training courses for airplane workers in three Southern States and in the District. They haven't been completed yet, so that we have no eligible trainees on those particular orders, but we do anticipate within the next several months we will get quite a few from them.

Mr. OSMERS. What improvements could you suggest in the State employment service?

Mr. FRINGER. (No response.)

Mr. OSMERS. You wouldn't say it is perfect, would you?

Mr. FRINGER. No; I would say it is far from perfect.

Mr. OSMERS. Maybe this will help a little bit. At our previous hearing at Trenton we had employers who testified they wanted to use the employment service. They thought it was a good thing, but said that they had enough applicants at their gates to fill all normal needs. They told everyone who applied to register himself also with the State employment service if they could not employ him. But they said that when they called upon the employment service for certain special skills, the employment service was unable to supply them, so it had the effect of excluding the employment service from the openings in their plants. Is that a local experience?

#### REFERRAL TO SERVICE AN "UNNECESSARY STEP"

Mr. FRINGER. It is a local experience in several cases and in one particular case of a very large employer here. I imagine this is a rather unorthodox statement, but if the employer can get his men at the gate in sufficient quantities, I can see no reason why he should first refer those people to the employment service and then have them go back to him.

I mean, it looks like an unnecessary step. However, if the employee is at a loss to know where the jobs exist, I think then it is the employment-service function to try to spot him in the most appropriate job.

One of the big difficulties we have had recently is staff turn-over. Our people have been leaving in quantities to get more money in defense industries.

Mr. OSMERS. You mean your own trained personnel?

Mr. FRINGER. Yes, sir.

Mr. OSMERS. Your trained personnel is leaving to go into industry?

Mr. FRINGER. Trained personnel is going into private industry.

Personnel work has been a very difficult problem because we cannot find new trained people. They are simply not available.

## SAYS MARTIN GIVES SERVICE PREFERENCE

Mr. OSMERS. I believe Mr. Martin yesterday stated that they have made it a policy to give first opportunity to Baltimore people, but it is obvious from his testimony and from other figures that a great many people from outside the Baltimore area have been employed in the plant. I am not referring to men of any special skills.

If all of the men who appeared at the gate of the Martin plant had to clear through your service and, shall we say, be certified as local residents, would that have a tendency to cut down migration and would it give the Martin plant a sufficient supply of ordinary labor?

Mr. FRINGER. I would say, so far as the Martin plant is concerned, that they have in almost every instance where it was possible to do so taken referrals from us in preference to people applying at the gate. However, when we don't have enough people to refer, naturally they will take what is there.

Mr. OSMERS. Quite naturally. If there is no one available in the State of Maryland to perform a certain job, someone has to migrate from some other State. We appreciate that. But if there are people available in the Baltimore area, does it seem to be the proper thing to bring them from the Middle West or from New England or the South or some other part of the country?

Mr. FRINGER. No.

## CONTROLLED LABOR MARKET

Mr. OSMERS. Now, can you suggest any way wherein your service might participate that would eliminate that migration back and forth—that needless migration?

Mr. FRINGER. Well, of course, in a controlled labor market we could absolutely control migration in the State.

Mr. OSMERS. Would you describe or define what you mean by a "controlled labor market"?

Mr. FRINGER. Well, if, for example, the Glenn L. Martin Co. were instructed to obtain all employees from us, we would, of course, exhaust our available supply first and then go to the locality where there was a surplus or a pool of available labor.

Mr. OSMERS. And that, of course, would be the nearest pool?

Mr. FRINGER. The nearest pool; yes.

Mr. OSMERS. Now, under your idea of a controlled labor market you would give the plant the opportunity of rejection upon application?

Mr. FRINGER. Yes; that is done now on all clearance orders.

## UTILIZATION OF NEGROES

Mr. OSMERS. I suppose it is.

You were here during the testimony of the previous witnesses. What has your service done to bring about a utilization of Negroes?

Mr. FRINGER. Mr. Lewis' testimony was correct, in that we have not endeavored to promote Negro labor above other classes. We have called to the attention of employers the fact that we have Negroes



available, but we feel it isn't our function to promote Negroes particularly, or any other particular race over and above another group.

Mr. OSMERS. If there is local Negro labor available do you clear—certify or clear or whatever your term is—white workers from other States before utilizing the Negroes?

Mr. FRINGER. We have been clearing from other States white and Negro workers on our specifications. If they don't specify white workers only, we do that. But we have not had referred to us from other States any Negro workers so far.

Mr. OSMERS. I am not thinking of Negro workers from other States. I am thinking of any worker from this State.

Mr. FRINGER. We do issue clearance orders in spite of the fact that we do now have in Maryland some Negro workers who are available.

#### OTHER DISCRIMINATORY REQUESTS

Mr. OSMERS. Do you ever get discrimination requests from employers against any other races besides Negroes?

Mr. FRINGER. We frequently have requests for American citizens, particularly in defense plants. We have had some requests from employers: "Don't send me a Jew," "Don't send me a Catholic." "Send me a Jew," or "Send me a Catholic." We have had that type of request. I think probably those requests in the city equalize themselves pretty well, in that there is no particular racial or religious discrimination.

Mr. OSMERS. I traveled down through the Chesapeake Bay area—down through Annapolis and that way—and I noticed at many of the resorts they had huge signs at the entrances that said in letters a foot high, "Gentiles only." One sign I saw said, "Gentiles and north Europeans only."

Is such a sign legal in the State of Maryland?

Mr. FRINGER. I am not sure. I would say that it probably isn't, although I don't know.

Mr. OSMERS. I thought that was a prime example of discrimination—one of the worst I had ever seen in my life. I think it is a very disgraceful exhibition. If there has been just one it would have been bad enough; but they had them lined up for a good distance.

Mr. FRINGER. I don't think there is any particular racial discrimination in Baltimore and in Maryland. Outside of Baltimore the other racial groups are so scarce that there isn't a likelihood of much discrimination.

Mr. OSMERS. Do you feel that the practice of putting up these signs should be stopped?

Mr. FRINGER. Absolutely.

Mr. OSMERS. Well, I do too.

#### QUALIFICATIONS FOR MARTIN EMPLOYEES

What are the qualifications that the Glenn L. Martin Co. gives you for employees?

Mr. FRINGER. The qualifications are not at all strict. They have no age limit. They have a minimum age of 17, but no maximum. Only for the skilled jobs, in special cases, are they rather strict as to schooling, and so forth. There is no physical qualification. The men must be American citizens.

Mr. OSMERS. There is no physical examination even after they are employed?

Mr. FRINGER. No; apparent physical defects are noted.

Mr. OSMERS. Do they give their employees a Wassermann test?—

Mr. FRINGER. Not to my knowledge.

#### SPECIFICATIONS FOR OUT-OF-STATE TRAINEES

Mr. OSMERS. What are the specifications of the out-of-State trainees for Glenn Martin now being trained in Virginia and West Virginia and North Carolina, and other States?

Mr. FRINGER. We brought into Maryland from those three States and from the District an employment-service representative and vocational-school representative to go into our vocational schools and into the Martin plant in order to determine the type of training to begin with, and except for the details of the training, the specifications are just the same as I stated.

Mr. OSMERS. How many people are involved in those out-of-State training programs?

Mr. FRINGER. So far?

Mr. OSMERS. Yes.

Mr. FRINGER. I would say not a particularly large number. I don't have any definite figures on it.

#### NO LABOR PIRATING

Mr. OSMERS. Is there much labor piracy in the Baltimore area?

Mr. FRINGER. No; practically none.

Mr. OSMERS. Is there much labor piracy by Baltimore employers outside of the Baltimore area?

Mr. FRINGER. No; I can say practically none there also. There was some, possibly 6 months ago, but that has dwindled down to practically nothing.

#### SHORTAGE OF FARM LABOR

Mr. OSMERS. Is there a shortage in farm labor in the State of Maryland?

Mr. FRINGER. There is a shortage of skilled farm hands.

Mr. OSMERS. How big a shortage?

Mr. FRINGER. Again I am guessing. I would say that we have a shortage here of approximately 2,000 of the regular farm hands on grain and dairy farms.

Mr. OSMERS. How much does a regular farm hand get in the State of Maryland, on the average?

Mr. FRINGER. He would probably average, at day work, around \$3 now.

Mr. OSMERS. And that is 6 days a week?

Mr. FRINGER. Yes, sir; and sometimes 7 days.

Mr. OSMERS. That does not include maintenance?

Mr. FRINGER. No; but it sometimes includes certain things, such as a quart of milk a day, and vegetables, and so forth.

Mr. OSMERS. There was an announcement made, was there not, some short while ago, that there was to be a shortage of 15,000 farm laborers in Maryland?

## MIGRATORY WORKERS FOR HARVEST

Mr. FRINGER. Yes. That was the reason I was rather reluctant to quote that figure. I didn't include, however, in the figure I gave you, the harvest hands that would be needed.

Mr. OSMERS. Do they generally come from outside the State?

Mr. FRINGER. They are, generally speaking, migratory workers.

Mr. OSMERS. Has your service any indication as to whether the migratory workers will be available this year?

Mr. FRINGER. We at first thought we would have a very serious shortage. I am speaking of the Eastern Shore of Maryland now. But we had a rather dry spring down there, which retarded the crops somewhat, and the migratory workers have come in considerably in excess of our expectations, so that I would say today the shortage, while it exists, isn't particularly serious.

Mr. OSMERS. Do you feel that low farm wages contribute to that shortage?

Mr. FRINGER. Yes; I do.

Mr. OSMERS. Might the surplus of labor in the Baltimore area be induced to turn to farm occupations if the wage incentive were sufficient?

Mr. FRINGER. Well, there is a section around Baltimore where we expect to be able to use quite a few of the surplus people in the city.

Mr. OSMERS. On neighboring farms around the city?

Mr. FRINGER. Yes, sir. Those people are not skilled farm laborers, you know; they are the picking hands.

Mr. OSMERS. Field hands and pickers?

Mr. FRINGER. Yes.

## STATE AGRICULTURAL SURVEY

Mr. OSMERS. Did the Agriculture Department in Washington make any review of that situation?

Mr. FRINGER. State agricultural committees have been set up in each county and have been headed up by a State committee. It endeavored to make a survey. It sent out, I believe, around 14,000 questionnaires to farmers and received back only about 10 percent of the questionnaires, which indicates to me, theoretically, at least, that the farmers are not too concerned about the problem.

Mr. OSMERS. What effect will the curtailment of the W. P. A. have upon the farmers?

Mr. FRINGER. I don't think it is going to affect the situation one way or the other. I think the W. P. A. has cooperated excellently with us and with the farmers.

Mr. OSMERS. Does anyone check wages and hours of farm laborers in the State of Maryland?

Mr. FRINGER. No.

## BAR UNEMPLOYMENT-COMPENSATION CLAIMS IF JOBS ARE OFFERED

Mr. OSMERS. Do you anticipate farm wages will be higher this year than they have been heretofore?

Mr. FRINGER. Well, they are already higher.

Mr. OSMERS. To what extent?

Mr. FRINGER. That \$3 rate which I quoted compares, I would say, with \$2 to \$2.50 last year.

Mr. OSMERS. Now, in your statement you say this:

Qualified farm laborers applying for unemployment-compensation benefits in the Eastern Shore counties are not permitted to file claims if jobs are open to them.

Mr. OSMERS. Are you authorized by law to take that action?

Mr. FRINGER. I think maybe we stretched a point in taking that action.

You see, the majority of the people on the Eastern Shore have had farm experience at one time or another, and they probably earned their benefit credits either on the county roads or in one of the canning factories or oyster tonging or something like that.

Now, if a farm job opens up, we take the position that that is suitable employment for them, which entitles us to refer them.

Mr. OSMERS. Do you check the wages paid and the hours worked in these jobs?

Mr. FRINGER. No.

Mr. OSMERS. You take the word of the employer?

Mr. FRINGER. Yes.

Mr. OSMERS. How many workers have been denied unemployment compensation on that basis?

Mr. FRINGER. I can't even guess.

Mr. OSMERS. Is it a large number?

Mr. FRINGER. I would say it probably isn't over 100. I don't know. That is a very wild guess.

Mr. OSMERS. That is all I have, Mr. Chairman.

The CHAIRMAN. Mr. Curtis.

#### POSITION OF THE FARMER

Mr. CURTIS. I would like to ask a question or two. I am vitally interested in this farm-labor situation. I come from a district where everybody is a farmer. We are not accustomed to the ways of the money changers, as they are in Congressman Osmers' district.

Aren't the farmers paying about all they can pay now?

Mr. FRINGER. It is my personal opinion that they are. I think they are up against a very serious problem, and the only obvious answer to it is that they must pay more money; but I don't think the farmer is able to pay more money.

Mr. CURTIS. Even if he does pay more money for his labor, he cannot demand more for his crop?

Mr. FRINGER. No.

Mr. CURTIS. What kind of crops do they raise in the area which you have been discussing?

Mr. FRINGER. Ordinary truck farming, strawberries, peas, beans, corn, tomatoes, potatoes.

Mr. CURTIS. According to testimony we heard in New Jersey last week, ordinarily they pay about 2 cents a box for picking strawberries. They raised it to 5 cents. It cost the farmer \$1.20 to get them picked and 51 cents for a crate, and he sold the berries for \$2. Now, it is generally true, isn't it, that if the farmer's labor costs are raised, it comes out of the farmer's pocket?

Mr. FRINGER. For the most part. My personal opinion is that it does. I think the farmer is up against a very serious problem.

Our farmers also have raised the piece-rate price on picking.

Mr. CURTIS. These 100 people who have been denied unemployment compensation because they refused to work on the farms: About what could they have earned if they had worked on the farms?

Mr. FRINGER. I understand those pickers get from \$3 to \$5 a day.

Mr. CURTIS. Would you say that for the 100 people who were denied unemployment compensation because they wouldn't take a job in agriculture, those jobs would have paid at least \$3 a day?

Mr. FRINGER. Oh, very definitely; yes. I don't think very many pickers earn less than \$3 a day and continue to work at picking.

Mr. CURTIS. That is all.

The CHAIRMAN. That is all, Mr. Fringer. We thank you very much for your contribution.

Our next witness is Dr. De Vault.

**TESTIMONY OF DR. S. H. DE VAULT, DEPARTMENT OF AGRICULTURAL ECONOMICS, UNIVERSITY OF MARYLAND, COLLEGE PARK, MD.**

The CHAIRMAN. Dr. De Vault, Congressman Curtis will interrogate you.

Mr. CURTIS. You are Dr. S. H. De Vault?

Dr. DE VAULT. Yes, sir.

Mr. CURTIS. What is your residence address, Dr. De Vault?

Dr. DE VAULT. Two hundred University Drive, Hyattsville, Md.

Mr. CURTIS. And what is your position with the university?

Dr. DE VAULT. Professor of agricultural economics.

Mr. CURTIS. Dr. De Vault, I have gone over your statement here, for which we are very grateful. It will be printed in the record in full. It is a very fine statement. It touches upon some of the things that we have gone into in other hearings.

(The statement referred to above is as follows:)

**STATEMENT BY DR. S. H. DE VAULT, DEPARTMENT OF ECONOMICS, UNIVERSITY OF MARYLAND, COLLEGE PARK, MD.**

The farm labor situation in Maryland was becoming quite serious by April 1, 1941. The ratio of supply to demand in April was the lowest for that month since records were started in 1926. The number of hired workers on farms in Maryland on April 1 normally is about 40,000. The ratio of the supply of to the demand for farm labor on April 1 was 74 percent. A reduction in the ratio of 26 percent below normal indicates a probable shortage of farm labor in Maryland on April 1 of this year of about 10,000.

In April 1941 an estimate was made of the probable ratio of the supply of to the demand for farm labor for July 1941. This ratio was forecast at 63 percent, a reduction of 37 percent below normal. Applying this reduction of 37 percent to the anticipated needs of 42,000 indicates a reduction of about 15,000 farm laborers on July 1, 1941, below the normal number required.

Much of the work of harvesting and packing truck and canning crops on the lower Eastern Shore is done by migratory workers. These workers follow the successively ripening crops up the Atlantic coast beginning with the strawberry and truck harvests in Florida, then through the Carolinas, Virginia, the Eastern Shore of Maryland, and Delaware and New Jersey. It is estimated that last year from 4,500 to 5,000 migratory workers moved into the lower Eastern Shore of Maryland. Up to June 1, 1941, approximately 3,000 migratory workers came into Maryland and the number is gradually being augmented.



The indications are at present that the farm labor situation on the lower Eastern Shore is not as serious as previously anticipated.

Through the cooperation of the Maryland State Employment Service, the Selective Service System, the Work Projects Administration, and the efforts of farmers themselves, considerable progress has been made in alleviating the farm labor situation, particularly with respect to seasonal help. The Maryland State Employment Service has placed, or directed to farms, at least 5,000 laborers. The Selective Service System has also cooperated by keeping over 1,300 laborers on farms through occupational deferment.

On July 1, 1941, it is estimated that there was a shortage of about 8,700 farm laborers in Maryland. This estimate is borne out by returns from approximately 2,000 questionnaires which were filled out by farmers in all parts of Maryland, indicating their needs for farm labor.

Several factors have been responsible for the labor shortage. Defense activity has attracted large numbers of laborers. With increased employment in defense industries has come an increase in consumers' purchasing power which has stimulated activities in nondefense industries. Army and Navy construction projects are employing numerous workers. Farmers in many parts of Maryland report that the Work Projects Administration has competed for farm labor. The wages paid and hours of work required by Work Projects Administration are more attractive to workers than those farmers can afford. Farm wages throughout Maryland have increased materially, although not accompanied by corresponding increases in farm income. Farmers are compelled to employ inexperienced and incompetent help because they cannot compete favorably with the wages paid by industry.

The farm-labor situation may become more acute next year if additional workers are drawn into defense industries. The demand for farm labor may be greater next year because of the emphasis being placed on the need for an increased production of certain farm products. Indications are that farmers may not be able to expand production to meet anticipated needs unless an adequate supply of farm labor is assured.

#### ORGANIZATION AND PROCEDURE

A rather comprehensive plan for alleviating the farm-labor shortage has been prepared by the farm-labor subcommittee of the Maryland State Land Use Planning Committee. In order to show the widespread cooperation of agencies and farm people in developing and carrying out this plan a brief outline of the organization follows.

The Maryland State Land Use Planning Committee has the functions of developing agricultural policy, planning for the solution of farm problems, and arranging for the coordination of the activities of all agricultural agencies operating in the State.

The State committee is composed of a majority of farm people from every major type of farming area in Maryland. In addition the membership includes one representative of each State and Federal agency having responsibility for the management of agricultural programs, such as the extension service, experiment station, State forestry department, State game and inland fish commission, Agricultural Adjustment Administration, Soil Conservation Service, Farm Security Administration, State roads commission, United States Forest Service, Bureau of Agricultural Economics, Agricultural Marketing Service, and Farm Credit Administration.

Likewise, county land use planning committees are operating in every county in Maryland and about one-third of the counties have community committees elected by the farm people.

In January 1941 the State land use planning committee began the development of an agricultural program to meet the impacts of war and defense activities. A State subcommittee on farm labor was appointed by Chairman T. B. Symons, director of the extension service, to develop this phase of the State program and at its suggestion similar subcommittees were established in every county. P. C. Turner, farmer from Baltimore County, is chairman of the State farm labor committee and S. H. DeVault, head of the department of agricultural economics, University of Maryland, is secretary.

A survey of the farm-labor situation was made by the State and county farm-labor subcommittees to determine the amount of present labor on farms, the

amount of additional labor needed, wages paid, and probable sources of obtaining farm labor. Approximately 15,000 questionnaires were sent to employers of farm labor in all parts of the State. The results of these questionnaires confirm the farm-labor situation as described in other parts of this report.

In addition to the extensive survey, each county farm-labor subcommittee submits a monthly report on changes in farm-labor conditions, which information aids in determining the necessity for further action to alleviate farm-labor problems.

#### RECOMMENDATIONS

The following recommendations, as a means of alleviating the farm-labor problem in Maryland, were made by the subcommittee on farm labor and approved by the State land-use planning committee:

1. That the State employment service shall be responsible in acting as a clearing agency in carrying out all action programs pertaining to farm labor. It shall cooperate in ascertaining the demand for and the available supply of farm labor in each county in Maryland; in studying the migratory labor problems; in giving consideration to ways and means of housing such labor and in making it available for farm work. It shall be the agency designated to receive orders for farm labor and to supply the labor for these orders.

2. That the State employment service shall develop a classified file of agricultural workers including (1) present registrants who are, or may be, classified as farm workers; (2) Work Projects Administration, National Youth Administration, and Civilian Conservation Corps workers who are capable of doing farm work; (3) students from colleges and high schools who might be available for farm work; (4) female workers who are qualified for special types of agricultural employment; and (5) recipients of public assistance who do not qualify for Work Projects Administration or are not on Work Projects Administration rolls.

3. A plan should be devised for recruiting and directing migratory workers to production areas where needed.

4. That an attempt be made to secure the cooperation of the Selective Service system in the deferment of farm laborers essential to agriculture.

5. The State employment service should continue to facilitate the movement of surplus labor to the areas of serious shortage through its interstate clearance system.

6. That relief be refused to all male persons not willing to accept farm employment. That a plan be devised whereby when persons accept farm employment that they would be returned to their original status on relief as soon as the employer states that the farm work is completed.

7. That camps be established where needed to house migratory farm workers and their families. Such camps would be inspected and approved by the State department of health.

8. That consideration be given to the problem of transporting workers from camps to production areas by the use of school busses or other means of transportation.

9. That special consideration be given to the use of prison labor on roads to release men for farm work, and that the possibilities of using prison labor for farm work be studied.

10. That a subcommittee of the land use planning committee be set up in each county for the purpose of coordinating the farm-labor program on the county level through the local agencies working in the county. It is suggested that this committee be composed of the county agricultural agent, the county representative of the State employment service, the county rural rehabilitation supervisor, the president of the county farm bureau, the master of the county grange, the chairman of the county land use planning committee, and any others desired.

11. That a special questionnaire be prepared and sent to each county agent for the use of the county land use planning committee in obtaining information on the amount of present labor on the farms, the amount of additional labor needed, wages paid, and probable sources of obtaining farm labor.

*Recommendations concerning farm practices.*—1. That farmers' could minimize the harmful effects of a farm-labor shortage by introducing new, or changing existing, farm labor practices. The following are suggested: (1) Farmers should

maintain production through such means as the use of additional feed and fertilizer; (2) farmers should adjust the size and type of business to make the maximum use of labor; (3) farmers should utilize labor-saving machinery such as tractors, combines, milking machines, etc., where consistent with economic farm operations; (4) farmers should use livestock for harvesting feed crops when practical; (5) farmers should plan a rotation of crops that do not compete for labor at the same time; and (6) that farmers cooperate by exchanging labor during rush seasons, such as threshing and harvesting crops.

#### ACTION TAKEN

A subcommittee on farm labor of the State land use planning committee has been appointed and at its suggestion similar subcommittees have been established in every county in Maryland.

The State employment service has added county personnel to assist in acting as a central clearing agency for receiving orders for farm labor, to recruit labor for such orders, and to explore possible sources of additional farm labor.

The subcommittee on farm labor is doing everything possible to assist farmers in getting sufficient labor to plant, harvest, and care for crops and livestock. The committee prepared a questionnaire to be sent to farmers in each county in the State. The county committee, through the county agent, has mailed these questionnaires out to farmers in each county and returns are now being analyzed. In addition, the subcommittee has sent a questionnaire to all of the schools in Maryland, and to certain colleges outside of the State, to have students register who are interested in securing farm employment this summer.

The Work Projects Administration, the State department of welfare, the National Youth Administration, and the Civilian Conservation Corps Director have been contacted with respect to releasing enrollees for farm employment. These four agencies have agreed to cooperate insofar as they have registrants who could be released for farm work. The number of enrollees in both the Work Projects Administration and the State department of welfare is small at the present time, but there are possibilities of securing some people from these agencies for emergency work on the farm.

A cooperative agreement has been worked out between the Maryland selective service system and the Maryland State land use planning committee relative to occupational deferment of laborers essential to farm work. A letter was prepared and sent to all employers of farm labor in Maryland to acquaint them with the procedure to follow in asking for occupational deferment of farm labor. A letter similar in nature was prepared and sent to each county agent in Maryland explaining a plan for the county farm labor subcommittee to follow in border-line cases for occupational deferment in the farm-labor class.

At the suggestion of the subcommittee on farm labor, a study is being made of the migratory labor situation, particularly with reference to the Salisbury area. The information obtained through the local study will be sent to the Maryland State employment service in Baltimore. Additional studies will also be made of the migratory-labor situation during the coming year, and the local employment offices will be advised of any further developments.

Farm-labor subcommittees of each county land use planning committee are furnishing a monthly statement on the farm-labor situation to the secretary of the State subcommittee on farm labor. These county reports are being consolidated into a monthly State report on farm labor.

As a result of the action indicated above, and the wholehearted cooperation of such agencies as the Maryland State employment service, the selective service system, Extension Service, and Work Projects Administration, more than 6,000 farm workers have been placed or retained on farms. In addition, some farmers have been able to maintain their production with less labor by following some of the practices suggested above, including labor-saving machinery, exchange of labor, and by working longer hours.

#### EXHIBITS

There are appended to this report certain documents, letters, or forms, which have been used in Maryland as an aid in alleviating the farm-labor problem.

EXHIBIT A—COOPERATIVE EXTENSION WORK IN AGRICULTURE AND HOME ECONOMICS,  
STATE OF MARYLAND

University of Maryland  
United States Department of Agriculture cooperating \_\_\_\_\_ 1941  
Extension Service

DEAR FRIEND: Our county farm-labor committee is desirous of knowing the exact situation relative to farm labor. Will you kindly fill out this questionnaire for your farm? We are not assuming any responsibility of supplying or guaranteeing labor, but we shall do our best to help you. Please return at once in the accompany envelope, which requires no postage.

Thanking you for your cooperation, I am,

Very truly yours,

\_\_\_\_\_, *County Agent.*

FARM LABOR SURVEY

- Name: \_\_\_\_\_ Address: \_\_\_\_\_  
 Telephone: \_\_\_\_\_ Location of farm: \_\_\_\_\_  
 1. Type of farm: Number cows milked \_\_\_\_\_, number milked by hand \_\_\_\_\_; number milked by machine \_\_\_\_\_; acres of corn \_\_\_\_\_; acres of small grains \_\_\_\_\_; acres of vegetables \_\_\_\_\_; acres of tobacco \_\_\_\_\_; acres in orchard \_\_\_\_\_  
 2. Amount of labor employed on farm last year:  
   (a) Regular or yearly: Number \_\_\_\_\_  
   (b) Seasonal labor (day and month):  
       Number \_\_\_\_ From \_\_\_\_\_ to \_\_\_\_\_ For what work? \_\_\_\_\_  
       Number \_\_\_\_ From \_\_\_\_\_ to \_\_\_\_\_ For what work? \_\_\_\_\_  
       Number \_\_\_\_ From \_\_\_\_\_ to \_\_\_\_\_ For what work? \_\_\_\_\_  
 3. Have you lost help? \_\_\_\_ To industry, number \_\_\_\_ To draft, number \_\_\_\_  
   Help in draft, class 1, number \_\_\_\_ Have you been able to replace help lost? \_\_\_\_\_  
 4. Are you going to need additional help this coming spring, summer, and fall? \_\_\_\_  
   (a) Regular help (day and month):  
       Number \_\_\_\_ From \_\_\_\_\_ to \_\_\_\_\_ For what work? \_\_\_\_\_  
   (b) Seasonal help:  
       Number \_\_\_\_ From \_\_\_\_\_ to \_\_\_\_\_ For what work? \_\_\_\_\_  
       Number \_\_\_\_ From \_\_\_\_\_ to \_\_\_\_\_ For what work? \_\_\_\_\_  
       Number \_\_\_\_ From \_\_\_\_\_ to \_\_\_\_\_ For what work? \_\_\_\_\_  
 5. Is anything furnished in addition to wages? \_\_\_\_\_  
 6. Have you any facilities for housing farm labor? \_\_\_\_\_  
 7. How and from what source do you now obtain workers? \_\_\_\_\_  
 8. How can the Maryland State Employment Service be of assistance to you in securing qualified farm workers? \_\_\_\_\_  
 \_\_\_\_\_

CIRCULAR LETTER No. 256

SELECTIVE SERVICE,  
MARYLAND STATE HEADQUARTERS,  
FIFTH REGIMENT ARMORY,  
Baltimore, Md., May 20, 1941.

Subject: Plan for the Prevention of Farm Labor Shortages.

To: All Local Boards, Government Appeal Agents, and Appeal Boards.

1. Recent demands for labor for construction purposes, and by industry to fill unprecedented orders, have resulted in a serious farm-labor problem. Agriculture, as one of our key industries, must have an ample supply of workers if this important phase of our defense economy is to provide an adequate supply of food and fiber for the total population during this period.

2. As a result of a survey conducted by the Agricultural Economics Department of the University of Maryland and Mr. C. E. Burkhead, of the Agricultural Marketing Service, it was found that on April 1, 1941, the ratio of the supply of farm labor to the demand for farm labor in Maryland was 74 percent, indicating a probable shortage of about 10,000 farm workers. The indications are that this ratio will be considerably lower by July 1, 1941.

3. In an effort to assure an ample supply of labor needed for agriculture, a cooperative agreement has been worked out between the Maryland Selective

Service System and the Maryland State Land Use Planning Committee relative to occupational deferment of laborers essential to farm work.

4. In effect, this agreement provides that the local draft boards refer borderline cases for occupational deferment in the farm-labor class to the farm-labor subcommittee of the land use planning committee, through the county agent, for detailed information about the particular cases. A list of county agents is enclosed herewith. When the draft boards refer such cases to the farm-labor subcommittee, it will be the responsibility of this committee, if it does not have full information about the farm and the registrant, to contact persons who are in a position to provide this information and submit a full report to the local draft board immediately.

5. Farm-labor subcommittees of each county land use planning committee will furnish a monthly statement on the farm labor situation to the secretary of the State subcommittee on farm labor. A consolidated report will be prepared for the use of the State selective service headquarters, who in turn will make available this information to each local board.

6. The State land use planning committee, in an effort to help Selective Service with the farm-labor problem, is sending letters to approximately 35,000 farmers in Maryland, explaining when and how deferments should be requested and the information needed by local boards in order to make a decision on each case.

7. Each county agent has been instructed by Dr. R. B. Corbett, acting chairman, Maryland State Land Use Planning Committee, to cooperate with the local boards so that information requested will be furnished as soon as possible.

8. It is necessary that each case where occupational deferment is under consideration be treated on the basis of its individual merits. Wherever there are any questions about border-line cases, they may very advantageously be referred to the county agent for further detailed information. The decision with respect to deferment must, of course, in its finality, rest with the local boards.

9. The State land use planning committee has done a splendid job in drawing up this plan and it should prove a great help in aiding you solve the farm-labor problem. All local boards are directed by the State director to use this service and contact the county agent at once in order to become more familiar with this plan and how it may be used to the advantage of all parties concerned.

For the State director:

PAUL K. KLAESIUS,

*Major, Ordnance, State Adviser on Occupational Deferments.*

EXHIBIT B—JOINT STATEMENT OF THE MARYLAND SELECTIVE SERVICE SYSTEM AND THE SUBCOMMITTEE ON FARM LABOR OF THE STATE LAND USE COMMITTEE RELATIVE TO OCCUPATIONAL DEFERMENT OF FARM LABOR

INTRODUCTION

Providing an adequate defense for the United States would seem to demand the most efficient mobilization of the Nation's manpower that is possible at this time. This requires an effective distribution of workers among all key industries as well as in the armed forces. Agriculture, as one of these key industries, must have an ample supply of workers if this important phase of our defense economy is to provide an adequate supply of food and fiber for the total population in this period of emergency.

THE GENERAL SITUATION

Recent demands for labor for constructing military camps, and by industry to fill unprecedented orders, have resulted in a serious farm-labor problem. This problem is most serious in the eastern industrial areas and near military reservations. In Maryland, the higher wages on construction work at Camp Meade, Aberdeen Proving Ground, Edgewood Arsenal, and at the Indian-head Naval Powder Factory have resulted in the migration of thousands of workers, many of whom were from Maryland farms.

As a result of a survey conducted by the Agricultural Economics Department of the University of Maryland and Mr. C. E. Burkhead of the Agricul-



tural Marketing Service, it was found that on April 1, 1941, the ratio of the supply of farm labor to the demand for farm labor in Maryland was 74 percent, indicating a probable shortage of about 10,000 farm workers. The indications are that this ratio will be considerably lower by July 1, 1941.

The increasing seriousness of the farm-labor situation is not only the result of the movement of farm workers from the farm into industrial activity, but also in part to the conscription of farm labor into the selective training corps.

#### STATE-WIDE ORGANIZATION FOR PLANNING AND CARRYING OUT THE FARM-LABOR PROGRAM

There is set up in Maryland a State land use planning committee whose general function is to develop in cooperation with farm groups and State and Federal agencies an agricultural program for Maryland and to coordinate within the State. As one phase of its program, the State land use planning committee has set up a subcommittee on farm labor to devise ways and means of alleviating the scarcity of farm labor resulting from war and national-defense work. This committee has made a study of the farm-labor situation in Maryland and has developed a coordinated plan for carrying out the farm-labor program on the county level. A subcommittee has been set up in each county composed of the county agricultural agent, the county representative of the State employment service, the county rural rehabilitation supervisor, president of the county farm bureau, the master of the Pomona Grange, chairman of the county land use planning committee, and other persons familiar with the farm-labor situation in the county.

The county committees have assumed the responsibility for assembling information on the amount of farm labor needed, the time when such labor will be needed, and the probable sources of obtaining such labor. They will also report changes in the local farm-labor situation which may occur from time to time.

The Maryland State Employment Service has agreed to act as a central clearing agency in carrying out all action programs pertaining to farm labor; more specifically, to receive orders for farm labor, to recruit labor for such orders, and to cooperate in exploring possible sources of additional farm labor to meet the present demand.

The plan contemplates obtaining workers from the relief rolls of the State Department of Welfare and the Work Projects Administration, the Civilian Conservation Corps, and the National Youth Administration, in cooperation with these agencies.

The farm-labor program also includes certain things which farmers may do to help during the present emergency, such as the greater use of labor-saving machinery, the exchange of farm labor among farmers, better rotation of crops so as to avoid as much competition for labor as possible on individual farms, and the possible pooling of purchases of farm supplies and equipment.

#### SUGGESTED PROGRAM OF COOPERATION BY THE SELECTIVE SERVICE SYSTEM TO ALLEVIATE THE FARM LABOR SHORTAGE

The State Land Use Planning Committee wishes to cooperate fully with the Selective Service System and does not ask any special privileges for any class or group of people. It is believed, however, that farmers are without knowledge of how and when deferment may be granted for essential farm work. In view of the fact, it is suggested that all information possible relative to the Selective Service, and particularly that phase pertaining to deferment, should be disseminated among the farmers. Likewise, all occupational groups probably do not fully realize the significance of the farm-labor shortage; therefore, it is suggested that more information concerning the gravity of the farm-labor shortage be made available to all occupational groups.

Farm-labor subcommittees of the county land use planning committees will be requested to furnish a monthly statement on the farm-labor situation in each county and send it to the secretary of the State subcommittee on farm labor. A consolidated report will be prepared for use of the State Selective Service System, which may in turn make available such information to the local draft boards.

It is necessary that each case where occupational deferment is under consideration be treated on the basis of its individual merits. Wherever there are any questions about border-line cases of occupational deferments in the

farm-labor class, such cases may very advantageously be referred to the county land use planning labor committee through the county agent for further detailed information about the particular cases. The decision with respect to the deferment of farm laborers must, of course, in its finality, rest with the local draft boards and appeal boards.

Approved:

April 26, 1941.

HENRY C. STANWOOD,

*Lieutenant Colonel, Director Maryland Selective Service System.*

May 1, 1941.

P. C. TURNER

*Chairman, Subcommittee on Farm Labor.*

May 2, 1941.

R. B. CORBETT.

*Acting Chairman, Maryland State Land Use Planning Committee.*

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#### EXHIBIT C—FARM PLACEMENT PROGRAM FOR MARYLAND

REPORT OF MARYLAND UNEMPLOYMENT COMPENSATION BOARD, MARYLAND STATE EMPLOYMENT SERVICE, AFFILIATED WITH SOCIAL SECURITY BOARD

While the efforts of the employment service are now being directed mainly toward the national-defense industries, it must not be overlooked that the agricultural industry constitutes one of the most important in the country, and must be so considered by the employment service.

Many agricultural workers are now leaving the farms to accept employment in industrial areas where more attractive wages are offered. As a result of this migration, a shortage of farm labor is anticipated, and much heavier demands will be made upon the local employment offices than heretofore.

The State Land Use Planning Committee has appointed a subcommittee to study the farm labor situation in cooperation with the Maryland State Employment Service. The membership of this committee is as follows:

P. C. Turner (chairman), president, Farm Bureau; S. H. DeVault, head of department of agricultural economics, University of Maryland; John M. Pohlhaus, commissioner of labor and statistics; M. H. Davis, Director of Employment, Work Projects Administration; Ryland Dempster, Director of National Youth Administration; F. B. Gambrill, field supervisor, Maryland State Employment Service; H. M. Carroll, county agent, Harford County; Stanley Day, county agent, Anne Arundel County; R. C. F. Weagley, county agent, Washington County; P. D. Brown, county agent, Charles County; Russell Adkins, and Francis G. Shillinger.

At a recent meeting this committee made many recommendations that placed a large responsibility on the employment service. These recommendations, together with the suggestions received from several of the local offices, have been studied and the following program adopted.

#### LOCAL FARM LABOR COMMITTEE

A farm-labor committee is to be appointed for each county, consisting of the manager of the local employment office, the county agricultural agent, and such other persons as may be designated by the land-use planning committee. This committee will act in a supervisory capacity and assist the manager in coordinating the program at the county level. The offices will be advised of the membership of the committees as soon as they are appointed.

#### INFORMATIONAL SURVEY

One of the problems confronting the Employment Service in their relationship with the farmers is that of obtaining workers where low wages and poor housing are offered. At a recent meeting of several of the local office managers, it was suggested to conduct an informational survey among the represented group of influential farmers to obtain their opinion and advice as to how this problem could be met.

This survey is to begin immediately. The information is to be recorded on form MSES 419, sufficient copies of which are enclosed. The information

obtained will be used in discussion with local farm-labor committees for further development of the program.

#### CROP PLANTING AND LABOR REQUIREMENTS

Before making any plans for recruiting workers, each office must obtain information as to the number of farmers in its territory; the kind of crops planted and the acreage of such crops; the length of the cultivation and harvest season; and the number of workers needed.

The land-use planning committee is preparing a questionnaire to be sent to each farmer by the county agent to obtain this information. When the questionnaires are returned, the county agent will collaborate with the Employment Service manager and assist him in summarizing the information for each county. The data thus summarized will be recorded in duplicate on a seasonality chart, MSES 421, for each county. A sample of this form, showing the method of recording this information, is attached. (See p. 6120.) Sufficient copies will be forwarded to the offices for their use. One copy of the form is to be retained in the local office, and the other sent to State headquarters. As the response to the questionnaire may not be complete, personal contacts with groups of farmers may be made for estimates supplemented by information already available to the county agent.

#### COOPERATION WITH THE FARMERS

For the success of the program, it will be necessary to obtain the farmers' cooperation in answering the questionnaires and notifying the local offices when workers are required. Therefore, it will be the responsibility of each manager to give as much publicity as possible to the details of the program. This should be done by publication of news articles, radio announcements (if facilities are available), talks to farm organizations, and by individual visits when possible.

It is understood that the local farm-labor committees will assist the managers with this publicity. Managers are cautioned, however, not to commit themselves in guaranteeing to furnish labor for any order received. The farmer should be informed that the program is one of cooperation, and that the Employment Service will make every effort to assist him in obtaining workers.

#### RECRUITING FARM WORKERS

Workers should be recruited as much as possible from the files in the regular manner. With the present registration drive now being conducted, it is hoped that many workers will be registered who can be recruited for farm work. Posters are now being prepared by State headquarters which will be forwarded to the local offices as soon as they are received. These posters will show, in addition to the advertising material, the location of the main office, as well as the itinerant points and the days they are visited. Posters are to be placed in stores and public buildings throughout the territory.

In view of the anticipated shortage of farm labor, other sources of labor supply should also be considered and thoroughly canvassed as the occasion warrants. The following sources are suggested as having possibilities.

Contacts should be made with the Civilian Conservation Corps camps as well as the local welfare boards, high-school superintendents, and project supervisors of the National Youth Administration to thoroughly canvass enrollees in these organizations to interest them in accepting farm work. Close cooperation should also be maintained with the project supervisors of the Work Projects Administration to recruit farm laborers from the Work Projects Administration rolls. At a recent meeting with Major Williars, of the Work Projects Administration, he assured us the full cooperation of his organization for releasing Work Projects Administration workers for farm work, both for regular and seasonal employment. However, he stated that he would be reluctant to release Work Projects Administration workers who are now engaged on defense projects and who are working on a 48-hour-a-week basis.

Adjacent offices and the offices in the areas of immediate clearance should also be canvassed to obtain workers when the occasion warrants.

## CONTACT POINTS

Local offices are to establish as many contact points as thought necessary in strategic locations in their territory, preferably at general stores where telephone facilities are available, and obtain the cooperation of the proprietors in assisting the offices to recruit labor. A list of such points, when established, is to be sent to State headquarters showing the name of the proprietor and the location of his store.

## MIGRATORY LABOR

For the present, a study of the migratory-labor situation will be confined mainly to the Salisbury office. After the demands for labor have been estimated and it is found that migratory labor will be necessary, it is to be determined what percentage of this demand can be filled by migratory labor. This information is to be sent to State headquarters, and a further study will be made as to what sources can be used in obtaining this labor. Additional studies will be made of the migratory labor situation during the coming year and the offices advised of any further developments. This situation could also be discussed at the farm-labor committee meetings, and their suggestions sent to State headquarters. The offices are to thoroughly study the registration form for migratory labor suggested on page 826 of the State Operations Bulletin No. 10, part VIII, and send in their recommendations for any modification of the form. If it is found necessary to use this form, it will be printed at State headquarters.

Copies of the recommendations made by the Land Use Planning Committee are attached for your information, and also a list of the county agents. Any additional information and changes made by the Land Use Planning Committee will be forwarded to the local offices as soon as received.

F. B. GAMBRILL, *Field Supervisor.*

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**EXHIBIT D—MONTHLY REPORT ON THE FARM LABOR SITUATION IN MARYLAND FOR MAY 1941**

(Prepared by the secretary of the subcommittee on farm labor, in cooperation with C. E. Burkhead, of the Agricultural Marketing Service for Maryland)

## FARM LABOR

Farm labor in most sections of Maryland is difficult to hire. That available is very inefficient and ordinary. There was a crescendo tone in reporters' comments this month that Work Projects Administration and National Youth Administration should be abolished in farming sections, especially during times when farming is at its height. Most farm labor demand Work Projects Administration hours and pay, while younger laborers demand National Youth Administration hours and pay. One reporter in southern Maryland made this remark: "It is worse than awful."

Draft and defense work have taken almost three-fourths of farm labor in many sections of Maryland, especially in sections adjacent to defense work, such as all southern Maryland, around Washington, D. C., Baltimore, Md., and farther northeastward from Baltimore city. In many sections of Maryland labor is not to be had. Able-bodied men are seeking employment in industry, and farmers say that they cannot pay defense wages for farm labor at prevailing prices now being received for farm products. To one traveling in the vicinity of defense activity, it is easy to see where available farm labor is going. On roads leading to and from Baltimore, toward Indian Head, Md., and northeastward from Baltimore toward Elkton, Md., and Wilmington, Del., traffic morning and night is packed and jammed; so packed at times that traffic may be at a standstill for as long as a half hour. Every kind and condition of motor vehicle crowds the highways. Much land is being left idle because of labor shortage. In general farming sections harvest labor is already causing farmers concern, while in the truck and canning regions the shortage is causing more apprehension for producers feel that they may not be able to harvest and market their mature crops at harvest time.



## SPECIAL COMMENTS ON FARM LABOR BY CROP REPORTERS IN DIFFERENT COUNTIES OF MARYLAND

*Alleghany County.*—"In general, there is sufficient number of ordinary farm laborers, but few of them know much about real agriculture. There is need of training in this line."

*Baltimore County.*—"No help to be had, and much ground will be idle."

*Carroll County.*—"Labor is almost impossible to secure. Labor seems to be our largest problem just now. Hired help very scarce and unsatisfactory. Wages are too high, based on prices of crops. Labor is so scarce that there will be crops not saved."

*Cecil County.*—"Farm help bids fair to be scarce and wages high. Labor conditions have not improved. There seems to be no extra labor available for this harvest. More tractors are being used to offset scarcity of farm labor."

*Frederick County.*—"Farm labor very scarce. Draft and factory are taking our labor."

*Harford County.*—"Farm labor is scarce, and many farmers will be handicapped in getting help for harvesting and threshing."

*Howard County.*—"The labor problem for our coming harvest is our great concern now. Labor is short and, to make it worse, what we have is practically worthless."

*Kent County.*—"Farm labor is very scarce, and it is almost impossible to get good men."

*Montgomery County.*—No comment.

*Queen Annes County.*—"Everyone is complaining about the shortage of hired help. Labor is very scarce and those available will not work hard and are lazy. Why is W. P. A. continued? Labor is out of the question."

*Washington County.*—"The labor shortage is serious. Do not think many people are considering W. P. A. labor, as it could not be depended upon."

*Anne Arundel County.*—"Labor threatening to leave, saying that they can get \$3 to \$4 a day working on defense work. Farmers cannot compete with wages of that type."

*Calvert County.*—No comment.

*Charles County.*—"Farm labor demand is about 150 percent of normal; supply is about 50 percent of normal. Most farm labor wants W. P. A. hours and pay. Younger workers want N. Y. A. pay and hours. It is worse than awful. Regarding farm labor, there is hardly any left except bums who want to work for a few days to get a little pocket money and then they only want to work from about 9 a. m. to 4 p. m. If the W. P. A. and N. Y. A. and such don't close shop, I think most farmers will soon have to. Draft and defense work have taken about 75 percent of the farm labor that is worth anything."

*Prince Georges County.*—"Labor is not to be had."

*St. Marys County.*—No comment.

*Caroline County.*—"Labor seems to be getting more scarce and the common expression, to do less for more money, seems to be their motto."

*Dorchester County.*—"Cannot get farm help at this time."

*Somerset County.*—"Labor is uncertain and the most worrying factor at present."

*Talbot County.*—No comment.

*Wicomico County.*—No comment.

*Worcester County.*—No comment.

## SPECIAL REPORTS RECEIVED FROM COUNTIES FOR MAY 1941

*Charles County.*—"The supply of farm labor is short. The situation is worse than April. Farm labor is leaving the country to work for industry in Wilmington, Aberdeen, etc. Farm wage rates have increased slightly during the month. Industry and draft have removed a large portion of our farm labor; also, there has been a condition of estate operators paying a higher rate for labor than the average farmer can afford to pay."

*Harford County.*—"There is a shortage of farm labor in Harford County. The situation is more favorable than during April. There will probably be a very short supply of seasonal labor to take care of the truck, canning, and other seasonal crops. The defense industries at Aberdeen, Edgewood, and Glenn Martin are expanding. There has been a slight increase in farm wage rates during the month. The county situation is not as bad as originally predicted, but is quite serious. Some help is in sight from the W. P. A."



GENERAL SITUATION WITH RESPECT TO MIGRATORY WORKERS

Comments from the Maryland State Employment Service indicate that the strawberry crop on the Eastern Shore was reduced in size by the drought and that the number of migratory laborers who eventually entered the State was greater than anticipated. The employment agency states that it does not know just how many came up from Virginia, but that they placed the number at something over 3,000.

SUGGESTED OUTLINE OF FARM-LABOR REPORT

I. Points to be included:

A. Observations on current labor situation:

1. Adequacy of farm labor. (Is it adequate, short, or is there a surplus?) -----
2. Is the farm-labor situation better or worse than last month? -----
3. Is there an adequate supply of seasonal labor to take care of the truck, canning, and other seasonal crops in your locality? -----
4. Explain any change in the expansion or decrease in nonagricultural industries that affects the farm-labor situation in your area -----
5. Changes in farm-wage rates -----

B. Comments on other pertinent developments:

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*Students who would be available for farm work this summer (not on home farm)*

Name	Address	Years previous farm experience	Type of farm	Date available
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(The following letters, received subsequent to the hearing, pertain to the testimony of Dr. S. H. De Vault, pp. 6132 and 6134:)

EXHIBIT E—CORRESPONDENCE ON DEFERMENT OF FARM LABOR

UNITED STATES DEPARTMENT OF AGRICULTURE,  
 BUREAU OF AGRICULTURAL ECONOMICS,  
*College Park, Md., July 3, 1941.*

MISS MARY DUBLIN,  
*Coordinator of Field Hearings,  
 House Committee Investigating National Defense Migration,  
 Washington, D. C.*

DEAR MISS DUBLIN: I am attaching some recent correspondence from the Maryland State headquarters of selective service indicating how the plan for deferment of farm labor which was formulated by our subcommittee on farm labor of the Maryland land-use planning committee and the Maryland selective-service system is operating.

You will note that the cooperation of the land-use planning committees in the counties with the local draft boards has not only helped to defer farm labor, but in some cases has developed information indicating that deferment of the individual is unwarranted. This correspondence is cited as an indication of the cooperative efforts of these organizations in alleviating the farm labor problem.

Very truly yours,

JAMES W. CODDINGTON,  
*State Bureau of Agricultural Economics Representative.*

SELECTIVE SERVICE,  
MARYLAND STATE HEADQUARTERS,  
FIFTH REGIMENT ARMORY,  
Baltimore, Md., July 1, 1941.

Dr. JAMES W. CODDINGTON,  
*State Representative, Bureau of Agricultural Economics,  
United States Department of Agriculture,  
University of Maryland, College Park, Md.*

DEAR DR. CODDINGTON: As mentioned to you previously, we submitted the farm-labor plan to national headquarters. Evidently, the plan has been submitted to the Department of Agriculture, for we received a request from national headquarters the other day to give them some idea of how the plan was working, mentioning some specific cases.

Attached you will find copy of our report of this date to national headquarters in compliance with their request. If there are any other specific cases that you know of, we would be glad to hear about them.

kindest regards.

Very truly yours,

PAUL K. KIAESIUS,  
*Major, Ordnance, State Adviser on Occupational Deferments.*

JULY 1, 1941.

DIRECTOR, SELECTIVE SERVICE SYSTEM,  
*National Headquarters, Washington, D. C.*

Attention: Lt. Delbert Haynes, occupational deferments.

DEAR SIR: Pursuant to phone conversation of recent date regarding the plan for the deferment of farm labor which was formulated by the subcommittee on farm labor of the Maryland State land-use committee and this headquarters, we wish to state that from reports received from various counties that the plan is working satisfactorily.

The plan has not only helped to defer farm labor, but in some cases has brought to light instances that have not warranted deferment and which the local board working alone would probably not have uncovered.

(a) One case in particular was a farmer who came direct to State headquarters with a farm hand and stated that it was absolutely essential that the man be deferred for the proper operation of the farm. He mentioned that this man had been with him for some time and that the local board had placed him in 1-A. This headquarters referred the farmer to the appeal agent and suggested that the appeal agent get in touch with the county agent. The results proved that the farmer had not told the truth and that the man for whom he was claiming deferment had held six different jobs in the past few months and was of a type that would not keep any job more than a few weeks. Investigation also showed that the farmer had sufficient help on which he could rely. Information regarding the employment of the registrant was received from the Maryland State employment service by the county agent and the local land-use committee.

(b) Other cases have been brought to our attention by individual farmers who claimed that if their help was inducted it would seriously handicap the proper operation of the farm. These cases were also referred to the county agent who, with the local land-use committee, investigated and submitted evidence to the local board which proved conclusively that the farmer was in need of the man for whom he claimed deferment. Consequently, the local board did grant deferment.

Our records show that to date the local boards in Maryland have granted approximately 1,350 deferments to farm labor and refused 149. Deferments and refusals for each month follow:

Granted:	
Prior to January (about)-----	260
January-----	88
February-----	90
March-----	159
April-----	329
May-----	424

1,350

## Refused:

Prior to January-----	30
January-----	22
February-----	15
March-----	34
April-----	26
May-----	22

149

This plan has only been in effect since May. It will be noted from the above figures that the refusals for May compared to deferments granted is comparatively smaller than in previous months.

Maryland State headquarters believe that the plan is working advantageously as far as selective service is concerned. The main problem is to prevent the men from leaving the farms to get jobs in defense industries. This is something, of course, which is beyond the control of selective-service administration.

We trust that the above information will be helpful in reaching the proper solution of this problem.

For the State director:

PAUL K. KLAESIUS, *Major, Ordnance,  
State Adviser on Occupational Deferments.*

## TESTIMONY OF DR. S. H. DE VAULT—Resumed

Mr. CURTIS. There are a few questions that I would like to ask you orally for the record.

When you speak in terms of farm-labor supply, are these figures taken from the Agricultural Marketing Service in Washington?

Dr. DE VAULT. They are taken both from the Agricultural Marketing Service and the United States Bureau of the Census.

May I just discuss that briefly to give you an idea of how those figures are arrived at? Many people have asked me that same question.

Normally, on Maryland farms, in January about 23,000 farm laborers are employed. That is taken from the census. That is the shortage month of employment on farms. Then the census of April will give us the number of persons gainfully employed in agriculture, the number of farmers, the hired help and the foremen, and the farm tenants and the farm operators and owners. That indicates that in April there are about 40,000 hired hands employed on Maryland farms.

Now, the figure for April and June is also checked with the Agricultural Marketing Service figures on the supply of farm labor in relation to demand. In other words, in July there are normally about 42,000 or 43,000, and that is nearly the peak of farm employment in Maryland.

## MIGRATORY WORKERS ON EASTERN SHORE

Mr. CURTIS. About how many migrant workers come into Maryland?

Dr. DE VAULT. You mean from outside of the State?

Mr. CURTIS. Yes; how many people come to get those 42,000 jobs?

Dr. DE VAULT. We get migratory workers principally on the Eastern Shore. Normally about 4,500 come into the lower Eastern Shore of Maryland to harvest strawberries and truck crops.

Mr. CURTIS. Are there many who come in and do not get employment?

Dr. DE VAULT. Certainly not in a normal year, and certainly not this year. In some years in the past there may have been more coming in than were able to get employment, largely because of the lack of

adequate housing facilities. I think that is a problem. If housing facilities are not available to accommodate them, they may move on to some other area where they can get adequate housing. But I don't think we have been disturbed with a surplus, even of migratory workers this year.

#### DEFINITION OF "NORMAL" SITUATION

Mr. CURTIS. Now, according to the system that the Marketing Service follows, what do you mean by a 74 percent normal situation or an 85 percent normal situation?

Dr. DE VAULT. That word "normal" is a kind of relative term that the Bureau of Agricultural Economics has accepted as a basis on which farmers report the condition of crops or the labor supply and demand. It isn't an average, but it is the usual supply of farm labor. In other words, 100 percent would be normal, 120 percent would be 20 percent above normal and 80 percent would be 20 percent below normal.

Mr. CURTIS. Based upon the supply?

Dr. DE VAULT. Based upon 100 percent; yes. They take into account both the supply and the demand for farm labor. I think the April figure there, as I recall it—your supply—was about 80 percent, and your demand was 90-some-odd percent; and dividing 80 by 90, we get the 74 percent ratio of supply to demand.

Mr. CURTIS. Who sends the reports into the marketing service?

Dr. DE VAULT. The crop reporters from every community in Maryland.

Mr. CURTIS. Now, are those crop reporters observers, farmers, or workers?

Dr. DE VAULT. They are practical farmers, and they are supposed to size up the situation, not on their own farms but for the community in which they live.

Mr. CURTIS. Now, a current criticism—if not voiced, then inferred—is that those figures are not accurate and that farmers enlarge the statements of the shortages so that they will get more people there and have them when they want them and perhaps at a cheaper price.

Do you think that that system is abused and inaccurate statements given out?

#### ACCURACY OF CROP REPORTERS

Dr. DE VAULT. I don't think so, because these farmers are conscientious, and they are told to report the situation as it is and not to magnify conditions. I have had a lot of experience in working with the State statisticians, the men in charge of the work in the different States, and I really think that they come as near getting an unbiased opinion as it is possible to get.

Mr. CURTIS. Do you think it is true that the farmers have no desire to bring in a lot of people who couldn't get work?

Dr. DE VAULT. I don't think they would.

#### FARMER CANNOT PASS HIGHER COST TO BUYER

Mr. CURTIS. Now, I do not want to make this record argumentative, but a number of questions have been asked by various witnesses who

have appeared here on other days. As head of the Department of Agricultural Economics, is it your opinion that an increased cost in farm labor can be passed on by the farmer to the purchaser of his product, generally speaking?

Dr. DE VAULT. Generally speaking, no. Labor, of course, makes up a varying proportion of the farmer's total cost, depending upon the type of agriculture. In dairying labor makes up 25 percent of the farmer's cost and feed 50 percent.

Those two items make up 75 percent. But in truck-crop farming labor may make up as much as 60 percent or even two-thirds of the farmer's total cost, and the farmer isn't able to pass an increase thereon to the consumer.

Mr. CURTIS. Did you hear the testimony of the gentleman who just left the stand?

Dr. DE VAULT. I couldn't understand him very well. I got only a little of his testimony.

Mr. CURTIS. Are you familiar with the facts about certain individuals—I believe about 100 of them—being denied unemployment compensation because they refused work on farms?

Dr. DE VAULT. No.

#### FARM WAGES IN MARYLAND

Mr. CURTIS. What do farm wages run in Maryland?

Dr. DE VAULT. There again I would have to answer that in terms of the different sections of the State or different types of farming. The average wage rate paid in April, without board, was \$2.20 a day. Now that is the average for the whole State of Maryland.

Mr. CURTIS. Without board?

Dr. DE VAULT. Yes. Now, in the dairy areas of Maryland the farmer will get \$60 a month plus a house in which to live, some vegetables, a garden and fruit. In other words, he practically gets his living in addition to the cash wages paid him.

You just can't arrive at a single figure because often the perquisites may amount to as much as the cash wage.

#### PIECE RATES FOR SEASONAL WORKERS

Mr. CURTIS. Now, how about the seasonal workers—vegetable workers and berry pickers and such: What wages do they get?

Dr. DE VAULT. They are based on a piece-work basis.

I understand in Maryland they are paid 3 or 4 cents a quart for picking strawberries. They are paying somewhere between 22 and 25 cents a hamper for harvesting string beans. And the tomato season has not come on yet, but they will probably pay about 8 cents a basket for picking tomatoes, maybe a little higher. The piece-work wage has gone up this year.

#### EARNINGS AT PIECE RATES

Mr. CURTIS. How much can an average individual, in good health and willing to work, make?

Dr. DE VAULT. Well, it depends, I think, on the skill. We made a study of the canning industry in Maryland a year ago and I found the Polish workers were able to earn from \$7 to \$7.50 a day, whereas



the other workers who were not skilled probably wouldn't earn over \$3 and \$3.50. Polish women are particularly adept in canning plants. They get a pretty good wage.

Your question is pretty difficult for me to answer but if you want something of an average—

Mr. CURTIS. The average, and the high and low.

Dr. DE VAULT. A person probably would earn, we will say a low of \$1.50 a day, and as high as \$7.50. An average would be somewhere between \$3 and \$4.

#### FIELD QUESTIONNAIRES

Mr. CURTIS. You have made some field studies by sending out questionnaires?

Dr. DE VAULT. Yes, sir.

Mr. CURTIS. Will you briefly tell us something about what you studied in your questionnaires and what returns you got?

Dr. DE VAULT. Well, we thought we would like to have a check on those figures that we get from the Census and from the Agricultural Marketing Service. We wanted to know from farmers what their labor requirements would be this year, when they would need the workers and for what type of work. So we sent out schedules. I think about 15,000 were sent out in the different counties in Maryland.

Briefly they were to report on the amount of labor they needed, when they needed it, the wages that they ordinarily pay, and the number of workers they had lost to the draft and to the defense industries.

Now, I have been able to make only a partial tabulation of that. But so far as we have tabulated them they check closely with the estimate in my report of the shortage of labor.

Mr. CURTIS. How does it check with the marketing service?

Dr. DE VAULT. It checks very, very closely. I will say that there was an estimate that we made early in the season that was based on a ratio of supply to demand of 63 percent, which would be a 37 percent decrease in the ratio under the normal. Applying that to 42,000, 37 percent of 42,000 would just about give you 15,000. Since this estimate was made my understanding is that the agencies that we have knowledge of have placed 6,300 laborers on Maryland farms. The Maryland State Employment Service has placed 5,000 or a little over, and we have been instrumental through the selective service system of getting deferment for some 1,300 essential farm labor.

#### "ESSENTIAL FARM LABOR" DEFINED

Mr. CURTIS. Just tell us what the essential farm laborer is, as defined for purposes of the Selective Service Act.

Dr. DE VAULT. Well, if I were on one of those county committees I would consider an essential farm laborer as a farm laborer whose services are almost indispensable, one who is essential to carry on the operation of that farm.

Mr. CURTIS. It is skill plus a certain knowledge of the particular farm he is on, would you say?

Dr. DE VAULT. Yes; and then maybe you will have a farm with only one man working on it, and if he were lost to the farm it would

be a serious thing. But over here is another farm, where the farmer has three sons, and if he loses the hired man he can still carry on the operation with his boys.

#### WORK PROJECTS ADMINISTRATION SHUTDOWN TO SUPPLY FARMS

Mr. CURTIS. How about the Work Projects Administration situation? Have any projects been closed to take care of the demand for farm laborers?

Dr. DE VAULT. Yes. Frederick County closed a project. The general tendency is to close down on nonessential projects to release workers for the farms.

Mr. CURTIS. Ordinarily are W. P. A. people willing to take farm work if they can get it?

Dr. DE VAULT. If they have had previous farm experience I think that is true, but some of them have not had any previous farm experience, and they may not be satisfactory or they may not like farm employment.

#### SALES OF FARM MACHINERY

Mr. CURTIS. What do the indexes show on the sale of farm machinery for the first 6 months of this year as compared with 1940?

Dr. DE VAULT. I don't have exact information on that, but farmers have been buying more farm machinery and have been spending more money on repairing old farm machinery. There has been a tremendous change there. I think the repairing of the machinery now on the farm makes it more efficient. There is no question but what there has been a trend toward the mechanization of agriculture.

Mr. CURTIS. Do you feel that that trend is unlimited, or how far do you think it can go?

Dr. DE VAULT. I think that will depend a great deal on the prices of farm machinery in the next year. If the prices of farm machinery are held down, I think probably farmers will buy a good deal more machinery.

#### FARM OWNERSHIP IS INDIVIDUAL

Mr. CURTIS. Are most of the farms in Maryland individually owned, or are they corporate-owned farms?

Dr. DE VAULT. We don't have many corporate farms in Maryland. It is almost entirely an individual farm ownership.

Mr. CURTIS. Are those that are not owned by individuals those that have been lost through foreclosure and the like?

Dr. DE VAULT. Yes, sir.

Mr. CURTIS. You say you have practically no corporations operating farms?

Dr. DE VAULT. We have a few. I call them, rather, "chain farms," instead of corporations. On the Eastern Shore, in the canning industry, there are a few, and in southern Maryland, growing tobacco; but for the State as a whole, I don't know just the exact number.

A number of years ago I attempted to study that, and I had a record of some 30 corporation farms at that time.

Mr. CURTIS. Dr. De Vault, we would like to have also in our record, in addition to your statement, copies of your correspondence

with the Selective Service Administration, the W. P. A., the N. Y. A., the State Department of Welfare, and the C. C. C.

Dr. DE VAULT. Very well, I shall supply that to the committee.

[The correspondence referred to above was received subsequent to the hearing, and appears in this volume, pp. 6127-6129.]

Mr. CURTIS. That is all, Mr. Chairman.

The CHAIRMAN. Dr. Lamb wishes to ask you a few questions.

#### NUMBER AND DISTRIBUTION OF CROP REPORTERS

Dr. LAMB. Dr. De Vault, have you any figures on the number of farmers in the State of Maryland?

Dr. DE VAULT. 42,110, according to the 1940 census.

Dr. LAMB. How many would you say were crop reporters?

Dr. DE VAULT. There are about 400 in the State of Maryland.

Dr. LAMB. Have you any idea how many of those 400 are on the Eastern Shore?

Dr. DE VAULT. Not offhand; but there is one in every "rural community" in the State.

Dr. LAMB. How were these crop reporters chosen?

Dr. DE VAULT. Well, it is done on a voluntary basis. They don't get paid for that. They just are willing to render that service of reporting on the crops, free of charge.

Mr. CURTIS. But what agency chooses them?

Dr. DE VAULT. The Marketing Service.

#### RELATION OF CROP REPORTERS TO EMPLOYMENT

Dr. LAMB. Do you know anything about the relationship of those farmers to employment? Are they in an especially good position to know about employment situations because of the number they employ?

Dr. DE VAULT. Well, they are just supposed to be typical farmers in the community. Beyond that they are supposed to be men who are willing to send in these reports monthly. I wouldn't say that they are more than slightly above the average. They are certainly not the best farmers in the community, but probably a little above the average in intelligence.

#### "SUPPLY" OF FARM LABOR DEFINED

Dr. LAMB. Your figure on the "normal" is based on the feeling of the farmer with respect to local supply and demand?

Dr. DE VAULT. Yes.

Dr. LAMB. Is that figure for supply based on the number working? Is that how they estimate the supply?

Dr. DE VAULT. No; it isn't on the basis of the number working.

Dr. LAMB. Then how do they know what the local supply is? Do they say there are so many workers at the present time and therefore that is the number available?

Dr. DE VAULT. No; you see, you are getting back to the normal figure. If you had a normal situation, you would just have the number of farmers in that community who would be able to take care of the crops and livestock in that community. They base it on that norm.

Dr. LAMB. Suppose a number of residents of a nearby village were not working. Would you add that number to the number of those who actually had jobs at the time, and would that total be your labor supply?

Dr. DE VAULT. No; not those in the local village. They wouldn't be a part of your supply.

Dr. LAMB. So that only those who are actually at work are considered to be "supply"?

Dr. DE VAULT. Or immediately available for work.

Dr. LAMB. How do you estimate those immediately available?

Dr. DE VAULT. The reports don't give consideration to those who can be obtained from villages or from other sources—W. P. A. and the like. They are not figured in the supply. The supply is the number in that community available for farm work, as compared with the number normally needed to take care of the agricultural operations.<sup>1</sup>

#### NEW SOURCES OF SUPPLY

Dr. LAMB. At the time this estimate was made, therefore, in April, the crop reporters figured that the numbers available, in the terms that you have just stated, were below normal by a considerable amount?

Dr. DE VAULT. That is right.

Dr. LAMB. But the original figure, based upon that estimate of 16,000, is now said to be 8,700?

Dr. DE VAULT. That is right.

Dr. LAMB. Then the supply has been augmented by women or others who create an available supply by approximately 7,000 or 8,000?

Dr. DE VAULT. That is due to the work of our Land Use Planning Committee, and of all of us in trying to find labor for the farmer. I think that is entirely due to the organization and the cooperation of the W. P. A. and the N. Y. A.; the Maryland State employment service, Selective Service System, and high schools. We have surveyed the high schools and colleges here in the State and have made available a certain number of workers for farmers.

Dr. LAMB. Were those workers resident in your rural areas?

Dr. DE VAULT. Just which ones are you referring to?

Dr. LAMB. The ones who have more recently augmented your supply.

Dr. DE VAULT. Well, some came from rural areas, yes; and some of them from towns and cities throughout the State; but most of them, of course, are people who naturally have had some farm experience and came from local sources. I would say. In other words, it has been our policy to get this labor from local sources, to exhaust all possibilities of local supply of labor before we attempt to bring it in, even from one county to another. That has been the basis on which we have attempted to operate.

Dr. LAMB. Now, you say the Maryland State employment service has placed at least 5,000 laborers for this year?

Dr. DE VAULT. That was to June 1.

Dr. LAMB. Do you know what their figure was for last year?

<sup>1</sup> For comment on this method of ascertaining labor supply, see statement, "Reports on Farm Labor Shortages and the Work Projects Administration," by Corrington Gill, Washington hearings, July 16, 1941. See also exhibit 34 in this volume, p. 6294, and testimony of F. B. Gambrill, p. 6146.

Dr. DE VAULT. No; I do not know, but at a guess I would say it would be just a fraction of that—a very small percentage.

Dr. LAMB. You have recently sent out, you say, about 15,000 questionnaires to farmers and have received returns on them?

Dr. DE VAULT. Yes, sir.

Dr. LAMB. How many returns have you received?

Dr. DE VAULT. About 2,000.

Dr. LAMB. When these are tabulated, will it be possible to ascertain the various types of farming these workers are engaged in?

Dr. DE VAULT. I don't know whether they all put that in or not. We asked that the type of farming be shown, but sometimes the farmers fail to fill that in. It may be possible, however, to break that down pretty well.

Dr. LAMB. If that were available before the committee's records are closed, I am sure the committee would like to have it. Will there be any indication on these questionnaires of the size of farm operated?

Dr. DE VAULT. We ask for the main crop acreage and the number of dairy cows. We get the acreage of important crops.

Dr. LAMB. And in terms of labor needed, that is a pretty good indication?

Dr. DE VAULT. Yes, sir.

Dr. LAMB. That is all, Mr. Chairman. You will supply the committee with that information, Dr. De Vault?

Dr. DE VAULT. Yes, sir.<sup>1</sup>

The CHAIRMAN. Thank you very much, Dr. De Vault.

Our next witness is Dr. A. W. Hedrich.

**TESTIMONY OF DR. A. W. HEDRICH, CHIEF OF THE BUREAU OF VITAL STATISTICS, MARYLAND STATE DEPARTMENT OF HEALTH, BALTIMORE, MD.**

The CHAIRMAN. I understand, Doctor, you wish to present information that is of interest to this committee. Please proceed.

Dr. HEDRICH. I am coming to you, Mr. Chairman, and gentlemen of the committee, at the suggestion of Congressman Cole,<sup>2</sup> and I represent also the committee on delayed birth registration. The Conference of State and Provincial Health Authorities invited me to speak to Congressman Cole about what we have in mind, and, as I say, he in turn referred me to you.

The subject concerning which I want to report is that of delayed birth registration. As you know, certain Army and Navy requirements make it necessary that all workers in defense industries establish their citizenship. I understand there is a \$10,000 penalty for any industry which places an alien in a strategic position.

The industries, therefore, demand a birth certificate of each of these workers.

Now, many of these workers were not registered at birth because birth registration in many States is only 15 or 20 years old. Even in Maryland, where it was organized in 1898, it was only 50 percent complete by 1910. The result is that about half of these national-de-

<sup>1</sup> Not received as this volume went to press.

<sup>2</sup> Representative William Purington Cole, Jr., of Towson, Baltimore County, Second District.



fense workers who come to us were not registered at birth and some form of substitute must be employed.

#### STANDARD PROCEDURE FOR BIRTH REGISTRATION

With the cooperation of the Bureau of the Census and some 20 other Federal agencies that are interested in birth registration, a standard procedure was set up whereby these people can establish the fact of their birth, the date of birth, place of birth, and parentage by means of Bible records, insurance policies, baptismal records, and a considerable number of other records.

That is a very new procedure. It is only about 2 years old, and yet it has received enough trial to be considered standard by these 20 Federal agencies.

In a few States that procedure is in effect, but in the great majority it is not, for the reason that the States have not sufficient funds to put the thing through. It takes about 2½ hours to file a delayed birth registration. Frequently we have to spend a half hour explaining to a man what is necessary and we spend another 20 or 25 minutes examining Bible records and so on, and first and last it takes well over 2 hours. That work has increased tremendously within the last year.

I have a chart here which shows that whereas in Maryland a year ago we were filing about 10 of these a week, last week we filed 140. In other words, that work has increased tenfold within 1 year.

Mr. CURTIS. May I interrupt you?

Dr. HEDRICH. Yes.

Mr. CURTIS. We have such a law in my home State of Nebraska.

Dr. HEDRICH. I know your law very well.

#### COURT PROCEDURE ELIMINATED

Mr. CURTIS. Here in Maryland do you go into a court of record, a probate court, and submit your evidence, and does the court issue a delayed birth certificate? Is that how it is handled?

Dr. HEDRICH. No. The evidence is submitted directly to the State registrar. We considered the court procedure and decided against it, partly because the experience has been that most of the courts do not want the job.

In Michigan, for example, where it has been done for a long time, the State registrar says they would like to get rid of it, and so would the judges.

In California—your State, Mr. Chairman—it costs upward of \$25. I think the average is closer to \$50 to file a delayed birth registration. It costs us around \$2 to \$2.50 to do it. We can do it very much more promptly our way, and the Federal agencies tell us they much prefer the State registrars because they make an abstract of the evidence, which is put right on the certificate, and anyone who uses that certificate can see what is behind it.

Now, when it comes from a judge, the judge gives you a decision, and frequently he does not go into the evidence deeply enough. As I say, it is just part of the day's work with him. I know your law very well. I think it is being administered better than in most States.

Mr. CURTIS. Accompanying the decision of the judge, there is also an abstract of the evidence.

Dr. HEDRICH. An outline.

Mr. CURTIS. It is spread through all the counties, and I am sure the cost is no such figure as that for us.

Dr. HEDRICH. If it is done properly it is excellent. A judge can probably do it better than any of us, because he has the power to swear people in and administer fines, and so on. But the actual experience has been that it hasn't worked out very well.

#### LETTER AS EXAMPLE OF DELAY

I don't know whether you have heard the history of it in your State, but it isn't working out satisfactorily in California. It is very expensive and it takes a long time.

Yesterday I received a letter from a man in California. I am just going to read you the opening and closing paragraphs. He says [reading]:

Well, I am fully exasperated at the birth-certificate business. I have been waiting and waiting, and all the time I have a \$1.50-per-hour job waiting for me as soon as I get the birth certificate.

At the end he says:

In the meantime my family and I are living on soup and beans.

Now, there the industry wants the man, and the man wants the job, and they can't connect because he hasn't been able to get a birth certificate. In his case the trouble is that we have had to deal through the mails. He should be able to talk to someone in California who can tell him what to do and help him get the evidence together and send it in, and then file that registration.

#### REGISTRATION OFFICE UNDERSTAFFED

Now, the States have done the best they could with this problem, but we are mobilized for a peacetime task.

In Maryland, for example, a year ago we had one clerk. The State Legislature at the last meeting did provide two extra clerks, and the Budget Director managed to give me another one; but it takes eight people for us to do this work at the present time. We have got assistance from W. P. A. and N. Y. A., and they have been a boon to us, but that assistance is very haphazard and uncertain.

For example, 2 months ago I approached the W. P. A. for an extension of our project, and the local people first told me it couldn't be done; there was a rule against extending aid for current work beyond 6 months.

More recently I have heard that they will consider applications. But it is now July 2 and our fund will run out on July 15, and at this moment I don't know whether those six people will be taken away from us or not. If they are taken away from us I don't know what we are going to do because we are all working overtime.

Last night even my wife helped me with this. We were at work until midnight trying to get the work out of the way before the 4th of July.

#### ASKS AID THROUGH UNITED STATES PUBLIC HEALTH SERVICE

Mr. CURTIS. What do you propose as a solution?

Dr. HEDRICH. We propose that Congress recognize this as a national-defense emergency and supplement the assistance given by the States by a congressional grant to be distributed preferably through the United States Public Health Service. As a very rough estimate, we think that in the neighborhood of 600 or 700 clerks would be needed for allocation to the different States.

I think the money should be allocated to the States directly, and let them employ the people at the existing wage rates, in order to eliminate just as much red tape as possible.

Mr. CURTIS. What do you charge the applicants?

Dr. HEDRICH. We charge the applicant nothing for the registration, which costs us in the neighborhood of \$2; but under the law we are at present required to charge 50 cents for a certified copy.

Now, if a man can't pay we have a way of bridging that. We are trying to help the people, and I bought some certified copies myself, and at this moment the State owes me \$500 for money that I advanced for clerical assistance to try to help these people out.

But in Maryland and most of the States there is a charge of only 50 cents for a certified copy, and an uncertified copy, if it will do, in most States is given for nothing.

Now, if the thing costs \$2 or \$2.50, of course, these 50-cent payments won't do. In many States that must go directly into the State Treasury, and in the absence of a legislative appropriation, the money cannot be used for delayed registration.

#### INTERSTATE ASPECT POINTED OUT

Now, Congressman Cole was good enough to say that he would entertain this idea very seriously, and would consider the preparation of a bill. He asked us to give him evidence that there was support for it, and he sent me down here in the hope that your committee would get this matter in the record, and if possible, give the movement an endorsement, because it has a definite interstate angle to it.

We get quite a number of requests from Detroit, Cleveland, Columbus, Los Angeles, and so on, for birth records, and these people at a distance must frequently sit and wait and wait, sometimes for 2 or 3 months, for a birth certificate to enable them to accept a national-defense job.

I thank you.

Mr. CURTIS. If you have any further facts you wish to mail in, I am sure the chairman will be glad to have them.

The CHAIRMAN. I don't know, Doctor, whether or not you could get some money out of this \$150,000,000 that was appropriated by the Congress, but here is an article out of the New York Times which says that that money is going to be administered by the Public Works Administration and is to be used for schools, Federal roads into factories and camps, and for many other purposes, and it might be that some of it could be allocated for such a purpose as you outline.

Dr. HEDRICH. Thank you, sir.

The CHAIRMAN. The committee will recess until 1:45.

(Whereupon, at 12:40 p. m., the committee recessed until 1:45 p. m., the same day.)

## AFTERNOON SESSION

The CHAIRMAN. The committee will come to order.  
Our first witness is Mr. Turner.

**TESTIMONY OF P. C. TURNER, PRESIDENT, MARYLAND FARM BUREAU, BALTIMORE, MD.**

The CHAIRMAN. Congressman Curtis will interrogate you, Mr. Turner.

Mr. CURTIS. Will you give your full name to the reporter?

Mr. TURNER. P. C. Turner.

Mr. CURTIS. And where do you live?

Mr. TURNER. I live at Parkton, Md.

Mr. CURTIS. And you are a farmer?

Mr. TURNER. Yes, sir.

Mr. CURTIS. And also president of the Maryland Farm Bureau?

Mr. TURNER. Yes.

Mr. CURTIS. What type of farmer are you?

Mr. TURNER. I am a dairy farmer. I might say I am chairman of the labor committee trying to solve the farm problem in Maryland.

Mr. CURTIS. We have your prepared statement, Mr. Turner, and it will be made a part of the record.

(The statement referred to above is as follows:)

**STATEMENT BY P. C. TURNER, PRESIDENT, MARYLAND FARM BUREAU, BALTIMORE, MD., JUNE 30, 1941**

As a farmer, president of the Maryland Farm Bureau, State committeeman, Agricultural Adjustment Administration, and a member of the Governor's defense council, I feel that I am qualified to comment on the farm-labor situation.

Last fall we visualized that with America's all-out defense program, there would be a steady drain of agricultural labor from the farms to defense industry, attracted by high wages and shorter hours. We also knew that the draft would take its toll on agricultural labor.

In December 1940 we wrote Dr. H. C. Byrd, president of the University of Maryland and also a member of the Governor's defense council, asking that he have Dr. DeVault make a survey of the State farm-labor situation, which he did in his usual competent manner. He has kept that survey up to date and is here today to give you, in detail, the results of his findings.

Later, the United States Department of Agriculture decided to use its State and county land-use committees to mobilize all forces dealing with agriculture to meet the impact of defense and war. At the same time, the Federal Government has asked for a large increase in the production of dairy, poultry, pork products, and canned goods for the democracies and our people. This is a challenge to our farmers that we are trying wholeheartedly to meet,

**CONTACTED FEDERAL AND STATE AGENCIES**

The State land-use committee of which Dr. T. B. Symons, dean of the University of Maryland, is chairman, appointed subcommittees to deal with various subjects, one on farm labor. I was named chairman and Dr. DeVault was made secretary of this committee. Our subcommittee, with the sanction of the State committee, went into immediate action and appointed a subcommittee on farm labor in each of the 23 counties in Maryland. We then contacted the heads of the following agencies:

1. Col. Henry C. Stanwood, United States Army, in charge of the draft in Maryland. Colonel Stanwood has visualized the problems to the fullest extent, recognizing that food is vital to defense, and, in accordance with the War Department rules, is instructing draft boards that where it can be shown that

key farm labor cannot be replaced, deferment should be granted. The draft boards are also referring border-line cases to our county labor committees for investigation and recommendation.

2. Maj. Harry D. Williar, in charge of Work Projects Administration in Maryland: Major Williar has been willing to drop men from his forces whenever an employer asks for them. Work Projects Administration, July 1, will cut their forces drastically, which will help the situation.

3. Gov. Herbert R. O'Connor of Maryland: We have written the Governor asking that convict labor be used to the utmost on roads, thereby releasing free labor. We asked that nondefense road work be stopped for short periods at the peak of harvest in respective counties.

4. Judge Thomas J. S. Waxter, director of public welfare for Baltimore: We are assured there are no able-bodied men on relief in Baltimore or the counties.

5. Mr. J. J. McEntee, in charge of the National Civilian Conservation Corps: Mr. McEntee assured us that any farmer can contact and employ any Civilian Conservation Corps worker. The rule was that any worker leaving Civilian Conservation Corps could not get back for a 6-month period, but he thought that might be modified to a 3-month period.

6. Mr. Ryland Dempster, then in charge of the National Youth Administration: In the spring there was much complaint about young men being employed on National Youth Administration from the farms. We feel that a change has recently taken place that will stop all adverse criticism.

7. Mr. William Milnes Maloy, chairman of Maryland Unemployment Compensation Board, Mr. David L. Fringer, and Mr. F. B. Gambrill, Maryland Employment Service: We cannot say too much in appreciation of the cooperation we have had from all three of these gentlemen as well as their employees in the counties in their efforts to solve this farm-labor problem.

#### FARMERS EAGER TO AID DEFENSE

Conclusion: Early in the spring the farm-labor shortage was not as acute as expected, due to severe drought conditions that caused a failure of the earlier truck crops. Maryland has had abundant rains and we are starting the harvesting and threshing of grains which will be followed by silo filling and the real problem of harvesting and canning the tomato and bean crops. Many farmers are mechanizing their farms by milking machines, tractors, etc., to cut down labor. Thought should be given to putting farmers on a preferred list should there be a rationing of gas or electricity.

Our farmers are anxious to cooperate fully in making the increase in production asked by our Government to feed England and our own people. They and their families are working long hours. We farm people want to do our bit and we will never forget the sympathy and desire to help from the agencies mentioned in this statement.

#### EXHIBIT A

MARYLAND AGRICULTURAL SOCIETY,  
MARYLAND FARM BUREAU, INC.,  
Baltimore, Md., June 3, 1941.

HON. HERBERT R. O'CONNOR,  
Annapolis, Md.

MY DEAR GOVERNOR O'CONNOR: Please note enclosed copy of letter I have written Dr. Roger B. Corbett in regard to the farm labor shortage in Maryland. You will note I am chairman of a subcommittee on farm labor set up by the State Land Use Committee, which was organized at the suggestion of the United States Department of Agriculture to meet the impact of defense on agriculture.

You will note we have secured the cooperation of the various State and national agencies dealing with labor and relief.

We respectfully ask that you instruct the State roads commission to utilize prison labor on rural roads to the fullest extent of the appropriation, thereby releasing free labor for farms.

Would you consider suggesting to the roads commission and the county commissioners in each county that they consider laying off road forces in rural areas for short periods at the peak of harvesting in the respective counties?

Our committee will be glad to cooperate with either of those agencies to



arrive at a workable program. We feel that with the utmost effort we will only partly alleviate this labor shortage.

Yours sincerely,

P. C. TURNER,  
Chairman Labor Committee.

[Copy]

JUNE 3, 1941.

Dr. T. B. SYMONS, *Chairman*,  
Dr. ROGER B. CORRETT, *Acting Chairman*,  
*College Park, Md.*

GENTLEMEN: As you know, last December we visualized that with the draft and the steady flow of laborers from the farm to war industries, the labor situation on the farms of Maryland would become acute. With this in mind, acting as a member of the Governors' defense council for agriculture, and as president of the Maryland Farm Bureau, I wrote Dr. Byrd asking that he have Dr. DeVault make a survey of the farm-labor situation. This he did in his usual competent manner and has kept this survey up to date.

The preliminary survey in December showed a shortage of 4,000 in the State and he estimates there will be a shortage of 15,000 by July 1.<sup>1</sup> Since that date the Federal Government has utilized its State Land Use Planning Committees to mobilize all forces dealing with agriculture to meet the impact of defense and war. At the same time the Federal Government has asked for a large increase in the production of dairy, poultry, pork products, and canned goods to feed the democracies and our people.

This is a challenge to our farmers that they must meet. The State Land Use Committee set up a number of subcommittees, one a labor committee. I was named chairman and Dr. DeVault as secretary of this committee. We have contacted the following agencies to help us solve this vital question of farm labor.

Col. Henry C. Stanwood, United States Army, in charge of the draft; Maj. Harry D. Williar, in charge of W. P. A.; Judge Thomas J. S. Waxter, director of Department of Public Welfare for Baltimore; J. J. McEntee, in charge of National C. C. C.; Ryland Dempster, charge of N. Y. A.; Judge John M. Pohlhaus, Maryland labor commissioner; William Milnes Maloy, chairman of Maryland Unemployment Compensation Board; David L. Fringer and Mr. F. B. Gambrill, Maryland Employment Service.

All of these gentlemen and their subordinates have recognized the gravity of the situation and are cooperating to the fullest and will partly solve this problem.

All of our county labor committees as well as all of our farmers should be informed as to just what the above agencies can do and also informed of the wonderful cooperation all of these gentlemen have shown.

In addition to the above Dr. DeVault has written numerous schools and colleges in this and other States and has submitted to the county labor committees lists of student volunteers for summer work on the farms.

I am writing Governor O'Connor to request all use possible of prison labor on roads in rural Maryland thereby releasing farm labor for farm work. I am also requesting he use his influence toward asking county commissioners to give thought to laying off road forces for a short period during the peak of harvest in the various counties.

I want to thank you as acting chairman of the Land Use Planning Committee in the absence of Dr. T. B. Symons, chairman, Mr. Coddington, secretary of land use in Maryland, as well as members of the State committee, the county committees, and especially the county agents for the wonderful help they have given the labor committee.

Sincerely,

P. C. TURNER,  
Chairman, Labor Committee.

### TESTIMONY OF P. C. TURNER—Resumed

Mr. CURTIS. Were you here this morning to hear Dr. DeVault's testimony?

<sup>1</sup>For comment on this reported shortage, see Exhibit 34, by the Work Projects Administration, p. 6294.

Mr. TURNER. No, sir; I was not. He is secretary of the same organization.

Mr. CURTIS. Well, we went into considerable detail with him.

#### SEES FARM-LABOR SHORTAGE REACHING NEW ENGLAND

In your opinion is there a shortage of farm labor right now in Maryland?

Mr. TURNER. Very much so; and could I go a little further?

Mr. CURTIS. Yes.

Mr. TURNER. I attended, this week, a meeting of the Northeast Dairy Conference—about 30 representative dairymen from all over the Northeast—and I would say, while our shortage is greater here, from their reports it is more acute to the north of us and all the way to New England—a farm-labor shortage.

Mr. CURTIS. Among dairies?

Mr. TURNER. All kinds of farmers to the north. That was the picture I got from them.

Mr. CURTIS. Now, is it a complete shortage or a shortage of skilled help or people with an adaptability for farm work?

Mr. TURNER. Well, I would say both. The dairy farmer and other farms are getting by by working long hours by themselves and by their families. They can get some skilled and have some unskilled labor. You have to put up with some very unskilled labor—just a makeshift.

#### ACTION TO PREVENT SHORTAGE

Mr. CURTIS. What has the Farm Bureau been doing to prevent the anticipated shortage?

Mr. TURNER. Back last fall I was appointed on the Governor's defense council. With the defense program all around Baltimore, we visualized what was going to happen, and I wrote to Dr. Byrd, of the University of Maryland, and I asked him to have Dr. DeVault make a survey of the farm-labor situation of Maryland.

At that time that survey showed about 4,000 short, and he has kept that survey more or less up to date to the present. I suppose he spoke to you about it this morning.

Mr. CURTIS. Yes.

Mr. TURNER. Now, you want to know what we have been doing?

Mr. CURTIS. Yes.

Mr. TURNER. In January or February the land-use people started out to meet the impact of war on the farm, and they set up various committees. Among them was a committee on farm labor. I was made chairman of that committee and Mr. DeVault was made secretary.

#### ONE THOUSAND THREE HUNDRED AND FIFTY DRAFT DEFERMENTS

We called on the head of the draft, Colonel Stanwood, and told him our troubles. He was very sympathetic. He sent out instructions to the draft boards to scrutinize very closely and investigate very closely any man who was needed on the farm—a farmer's son or a hired man.

I would say there have been 1,350 deferred after we made that plea.

We called on the W. P. A. and asked them to defer their work in rural communities because they were taking a great deal of labor off the farm. Recently there have been material cuts in the W. P. A., and I think that is going to be very helpful in the rural communities.

We called on Mr. McEntee of the C. C. C. at Washington, and he said that the farmers could go at any time and get boys off of the C. C. C. if they were willing to go, but that they couldn't get back for 6 months. He took under advisement a request that he reduce that to 3 months if they would go off and work for a summer. He said he thought he could do that, but we have not heard from him.

Then we went to the State Labor Service. They increased their personnel to work on this farm labor situation, and I want to say that they have done a grand job and have placed something like 5,000 men on farms through the State employment service.

Now, all these actions have been helpful. We can't solve the problem, but I thoroughly believe that we are going to manage somehow by working long hours and working what labor we can get. We are going to try to save the crops and keep the cows milked in the State of Maryland.

#### MORE TRACTORS AND MILKING MACHINES

Mr. CURTIS. Has this shortage caused an increase in the amount of farm machinery purchased?

Mr. TURNER. It has. A great many farmers have mechanized their farm by the use of tractors and milking machines. I would like to draw attention to one thing there: There is some talk of curtailment of gasoline and electricity. Now, after a farmer has mechanized, we hope he will be put on the preferred list for gasoline and electricity.

Mr. CURTIS. A portion of your territory suffered a drought this year, didn't it?

Mr. TURNER. Yes, sir; it was worse in Virginia and North Carolina. The lower Eastern Shore was very hard hit and the central section of Maryland would have been hard hit but we have had abundant rains lately.

Now, I want to draw your attention to one thing: The Government is asking for an increase in dairy products, poultry production, canned goods—especially canned tomatoes—and all those things are crops of Maryland. The farmer has every desire to comply, but the shortage of farm labor is going to mitigate against those increases that we would like to make.

#### CROPS AFFECTED BY DROUGHT

Mr. CURTIS. Coming back to this drought business: How long did the drought last?

Mr. TURNER. Well, I would say all the first of this year up to a month ago. I do know that in the southern end of this county large crops of spinach went to seed because of the lack of farm labor.

Now, the demand for farm labor in the trucking areas has not been as great as it would have been if it hadn't been for the drought. The strawberry crop and the spinach crop and all those were cut short, and there was a period there when there would have been a big market if it hadn't been for the failure of crops because of the drought.

Now, we have had abundant rains and the fall crops, especially tomatoes, are going to create a great demand for farm labor.

Mr. CURTIS. You think during the balance of the summer and this fall there is going to be a continued shortage?

Mr. TURNER. It will be worse; yes, sir; when it comes to silo-filling time, cutting corn, picking beans, getting tomato crops out, and the work in the canneries. There is going to be an acute situation; yes, sir; with reference to farm labor.

#### HIGH-SCHOOL BOYS ON FARMS

Mr. CURTIS. Are many of the high-school boys of Maryland working on farms this summer?

Mr. TURNER. I know of some cases of the employment service allowing those boys to go into factories at pretty good pay when the employer agrees that he will not work in any hazardous jobs.

Mr. CURTIS. I mean on your farms.

Mr. TURNER. And they are taking boys—I know of some boys I tried to get myself. One of the boys got a job, and he had a special permit to work in a nonhazardous occupation in a factory. There will be a lot of boys who will work in the harvest during the school vacation, no question about that.

Mr. CURTIS. How much do you think the wage of farm workers comes into the picture as a cause of the shortage?

Mr. TURNER. Why, it is obvious that industry is paying such wages for short hours that the farmers are at a great disadvantage to meet that competition. Those short hours are a great inducement. If it wasn't for that we would have no farm-labor shortage in Maryland.

Mr. CURTIS. The wages paid by industry are so attractive they don't want to take farm work because they will miss out on something?

#### "NO ROOM FOR NATIONAL YOUTH ADMINISTRATION"

Mr. TURNER. That is right. Even the W. P. A., up until recently, was taking them out and working them on made jobs. I am glad to say that the W. P. A. reduced its force very much in Maryland, which is going to help the situation. The same way with the N. Y. A. They were paying boys \$16.50 a month to do little "made" jobs, but we had a change of administration, and I think that practice is going to be cut off in the rural areas, where the youth have plenty of work to do.

As a matter of fact, there is no room for N. Y. A., with industry and agriculture demanding the labor. I can't see where N. Y. A. comes in the picture at all.

Mr. CURTIS. And it is not as simple for farmers to raise wages as it is for industry, is it?

Mr. TURNER. Absolutely not; certainly not. At the prices we get for what we have to sell, if we undertook to pay the same wages that industry pays, we would all go bankrupt in a very short time.

Mr. CURTIS. An increase in your wage scale does not mean an increase in what you get for your crops?

Mr. TURNER. Absolutely not.

Mr. CURTIS. That is all, and thank you very much, Mr. Turner.

The CHAIRMAN. Our next witnesses are Mr. Englar and Mr. Gambrill.

TESTIMONY OF S. LEE ENGLAR, MANAGER, STATE EMPLOYMENT SERVICE OFFICE, SALISBURY, MD.; AND F. B. GAMBRILL, FIELD SUPERVISOR, MARYLAND STATE EMPLOYMENT SERVICE, BALTIMORE, MD.

The CHAIRMAN. Congressman Arnold will interrogate you, gentlemen.

Mr. ARNOLD. Mr. Englar, will you please state your name and official connection?

Mr. ENGLAR. S. Lee Englar, manager, State Employment Service Office, Salisbury, Md.

Mr. ARNOLD. [To Mr. Gambrill.] And you, sir?

Mr. GAMBRILL. F. B. Gambrill, field supervisor, Maryland State Employment Service, Baltimore, Md.

Mr. ARNOLD. Mr. Englar, what is your impression with regard to the relation of farm labor supply to the demand at the present time?

Mr. ENGLAR. I will speak of harvest hands, because any difficulty we do have is in the harvesting of the local crops.

Migrant labor enters into that picture more than the local farm hand. Up to the present time we have had no serious difficulty, no handicaps which we couldn't overcome.

Mr. ARNOLD. What do you say, Mr. Gambrill?

Mr. GAMBRILL. I look at it from a little different standpoint. As I see the farm labor picture, it may be divided into sections. One is your harvest hands for these trucking crops, and the other is your qualified farm hands in your grain and dairy areas.

I haven't any figures on the relationship of the supply and demand. We have endeavored to get an estimate of that shortage, but the figures are not thought very reliable. I would say at the present time about 2,000, judging from the questionnaires we have sent to the farmers over the areas in the State. Just what they could use I don't know. I would say if we had 2,000 qualified farmers we could put them to work. If we had many more than that I don't know. I mean regular farm hands. But that is purely an estimate, on some very sketchy information. It is very difficult to get a true estimate of the actual shortage.

Dr. LAMB. But that estimate is on the basis of the best available information?

Mr. GAMBRILL. That is right, judging from what the farmer could use. Now, that is from information we have been able to gather through our questionnaires, which were very poorly answered. Only about 10 percent of those sent out were returned, and it is difficult to form an opinion upon that.

Dr. LAMB. They were sent out by the State Employment Service?

Mr. GAMBRILL. Jointly by the Extension Service and the State Employment Service.

Dr. LAMB. With reference to the matters that were discussed here this morning?

Mr. GAMBRILL. Probably so.

Mr. ARNOLD. Your impression is that there hasn't been any shortage up to the present time for those who have used migrant labor in the past?



## INTERCHANGE OF HARVEST HANDS

Mr. ENGLAR. I would like to limit that observation to harvest hands. We haven't had any difficulties because we have been able to handle the situation quite advantageously. The farmers have been most cooperative in permitting the use of certain harvest hands who had come to them when they didn't have need for them.

As I say they were most cooperative and permitted us to transfer them to other farms. The plan has worked out most satisfactorily.

Mr. ARNOLD. Do you anticipate shortages during the remainder of the season?

Mr. ENGLAR. Yes, sir; we are very much afraid of them when potatoes and tomatoes come on, and when the processing season comes in at the same time.

Mr. ARNOLD. What do you say, Mr. Gambrell, in your field?

Mr. GAMBRILL. I will have to bear out Mr. Englar's statement there, because he gets that information before me from the local office.

Mr. ARNOLD. Don't you cover a larger territory?

## HOPES TO RECRUIT ENOUGH BALTIMORE LABOR

Mr. GAMBRILL. Yes; but the trucking area he is speaking of is practically by itself. They do anticipate some shortages. In addition to that I might say we expect some shortages of the same type of worker in our lower, southeastern part of Baltimore County. But I believe we have set up machinery now whereby we can recruit sufficient labor out of Baltimore City, which will be transported back and forth to take care of any shortage down there.

They estimate that now to be about 600 to 1,000, but I don't know that you would want to call it a shortage. We may be able to satisfy that demand without any difficulty.

Mr. ARNOLD. As you know, a recent estimate of a 16,000 farm-labor shortage has been made as of April 1. Does this figure square with what you know about the situation, Mr. Englar?

Mr. ENGLAR. I don't know whether that is supposed to cover the entire State or not, but it doesn't apply to the three counties that I know anything about, sir. I mean, it is entirely too large. That may be a general State estimate.

Mr. ARNOLD. It is a general State estimate.

Mr. ENGLAR. Then I couldn't verify those figures.

## ESTIMATED SHORTAGE OF 16,000 "VERY HIGH"

Mr. GAMBRILL. Judging from the orders that our service receives over the State, and leaving out Mr. Englar's territory, I believe that estimate is very high. I think if we had 16,000 workers here now we wouldn't know what to do with a lot of them.

Mr. ARNOLD. Are farmers inclined to estimate their requirements too high so they will be sure to have an oversupply?

Mr. GAMBRILL. I don't believe that estimate came from the farmers, judging from the orders we received in our offices. I don't think we could use anything like 16,000 farm hands.

Mr. ARNOLD. Do you think farmers are inclined to report their requirements too high so they will have a good supply of labor?

Mr. GAMBRILL. I wouldn't know that.

Mr. ENGLAR. From personal contact, I haven't found that to be the case, sir. We have found this: Where a farmer has said he wanted probably 60 people in his bean patch this morning, maybe we were able to get 35 or 40 in there, and he was satisfied, and got his beans picked.

Now, had he got the 60, they may have got off a little earlier, but he got his beans harvested and was entirely satisfied with the crew that worked in that patch for him.

Mr. ARNOLD. That is all, Mr. Chairman.

#### CONTACT WITH WASHINGTON

The CHAIRMAN. Mr. Englar, there isn't any question that production of food is part of the national-defense program. Food won the last war, and food will probably win this present war. Now, that being so, what do you do with reference to contacting Washington in regard to your problems? Suppose the labor shortage were to become critical here. What can you do at Washington in order to have workers released so they may help you out?

Mr. ENGLAR. I would have to ask Mr. Gambrill to answer that, because that is a State-headquarters problem.

Mr. GAMBRILL. I can only answer it this way: We have discussed meeting the farm-labor shortage when it got that acute through our clearance procedure in our employment service. In other words, our orders would go out to the surrounding States, to locate surplus labor that could be transported into Maryland in these areas where labor was short. So far, we haven't had any occasion to attempt to use that.

#### TALK OF SHORTAGE IN ALL STATES

I attended a conference in Richmond about 2 months ago, and delegates from all the States represented there testified that they had a shortage themselves, and it wasn't likely that orders sent to those States for labor to come to Maryland would meet with any degree of success.

Now, we haven't had a test on that to see just what would happen if there was a real, actual shortage of farm labor.

The CHAIRMAN. I noticed an Associated Press dispatch today about two or three airplanes taking off from Chicago with thousands of pounds of yeast for Oklahoma and some of the Southern States. That suggests a little warning as to the urgency of situations that might come about because of a shortage of food which may be caused by a shortage of farm labor.

I think, Mr. Gambrill, some forehanded attention should be given to this matter. It may become more acute than we think.

Mr. GAMBRILL. That is possible. We have endeavored to anticipate such a situation. I think Dr. De Vault may have testified to that. We made some inquiries in the southern colleges for students to work on the farms in Maryland. We have had several lists of those, and they have been offered to the farmer, but in each case the farmer said he would not pay the transportation from these areas to Baltimore. That may be a further indication that the shortage is not critical. For, if it

were, he would have to take some real action. I believe there is enough surplus labor, irrespective of whether it is qualified, available here in Maryland for the farm work if the men could be transported to the farms and taught how to do the work.

There is a surplus of that type of labor in Baltimore. Just how much I don't know, but that is my own opinion.

The CHAIRMAN. Dr. Lamb.

#### EMPLOYMENT SERVICE FARM PLACEMENTS

Dr. LAMB. The figure of 5,000 was mentioned as having been placed through the State employment service for farm jobs this year. Do you happen to know what the comparable figure was for last year?

Mr. GAMBRILL. No; I don't think it was over 1,000.

Dr. LAMB. So you have greatly increased the number of placements?

Mr. GAMBRILL. Yes; but that difference also could be explained. Those figures include the recruiting of migratory labor. We didn't do that last year. We hadn't set up the machinery to coordinate and direct the migratory labor coming from Virginia. This year we were able to do that.

Dr. LAMB. Some of those same laborers who had come without direction in 1940 may have been moved this year through your service?

Mr. GAMBRILL. That is right.

Dr. LAMB. And that would explain the larger figure?

Mr. GAMBRILL. It would; yes.

Dr. LAMB. Rather than any increase in the actual supply?

Mr. GAMBRILL. That is right.

Dr. LAMB. That is all.

The CHAIRMAN. Thank you very much, gentlemen.

(The following statement was received from Mr. Gambrill subsequent to the hearing, and in accordance with instructions of the chairman, is made a part of the record:)

#### STATEMENT BY F. B. GAMBRILL, FIELD SUPERVISOR, MARYLAND STATE EMPLOYMENT SERVICE, BALTIMORE, MD.

I do not know how much I can add to the information which I gave you at the hearing regarding the shortage of farm labor in Maryland. I believe that in my testimony I stated the shortage existing at that time could be estimated around 8,000; 2,000 of these workers being for harvest hands which require little or no previous experience.

We have been experiencing considerable difficulty in supplying individual farmers here and there who desire experienced hands. However, judging from reports I have received, some of this shortage is being taken care of by the use of machinery and by more members of the family engaging in farm work than heretofore. I would not want to say that this condition existed on every farm, as there will be farmers who will be seriously affected by their inability to obtain qualified people. No information has reached me lately of any serious situations, although it is possible that they may not have been reported.

With regard to the harvest-hand situation, the majority of these workers were needed on the lower Eastern Shore, and have been supplied by our office mainly through the use of migratory labor. As I informed you, this is the first year our service has established any definite program for migratory labor. We added four people to the staff of our local office, and established a suboffice on the Maryland-Virginia State line in Worcester County.

These four men have been recruiting and directing the migratory labor coming up from Virginia, and, in addition, they visit the farmers to whom this labor is assigned and endeavor to move them to other farmers as the crops are picked

over. Normally, these workers would remain idle after a crop was first picked over and before the farmers needed them again. Our arrangement provided that these workers, instead of being idle, could be used by other farmers and then transferred back as necessary.

By this method, we were able to make much more efficient use of the workers' time than heretofore. This has been very helpful in alleviating the conditions caused by a shortage of workers. The recent reports received from this area do not indicate any serious situations. One or two farmers in the Dorchester County area have had some difficulty in obtaining labor, and in some instances we have not been able to help them. There have been only a few of these cases, and they do not seriously affect the whole situation.

We expect to have some difficulties when corn-harvest season starts, and we are now endeavoring to prepare for that eventuality. One of the methods we will use will be to organize corn-cutting crews which can be sent around to the farmers.

As you probably know, the Work Projects Administration has drastically cut its rolls in Maryland, and, through our cooperation with them, this reduction has been made with the view toward releasing, as far as possible, all the qualified farm labor. By this action criticism formerly made by the farmers with regard to Work Projects Administration labor has been practically eliminated.

The CHAIRMAN. Our next witness is Mr. Harrell.

#### TESTIMONY OF WILLIAM HARRELL, SALISBURY, MD.

The CHAIRMAN. Will you please state your full name and age, Mr. Harrell?

Mr. HARRELL. William Harrell. I am 35.

The CHAIRMAN. Where were you born?

Mr. HARRELL. Georgia.

The CHAIRMAN. And what was your occupation there?

Mr. HARRELL. Mechanic.

The CHAIRMAN. What kind of mechanic?

Mr. HARRELL. Automobile.

The CHAIRMAN. How long did you work at that?

Mr. HARRELL. Well, I have been following it up until about 3 years ago.

The CHAIRMAN. All your folks live there, do they?

Mr. HARRELL. No, sir; they live in Tallahassee, Fla.

The CHAIRMAN. Are they farmers?

Mr. HARRELL. No, sir; garage work—run shops.

The CHAIRMAN. Are you married?

Mr. HARRELL. No.

The CHAIRMAN. When did you leave Georgia?

Mr. HARRELL. I left there in April.

The CHAIRMAN. This year?

Mr. HARRELL. Yes.

The CHAIRMAN. Where did you go?

Mr. HARRELL. I came to Baltimore.

The CHAIRMAN. How did you happen to come here?

Mr. HARRELL. Do you mean looking for work?

The CHAIRMAN. Did you come here to work after hearing that work was available?

Mr. HARRELL. Yes.

The CHAIRMAN. While in Florida you heard work was available here?

Mr. HARRELL. Yes.

The CHAIRMAN. Who told you about it?

Mr. HARRELL. Well, it was advertised in the paper.

The CHAIRMAN. What did the advertisement say?

Mr. HARRELL. Shipyard workers.

The CHAIRMAN. And you felt that you would like to get into that work?

Mr. HARRELL. Yes, sir.

The CHAIRMAN. Did you get employment?

Mr. HARRELL. I got 1 week.

The CHAIRMAN. Where?

Mr. HARRELL. Over here on Key Highway.

The CHAIRMAN. How much did you earn?

Mr. HARRELL. 75 cents an hour.

The CHAIRMAN. Where did you live?

Mr. HARRELL. I lived on Barnes Street.

The CHAIRMAN. What sort of house was it?

Mr. HARRELL. Well, it was an apartment house.

The CHAIRMAN. How much did you pay?

Mr. HARRELL. \$8 a week.

The CHAIRMAN. Now, you only worked at that job one week?

Mr. HARRELL. That is all; and I got laid off.

The CHAIRMAN. And then what did you do?

Mr. HARRELL. I went down here to the Reemployment Bureau, down here on Pratt Street. They advertised for berry pickers and I went down there and there was no berries down there and I made 45 cents.

The CHAIRMAN. Who told you there were berries to be picked?

Mr. HARRELL. This reemployment place on Pratt Street.

The CHAIRMAN. How did you get down there?

Mr. HARRELL. Took us on a truck.

The CHAIRMAN. What did you pay for transportation?

Mr. HARRELL. We didn't pay anything for transportation.

The CHAIRMAN. But they told you that there was employment down there in berry picking?

Mr. HARRELL. Yes, sir; we got hired out of this place to go down there, 65 of us.

The CHAIRMAN. And how many trucks?

Mr. HARRELL. One truck. Had us jammed in there like cows.

The CHAIRMAN. How long did it take you to make the trip?

Mr. HARRELL. Eleven hours to Concordia, Va.

The CHAIRMAN. And you stopped how many times?

Mr. HARRELL. One time. No eats or nothing going down.

The CHAIRMAN. How many States did you cross?

Mr. HARRELL. Well, I can't exactly tell you how many States we crossed but we went on out Delaware Street, Baltimore, and right on down. I don't imagine more than two.

The CHAIRMAN. But you stopped only once during the 11 hours?

Mr. HARRELL. Yes, sir; stopped only once.

The CHAIRMAN. They do better than that with cattle under the law.

Mr. HARRELL. I figured they should do it.

The CHAIRMAN. And you had how many in the truck?

Mr. HARRELL. 65 of us; combined white and colored, mixed.

The CHAIRMAN. How many miles was that?



Mr. HARRELL. I don't know, sir, how far it was. I wasn't up there and I couldn't tell, but I can tell you how long it took me to get back to Salisbury. It took me 2 days hitch hiking back.

The CHAIRMAN. Did you work down there at all?

Mr. HARRELL. About 2 hours' work.

The CHAIRMAN. How much did you get for that?

Mr. HARRELL. 45 cents for the 2 hours. That is how many berries I picked at 3 cents a quart.

The CHAIRMAN. Why didn't you pick more berries?

Mr. HARRELL. There wasn't none there to pick.

The CHAIRMAN. Do you think the employment agency here got the wrong information?

Mr. HARRELL. No; they didn't get wrong information. They were getting so much a head for shipping us down there.

The CHAIRMAN. You mean the employment agency was paid for sending you down?

Mr. HARRELL. Yes.

The CHAIRMAN. What did the man get who drove you down there?

Mr. HARRELL. Well, he had the truck. I don't know what he got but the employment agency got a dollar a head for us.

The CHAIRMAN. Did you pay a dollar?

Mr. HARRELL. No, sir; Mr. Dumas paid that.

The CHAIRMAN. So you got 2 hours' work down there in Virginia?

Mr. HARRELL. Yes, sir. That completed the work. Two hours for 65 men down there completed all the berries. We lived off of tin cans and slept under the trees down there.

The CHAIRMAN. You didn't sleep in a house?

Mr. HARRELL. No, sir; there was no house down there.

The CHAIRMAN. What month was that?

Mr. HARRELL. It was in May, the 1st of May when we got down there, right at the beginning of the strawberry picking.

The CHAIRMAN. Did you clean up all the strawberries?

Mr. HARRELL. Yes, sir; cleaned them up.

The CHAIRMAN. Where did you go from there?

Mr. HARRELL. I came back to Salisbury.

The CHAIRMAN. What did you do there?

Mr. HARRELL. I got in with the State employment bureau down there and they shipped me back to Marion Station.

The CHAIRMAN. Where is that?

Mr. HARRELL. Paul Dumas.

The CHAIRMAN. Did you get employment there?

Mr. HARRELL. Yes.

The CHAIRMAN. What did you do?

Mr. HARRELL. Picked berries.

The CHAIRMAN. How long did you pick berries?

Mr. HARRELL. Two weeks.

The CHAIRMAN. What did you receive?

Mr. HARRELL. I received 3 cents a quart. I was making around \$5 a day. Berries was good there. Our living quarters was good.

The CHAIRMAN. How many employees were there?

Mr. HARRELL. I guess there was around 35 or 40 of us there.

The CHAIRMAN. Where did you live?

Mr. HARRELL. We stayed in what we call a bunkhouse out there.

The CHAIRMAN. And after that where did you go?

Mr. HARRELL. After that came up to Princess Anne.

The CHAIRMAN. What did you do there?

Mr. HARRELL. I was farming, cutting wheat and threshing wheat.

The CHAIRMAN. What wages did you receive?

Mr. HARRELL. 15 cents an hour—supposed to be.

The CHAIRMAN. Did you actually receive it?

Mr. HARRELL. No, sir; I got \$7 a week. Supposed to get \$7 a week and room and board. I got the \$7, but the room and board wasn't there. I slept in a barn. Living quarters was no good.

The CHAIRMAN. How many fellow employees were with you?

Mr. HARRELL. Seven of us there.

The CHAIRMAN. Where did you sleep, in the hay loft?

Mr. HARRELL. I slept in a feed house out there. There was no hay there. Had a cot out there.

The CHAIRMAN. And the food was not good, you say?

Mr. HARRELL. It wasn't anything that anyone could feed a dog. You would feed a dog better than they treated us.

The CHAIRMAN. For instance, what did you have to eat?

Mr. HARRELL. Well, breakfast there, I got one egg and two pieces of bread and a cup of coffee. Lucky to get that.

The CHAIRMAN. What about the rest of the meals?

Mr. HARRELL. Well, we would snatch it when we could get it and work 14 or 15 hours a day.

The CHAIRMAN. But you got the \$7 a week?

Mr. HARRELL. Yes, sir.

The CHAIRMAN. You stayed there 2 weeks?

Mr. HARRELL. Not quite 2 weeks.

The CHAIRMAN. Where did you go from there?

Mr. HARRELL. I came back to Salisbury.

The CHAIRMAN. And then what did you do?

Mr. HARRELL. I went out on another farm, which I am on now.

The CHAIRMAN. How much do you receive there?

Mr. HARRELL. 20 cents an hour and good living quarters.

The CHAIRMAN. And you are satisfied with that job?

Mr. HARRELL. Yes, sir. I give the reemployment bureau in Salisbury credit for what they have done.

The CHAIRMAN. What improvements would you like?

Mr. HARRELL. Better living quarters.

The CHAIRMAN. We have been all over the United States and we find that quite a general complaint.

Mr. HARRELL. That is it, and the food.

The CHAIRMAN. We have heard a great deal of complaint about housing.

Mr. HARRELL. The food where they give you and so much a week and room and board—there isn't anything to it. A workingman can't stand up to it.

Mr. ENGLAR. May I make a statement in connection with this man? We have kind of had him under our wing in Salisbury after his unfortunate experience on the truck. I couldn't hear all his testimony, but I hope he didn't say that that employment agency in Baltimore was a State agency.

The CHAIRMAN. He didn't say that. We understand it is a private agency.

Mr. ENGLAR. I have sent Glenn L. Martin his application for work there. I haven't heard anything from it. He seems to be satisfied in his present job, but I am hoping that we might get him in Glenn L. Martin Co. because, frankly, while he has been drifting around, he seems most anxious to work and will do most anything, and I believe he is more or less qualified for work down here in a plant like the airplane plant. I am hoping we might have a favorable reply from them. I am keeping track of him and I am going to try to do better for him than put him on a farm if he is qualified for other work.

The CHAIRMAN. Will you tell us the agency it was that sent him on this wild-goose chase into Virginia?

Mr. HARRELL. I don't know what it was, but it is down here on Pratt Street.

The CHAIRMAN. It was a private employment agency?

Mr. HARRELL. Yes, sir; I guess that is what you would call it. They had a sign out there: "Wanted, 100 berry pickers."

The CHAIRMAN. Well, we thank you very much, Mr. Harrell.<sup>1</sup> Our next witness is Mr. Roberts.

#### TESTIMONY OF JAMES ROBERTS, POCOMOKE CITY, MD.

The CHAIRMAN. Mr. Roberts, Congressman Arnold will interrogate you.

Mr. ARNOLD. Will you give your full name to the reporter?

Mr. ROBERTS. James Roberts.

Mr. ARNOLD. And what is your age?

Mr. ROBERTS. 29.

Mr. ARNOLD. And what is the extent of your education?

Mr. ROBERTS. Eighth grade.

Mr. ARNOLD. And your occupation?

Mr. ROBERTS. Farm labor now.

Mr. ARNOLD. And your place of birth?

Mr. ROBERTS. June 7, 1912.

Mr. ARNOLD. Where?

Mr. ROBERTS. Florida.

Mr. ARNOLD. Where is your permanent home now?

Mr. ROBERTS. I am now in Pocomoke City, Md.

Mr. ARNOLD. Are you single or married?

Mr. ROBERTS. Married.

Mr. ARNOLD. Have you a family?

Mr. ROBERTS. Wife and one child.

Mr. ARNOLD. Are your wife and child with you?

Mr. ROBERTS. My wife is, but my child is not here.

Mr. ARNOLD. Where is your child?

Mr. ROBERTS. Home with my wife's mother.

Mr. ARNOLD. Where do you live at the present time and for whom do you work?

Mr. ROBERTS. G. M. Sturgis, Pocomoke City, Md., route 2.

Mr. ARNOLD. What do you do?

Mr. ROBERTS. Leader over a gang of farm help.

Mr. ARNOLD. Do you have to work in that capacity or do you just see that the others work?

<sup>1</sup>Text of H. R. 5510, "a bill to regulate private employment agencies engaged in interstate commerce," introduced by Mr. Tolan, is reprinted in this volume as exhibit 35.

Mr. ROBERTS. See that the others work.

Mr. ARNOLD. How many in the gang?

Mr. ROBERTS. Forty-two.

Mr. ARNOLD. You brought this crew of men to eastern Maryland for harvest work?

Mr. ROBERTS. Yes, sir.

Mr. ARNOLD. And you brought 42 with you this year?

Mr. ROBERTS. Yes, sir.

Mr. ARNOLD. Where did you get them?

Mr. ROBERTS. Well, I got the 42 that I brought from Florida, some of them from the southern sugar farms and some from around different places.

Mr. ARNOLD. Are these workers mostly single or married?

Mr. ROBERTS. Well, there is about equal part married and equal part single—about half and half.

Mr. ARNOLD. Are their families with them?

Mr. ROBERTS. Some are and some are not.

Mr. ARNOLD. Some are at home?

Mr. ROBERTS. Yes, sir.

Mr. ARNOLD. How did you transport these workers up here?

Mr. ROBERTS. By truck.

Mr. ARNOLD. Trucks or truck?

Mr. ROBERTS. Truck; one truck and a driver—a hired truck.

Mr. ARNOLD. You say some of them brought their families with them. How many were there in the truck?

Mr. ROBERTS. Forty-two, forty-three, or forty-four, including the driver and myself.

Mr. ARNOLD. Then the wives who are with their husbands are workers, too?

Mr. ROBERTS. Yes, sir.

Mr. ARNOLD. Do you charge them for the transportation?

Mr. ROBERTS. Yes, sir; I had to charge them on account of the fuel charged me.

Mr. ARNOLD. How much?

Mr. ROBERTS. Six dollars each and 50 cents for crossing the ferry.

Mr. ARNOLD. Does your employer pay you for bringing the crew up?

Mr. ROBERTS. No, sir; he does not.

Mr. ARNOLD. The workers themselves have to stand that?

Mr. ROBERTS. Yes, sir; I pay it and they pay me.

Mr. ARNOLD. How did you get in touch with your employer, or how did he get in touch with you?

Mr. ROBERTS. Well, this fellow by the name of Henry Martin has been working for Mr. Willis Hall, a neighbor of Mr. Sturgis. He has been coming up for about 3 or 4 years and he got in touch with Mr. Sturgis by picking beans for him and Mr. Sturgis asked him if he could get him some responsible person to bring him a crowd to take care of his farm and he recommended me to him. Mr. Sturgis wrote me and through the transaction of the mail that is the way I got in touch with him.

Mr. ARNOLD. This is your first year up here?

Mr. ROBERTS. My first year with him.

Mr. ARNOLD. You have been up here before?

Mr. ROBERTS. That is right.

Mr. ARNOLD. How long have you been bringing workers up here?

Mr. ROBERTS. This is my ninth year.

Mr. ARNOLD. Do you bring them up for the same employer each year?

Mr. ROBERTS. This is the first year for Mr. Sturgis.

Mr. ARNOLD. Does the same farmer have you bring them year after year, or do you work each year for a different farmer?

Mr. ROBERTS. No, sir; never have.

Mr. ARNOLD. Always work for a different man?

Mr. ROBERTS. Different man.

Mr. ARNOLD. Do you recruit labor for any other farmers?

Mr. ROBERTS. When we don't have anything to do at home we work out any place else we can. If we don't have beans or anything to keep us working all the time we go elsewhere to work.

Mr. ARNOLD. Under what arrangement do you work for those other farmers?

Mr. ROBERTS. Well, the same as I do for him; 50 cents an hour.

Mr. ARNOLD. Did you come to the Eastern Shore directly from Florida or did you and your crew stop to work at some place between here and there?

Mr. ROBERTS. Direct from Florida to the Eastern Shore.

Mr. ARNOLD. Wasn't there any work to do on the way up?

Mr. ROBERTS. I suppose there was, but it was disagreeable to stop on account of if they make anything they take it all for transportation. It would be better if we could get some place and stay until the season is out and then go back.

Mr. ARNOLD. You just got this word to recruit a crew in time to get them together and get them up here?

Mr. ROBERTS. Yes, sir.

Mr. ARNOLD. When do you usually leave Florida?

Mr. ARNOLD. Well, we usually leave Florida along about the 10th or 20th of May.

Mr. ARNOLD. Do you stop on the way up and work usually?

Mr. ROBERTS. Well, I never worked up, not in the last 3 years, I haven't. About 4 years ago I worked through.

Mr. ARNOLD. Where?

Mr. ROBERTS. Well, we stopped in North Carolina—well, all the way through from west Florida on the way up—North Carolina, South Carolina, Virginia, and through the State of Maryland.

Mr. ARNOLD. What work is there to do on the way up here?

Mr. ROBERTS. Potatoes and beans—first one thing and another.

Mr. ARNOLD. How long do you usually stay at each of these places?

Mr. ROBERTS. Well, since I have been coming to the Eastern Shore and around this section I usually comes and stays until I get ready to go back in about the last of October.

Mr. ARNOLD. How long did it take you to come from Florida up to the Eastern Shore this time?

Mr. ROBERTS. Two days and two nights.



Mr. ARNOLD. Were there any stops en route?

Mr. ROBERTS. Well, no more than just to relax.

Mr. ARNOLD. Did you eat on the run?

Mr. ROBERTS. Yes, sir; we did.

Mr. ARNOLD. Would you say you stopped every 12 hours for a few minutes?

Mr. ROBERTS. Stopped less than that. Would stop practically—anyway from every 5 or 6 hours.

Mr. ARNOLD. Was it comfortable riding in the truck? Did you have seats?

Mr. ROBERTS. Yes, sir; we had seats. Each one was seated.

Mr. ARNOLD. Did the truck driver, after he had taken your money, try to get you up here in any manner that he could, or did he look after the comfort of those in the truck?

Mr. ROBERTS. Sure.

Mr. ARNOLD. Did you recruit all the labor that your employer said he wanted?

Mr. ROBERTS. No, sir; I did not. He wanted 75 head but I only brought 42, but since I have been here some more have come to him and then some have left, but I have got some others in their place.

Mr. ARNOLD. Are you told in advance how much you and your crew are going to be paid for your work?

Mr. ROBERTS. I was.

Mr. ARNOLD. What did you say you get?

Mr. ROBERTS. Fifty cents an hour.

Mr. ARNOLD. What do the men get?

Mr. ROBERTS. Twenty-five cents a hamper.

Mr. ARNOLD. You don't work by piece work?

Mr. ROBERTS. Not in this State; I do in Florida.

Mr. ARNOLD. The men work by piece work?

Mr. ROBERTS. Picking beans and gathering potatoes.

Mr. ARNOLD. Do you contract to stay with this farmer during the entire season?

Mr. ROBERTS. Yes, sir; until he is finished. But it was understood that when he don't have work I could work elsewhere.

Mr. ARNOLD. Do you just draw your own pay and the men draw theirs, or do you draw all the pay and pay them?

Mr. ROBERTS. I draw the entire pay roll and have to pay the gang off.

Mr. ARNOLD. Can you tell the committee how much you yourself earn a day, a week, and a season?

Mr. ROBERTS. Well, I usually earn on the Eastern Shore anywhere from \$5 to \$7 or \$8 a day—on the average anywhere from \$6 to \$6.50 a day.

Mr. ARNOLD. How much do you average a week?

Mr. ROBERTS. Around \$36 a week.

Mr. ARNOLD. How much will you make in a season?

Mr. ROBERTS. Well, just depends on how the season will be.

Mr. ARNOLD. Could you make an estimate of what you are going to earn this year—from January to January?

Mr. ROBERTS. Well, I haven't any check. I would be afraid to say because I wouldn't be positive of it and I wouldn't like to say something I wouldn't know positive of.

Mr. ARNOLD. About how many months in the year will you work?

Mr. ROBERTS. Well, the time I am not working in Florida I come up here, and I only lose about a week's time coming up.

Mr. ARNOLD. Then you have work most of the time?

Mr. ROBERTS. Yes, sir.

Mr. ARNOLD. Do you average \$36 a week throughout the year?

Mr. ROBERTS. Yes; average \$36 a week.

Mr. ARNOLD. So you make about \$1,800 a year?

Mr. ROBERTS. I suppose right around there, but that is not clear. I have lots of losses.

Mr. ARNOLD. You have to take losses?

Mr. ROBERTS. Yes; I have lots of loss.

Mr. ARNOLD. How can you lose money?

Mr. ROBERTS. Well, I have to bear all the expense of my employees, and lots of them sneak out on me, and I don't get any pay back from them, and when I advance money on them I am responsible, and if they don't pay it I have it to pay.

Mr. ARNOLD. They borrow money from you?

Mr. ROBERTS. Sure.

Mr. ARNOLD. And sometimes you have to advance their transportation?

Mr. ROBERTS. Yes.

Mr. ARNOLD. Are you allowed in addition to your salary so much per person for their work? I mean are you allowed so much per hour for these other men?

Mr. ROBERTS. Not anything at all. I am just paid by the man.

Mr. ARNOLD. But you draw the money and pay them?

Mr. ROBERTS. I draw the money and pay them; yes.

Mr. ARNOLD. When do you usually come to the Eastern Shore, and when do you leave?

Mr. ROBERTS. Well, we come around the 10th of May until the 20th, and we leave anywhere from about the middle of October to the last.

Mr. ARNOLD. You are here about 5 months?

Mr. ROBERTS. Yes.

Mr. ARNOLD. And you have steady work all the time you are here?

Mr. ROBERTS. Well, I wouldn't say we have steady work—not up here we don't. Some days we have off.

Mr. ARNOLD. Where do you go when you leave Maryland?

Mr. ROBERTS. Florida.

Mr. ARNOLD. Straight back to Florida?

Mr. ROBERTS. Yes; straight back to Florida.

Mr. ARNOLD. Now, what type of shelter do you and your crew have at the farms on which you are employed?

Mr. ROBERTS. Well, it is not fit where we are now.

Mr. ARNOLD. It is not what?

Mr. ROBERTS. It is not fit.

Mr. ARNOLD. What is the matter with it?

Mr. ROBERTS. Well, we don't have no beds, no cooking utensils, and no place for a bath, or nothing. It is just unsanitary all the way around.

Mr. ARNOLD. Is it a bunkhouse?

Mr. ROBERTS. Just a straight bunkhouse—I might as well say a dog house.

The CHAIRMAN. It is the bunk—is that what you mean?

Mr. ROBERTS. Yes, sir.

Mr. ARNOLD. You have seen dog houses that were better?

Mr. ROBERTS. I sure have.

Mr. ARNOLD. What kind of beds do you have?

Mr. ROBERTS. Just something resembling a table like this—made out of a board, and it has got a strip around it and on each side and the ends with some hay on it.

Mr. ARNOLD. Is the hay in a ticking?

Mr. ROBERTS. Don't have no ticking at all.

Mr. ARNOLD. Just lie on the hay?

Mr. ROBERTS. If they don't make some arrangements for it you don't have it and I think that is one reason why they don't have any more help than they do, on account of the stay places—doesn't have sufficient places to stay and I don't think that a man can go out and work a day all day long, hard work, and go in and take any kind of bed and not get any rest and work. It is necessary to have a place to sleep if you are going to work hard. If they had more comfortable places to stay I believe we would have more help and better satisfaction all the way around.

Mr. ARNOLD. You say it is not very clean?

Mr. ROBERTS. No, sir; it is not sanitary at all.

Mr. ARNOLD. You have to clean the place yourself?

Mr. ROBERTS. Don't have much time to do that because we are out in the morning anywhere from 4 to 4:30 and 5 o'clock and hardly ever get in under 7:30 or 8 o'clock.

Mr. ARNOLD. Well, do you have a cook or do you cook your own meals?

Mr. ROBERTS. Well, those that has wives, they cook for them, and them that don't have to cook their own meals.

Mr. ARNOLD. Where do you cook?

Mr. ROBERTS. Well, we have a stove to cook on—have a couple of stoves.

Mr. ARNOLD. Outdoors or indoors?

Mr. ROBERTS. Outdoors.

Mr. ARNOLD. What do you do when it rains?

Mr. ROBERTS. Just have to wait until it stops.

Mr. ARNOLD. Then you have to cook after dark when you get in at night?

Mr. ROBERTS. Sure, we cook after dark, after we get in.

Mr. ARNOLD. You have to get your supper after dark?

Mr. ROBERTS. Yes, sir.

Mr. ARNOLD. And have to get up and get your breakfast pretty early?

Mr. ROBERTS. Yes, sir.

Mr. ARNOLD. What do you do for the noon-day meal?

Mr. ROBERTS. They usually sneak out one at a time and go home and get something when we are close home, and when we are not we go to a store some place and get something.

Mr. ARNOLD. How far do you have to carry your drinking water?

Mr. ROBERTS. Drinking water—well, sometimes we just be right at the water and then again have to go 2 or 3 miles for it.

Mr. ARNOLD. I mean do you have drinking water there at the house?

Mr. ROBERTS. Oh, yes; we have a pump there at the house.

Mr. ARNOLD. Any toilets there?

Mr. ROBERTS. No toilets.

Mr. ARNOLD. No outdoor toilets?

Mr. ROBERTS. Oh, we have one. We built it our ownelves.

Mr. ROBERTS. What furniture is there in these bunkhouses besides the beds?

Mr. ROBERTS. Not any at all.

Mr. ARNOLD. No bed, no furniture, or anything?

Mr. ROBERTS. No.

Mr. ARNOLD. Does any farm employer ever advance you money for transportation, food, and so forth, coming up?

Mr. ROBERTS. Well, on the terms of my paying it back.

Mr. ARNOLD. He advanced you that money sometimes?

Mr. ROBERTS. Sure.

Mr. ARNOLD. And then when you get up here he takes it out of your wages?

Mr. ROBERTS. Sure, I am responsible for it all.

Mr. ARNOLD. And you have to advance money to the workers?

Mr. ROBERTS. Yes, sir.

Mr. ARNOLD. What are you harvesting at this time?

Mr. ROBERTS. Tomatoes, beans, strawberries—all over cutting turnips—such as that.

Mr. ARNOLD. It is an average season, is it?

Mr. ROBERTS. Not as usual.

Mr. ARNOLD. Too dry?

Mr. ROBERTS. Yes; too dry.

Mr. ARNOLD. What crops are short?

Mr. ROBERTS. All the way around on everything.

Mr. ARNOLD. Are the members of your crew satisfied—happy?

Mr. ROBERTS. Well, to a certain extent they are and then they are not in a way. They are not making enough money to hardly pay expense, and then too the farmers are not organized. Some will pay one price and some will pay another price. It is just disagreeable in that way. If they would organize themselves and all pay the same thing it would be more agreeable.

Mr. ARNOLD. Are they happy enough to sing at night like they do down South?

Mr. ROBERTS. Not as much as they do down South.

Mr. ARNOLD. Don't have much music around there?

Mr. ROBERTS. No, sir.

Mr. ARNOLD. Do you have time for that?

Mr. ROBERTS. Well, not much. It is more work and less money.

Mr. ARNOLD. Did you find it more difficult to round up a crew this year than last year?

Mr. ROBERTS. Yes, sir; certainly was.

Mr. ARNOLD. How do you account for that?

Mr. ROBERTS. Well, there is a different story to each one. Some don't like the place they have to live and some think they can't make as much money as they can in Florida. Some have come up here and work and don't make enough money to get back home with. It is just from one to another—just different all the way around.

Mr. ARNOLD. Has the draft taken some of your men?

Mr. ROBERTS. Well, I suppose so.

Mr. ARNOLD. Is there the amount of labor supply down there there was last year, or is it short?

Mr. ROBERTS. I believe it is short.

Mr. ARNOLD. How can conditions for you and your workers be improved? You may answer that question in your own way.

Mr. ROBERTS. Well, I think if it was organized between the farmers—it should be a farm association and they should organize and agree to a certain price between all of them, and if they are going to plant they should plant enough to support the help and they shouldn't require any more than they can use. At the present time they don't have enough help to take care of what they have on account of conditions.

I reckon some of them in years back didn't make enough money to pay expenses to get back to Florida and were disappointed and they disappointed others, and so forth. One thing about it is really they don't pay enough. It should pay a little bit more because a man going over the beans the first time can make some money, but the second time in going over the beans he doesn't make any money. They pay the same price for the second and third and fourth pickings here as they do the first picking.

In Florida they pay 25 cents for the first picking and 35 cents for the second picking and the fourth picking and fifth picking they pay 40 and 50 cents, but on the Eastern Shore they pay you 25 cents for the first and 25 cents for the fourth. A man makes a dollar and a half or two dollars on first picking but he can't do it on the second or third or fourth. You can only make about 50 or 75 cents. That don't mean any living to him.

Mr. ARNOLD. That is all.

The CHAIRMAN. You got these people from the sugar plantations in the Everglades of Florida?

Mr. ROBERTS. Yes, sir; part of them.

The CHAIRMAN. Were they employed there?

Mr. ROBERTS. Yes, sir; part was and some was got discharged.

The CHAIRMAN. But were the employed ones dissatisfied with their work at the sugar plantation?

Mr. ROBERTS. They was.

The CHAIRMAN. What were their complaints?

Mr. ROBERTS. Too many hours and not enough money.

The CHAIRMAN. Did they have any complaints about their housing?

Mr. ROBERTS. No complaints about the housing.

The CHAIRMAN. They have pretty good housing conditions?

Mr. ROBERTS. Sure.

The CHAIRMAN. We heard testimony at Montgomery, Ala., last year on the same subject by one of the owners of the plantation. They had



gone in there and reclaimed thousands of acres of those Everglades and put them into sugar.

Mr. ROBERTS. Yes, sir.

The CHAIRMAN. How much were they paying them down there?

Mr. ROBERTS. I think they cut it to 80 cents a ton for cutting the sugarcane.

The CHAIRMAN. How much can they make a day at that?

Mr. ROBERTS. Oh, they average anywhere from \$45 to \$60 a month, working anywhere from 12 to 14 hours.

The CHAIRMAN. Does that include board and room?

Mr. ROBERTS. Not include board and room.

The CHAIRMAN. They board themselves?

Mr. ROBERTS. Well, some do and some don't.

The CHAIRMAN. Are they charged anything for their houses?

Mr. ROBERTS. No, sir; don't charge for the house.

The CHAIRMAN. But they have got to board themselves out of that money?

Mr. ROBERTS. Yes, sir.

The CHAIRMAN. Now, were these all colored people you brought up here, all of the 42?

Mr. ROBERTS. All colored.

The CHAIRMAN. And how many men were there?

Mr. ROBERTS. Well, around about—I had about 10 women.

The CHAIRMAN. Were those women all married?

Mr. ROBERTS. Sure, all the women were married.

The CHAIRMAN. In other words, you had about 32 men in the truck and 10 women?

Mr. ROBERTS. Thirty-two and 10 women; yes, sir.

The CHAIRMAN. How large was the truck?

Mr. ROBERTS. Well, it is a long-base truck, cab over engine, a Ford truck. It is 8 feet wide and 16 feet long, the body.

The CHAIRMAN. And in that you had 42, and then the driver, and yourself, and who else?

Mr. ROBERTS. Just the driver and myself—44 in all.

The CHAIRMAN. Eight by 16. Weren't they pretty crowded?

Mr. ROBERTS. Well, they had room to be seated and room for all their luggage.

The CHAIRMAN. I imagine 44 people in an 8-by-16 room would be rather crowded, wouldn't they?

Mr. ROBERTS. Well, they wouldn't have any room to lay down or anything like that. There was only 42 in the body of the truck and two in the cab.

The CHAIRMAN. Was the weather pretty hot?

Mr. ROBERTS. The weather was pretty warm.

The CHAIRMAN. How many miles from the point in Florida where you loaded these 42 to the point on the Eastern Shore of Maryland?

Mr. ROBERTS. Well, I couldn't say.

The CHAIRMAN. Have you any idea?

Mr. ROBERTS. No, sir; I have no idea.

The CHAIRMAN. How many States did you go through?

Mr. ROBERTS. We left out of the State of Florida and crossed the State of Georgia and South Carolina and North Carolina and Virginia into Maryland.

The CHAIRMAN. Do you have any license to go through these States with a truck—any special license?

Mr. ROBERTS. Yes, sir; they have; the driver has.

The CHAIRMAN. And you pay the driver?

Mr. ROBERTS. Yes, sir.

The CHAIRMAN. How much did you pay him?

Mr. ROBERTS. \$6 each—a head.

The CHAIRMAN. You had two drivers or just one driver?

Mr. ROBERTS. One driver.

The CHAIRMAN. And you paid him \$6 each?

Mr. ROBERTS. Yes, sir.

The CHAIRMAN. I am talking about the driver himself. Did you pay him independently?

Mr. ROBERTS. No, sir.

Dr. LAMB. But you paid the driver?

Mr. ROBERTS. Yes, sir.

Dr. LAMB. The driver got the \$6 times 42?

Mr. ROBERTS. Yes; 6 times 42.

The CHAIRMAN. That is what I was trying to get at, You didn't get anything out of that \$6 yourself, did you?

Mr. ROBERTS. No, sir; I don't get anything whatever out of that.

The CHAIRMAN. And the driver got all the \$252, didn't he?

Mr. ROBERTS. That is right.

The CHAIRMAN. How long did it take him to make that drive?

Mr. ROBERTS. Two days and two nights.

The CHAIRMAN. Now, did these 42 people, when they left Florida, put anything down on their transportation?

Mr. ROBERTS. No, sir; I was responsible for it. They have to pay me.

The CHAIRMAN. Did you pay the driver as soon as you arrived on the Eastern Shore?

Mr. ROBERTS. Yes, sir.

The CHAIRMAN. And then you collected back from the workers?

Mr. ROBERTS. Yes, sir; as they work and earn it.

The CHAIRMAN. Well, how do you do that? Do you extract so much a week?

Mr. ROBERTS. Yes, sir; so much a week, just as they are able to pay, whatever they are able to pay.

The CHAIRMAN. Now, you have been in that sort of work for a period of 9 years?

Mr. ROBERTS. 15 years.

The CHAIRMAN. But you have never worked for the same employer?

Mr. ROBERTS. Not up in this part, I haven't.

The CHAIRMAN. Well, during the 9 years you have had a different employer every year; is that right?

Mr. ROBERTS. Yes, sir.

The CHAIRMAN. Why is that?

Mr. ROBERTS. Well, when I work for one man 1 year, another will offer me a little better price the next year. Where I can make the most money, that is where I work at.

The CHAIRMAN. Do you know of any instances of the contractors recruiting these laborers and bringing them into States where there is no employment?

Mr. ROBERTS. No, sir; I do not.

The CHAIRMAN. Now you collect from the employer the wages for all these people, don't you?

Mr. ROBERTS. Yes, sir.

The CHAIRMAN. Do they keep track themselves as to how much money is coming to them?

Mr. ROBERTS. Yes, sir.

The CHAIRMAN. And you check with them?

Mr. ROBERTS. Yes, sir.

The CHAIRMAN. Did you ever have any difficulty about that?

Mr. ROBERTS. Never have.

The CHAIRMAN. Do these employers who have these seasonal crops get different crews each year?

Mr. ROBERTS. Yes, sir.

The CHAIRMAN. Inasmuch as they know a certain number of people are coming in there, why don't they have decent housing conditions for them?

Mr. ROBERTS. Well, the way I see it is they are unable to do it. I figure they are unable to have them fixed like they should be. I don't think none of the farmers are able to prepare the place for people—a comfortable place like they should have.

The CHAIRMAN. But the places you have seen are really not livable, is that right?

Mr. ROBERTS. No, sir; they are not. Down in my country, down there in the Southern States where I am from, it is comfortable down there and the people don't mind coming and staying because they get comfortable living quarters.

The CHAIRMAN. What time does your crew go to work in the morning?

Mr. ROBERTS. Anywhere from 4:30 to 5 o'clock.

The CHAIRMAN. And they work until what time?

Mr. ROBERTS. Just as long as they can see, from 7 to 8 o'clock.

The CHAIRMAN. And what will they average a day?

Mr. ROBERTS. Well, they average, since they have been working here, anywhere from a dollar and a half to two dollars, 14 or 15 hours, because they don't stop for anything at all.

The CHAIRMAN. They go out at daybreak and work as long as they can see?

Mr. ROBERTS. Yes, sir.

The CHAIRMAN. How long do they take off at noon?

Mr. ROBERTS. Don't take any time. Maybe one will sneak out and get a bite, but work never stops.

The CHAIRMAN. And out of that dollar and a half they have to board themselves?

Mr. ROBERTS. Have to support themselves; yes.

The CHAIRMAN. How long did that crew of 42 work at that place?

Mr. ROBERTS. Right around 60 days.

The CHAIRMAN. Then where did they go?

Mr. ROBERTS. To different farms around—one and then the other.

The CHAIRMAN. They go from one farmer to the other?

Mr. ROBERTS. Yes, sir.

The CHAIRMAN. Are the living conditions about the same as you indicated?

Mr. ROBERTS. Yes, sir.

The CHAIRMAN. All of them the same?

Mr. ROBERTS. Just on an average; yes, sir.

The CHAIRMAN. They have no toilets?

Mr. ROBERTS. No, sir.

The CHAIRMAN. And no baths?

Mr. ROBERTS. No.

The CHAIRMAN. And you have to haul your water?

Mr. ROBERTS. No, sir; we don't have to haul the water—not at home. We have a pump, but it is not fit, hardly.

The CHAIRMAN. And then you build these outside privies, is that the idea?

Mr. ROBERTS. Yes, sir.

The CHAIRMAN. And they all use the one privy?

Mr. ROBERTS. All use the one; yes, sir.

The CHAIRMAN. Were there any additional employees on that particular farm?

Mr. ROBERTS. Yes, sir.

The CHAIRMAN. How many more?

Mr. ROBERTS. I think it is 27. I picked up part of them at Norfolk and brought them across, and some came to me since I have been there.

The CHAIRMAN. Now, those people who came away from Florida get a few days' work, don't they, picking crops?

Mr. ROBERTS. Yes, sir.

The CHAIRMAN. Then at the end they are nearly always broke, isn't that true?

Mr. ROBERTS. Yes, sir; just able to go back.

The CHAIRMAN. They have just enough money to go back?

Mr. ROBERTS. That is just about it.

The CHAIRMAN. And sometimes they haven't, because you have indicated they borrow money from you?

Mr. ROBERTS. That is right. Most generally I have to carry them back just like I bring them.

The CHAIRMAN. Did you ever borrow money from them?

Mr. ROBERTS. No, sir—they don't have anything for me to borrow.

The CHAIRMAN. How did you come out on that \$6-a-head proposition?

Mr. ROBERTS. I haven't so far. I am about \$300 stuck so far. You see, I have got to get groceries and everything else. I have to stand for the groceries. Have nearly a \$200 grocery bill to pay for besides the transportation.

The CHAIRMAN. But the truck driver came out all right?

Mr. ROBERTS. Sure, he always comes out.

The CHAIRMAN. He never gives you a kick-back of any kind?

Mr. ROBERTS. No, sir.

The CHAIRMAN. Where did you get the truck?

Mr. ROBERTS. In Florida.

The CHAIRMAN. You rented it?

Mr. ROBERTS. No, sir; I didn't rent it. I just hired it. At least he told me he would bring them for \$6 a head, and that is what they usually pay to come up, and pay the ferry toll.

The CHAIRMAN. How much did you pay for the use of the truck?

Mr. ROBERTS. Not anything at all, no more than just the \$6 a head.

The CHAIRMAN. You got the truck and driver for that?

Mr. ROBERTS. Yes, sir; that is right.

Dr. LAMB. Will that same driver drive up and pick you up and take you back again?

Mr. ROBERTS. Yes, sir.

Dr. LAMB. With the same arrangement?

Mr. ROBERTS. Same arrangement, for \$6 a passenger.

Dr. LAMB. Does he own the truck?

Mr. ROBERTS. Yes, sir.

Dr. LAMB. Is he a colored man or white man?

Mr. ROBERTS. White fellow.

Dr. LAMB. And he is a permanent resident of Florida?

Mr. ROBERTS. Yes, sir.

Dr. LAMB. Does he do this for other people?

Mr. ROBERTS. Sure.

Dr. LAMB. You have no idea how many other groups like yours he takes back and forth?

Mr. ROBERTS. I don't, but if I remember I know he brings as much as five.

Dr. LAMB. At least five?

Mr. ROBERTS. Yes, sir.

Dr. LAMB. That is all.

The CHAIRMAN. Well, thank you very much, Mr. Roberts.

#### INTRODUCTION OF EXHIBITS

Mr. ABBOTT. Mr. Chairman, I should like at this time to introduce into the record certain material received from sources not represented by witnesses at this hearing.

The CHAIRMAN. Very well.

Mr. ABBOTT. The material is in the form of expert papers on various subjects in connection with national-defense migration, and these are marked as exhibits and numbered 1 to 35, inclusive. I now offer these exhibits, Mr. Chairman, for the record.

(The exhibits referred to above are as follows:)

#### EXHIBIT 1—UNEMPLOYMENT COMPENSATION REGISTRATIONS AND CLAIMS

REPORT BY C. C. YOUNG, ACTING DIRECTOR, RESEARCH AND STATISTICS, STATE OF MARYLAND UNEMPLOYMENT COMPENSATION BOARD

BALTIMORE, Md., June 30, 1941.

The number of workers covered by the Maryland Unemployment Compensation Board cannot be exactly determined. We estimate, however, that 450,000 workers were covered in 1938, 475,000 in 1939, and 570,000 in 1940. The sharp increase in the number of covered workers from 1939 to 1940 is, in part, due to a difference in the method of estimation used for these years. Approximately 7.9 percent of these workers had out-of-State social-security numbers in 1938, 10.6 percent in 1939, and 11.7 percent in 1940. We believe, therefore, on the basis of these data, that from 15,000 to 25,000 workers came into the State during the year 1940. It should be evident that this estimate cannot be considered to have been derived from accurate measurements of the immi-



gration; on the contrary it represents no more than our best opinion on the matter.

We are unfortunately unable even to estimate roughly the number of workers who came into the State during the year 1941. It is believed that the prevailing opinion concerning the extent of this immigration represents very considerable underestimation as a result of ignoring the undirected migration.

The number of original claims filed reflects the number of persons who become unemployed at a particular time. The data are, however, very greatly subject to fluctuation purely as a result of the benefit structure in Maryland and in the State concerned, and as a result of variations in administrative practices among the States. The number of original claims received by Maryland as liable State reflects the extent of out-migration from Maryland and the number of original claims taken as agent State reflects the extent of in-migration into Maryland. The data for the years 1940 and 1941 are not precisely comparable since the increase in the number of original claims filed is partially attributable to improvements in the administration of interstate benefit agreements. It would seem reasonable to assume that the relative number of original claims received as liable State and as agent State indicates the direction of the migration at a particular time.

TABLE 1.—Number or original claims received by Maryland as liable State, by State of origin, by month, Jan. 1, 1940, to May 31, 1941

State	1940												1941				
	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May
Total	631	357	655	1,109	549	481	468	485	448	440	452	436	578	439	704	1,098	548
Alabama	4	0	3	6	4	3	3	2	2	1	3	1	2	2	6	9	7
Alaska	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Arizona	0	0	0	0	0	0	1	2	1	1	3	0	2	0	2	0	1
Arkansas	2	7	6	3	2	0	1	1	0	0	1	0	2	0	2	2	0
California	10	9	13	36	9	21	17	18	16	13	8	5	10	12	11	25	21
Colorado	0	0	1	0	1	0	0	0	0	2	2	2	7	3	2	1	1
Connecticut	4	3	3	8	3	3	4	3	5	4	5	13	7	3	4	1	4
Delaware	36	18	31	63	11	20	7	14	10	13	19	70	37	24	46	37	20
District of Columbia	118	50	129	151	64	92	64	97	91	72	68	52	106	61	131	126	76
Florida	51	27	56	35	19	9	21	12	17	30	20	9	56	42	31	41	9
Georgia	5	2	9	13	8	4	7	10	6	6	2	0	3	4	11	19	7
Hawaii	0	0	1	3	0	0	0	1	0	0	0	0	0	0	0	0	0
Idaho	0	0	0	0	0	0	0	0	0	1	0	0	0	0	0	0	0
Illinois	9	9	5	15	15	9	5	14	9	1	10	6	5	8	10	12	9
Indiana	0	2	3	4	4	3	4	8	5	3	4	4	4	3	3	2	4
Iowa	0	2	1	1	0	2	1	0	0	0	2	2	1	1	2	2	1
Kansas	0	0	0	0	0	0	1	0	0	1	1	1	10	2	2	2	5
Kentucky	3	0	1	3	4	2	2	3	2	4	4	1	10	3	6	10	6
Louisiana	2	0	2	4	0	2	1	3	2	2	2	1	1	0	0	2	2
Maine	0	0	0	0	2	2	2	2	2	1	3	1	6	4	9	10	10
Massachusetts	0	7	14	11	9	9	5	9	6	10	5	5	10	6	2	6	5
Michigan	3	1	5	9	4	8	6	3	4	10	5	3	1	1	1	1	1
Minnesota	2	0	0	1	1	1	2	1	0	2	0	1	0	1	1	1	3
Mississippi	1	1	0	1	3	1	0	1	0	3	2	3	3	0	0	0	7
Missouri	2	0	2	3	3	0	4	0	4	3	2	0	3	0	0	7	3
Montana	0	0	0	0	1	1	1	1	1	0	1	3	0	0	0	0	0
Nebraska	0	0	1	4	1	0	0	0	1	0	1	0	0	0	0	0	0
Nevada	2	0	1	4	1	0	0	0	0	1	1	0	1	0	0	0	0
New Hampshire	1	2	2	1	1	0	3	1	1	1	0	0	1	2	0	0	1
New Jersey	30	10	52	66	41	39	28	26	26	22	30	16	32	24	40	64	20
New Mexico	0	0	0	0	0	0	0	3	0	0	0	0	1	2	2	0	0
New York	63	32	64	134	62	44	56	52	55	60	62	53	71	35	60	168	84
North Carolina	20	18	10	38	21	12	9	16	10	17	21	11	12	7	20	21	10
North Dakota	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1
Ohio	10	11	8	24	11	15	15	20	6	18	15	18	12	12	18	40	16
Oklahoma	1	0	2	0	0	2	0	0	1	2	0	1	0	2	1	7	3
Oregon	0	0	0	9	0	2	0	1	0	0	0	1	0	0	1	2	0

Pennsylvania.....	88	70	109	216	128	81	116	83	78	65	63	81	92	84	157	223	102
Rhode Island.....	2	1	4	8	1	1	0	3	1	1	1	1	0	0	1	4	0
South Carolina.....	5	5	16	8	5	7	7	7	9	5	6	4	5	6	9	16	8
South Dakota.....	0	0	0	0	0	0	0	0	0	0	0	2	0	1	0	1	0
Tennessee.....	7	4	6	10	5	4	4	10	6	4	6	4	11	8	3	7	10
Texas.....	6	3	8	5	2	4	6	4	3	4	7	5	5	2	6	4	2
Utah.....	0	1	0	0	0	1	0	1	0	2	0	0	2	0	0	0	0
Vermont.....	0	0	0	0	0	0	0	0	0	0	0	1	0	0	0	0	1
Virginia.....	108	52	60	150	62	39	41	42	35	37	39	35	53	37	55	153	64
Washington.....	0	0	0	0	1	2	2	3	2	2	0	0	1	0	0	1	2
West Virginia.....	22	9	26	61	37	33	23	18	25	19	20	16	14	39	46	63	28
Wisconsin.....	3	0	1	1	1	1	2	4	1	0	0	0	2	0	1	2	0
Wyoming.....	0	0	0	0	0	0	0	1	0	0	0	0	0	0	0	0	0

Source: Research and statistics, Maryland Unemployment Compensation Board.

TABLE 2.—Number of original claims taken as agent State, by liable State, by month, Jan. 1, 1940, to May 31, 1941

State	1940												1941				
	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May
Total.....	746	485	432	874	442	393	531	448	456	446	401	414	605	437	455	793	415
Alabama.....	1	0	2	0	1	1	3	1	5	2	1	1	3	4	3	4	3
Alaska.....	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Arizona.....	1	0	0	0	0	2	0	0	1	0	1	1	0	0	0	0	0
Arkansas.....	3	0	1	2	1	1	2	0	1	0	0	0	2	0	1	2	1
California.....	11	8	11	9	13	7	8	13	6	3	6	5	6	6	3	9	6
Colorado.....	1	3	0	0	1	1	1	0	2	1	4	0	0	2	2	0	1
Connecticut.....	3	1	4	7	3	1	5	3	9	2	11	2	8	4	4	5	3
Delaware.....	128	73	64	63	27	30	41	22	11	27	35	47	60	55	35	36	23
District of Columbia.....	0	2	0	4	0	5	32	43	39	60	32	36	68	35	62	41	30
Florida.....	8	8	7	20	17	21	16	9	11	5	7	4	9	5	3	9	15
Georgia.....	6	7	3	6	5	6	6	1	3	7	5	2	12	5	3	3	6
Hawaii.....	0	0	0	1	0	0	0	0	0	0	0	1	0	0	0	0	0
Idaho.....	1	0	0	1	1	0	0	0	0	0	0	1	0	0	0	0	1
Illinois.....	7	5	5	19	8	13	11	14	8	3	6	5	8	6	5	4	11
Indiana.....	4	2	2	4	4	2	2	4	3	6	0	0	2	2	2	1	0
Iowa.....	1	1	0	3	0	0	0	1	1	1	2	0	1	0	1	0	0
Kansas.....	0	0	1	1	0	0	1	0	1	0	1	0	0	0	0	0	0
Kentucky.....	3	3	2	2	2	3	3	4	2	1	1	0	2	1	1	2	3
Louisiana.....	0	3	2	2	3	2	3	3	3	5	3	0	0	0	0	0	0
Maine.....	1	0	3	3	1	1	3	1	1	4	4	0	0	0	1	3	1
Massachusetts.....	19	15	13	20	16	19	16	13	16	18	8	11	19	10	15	20	11
Michigan.....	9	9	8	8	3	4	16	6	6	6	2	0	5	6	6	4	4
Minnesota.....	0	1	0	4	1	1	3	2	2	0	3	1	5	2	2	0	2
Mississippi.....	0	0	0	4	1	2	2	2	1	1	1	2	2	0	1	0	0
Missouri.....	5	3	6	0	1	4	1	4	2	1	0	0	0	0	3	2	0
Montana.....	0	2	0	0	0	0	1	1	1	0	0	0	0	0	1	0	0
Nebraska.....	0	2	0	0	0	0	0	0	0	0	0	2	0	2	1	0	0
Nevada.....	0	0	0	0	0	0	0	0	1	0	0	0	0	0	0	0	0
New Hampshire.....	1	0	3	0	0	2	0	1	1	4	1	4	0	0	0	1	1
New Jersey.....	30	13	30	44	20	20	47	28	29	16	14	13	22	25	37	72	17
New Mexico.....	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
New York.....	95	79	46	195	95	69	87	77	85	70	72	82	114	106	75	232	114
North Carolina.....	44	29	23	34	24	22	38	34	34	34	17	23	25	23	27	33	21
North Dakota.....	0	0	0	0	0	2	0	0	2	0	0	0	1	0	0	0	0
Ohio.....	15	9	6	9	10	3	8	10	10	4	7	8	13	8	10	7	11
Oklahoma.....	1	0	0	2	0	1	1	1	0	0	1	0	1	0	0	0	1
Oregon.....	3	0	0	0	0	2	0	0	1	5	1	1	0	1	1	3	0
Pennsylvania.....	178	104	82	116	92	62	74	52	77	69	66	80	113	63	74	61	47

Rhode Island.....	6	5	21	3	4	1	4	3	9	2	13	13	3	8	9	13	4
South Carolina.....	12	0	9	7	5	8	8	7	10	3	5	5	2	9	9	5	4
South Dakota.....	0	0	0	0	0	0	3	0	0	0	0	1	0	0	0	1	0
Tennessee.....	1	4	5	2	3	7	2	10	6	4	4	7	3	10	3	6	4
Texas.....	2	3	2	2	3	4	0	3	3	2	2	1	3	2	3	1	0
Utah.....	0	0	0	0	0	0	0	2	0	1	1	0	1	0	0	1	1
Vermont.....	0	0	0	0	0	0	0	0	0	0	0	0	0	2	0	0	0
Virginia.....	117	73	195	49	45	56	53	52	43	40	33	133	29	37	33	38	38
Washington.....	0	1	2	2	0	1	1	1	1	0	1	2	1	1	1	0	1
West Virginia.....	28	10	58	23	23	24	26	16	22	25	10	59	24	31	24	25	25
Wisconsin.....	1	0	0	1	0	0	1	0	0	1	0	0	0	1	0	0	0
Wyoming.....	0	0	1	0	0	0	0	0	0	0	0	0	0	1	0	0	0

Source: Research and Statistics, Maryland Unemployment Compensation Board.



## EXHIBIT 2—MIGRATION OF WORKERS ARISING FROM DEFENSE ACTIVITIES

REPORT BY JAMES H. WOODALL, EMPLOYMENT SECURITY REPRESENTATIVE, SOCIAL SECURITY BOARD, WASHINGTON, D. C.

Reports from the local State employment offices indicate that the movement of workers out of the Baltimore-Annapolis area has decreased to negligible proportions since the institution of the national-defense program. The immigration of workers has, however, reached appreciable levels; from 15,000 to 20,000 workers are estimated to have moved into the area in search of defense jobs, primarily on construction projects. These mass movements have not, however, created as yet any social problems of serious proportions.

## BALTIMORE

On the basis of the data available it is estimated that from 10,000 to 15,000 workers have moved into Baltimore and the immediate vicinity during the period of defense expansion. For the 2-week period ending March 1, 1941 approximately 12 percent of the registrants in the Baltimore local office were non-residents of Baltimore. Of these approximately 18 percent stated that reports of defense activity had attracted them to this area; 35 percent were transients; and 47 percent came on the advice of friends and relatives. The advertising of Baltimore employers in out-of-town papers was considered an important stimulant. The greatest single factor, however, was the publicity surrounding the building program at Fort George G. Meade; in particular the great majority of skilled workers came in response to rumors they had heard about opportunities there.

The nonresident group of registrants showed an increased percentage of native male whites and of skilled and semiskilled workers over the normal social and occupational distributions for this area. Of 194 cases analyzed 5 percent were Negroes; 3 percent aliens, and 15 percent females. Nearly 60 percent were heads of families and nearly all were within employable age limits. Nearly 14 percent were skilled workers and nearly 28 percent semiskilled; of the 112 in other groups 54 were classified as clerical and professional; 15 as domestics; and 43 as unskilled labor.

There is no indication that any considerable number of workers have become stranded without work. The majority of the migrants is reported to have been engaged on the construction project at Fort George G. Meade. Of the registrant group of nonresidents the majority of the skilled workers and a few of the clerical and professional group have been placed by the employment service, and it is believed that the remainder have found work through other sources.

For the registrant group of in-migrants 19 percent came from the outlying counties of this State and the majority of the remainder from New York, Virginia, Pennsylvania, and South Carolina in this order. It is probable, however, that the percentage of county-migrants is somewhat higher in this group than for the migrant group as a whole.

In general, no social problems have been created by this migration; housing, health, educational, and recreational facilities seem currently to be adequate. Around the Glenn L. Martin plant living conditions are not considered satisfactory. Many persons are living in trailers, garages, and summer cottages because of the lack of housing facilities in the immediate area of the plant and their apparent unwillingness to seek better living quarters at greater distance from the plant.

## ANNAPOLIS

In the city of Annapolis in-migration is negligible. It is believed, as a result of interviews with the few out-of-State workers who have applied for registration, that the lack of overtime on local projects has discouraged the "drifters."

About 1,200 skilled building craftsmen, recruited by the union locals in Baltimore and Washington, are employed on projects at the United States Naval Academy. These workers, however, commute daily from their homes by automobile. They, therefore, create none of the problems associated with in-migration.

## HARFORD COUNTY

As a result of the construction projects at Edgewood Arsenal and the Aberdeen Proving Grounds and of the expansion of the permanent force, in-migration of workers has been relatively important in this area. At Edgewood approximately 1,000 carpenters and 1,000 laborers have been recruited from other States since the latter part of 1940, and at Aberdeen about 900 carpenters and 1,000 laborers since the first part of 1941. In addition about 1,000 migrants have obtained civil-service jobs during the period of expansion.

In the construction field there were in addition some workers who came in "on their own" and did not find work. Although the number of such cases cannot be determined, it is believed to be small. There were only two cases in which the welfare agencies assisted stranded workers. In the civil service jobs, of course, the problem did not arise.

Very few of these workers brought their families with them in spite of the fact that nearly two-thirds were married. Both white and colored are employed, but no aliens, and no more than 5 percent women. The group was characterized by a wide range of ages. In addition to the carpenters and laborers, a few plumbers, sheet-metal workers, and equipment operators were employed in construction. The civil-service jobs were distributed among machinists, welders, pipe fitters, assemblers, and sewing-machine operators.

In this area the work is completely unionized. Recruitment was, therefore, carried on through union locals in other States under the impetus of high wages, in particular of the possibilities of much overtime at time-and-a-half and double-time pay. In the carpenter and unskilled out-of-State locals, in particular, the union business agents recruited labor which was formerly non-union.

The housing condition is acute. Every tourist camp within a 25-mile radius is occupied by these workmen; at least 25 percent are compelled to commute to their homes in Delaware and Pennsylvania; and large numbers are boarding with families in the 25-mile area. Sanitation and other health services and the water supply seem to be satisfactory. There are no recreation facilities within 35 miles, and it would seem probable that some provision for such facilities is necessary to prevent the development of serious social problems in this area.

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**EXHIBIT 3—WORK PROJECTS ADMINISTRATION REPORT**

BY HARRY D. WILLIAR, JR., STATE ADMINISTRATOR, WORK PROJECTS ADMINISTRATION,  
BALTIMORE, MD.

JUNE 26, 1941.

The following outlines the policy of the Maryland Work Projects Administration in the placing of certified persons in private employment and gives some general comments with reference to the farm labor situation in this State.

The Maryland State Employment Service is recognized by the Work Projects Administration as being the official placement agency in the State of Maryland, and all persons certified for Work Projects Administration work are required to keep an active registration with this employment agency. All Work Projects Administration workers are thus available for placement by the Maryland State Employment Service in any job they are capable of performing. Any refusal on the part of a certified person to accept any offer of private employment within the limits of the Work Projects Administration regulations is immediately removed from Work Projects Administration employment, if such refusal is brought to the attention of the Work Projects Administration.

The Work Projects Administration, while not assuming the role of a placement agency, will release workers direct to private employers if a certain individual is requested by name to take private employment under conditions set up in Work Projects Administration regulations.

The above policy applies to all industries, including farm employment, and is understood by the Maryland State Employment Service and by all employers who have had contacts with the Work Projects Administration.

The farm-labor shortage does not appear to be as acute as has been reported on numerous occasions. This opinion is based upon the fact that the Work Projects Administration Division of Employment has received very few requests to release workers direct to farmers, and comparatively few definite direct requests for farm labor from the Maryland State Employment Service.

Several weeks ago, on the basis of reports received from truck farmers in Baltimore County as to their prospective needs of labor, a tentative arrangement was made by the Work Projects Administration with the Maryland State Employment Service to release groups of laborers for farm employment in Baltimore County. To date, no such requests for groups of laborers have been received.

While there may be a serious farm labor shortage some time in the future, there is no evidence to the Work Projects Administration that such a problem exists at present.

There are attached hereto three (3) reports as listed below:

1. Report of the number of workers employed on Work Projects Administration and other Federal agency projects, by district, on the basis of county of residence and by sex, monthly, for the period July 1940 through May 1941.

2. Weekly report of employment under the work program in Maryland, monthly, for the period June 1940 through June 1941.

3. Estimated number of persons in need in Maryland, monthly, for the period March 1940 through May 1941.

In regard to the report listed in item 3—"Estimated number of persons in need," there is also attached a statement explaining the contents of column 4, headed "District's estimate of unmet need." May I request that at any time this figure is used it be clearly indicated that it is used only as an estimate.

No separate count was maintained showing the employment of persons by race. A State-wide survey was made of persons employed by the Work Projects Administration in Maryland on February 10, 1941, and tabulation as shown below of the figures obtained was prepared in two sections, one for Baltimore City and the other State-wide:

	Persons assigned			Persons awaiting assignment		
	Total	White	Negro	Total	White	Negro
Baltimore City.....	4, 794	2, 224	2, 570	244	113	131
State-wide.....	6, 664	4, 511	2, 153	313	211	102

#### WORK PROJECTS ADMINISTRATION OF MARYLAND

JUNE 25, 1941.

The monthly estimate of unmet need is an estimated number of employable persons who would be considered as in need and eligible for Work Projects Administration employment if application were made to the local referral agency and the number of persons who have applied for Work Projects Administration employment whose applications are pending investigation and referral to Work Projects Administration. This estimate is over and above those certified persons awaiting assignment or currently employed on Work Projects Administration projects. The estimate is made by the district managers in cooperation with the district employment officers and district social workers. The basis for developing the estimate of unmet need is through contacts made with the local public relief agencies, the Maryland State Employment Service and other local, State or Federal agencies such as the Commissioner of Labor and Statistics for Maryland, Farm Security Administration, and the Maryland Unemployment Compensation Board, for the purpose of forming conclusions as to the general conditions in the several counties. In order to obtain the best possible estimates, special consideration is given to such factors as employment opportunities in both the industrial and agricultural fields and the fishing, oystering, and crabbing industries; expansion of industries in connection with the national-defense program; separations from the Work Projects Administration because of 18 months continuous employment and other important seasonal employment conditions affecting the unmet need situation within the State.

*Estimated number of persons in need in Maryland*

MONTH OF MAY 1941

District and county	Employment May 28, 1941	Awaiting assignment and review May 28, 1941	District's estimate of unmet need	Total need
<b>District No. 1:</b>				
Baltimore City.....	3,313	432	1,000	4,745
Baltimore County.....	11	2	25	38
Cecil.....	72		25	97
Harford.....	102	7	20	129
Total.....	3,498	441	1,070	5,009
<b>District No. 2:</b>				
Allegany.....	1,437	82	275	1,794
Anne Arundel.....	199	12	25	236
Calvert.....			20	20
Carroll.....		27	10	37
Charles.....		37	15	52
Frederick.....	736	28	75	839
Garrett.....	504	20	125	649
Howard.....	41	7	20	68
Montgomery.....	44	1	20	65
Prince Georges.....	165	6	20	191
St. Marys.....		68	30	98
Washington.....	955	58	100	1,113
Total.....	4,081	346	735	5,162
<b>District No. 3:</b>				
Caroline.....	58	24	30	112
Dorchester.....	76	19	50	145
Kent.....			15	15
Queen Annes.....	62	4	25	91
Somerset.....	91	25	55	171
Talbot.....	13	2	15	30
Wicomico.....	171	17	50	238
Worcester.....	102	16	35	153
Total.....	573	107	275	955
Grand total.....	8,152	894	2,080	11,126

MONTH OF APRIL 1941

<b>District No. 1:</b>				
Baltimore City.....	3,502	572	1,300	5,374
Baltimore County.....	22	3	80	105
Cecil.....	77	4	60	141
Harford.....	112	5	35	152
Total.....	3,713	584	1,475	5,772
<b>District No. 2:</b>				
Allegany.....	1,503	221	325	2,049
Anne Arundel.....	249	19	25	293
Calvert.....			20	20
Carroll.....	71	10	20	101
Charles.....	40		15	55
Frederick.....	836	78	100	1,014
Garrett.....	549	82	150	781
Howard.....	47	8	20	75
Montgomery.....	46	3	20	69
Prince Georges.....	188	10	25	223
St. Marys.....	70	11	30	111
Washington.....	999	160	125	1,284
Total.....	4,598	602	875	6,075
<b>District No. 3:</b>				
Caroline.....	67	35	50	152
Dorchester.....	104	16	65	185
Kent.....	2		15	17
Queen Anne's.....	64	4	30	98
Somerset.....	117	30	80	227
Talbot.....	16	2	20	38
Wicomico.....	225	11	70	306
Worcester.....	140	14	40	194
Total.....	735	112	370	1,217
Grand total.....	9,046	1,298	2,720	13,064

*Estimated number of persons in need in Maryland—Continued*

MONTH OF MARCH 1941

District and county	Employment Apr. 30, 1941	Awaiting assign- ment and review Apr. 30, 1941	District's estimate of unmet need	Total need
<b>District No. 1:</b>				
Baltimore City.....	4,088	302	1,300	5,640
Baltimore County.....	25	1	100	126
Cecil.....	85	5	100	190
Harford.....	125	6	50	181
Total.....	4,273	314	1,550	6,137
<b>District No. 2:</b>				
Alegany.....	1,676	154	350	2,180
Anne Arundel.....	277	9	25	311
Calvert.....			20	20
Carroll.....	81	14	20	115
Charles.....	45		20	65
Frederick.....	375	77	125	1,077
Garrett.....	617	41	150	808
Howard.....	42	3	20	65
Montgomery.....	49	1	20	70
Prince George's.....	212	13	30	255
St. Mary's.....	81	10	40	131
Washington.....	1,163	105	150	1,418
Total.....	5,118	427	970	6,515
<b>District No. 3:</b>				
Caroline.....	78	72	80	230
Dorchester.....	121	26	95	242
Kent.....	1		30	31
Queen Anne's.....	46	19	40	105
Somerset.....	113	47	130	290
Talbot.....	11	3	40	54
Wicomico.....	331	18	135	484
Worcester.....	115	38	65	218
Total.....	816	223	615	1,654
Grand total.....	10,207	964	3,135	14,306

MONTH OF FEBRUARY 1941

<b>District No. 1:</b>				
Baltimore City.....	4,481	242	1,300	6,023
Baltimore County.....	23		100	123
Cecil.....	87	7	100	194
Harford.....	132	7	50	189
Total.....	4,723	256	1,550	6,529
<b>District No. 2:</b>				
Alegany.....	1,886	117	360	2,363
Anne Arundel.....	296	10	40	346
Calvert.....			30	30
Carroll.....	79	11	20	110
Charles.....	46		25	71
Frederick.....	1,008	51	125	1,184
Garrett.....	658	60	225	943
Howard.....	44		50	94
Montgomery.....	60	3	50	113
Prince Georges.....	225	14	50	289



## Estimated number of persons in need in Maryland—Continued

## MONTH OF FEBRUARY 1941—Continued

District and county	Employment, Jan. 29, 1941	Awaiting assign- ment and review, Jan. 29, 1941	District's estimate of unmet need	Total need
District No. 2—Continued				
St. Marys.....	85	8	50	143
Washington.....	1,359	90	175	1,624
Total.....	5,746	364	1,200	7,310
District No. 3:				
Caroline.....	100	72	95	267
Dorchester.....	117	16	110	243
Kent.....	.....	.....	50	50
Queen Annes.....	65	20	55	140
Somerset.....	125	51	180	356
Talbot.....	15	8	40	63
Wicomico.....	358	27	170	555
Worcester.....	144	43	85	272
Total.....	924	237	785	1,946
Grand total.....	11,393	857	3,535	15,785

## MONTH OF JANUARY 1941

District No. 1:				
Baltimore City.....	5,075	356	1,300	6,731
Baltimore County.....	24	.....	100	124
Cecil.....	86	5	100	191
Harford.....	152	9	50	211
Total.....	5,337	370	1,550	7,257
District No. 2:				
Allegany.....	1,903	149	275	2,327
Anne Arundel.....	310	10	35	355
Calvert.....	.....	.....	30	30
Carroll.....	70	7	25	102
Charles.....	45	.....	75	120
Frederick.....	1,007	66	150	1,223
Garrett.....	652	105	225	982
Howard.....	47	.....	50	97
Montgomery.....	52	8	75	135
Prince Georges.....	245	11	75	331
St. Marys.....	87	5	75	167
Washington.....	1,412	71	200	1,683
Total.....	5,830	432	1,290	7,552
District No. 3:				
Caroline.....	100	74	95	269
Dorchester.....	112	8	110	230
Kent.....	.....	.....	50	50
Queen Annes.....	90	5	55	150
Somerset.....	124	64	180	368
Talbot.....	18	8	40	66
Wicomico.....	345	43	170	558
Worcester.....	150	26	85	261
Total.....	939	228	785	1,952
Grand total.....	12,106	1,030	3,625	16,761

## Estimated number of persons in need in Maryland—Continued

MONTH OF DECEMBER 1940

District and county	Employment, Dec. 31, 1940	Awaiting assignment and review, Dec. 31, 1940	District's estimate of unmet need	Total need
<b>District No. 1:</b>				
Baltimore City.....	5,236	329	1,500	7,065
Baltimore County.....	23	2	125	150
Cecil.....	85	4	100	199
Harford.....	221	15	50	286
Total.....	5,575	350	1,775	7,700
<b>District No. 2:</b>				
Allegany.....	2,034	66	350	2,450
Anne Arundel.....	326	5	25	356
Calvert.....	—	—	25	25
Carroll.....	63	7	40	110
Charles.....	60	—	100	160
Frederick.....	967	61	150	1,178
Garrett.....	723	34	250	1,007
Howard.....	55	1	50	106
Montgomery.....	75	6	75	156
Prince Georges.....	280	6	75	361
St. Marys.....	82	9	100	191
Washington.....	1,389	87	200	1,676
Total.....	6,054	282	1,440	7,776
<b>District No. 3:</b>				
Caroline.....	94	47	75	216
Dorchester.....	115	12	85	212
Kent.....	—	—	35	35
Queen Annes.....	96	4	45	145
Somerset.....	121	90	150	361
Talbot.....	17	3	30	50
Wicomico.....	319	43	150	512
Worcester.....	156	30	75	261
Total.....	918	229	645	1,792
Grand total.....	12,547	861	3,860	17,268

MONTH OF NOVEMBER 1940

<b>District No. 1:</b>				
Baltimore City.....	5,750	369	1,200	7,319
Baltimore County.....	20	—	100	120
Cecil.....	93	6	50	149
Harford.....	219	14	25	258
Total.....	6,082	389	1,375	7,846
<b>District No. 2:</b>				
Alleany.....	2,023	97	400	2,520
Anne Arundel.....	354	8	40	402
Calvert.....	—	—	50	50
Carroll.....	62	2	25	89
Charles.....	66	—	100	166
Frederick.....	964	61	150	1,175
Garrett.....	741	34	300	1,075
Howard.....	91	—	75	166
Montgomery.....	75	2	100	177
Prince Georges.....	307	10	100	417
St. Marys.....	89	6	100	195
Washington.....	1,389	62	200	1,651
Total.....	6,161	282	1,640	8,083
<b>District No. 3:</b>				
Caroline.....	85	51	70	206
Dorchester.....	122	20	75	217
Kent.....	—	—	35	35
Queen Annes.....	93	8	40	141
Somerset.....	130	61	150	350
Talbot.....	15	11	25	40
Wicomico.....	290	30	150	457
Worcester.....	150	34	50	234
Total.....	894	215	595	1,704
Grand total.....	13,137	886	3,610	17,633

## Estimated number of persons in need in Maryland—Continued

MONTH OF OCTOBER 1940

District and county	Employment Oct. 30, 1940	Awaiting assign- ment and review Oct. 30, 1940	District's estimate of unmet need	Total need
<b>District No. 1:</b>				
Baltimore City.....	6,124	394	1,200	7,718
Baltimore County.....	19		100	119
Cecil.....	100	8	50	158
Harford.....	204	17	25	246
Total.....	6,447	419	1,375	8,241
<b>District No. 2:</b>				
Allegany.....	2,010	155	450	2,615
Anne Arundel.....	382	8	40	430
Calvert.....			25	25
Carroll.....	82	1	25	108
Charles.....	75		100	175
Frederick.....	991	47	100	1,138
Garrett.....	787	76	350	1,213
Howard.....	107	8	100	215
Montgomery.....	86	2	150	238
Prince Georges.....	352	14	150	516
St. Marys.....	89	1	100	190
Washington.....	1,383	46	200	1,629
Total.....	6,344	358	1,790	8,492
<b>District No. 3:</b>				
Caroline.....	83	37	50	170
Dorchester.....	134	36	100	270
Kent.....			25	25
Queen Annes.....	92	3	30	125
Somerset.....	146	46	125	317
Talbot.....	14	7	25	46
Wicomico.....	248	53	100	401
Worcester.....	133	42	50	225
Total.....	850	224	505	1,579
Grand total.....	13,641	1,001	3,670	18,312

MONTH OF SEPTEMBER 1940

District and county	Employment, Sept. 25, 1940	Awaiting assign- ment and review, Sept. 25, 1940	District's estimate of unmet need	Total need
<b>District No. 1:</b>				
Baltimore City.....	6,359	507	1,600	8,466
Baltimore County.....	16	2	100	118
Cecil.....	103	22	50	175
Harford.....	210	19	25	254
Total.....	6,688	550	1,775	9,013
<b>District No. 2:</b>				
Allegany.....	1,940	274	500	2,714
Anne Arundel.....	417	17	25	459
Calvert.....			25	25
Carroll.....	125	2	25	152
Charles.....	76		50	126
Frederick.....	1,022	17	100	1,139
Garrett.....	715	55	250	1,020
Howard.....	119	7	75	201
Montgomery.....	99	1	100	200
Prince Georges.....	362	21	75	458
St. Marys.....	96	2	75	173
Washington.....	1,352	99	200	1,651
Total.....	6,323	495	1,500	8,318

*Estimated number of persons in need in Maryland—Continued*

## MONTH OF SEPTEMBER 1940—Continued

District and county	Employment Oct. 30, 1940	Awaiting assignment and review Oct. 30, 1940	District's estimate of unmet need	Total need
District No. 3:				
Caroline .....	81	43	50	174
Dorchester .....	122	61	125	308
Kent .....		2	30	32
Queen Annes .....	90	4	30	124
Somerset .....	152	42	125	319
Talbot .....	14	5	20	39
Wicomico .....	251	56	75	382
Worcester .....	111	52	50	213
Total .....	821	265	505	1,591
Grand total .....	13,832	1,310	3,780	18,922

## MONTH OF AUGUST 1940

District and county	Employment Aug. 28, 1940	Awaiting assignment and review Aug. 28, 1940	District's estimate of unmet need	Total need
District No. 1:				
Baltimore City .....	6,606	467	1,400	8,473
Baltimore County .....	20	21	85	126
Cecil .....	96	49	50	195
Harford .....	254	15	25	294
Total .....	6,976	552	1,560	9,088
District No. 2:				
Allegany .....	1,961	235	450	2,646
Anne Arundel .....	445	23	50	518
Calvert .....			25	25
Carroll .....	117	2	25	144
Charles .....	73	2	25	100
Frederick .....	1,079	20	100	1,199
Garrett .....	760	37	200	997
Howard .....	144	10	100	254
Montgomery .....	96	1	100	197
Prince Georges .....	369	30	100	499
St. Marys .....	108	2	50	160
Washington .....	1,514	94	200	1,808
Total .....	6,666	456	1,425	8,547
District No. 3:				
Caroline .....	74	34	40	148
Dorchester .....	142	61	100	303
Kent .....		2	30	32
Queen Annes .....	87	13	30	130
Somerset .....	151	19	100	270
Talbot .....	10	7	20	37
Wicomico .....	251	65	50	366
Worcester .....	138	18	40	196
Total .....	853	219	410	1,482
Grand total .....	14,495	1,227	3,395	19,117

## Estimated number of persons in need in Maryland—Continued

MONTH OF JULY 1940

District and county	Employment, July 31, 1940	Awaiting assignment and review July 31, 1940	District's estimate of unmet need	Total need
<b>District No. 1:</b>				
Baltimore City.....	6,592	519	1,400	8,511
Baltimore County.....	22	21	85	128
Cecil.....	153	12	50	215
Harford.....	236	12	25	273
Total.....	7,003	564	1,560	9,127
<b>District No. 2:</b>				
Allegany.....	1,918	189	500	2,607
Anne Arundel.....	417	15	50	482
Calvert.....			25	25
Carroll.....	123	2	25	150
Charles.....	78	2	50	130
Frederick.....	1,098	26	100	1,224
Garrett.....	704	29	250	983
Howard.....	132	4	100	236
Montgomery.....	110	3	100	213
Prince Georges.....	460	17	100	577
St. Marys.....	108	2	75	185
Washington.....	1,524	49	250	1,823
Total.....	6,672	338	1,625	8,635
<b>District No. 3:</b>				
Carolina.....	75	47	5	127
Dorchester.....	144	86	10	240
Kent.....		2	5	7
Queen Annes.....	91	22	5	118
Somerset.....	118	35	10	163
Talbot.....	20	4	5	29
Wicomico.....	260	80	10	350
Worcester.....	121	41	5	167
Total.....	829	317	55	1,201
Grand total.....	14,505	1,219	3,240	18,963

MONTH OF JUNE 1940

District and county	Employment, June 26, 1940	Awaiting assignment and review June 26, 1940	District's estimate of unmet need	Total need
<b>District No. 1:</b>				
Baltimore City.....	6,756	649	1,800	9,205
Baltimore County.....	26	21	125	172
Cecil.....	164	12	50	226
Harford.....	280	20	25	325
Total.....	7,226	702	2,000	9,928
<b>District No. 2:</b>				
Allegany.....	1,935	520	700	3,155
Anne Arundel.....	411	15	75	501
Calvert.....		4	25	29
Carroll.....	138	7	50	195



## Estimated number of persons in need in Maryland—Continued

## MONTH OF JUNE 1940—Continued

District and county	Employment Aug. 28, 1940	Awaiting assign- ment and review Aug. 28, 1940	District's estimate of unmet need	Total need
District No. 2—Continued.				
Charles .....	73	16	75	164
Frederick .....	1,102	68	200	1,370
Garrett .....	677	73	250	1,000
Howard .....	115	18	150	283
Montgomery .....	123	7	200	330
Prince Georges .....	507	25	150	682
St. Marys .....	101	22	100	223
Washington .....	1,461	264	325	2,050
Total .....	6,643	1,039	2,300	9,982
District No. 3:				
Caroline .....	62	78	5	145
Dorchester .....	66	194	10	270
Kent .....	6	6	5	11
Queen Annes .....	95	29	5	129
Somerset .....	151	53	10	214
Talbot .....	20	6	5	31
Wicomico .....	247	121	10	378
Worcester .....	137	32	5	174
Total .....	778	519	55	1,352
Grand total .....	14,647	2,260	4,355	21,262

## MONTH OF MAY 1940

District No. 1:				
Baltimore City .....	6,867	707	1,800	9,374
Baltimore County .....	26	23	200	249
Cecil .....	234	14	100	348
Harford .....	306	30	100	436
Total .....	7,433	774	2,200	10,407
District No. 2:				
Allegany .....	2,071	410	600	3,081
Anne Arundel .....	426	14	125	565
Calvert .....	4	4	40	44
Carroll .....	150	9	50	209
Charles .....	79	15	80	174
Frederick .....	1,137	76	275	1,488
Garrett .....	697	105	275	1,077
Howard .....	118	23	200	341
Montgomery .....	122	12	300	434
Price Georges .....	497	23	200	720
St. Marys .....	121	15	125	261
Washington .....	1,530	251	350	2,131
Total .....	6,948	957	2,620	10,525

## Estimated number of persons in need in Maryland—Continued

MONTH OF MAY 1940—Continued

District and county	Employment Apr. 1, 1940	Awaiting assign- ment and review Apr. 1, 1940	District's estimate of unmet need	Total need
District No. 3:				
Caroline.....	131	48	10	189
Dorchester.....	189	107	60	356
Kent.....		18	20	38
Queen Annes.....	106	21	10	137
Somerset.....	162	58	20	240
Talbot.....	12	79	10	101
Wicomico.....	339	65	65	469
Worcester.....	133	7	15	155
Total.....	1,072	403	210	1,685
Grand total.....	15,453	2,134	5,030	22,617

MONTH OF APRIL 1940

District No. 1:				
Baltimore City.....	6,735	754	2,000	9,489
Baltimore County.....	30	22	300	352
Cecil.....	261	19	100	380
Harford.....	325	55	175	555
Total.....	7,351	850	2,575	10,776
District No. 2:				
Allegheny.....	1,918	459	455	2,832
Anne Arundel.....	437	60	160	657
Calvert.....		3	40	43
Carroll.....	143	22	65	230
Charles.....	77	18	103	198
Frederick.....	1,149	91	357	1,597
Garrett.....	641	113	215	969
Howard.....	126	14	234	374
Montgomery.....	131	13	375	519
Prince Georges.....	497	28	218	743
St. Marys.....	123	8	145	276
Washington.....	1,595	242	265	2,102
Total.....	6,837	1,071	2,632	10,540
District No. 3:				
Caroline.....	140	50	93	283
Dorchester.....	185	183	304	672
Kent.....		32	152	184
Queen Annes.....	107	24	70	201
Somerset.....	128	166	174	468
Talbot.....	11	13	119	143
Wicomico.....	348	137	231	716
Worcester.....	158	66	86	310
Total.....	1,077	671	1,229	2,977
Grand total.....	15,265	2,592	6,436	24,293

*Estimated number of persons in need in Maryland—Continued*

MONTH OF MARCH 1940

District and county	Employment, Mar. 13, 1940	Awaiting assignment and review, Mar. 13, 1940	District's estimate of unmet need	Total need
<b>District No. 1:</b>				
Baltimore City.....	7,065	772	5,000	12,837
Baltimore County.....	27	70	300	397
Cecil.....	266	19	250	535
Harford.....	368	52	150	570
Total.....	7,726	913	5,700	14,339
<b>District No. 2:</b>				
Alleghany.....	2,073	214	800	3,087
Anne Arundel.....	425	49	150	624
Calvert.....			200	200
Carroll.....	150	15	75	240
Charles.....	77	6	200	283
Frederick.....	1,151	66	200	1,417
Garrett.....	627	65	200	892
Howard.....	103	17	100	220
Montgomery.....	124	6	250	380
Prince Georges.....	572	23	200	795
St. Marys.....	133	17	200	350
Washington.....	1,723	98	400	2,221
Total.....	7,158	576	2,975	10,709
<b>District No. 3:</b>				
Caroline.....	151	50	124	325
Dorchester.....	180	186	406	772
Kent.....		43	191	234
Queen Annes.....	112	18	88	218
Somerset.....	157	189	233	579
Talbot.....	12	12	171	195
Wicomico.....	358	266	347	971
Worcester.....	180	65	108	353
Total.....	1,150	829	1,668	3,647
Grand total.....	16,034	2,318	10,343	28,695

*Work Projects Administration of Maryland—Weekly report of employment under the work program in Maryland—Week ending June 18, 1941*

WEEK ENDING JUNE 18, 1941

District office and county of employee's residence	State sponsored		Other Federal agencies	Total employment	Noncertified	Non-security	
	Approved quotas	Actual employment					
District No. 1.....	3, 650	2, 822	654	3, 476	206	152	
Baltimore City.....		2, 683	1 621	3, 304	190	141	
Baltimore.....		20	1	21	12	8	
Cecil.....		65	3	68	3	3	
Harford.....		54	29	83	1		
District No. 2.....	3, 850	3, 840	263	4, 103	330	212	
Allegany.....		1, 486	24	1, 510	151	91	
Anne Arundel.....		156	47	203	32	14	
Calvert.....							
Carroll.....		1		1	1	1	
Charles.....							
Frederick.....		624	83	707	51	42	
Garrett.....		528	14	542	38	18	
Howard.....		18	27	45	1	1	
Montgomery.....		15	20	35			
Prince Georges.....		123	43	166	8	7	
St. Marys.....							
Washington.....		889	5	894	48	38	
District No. 3.....	500	509	11	520	33	31	
Caroline.....		60		60	4	3	
Dorchester.....		65		65	3	3	
Kent.....		2		2	2	2	
Queen Annes.....		55		55			
Somerset.....		80		80	4	4	
Talbot.....		11		11	2	2	
Wicomico.....		140	11	151	13	12	
Worcester.....		96		96	5	5	
Grand total.....	8, 000	7, 171	928	8, 099	569	395	
			1	2	3		
District wide O. P.'s (included above).....		800	413	271	116	55	45
Nursery schools.....		110	66	27	17	8	6
Penal education.....		8	8				
Recreation.....		133	48	43	42	16	14
Maryland State Planning Board.....		13	13			1	1
Sewing rooms.....		339	110	172	57	16	13
Library Extension Service.....		68	46	22		5	4
State arts program.....		45	45			4	3
Historical records.....		84	77	7		5	4

<sup>1</sup> Includes 15 persons on the Nation-wide research projects.

Supply fund (included above) district office 1, 73; district office 2, 88; district office 3, 9; total 170 persons.

Included above are the following persons on the Savage River Dam project—Allegany County, 668; Garrett County, 273; total 941. Noncertified 130; nonsecurity 62.

Included above are 538 persons on the Baltimore Municipal Airport.

Included above are 96 persons on the National Guard hangar project at the Municipal Airport.

*Work Projects Administration of Maryland—Weekly report of employment  
under the work program of Maryland—Week ending June 18, 1941—Con.*

WEEK ENDING MAY 27, 1941

District office and county of employee's residence	State sponsored		Other Federal agencies	Total employment	Noncertified	Non-security	
	Approved quotas	Actual employment					
District No. 1.....	3,900	3,090	620	3,710	212	153	
Baltimore City.....		2,922	<sup>2</sup> 588	3,510	197	142	
Baltimore.....		20	2	22	11	8	
Cecil.....		72	3	75	3	3	
Harford.....		76	27	103	1		
District No. 2.....	4,100	4,128	282	4,410	329	220	
Allegany.....		1,555	25	1,580	143	90	
Anne Arundel.....		182	50	232	33	18	
Calvert.....							
Carroll.....		1		1	1	1	
Charles.....							
Frederick.....		703	88	791	55	45	
Garrett.....		517	21	538	34	17	
Howard.....		18	24	42	1	1	
Montgomery.....		16	28	44			
Prince Georges.....		132	41	173	8	8	
St. Marys.....							
Washington.....		1,004	5	1,009	54	40	
District No. 3.....	700	592	17	609	36	33	
Caroline.....		62		62	4	3	
Dorchester.....		79	1	80	4	3	
Kent.....		2		2	2	2	
Queen Annes.....		62		62			
Somerset.....		95		95	4	4	
Talbot.....		15		15	2	2	
Wicomico.....		170	16	186	15	14	
Worcester.....		107		107	5	5	
Grand total.....	8,700	7,810	919	8,729	577	406	
			1	2	3		
District wide O. P.'s (included above).....		747	395	244	108	59	47
Nursery Schools.....		107	68	26	13	9	6
Penal Education.....		8	8				
Recreation.....		116	39	42	35	16	14
Maryland State Planning Board.....		13	13			1	1
Sewing Rooms.....		306	100	146	60	16	13
Library Extension Service.....		67	45	22		5	4
State Arts Program.....		46	46			6	5
Historical Records.....		84	76	8		6	4

<sup>1</sup> Includes 22 persons on the Nation-wide research projects.

Supply fund (included above) district office, 1-80; district office 2-79; district office 3-9; total, 168 persons. Included above are the following persons on the Savage River Dam project, Allegany County, 688; Garrett County, 271; total, 959; noncertified, 118; nonsecurity 60.

Included above are 620 persons on the Baltimore Municipal Airport project.

Included above are 109 persons on the National Guard hangar project at the Municipal Airport.



Work Projects Administration of Maryland—Weekly report of employment under the work program of Maryland—Week ending June 18, 1941—Con.

WEEK ENDING APR. 30, 1941

District office and county of employee's residence	State sponsored		Other Federal agencies	Total employment	Noncertified	Nonsecurity	
	Approved quotas	Actual employment					
District No. 1.....	3,900	3,109	304	3,713	218	158	
Baltimore City.....		2,933	<sup>3</sup> 569	3,502	203	149	
Baltimore.....		20	2	22	11	6	
Cecil.....		74	3	77	3	3	
Harford.....		82	30	112	1		
District No. 2.....	4,300	4,322	276	4,598	330	233	
Allegheny.....		1,481	22	1,503	136	85	
Anne Arundel.....		187	62	249	32	22	
Calvert.....							
Carroll.....		71		71	5	3	
Charles.....		40		40	2	1	
Frederick.....		759	77	836	56	46	
Garrett.....		534	<sup>3</sup> 15	549	31	15	
Howard.....		23	24	47	1	1	
Montgomery.....		20	26	46			
Prince Georges.....		142	46	188	9	8	
St. Marys.....		70		70	4	2	
Washington.....		995	4	999	54	50	
District No. 3.....	800	718	17	735	40	37	
Caroline.....		67		67	4	3	
Dorchester.....		103	1	104	4	3	
Kent.....		2		2	2	2	
Queen Annes.....		64		64			
Somerset.....		117		117	6	6	
Talbot.....		16		16	2	2	
Wicomico.....		225		225	16	15	
Worcester.....		124	16	140	6	6	
Subtotal.....	9,000	8,149	897	9,046	588	428	
Residents of other States.....			36	36	1	1	
Grand total.....	9,000	8,149	933	9,082	589	429	
			1	2	3		
District wide O. P.'s (included above).....		804	413	275	116	63	52
Nursery schools.....		99	69	17	13	9	6
Penal education.....		8	8				
Recreation.....		130	27	57	36	17	15
Maryland State Planning Board.....		15	15			1	1
Sewing rooms.....		343	108	170	65	18	14
Library extension service.....		66	44	22		5	4
State arts program.....		50	49	1		6	5
Historical records.....		93	83	8	2	7	7

<sup>3</sup> Includes 14 persons on the Nation-wide research projects.

NOTE. Included above are 36 persons on O. P. 105-3-25-54, all residents of Washington, D. C., 1 noncertified and 1 nonsecurity.

Supply fund (included above) district office 1, 88; district office 2, 85; district office 3, 11; total 184 persons.

Included above are the following persons on the Savage River Dam project: Allegany County, 587; Garrett County, 244; total 831 persons; 115 noncertified and 59 nonsecurity.

Included above are 406 persons on the Baltimore Municipal Airport project.

Included above are 104 persons on the National Guard hangar project at the Municipal Airport.

Work Projects Administration of Maryland—Weekly report of employment under the work program of Maryland—Week ending June 18, 1941—Con.

WEEK ENDING MAR. 26, 1941

District office and county of employee's residence	State sponsored		Other Federal agencies	Total employment	Noncertified	Nonsecurity	
	Approved quotas	Actual employment					
District No. 1.....		3,607	666	4,273	240	175	
Baltimore City.....		3,410	628	4,038	222	163	
Baltimore.....		22	3	25	12	7	
Cecil.....		82	3	85	3	3	
Harford.....		93	32	125	3	2	
District No. 2.....		4,835	283	5,118	312	241	
Allegany.....		1,650	26	1,676	111	87	
Anne Arundel.....		215	62	277	36	24	
Calvert.....							
Carroll.....		81		81	5	3	
Charles.....		45		45	2	1	
Frederick.....		788	87	875	60	45	
Garrett.....		607	10	617	24	16	
Howard.....		22	20	42	1	1	
Montgomery.....		21	28	49			
Prince Georges.....		162	50	212	11	9	
St. Marys.....		81		81	4	2	
Washington.....		1,163		1,163	58	53	
District No. 3.....		798	18	816	43	39	
Caroline.....		78		78	4	3	
Dorchester.....		120	1	121	6	5	
Kent.....		1		1	1	1	
Queen Annes.....		46		46	1	1	
Somerset.....		113		113	6	6	
Talbot.....		11		11	2	2	
Wicomico.....		314	17	331	19	17	
Worcester.....		115		115	4	4	
Subtotal.....		9,240	967	10,207	595	455	
Residents of other States.....			51	51	1	1	
Grand total.....		9,240	1,018	10,258	596	456	
			1	2	3		
District-wide O. P.'s (included above).....		1,025	607	291	127	66	54
Nursery schools.....		127	81	23	23	9	6
Penal education.....		10	10				
Recreation.....		209	79	92	38	19	17
Maryland State Planning Board.....		26	26			2	2
Sewing rooms.....		379	172	143	64	19	14
Literary extension service.....		70	49	21		4	3
State arts program.....		80	79	1		6	5
Historical records.....		124	111	11	2	7	7

\* Includes 15 persons on the Nation-wide research projects.

NOTE.—Included above are 51 persons on O. P. 105-3-25-54, all residents of Washington, D. C.—1 noncertified and 1 nonsecurity.

Supply fund (included above) district office 1, 105 persons; district office 2, 132 persons; district office 3, 13 persons; total, 250 persons.

Included above are the following persons on the Savage River Dam project—Allegany County, 559 persons; Garrett County, 100; total, 659; noncertified 75, and nonsecurity 56.

Included above are 385 persons on the Baltimore Municipal Airport project.

Included above are 87 persons on the National Guard hangar project at the Baltimore Municipal Airport.

Work Projects Administration of Maryland—Weekly report of employment under the work program of Maryland—Week ending June 18, 1941—Con.

WEEK ENDING FEB. 26, 1941

District office and county of employee's residence	State sponsored		Other Federal agencies	Total employment	Noncertified	Non-security	
	Approved quotas	Actual employment					
District No. 1.....		3,952	771	4,723	251	174	
Baltimore City.....		3,754	4 727	4,481	235	163	
Baltimore.....		20	3	23	11	7	
Cecil.....		84	3	87	1	1	
Harford.....		94	38	132	4	3	
District No. 2.....		5,412	334	5,746	313	244	
Allegany.....		1,860	26	1,886	110	84	
Anne Arundel.....		223	73	296	37	28	
Calvert.....							
Carroll.....		79		79	5	3	
Charles.....		46		46	2	1	
Frederick.....		897	111	1,008	63	50	
Garrett.....		649	4 9	658	23	16	
Howard.....		24	20	44	1	1	
Montgomery.....		22	38	60			
Prince Georges.....		168	57	225	14	11	
St. Marys.....		85		85	4	2	
Washington.....		1,359		1,359	54	48	
District No. 3.....		907	17	924	51	45	
Caroline.....		100		100	5	4	
Dorchester.....		116	1	117	7	5	
Kent.....							
Queen Annes.....		65		65	4	4	
Somerset.....		125		125	6	6	
Talbot.....		15		15	1	1	
Wocomico.....		342	16	358	22	20	
Worcester.....		144		144	6	5	
Subtotal.....		10,271	1,122	11,393	615	463	
Residents of other States.....			55	55	1	1	
Grand total.....		10,271	1,177	11,448	616	464	
			1	2	3		
District-wide O. P.'s (included above).....		1,146	675	325	146	73	58
Nursery schools.....		132	87	25	20	10	6
Penal education.....		10	10				
Recreation.....		237	96	95	46	19	17
Maryland State Planning Board.....		26	26			3	3
Sewing rooms.....		457	208	173	76	24	17
Library extension service.....		72	52	20		4	3
Consumption goods and services.....		2	2				
State arts program.....		76	75	1		6	5
Historical records.....		134	119	11	4	7	7

\* Includes 15 persons on nation-wide research projects.

NOTE.—Included above are 55 persons on O. P. 105-3-25-54. All residents of Washington, D. C., 1 noncertified and 1 nonsecurity.

Supply fund (included above), district office 1, 115; district office 2, 142; district office 3, 14; total, 271 persons.

Included above are the following persons on the Savage River Dam project: Allegany County, 566; Garrett County, 104; total, 670 persons; 70 noncertified and 51 nonsecurity.

Included above are 354 persons on the Baltimore Municipal Airport.

Included above are 92 persons on the National Guard Hangar project at the Baltimore Municipal Airport.

Work Projects Administration of Maryland—Weekly report of employment under the work program of Maryland—Week ending June 18, 1941—Con.

WEEK ENDING JAN. 29, 1941

District office and county of employee's residence	State sponsored		Other Federal agencies	Total employment	Noncertified	Non-security
	Approved quotas	Actual employment				
District No. 1.....	6,300	4,164	1,173	5,337	241	167
Baltimore City.....		3,959	<sup>1</sup> 1,116	5,075	223	152
Baltimore.....		21	3	24	10	8
Cecil.....		81	5	86	1	1
Harford.....		103	49	152	7	6
District No. 2.....	6,400	5,496	334	5,830	304	233
Alleghany.....		1,874	29	1,903	95	73
Anne Arundel.....		225	85	310	37	26
Carroll.....		70		70	4	2
Charles.....		45		45	2	1
Frederick.....		909	98	1,007	65	49
Garrett.....		644	<sup>2</sup> 8	652	22	16
Howard.....		25	22	47	1	1
Montgomery.....		25	27	52		
Prince Georges.....		180	65	245	14	11
St. Marys.....		87		87	4	2
Washington.....		1,412		1,412	60	52
District No. 3.....	1,000	921	18	939	49	42
Caroline.....		100		100	5	4
Dorchester.....		111	1	112	7	5
Queen Annes.....		90		90	4	4
Somerset.....		124		124	6	6
Talbot.....		18		18	1	1
Wicomico.....		328	17	345	21	19
Worcester.....		150		150	5	3
Grand total.....	13,700	10,581	1,525	12,106	594	442
			1	2	3	
District-wide O. P.'s (included above).....	1,174	686	345	143	70	55
Nursery schools.....		122	79	25	18	9
Penal education.....		11	11			
Recreation.....		235	94	99	42	19
Maryland State Planning Board.....		27	27			3
Sewing rooms.....		507	238	189	80	23
Library extension service.....		71	49	22		3
Consumption goods and services.....		2	2			
State arts program.....		82	81	1		6
Historical records.....		115	103	9	3	6
Inventory data on selected wills.....		2	2			1

<sup>1</sup> Includes 25 persons on Nationwide Research Projects.

NOTE.—Not included above are the following persons—35 on o. p. 105-3-25-54, all residents of Washington, D. C., 1 noncertified and 1 nonsecurity.

Supply fund (included above) district office 1, 126 persons—district office 2, 156 persons—district office 3, 14 persons—Total 296 persons.

Included above are the following persons on the Savage River Dam Project—Alleghany County, 606 persons—Garrett County, 107 persons—Total, 713 persons.

Included above are 110 persons on the National Guard Hangar Project at the Baltimore City Municipal Airport.

Included above are 435 persons on the Baltimore Municipal Airport Project.

Work Projects Administration of Maryland—Weekly report of employment under the work program of Maryland—Week ending June 18, 1941—Con.

WEEK ENDING DEC. 31, 1940

District office and county of employee's residence	State sponsored		* Other Federal agencies	Total employment	Noncertified	Non-security
	Approved quotas	Actual employment				
District No. 1.....	6,300	4,240	1,335	5,575	250	174
Baltimore City.....		3,988	<sup>1</sup> 1,248	5,236	231	161
Baltimore.....		20	3	23	10	6
Cecil.....		90	5	95	1	
Harford.....		142	79	221	8	7
District No. 2.....	6,400	5,620	434	6,054	319	240
Allegany.....		2,005	29	2,034	102	75
Anne Arundel.....		237	89	326	40	30
Calvert.....						
Carroll.....		63		63	4	2
Charles.....		59	1	60	2	1
Frederick.....		872	95	967	65	49
Garrett.....		715	18	723	24	16
Howard.....		28	27	55		
Montgomery.....			75	75	1	
Prince Georges.....		170	110	280	22	14
St. Marys.....		82		82	4	2
Washington.....		1,389		1,389	55	51
District No. 3.....	1,000	908	10	918	48	40
Caroline.....		94		94	5	4
Dorchester.....		114	1	115	7	5
Kent.....						
Queen Annes.....		96		96	4	3
Somerset.....		121		121	6	6
Talbot.....		17		17	1	1
Wicomico.....		310	9	319	19	17
Worcester.....		156		156	6	4
Grand total.....	13,700	10,768	1,779	12,547	617	454
			1	2	3	
District-wide O. P.'s (included above).....	1,241	730	372	139	76	58
Nursery schools.....		126	84	24	18	9
Penal education.....		11	11			
Recreation.....		245	99	102	44	20
Maryland State Planning Board.....		27	27			3
Sewing rooms.....		558	274	211	73	26
Library extension service.....		73	50	23		4
Consumption goods and services.....		2	2			
State arts program.....		82	81	1		6
Historical records.....		111	96	11	4	7
Inventory data on selected wills.....		6	6			1

<sup>1</sup> Includes 15 persons on Nation-wide research projects.

Note: Not included above are the following persons: 3 on Beltsville, 42 on O. P. 105-3-25-54. All residents of Washington, D. C., 3 noncertified and 3 nonsecurity.

Supply fund (included above) district office 1, 133; district office 2, 176; district office 3, 14; total, 323 persons. Included above are the following persons on the Savage River Dam project: Allegany County, 645; Garrett County, 112; total, 757 persons.

Included above are 466 persons on the Baltimore City Municipal Airport.

Included above are 75 persons on the National Guard hangar project at Baltimore City Municipal Airport.



Work Projects Administration of Maryland—Weekly report of employment under the work program of Maryland—Week ending June 18, 1941—Con.

WEEK ENDING NOV. 27, 1940

District office and county of employee's residence	State sponsored		Other Federal agencies	Total employment	Noncertified	Non-security	
	Approved quotas	Actual employment					
District No. 1.....	7,000	4,948	1,134	6,082	256	171	
Baltimore City.....		4,701	° 1,049	5,750	236	157	
Baltimore.....		20		20	10	6	
Cecil.....		88	5	93	2	1	
Harford.....		139	80	219	8	7	
District No. 2.....	6,700	5,649	512	6,161	358	256	
Allegany.....		1,985	38	2,023	113	78	
Anne Arundel.....		258	96	354	47	34	
Calvert.....							
Carroll.....		62		62	6	3	
Charles.....		65	1	66	2	1	
Frederick.....		863	101	964	70	51	
Garrett.....		732	° 9	741	26	15	
Howard.....		28	63	91			
Montgomery.....			75	75	1		
Prince Georges.....		178	129	307	26	16	
St. Marys.....		89		89	4	2	
Washington.....		1,389		1,389	63	56	
District No. 3.....	1,000	894		894	47	39	
Caroline.....		85		85	4	2	
Dorchester.....		122		122	6		
Kent.....							
Queen Annes.....		93		93	3	2	
Somerset.....		139		139	6	6	
Talbot.....		15		15	1	1	
Wicomico.....		290		290	19	17	
Worcester.....		150		150	8	6	
Grand total.....	14,700	11,491	1,646	13,137	661	466	
			1	2	3		
District-wide O. P.'s (included above).....		1,276	739	397	140	75	54
Nursery schools.....		123	83	23	17	9	5
Penal education.....		12	12				
Recreation.....		252	97	110	45	20	17
Maryland State Planning Board.....		30	30			3	3
Sewing rooms.....		583	282	229	72	26	16
Library extension service.....		75	52	23		4	1
Consumption goods and services.....		4	4				
State arts program.....		83	82	1		5	4
Historical records.....		104	87	11	6	7	7
Inventory data on selected wills.....		10	10			1	1

° Includes 17 persons on Nation-wide research projects.

NOTE.—Not included above are the following persons: 3 on Beltsville, 49 on 105-3-25-54, all residents of Washington, D. C., 4 noncertified, and 3 nonsecurity.

Supply fund (included above) district office 1, 141 persons; district office 2, 195 persons; district office 3, 14 persons; total, 350 persons.

Included above are the following persons on the Savage River Dam: Allegany County, 729 persons; Garrett County, 120 persons; total, 849 persons.

Included above are 543 persons on the Baltimore Municipal Airport project.

Work Projects Administration of Maryland—Weekly report of employment under the work program of Maryland—Week ending June 18, 1941—Con.

WEEK ENDING OCT. 30, 1940

District office and county of employee's residence	State sponsored		Other Federal agencies	Total employment	Noncertified	Non-security
	Approved quotas	Actual employment				
District No. 1.....	6,825	5,322	1,125	6,447	263	165
Baltimore City.....		5,095	1,039	6,124	244	150
Baltimore.....		17	2	19	7	5
Cecil.....		93	7	100	3	1
Harford.....		127	77	204	9	9
District No. 2.....	6,800	5,777	567	6,344	373	257
Allegany.....		1,972	38	2,010	117	80
Anne Arundel.....		272	110	382	51	36
Calvert.....						
Carroll.....		92		82	6	3
Charles.....		74	1	75	2	1
Frederick.....		886	105	991	68	52
Garrett.....		778	9	787	31	14
Howard.....		37	70	107		
Montgomery.....			86	86	1	
Prince Georges.....		204	148	352	30	14
St. Marys.....		89		89	4	3
Washington.....		1,383		1,383	63	54
District No. 3.....	875	850		850	42	32
Caroline.....		83		83	4	2
Dorchester.....		134		134	5	4
Kent.....						
Queen Annes.....		92		92	2	1
Somerset.....		146		146	6	6
Talbot.....		14		14	1	1
Wicomico.....		248		248	17	13
Worcester.....		133		133	7	5
Grand total.....	14,500	11,949	1,692	13,641	678	454
			1	2	3	
State-wide O. P.'s (included above).....		1,307	768	398	141	74
Nursery schools.....		120	79	27	17	9
Penal education.....		10	10			
Recreation.....		250	100	104	46	20
Maryland State Planning Board.....		33	33		3	3
Sewing rooms.....		593	290	231	72	25
Library extension service.....		77	54	23		4
Consumption goods and services.....		13	13			1
State arts program.....		86	85	1		5
Historical records.....		122	104	12	6	7

<sup>1</sup>Includes 19 persons on Nation-wide research project.

NOTE.—Not included above are the following persons: 3 on Beltsville, 53 on O. P. 105-3-25-54, all residents of Washington, D. C., 4 noncertified and 3 nonsecurity.

Supply fund (included above) District Office 1, 150 persons; District Office 2, 179 persons; district office 3, 14 persons; total, 343 persons.

Included above are the following persons on the Savage River Dam project: Allegany County, 773 persons; Garrett County, 158 persons; total, 931 persons.

Included above are 614 persons on the Baltimore City Municipal Airport.

*Work Projects Administration of Maryland—Weekly report of employment under the work program of Maryland—Week ending June 18, 1941—Con.*

WEEK ENDING SEPT. 25, 1940

District office and county of employee's residence	State sponsored		Other Federal agencies	Total employment	Noncertified	Nonsecurity	
	Approved quotas	Actual employment					
District No. 1.....	7,025	5,549	1,139	6,688	228	160	
Baltimore City.....		5,303	1,056	6,359	211	146	
Baltimore.....		15	1	16	5	4	
Cecil.....		97	6	103	5	3	
Harford.....		134	76	210	7	7	
District No. 2.....	6,800	5,741	582	6,323	365	255	
Allegany.....		1,911	29	1,940	113	74	
Anne Arundel.....		300	117	417	54	40	
Calvert.....							
Carroll.....		125		125	7	3	
Charles.....		75	1	76	2	1	
Frederick.....		921	101	1,022	69	51	
Garrett.....		713	2	715	23	14	
Howard.....		40	79	119			
Montgomery.....			99	99			
Prince Georges.....		208	154	362	33	19	
St. Marys.....		96		96	4	3	
Washington.....		1,352		1,352	60	50	
District No. 3.....	875	821		821	44	34	
Caroline.....		81		81	4	2	
Dorchester.....		122		122	4	3	
Kent.....							
Queen Annes.....		90		90	2	1	
Somerset.....		152		152	6	6	
Talbot.....		14		14	1	1	
Wicomico.....		251		251	21	17	
Worcester.....		111		111	6	4	
Grand total.....	14,700	12,111	1,721	13,832	637	449	
			1	2	3		
District-wide O. P.'s (included above).....		1,314	775	398	141	65	48
Nursery schools.....		105	63	25	17	4	2
Penal education.....		10	10				
Recreation.....		255	99	110	46	19	17
Maryland State Planning Board.....		42	42			2	2
Sewing rooms.....		595	290	232	73	25	16
Library extension service.....		69	51	18		4	1
Consumption goods and services.....		14	14				
State arts program.....		80	80			5	4
Historical records.....		141	123	13	5	6	6
Inventory data on selected wills.....		3	3				

NOTE.—Not included above are the following persons: 4 on Beltsville; 4 on 05-3-25-88, 49 on O. P. 105-3-25-54, all residents of Washington, D. C.; 5 noncertified and 5 nonsecurity; also 1 person on O. P. 113-3-25-10 from Arlington, Va.; 1 noncertified and 1 nonsecurity.

Supply fund (included above): District office 1, 168 persons; district office 2, 184 persons; district office 3, 16 persons; total 368 persons.

Savage River Dam (included above): Allegany County, 791 persons; Garrett County, 187 persons; total, 978 persons.

Work Projects Administration of Maryland—Weekly report of employment under the work program of Maryland—Week ending June 18, 1941—Con.

WEEK ENDING AUGUST 28, 1940

District office and county of employee's residence	State sponsored		Other Federal agencies	Total employment	Noncertified	Non-security	
	Approved quotas	Actual employment					
District No. 1.....	7,350	5,883	1,093	6,976	235	161	
Baltimore City.....		5,606	1,000	6,606	218	147	
Baltimore.....		17	3	20	6	5	
Cecil.....		86	10	96	2	1	
Harford.....		174	80	254	9	8	
District No. 2.....	6,800	6,005	661	6,666	362	250	
Allegany.....		1,931	30	1,961	107	74	
Anne Arundel.....		302	143	445	53	31	
Calvert.....							
Carroll.....		117		117	6	3	
Charles.....		72	1	73	2	1	
Frederick.....		975	104	1,079	69	53	
Garrett.....		745	15	760	22	13	
Howard.....		47	97	144	1	1	
Montgomery.....			96	96	1	1	
Prince Georges.....		194	175	369	35	20	
St. Marys.....		108		108	3	3	
Washington.....		1,514		1,514	63	50	
District 3.....	850	853		859	44	35	
Caroline.....		74		74	3	2	
Dorchester.....		142		142	4	3	
Kent.....							
Queen Annes.....		87		87	3	2	
Somerset.....		151		151	6	6	
Talbot.....		10		10	1	1	
Wicomico.....		251		251	20	16	
Worcester.....		138		138	7	5	
Grand total.....	15,000	12,741	1,754	14,495	641	446	
			1	2	3		
District wide O. P.'s (included above).....		1,317	774	410	133	60	50
Nursery schools.....		88	48	24	16	4	2
Penal education.....		12	12				
Recreation.....		280	106	125	49	21	17
Maryland State planning board.....		37	37			2	2
Sewing rooms.....		583	290	230	63	24	15
Library extension service.....		69	50	19		4	1
Consumption goods and services.....		26	26			1	1
State arts program.....		77	77			5	4
Historical records.....		131	114	12	5	7	7
Inventory data on selected wills.....		14	14			1	1

NOTE.—Not included in the above figures are the following persons: 3 on Beltsville; 56 on 105-3-25-54, all residents of Washington, D. C.; 4 noncertified and 4 nonsecurity. Also 1 person on O. P. 113-3-25-13, noncertified and nonsecurity, from Arlington, Va.

Supply fund (included above) district office 1, 175 persons; district office 2, 103 persons; district office 3, 15 persons; total, 293.

Savage River Dam (included above); Allegany, 857 persons; Garrett, 190 persons; total, 1,047 persons.

Work Projects Administration of Maryland—Weekly report of employment under the work program of Maryland—Week ending June 18, 1941—Con.

WEEK ENDING JULY 31, 1940

District office and county of employee's residence	State sponsored		Other Federal agencies	Total employment	Noncertified	Non-security	
	Approved quotas	Actual employment					
District No. 1.....	7,575	6,147	856	7,003	236	148	
Baltimore City.....		5,833	759	6,592	216	131	
Baltimore.....		19	3	22	8	7	
Cecil.....		141	12	153	5	3	
Harford.....		154	82	236	7	7	
District No. 2.....	7,075	5,951	711	6,672	359	236	
Allegany.....		1,900	18	1,918	111	70	
Anne Arundel.....		296	121	417	42	22	
Calvert.....							
Carroll.....		123		123	7	4	
Charles.....		77	1	78	2	1	
Frederick.....		994	104	1,098	69	50	
Garrett.....		689	15	704	18	10	
Howard.....		56	76	132			
Montgomery.....			110	110	3	2	
Prince Georges.....		196	264	460	43	26	
St. Marys.....		107	1	108	3	3	
Washington.....		1,523	1	1,524	61	48	
District No. 3.....	850	829		829	44	34	
Caroline.....		75		75	4	3	
Dorchester.....		144		144	6	4	
Kent.....							
Queen Annes.....		91		91	3	2	
Somerset.....		118		118	6	6	
Talbot.....		20		20	1	1	
Wicomico.....		260		260	19	15	
Worcester.....		121		121	5	3	
Grand total.....	15,500	12,937	1,567	14,504	639	418	
State-wide O. P.'s (included above).....		1,373	830	406	137	71	49
Nursery schools.....		87	47	23	17	4	1
Penal education.....		13	13				
Recreation.....		284	108	126	50	21	17
Maryland State Planning Board.....		34	34			2	2
Sewing rooms.....		582	293	224	65	24	14
Library extension service.....		72	52	20		4	1
Consumption goods and services.....		28	28			1	1
State arts program.....		78	78			5	4
Historical records.....		125	107	13	5	7	7
Inventory data on selected wills.....		14	14			1	1
Indexing marriage records, etc.....		21	21				
Study of births and deaths, 1919-35.....		35	35			2	1

NOTE.—Not included above are the following persons: 4 on Beltsville; 36 on 105-3-25-54 and 24 on 05-3-25-38, all residents of Washington, D. C. 5 noncertified and 5 nonsecurity; 1 person on 113-3-25-10; resident of Arlington, Va., noncertified and nonsecurity.

Supply fund (included above): District office 1, 167 persons; District office 2, 109 persons; District office 3, 15 persons; total, 291 persons.



*Work Projects Administration of Maryland—Weekly report of employment under the work program of Maryland—Week ending June 18, 1941—Con.*

WEEK ENDING JUNE 26, 1940

District office and county of employee's residence	State sponsored		Other Federal agencies	Total employment	Noncertified	Non-security
	Approved quotas	Actual employment				
District No. 1.....	7,575	6,210	1,016	7,226	231	135
Baltimore City.....		5,845	911	6,756	208	117
Baltimore.....		21	5	26	12	10
Cecil.....		150	14	164	5	3
Harford.....		194	86	280	6	5
District No. 2.....	7,075	5,819	824	6,643	351	234
Alleghany.....		1,918	17	1,935	104	69
Anne Arundel.....		293	118	411	41	20
Calvert.....						
Carroll.....		138		138	7	3
Charles.....		72	1	73	2	1
Frederick.....		992	110	1,102	66	47
Garrett.....		646	31	677	17	9
Howard.....		2	113	115	1	1
Montgomery.....			123	123	3	2
Prince Georges.....		199	308	507	49	31
St. Marys.....		100	1	101	4	3
Washington.....		1,459	2	1,461	57	48
District No. 3.....	850	777	1	778	45	33
Caroline.....		62		62	5	2
Dorchester.....		66		66	4	2
Kent.....						
Queen Annes.....		95		95	3	2
Somerset.....		151		151	6	6
Talbot.....		20		20	1	1
Wicomico.....		246	1	247	20	16
Worcester.....		137		137	6	4
Grand total.....	15,500	12,806	1,841	14,647	627	402
			1	2	3	
District-wide O. P.'s (included above).....		1,468	883	450	135	72
Nursery schools.....		87	49	21	17	5
Penal education.....		14	14			
Recreation.....		270	106	116	48	22
Maryland State Planning Board.....		36	36			1
Sewing rooms.....		640	295	282	63	24
Library Extension Service.....		76	55	21		4
Consumption goods and services.....		47	47			1
State Arts program.....		78	78			5
Historical records.....		151	134	10	7	7
Inventory data on selected wills.....		12	12			1
Indexing marriage records, etc.....		21	21			
Study of births and deaths 1919-35.....		36	36			2

Bureau of Public Roads (not included above): 11 persons.

NOTE.—Not included above are the following persons: 3 on Beltsville, 228 on O. P. 05-2-25-74, and 18 on 05-3-25-88, all residents of Washington, D. C.; 6 noncertified and 6 nonsecurity.

Supply fund (included above): district office 1, 170 persons; District office 2, 105 persons; District office 3, 16 persons; total 291 persons.

*Work Projects Administration of Maryland, quarterly report of number of workers employed on Work Projects Administration and other Federal agency projects, by district, on basis of county of residence, and by sex*

WEEK ENDING MAY 27, 1941

District and county of residence	Total number of workers						State program			Federal agencies		
	Total	Percent	Male	Female	Percent	Female	Total	Male	Female	Total	Male	Female
Grand total.....	8,729	100.0	7,864	865	90.1	865	7,810	6,966	844	919	898	21
District No. 1.....	3,722	42.6	3,261	461	87.6	461	3,092	2,639	453	630	622	8
Baltimore City.....	3,508	40.2	3,038	450	87.2	450	2,922	2,480	442	586	578	8
Baltimore.....	22	0.3	15	7	68.2	7	20	13	7	2	2	
Cecil.....	75	0.8	73	2	97.3	2	2.7	70	2	3	3	
Harford.....	103	1.2	102	1	99.0	1	76	75	1	27	27	
Anne Arundel.....	12	0.1	12		100.0					12	12	
Howard.....	1	0.0		1	100.0	1	1	1				
Kent.....	1	0.0	1		100.0		1	1				
District No. 2.....	4,369	50.4	4,111	288	93.5	288	4,127	3,851	276	272	260	12
Allegany.....	1,580	18.1	1,448	132	91.0	132	1,555	1,424	131	25	24	1
Anne Arundel.....	220	2.5	192	28	87.3	28	12.7	154	28	38	38	
Carroll.....	1	0.0	1		100.0		1	1				
Fredrick.....	791	9.1	765	26	96.7	26	703	678	25	88	87	1
Garrett.....	538	6.2	515	23	95.7	23	524	506	18	14	14	
Howard.....	41	0.5	41		100.0		17	17		24	24	
Montgomery.....	44	0.5	44		100.0		16	16		28	28	
Prince Georges.....	173	2.0	159	23	86.7	23	132	109	23	41	41	
Washington.....	1,069	11.5	953	56	94.4	56	997	946	51	12	7	5
Baltimore City.....	2	0.0	2		100.0					2	2	
District No. 3.....	608	7.0	492	116	80.9	116	591	476	115	17	16	1
Caroline.....	62	0.7	55	7	88.7	7	62	55	7			
Dorchester.....	80	0.9	68	12	85.0	12	79	68	11	1		1
Kent.....	1	0.0	1		100.0		1	1				
Queen Annes.....	62	0.7	53	9	85.5	9	62	53	9			
Somerset.....	95	1.1	95		100.0		95	95				
Talbot.....	15	0.2	1	14	93.0	14	15	1	14			
Wicomico.....	186	2.2	136	50	73.1	50	170	129	50	16	16	
Worcester.....	107	1.2	83	24	77.6	24	107	83	24			

WEEK ENDING APR. 30, 1941

	9, 082	100.0	8, 236	90.7	846	9.3	8, 149	7, 319	830	933	917	16
Grand total.....	3, 727	41.0	3, 274	87.8	453	12.2	3, 112	2, 667	445	615	607	8
District No. 1.....	3, 500	38.5	3, 057	87.3	443	12.7	2, 934	2, 499	435	566	558	8
Baltimore City.....	21	0.2	14	66.7	7	33.3	19	12	7	2	2	
Baltimore.....	77	0.9	76	98.7	1	1.3	54	73	1	30	30	
Cecil.....	112	1.2	111	99.1	1	0.9	82	81	1	14	14	
Harford.....	15	0.2	15	100.0		100.0	1	1				
Anne Arundel.....	1	0.0					1					
Howard.....	1	0.0	1	100.0			1	1				
Kent.....	1	0.0					1					
District No. 2.....	4, 621	50.9	4, 355	94.2	266	5.8	4, 320	4, 061	259	301	204	7
Allegany.....	1, 503	16.6	1, 391	92.5	112	7.5	1, 481	1, 370	111	22	21	1
Anne Arundel.....	234	2.6	210	89.7	24	10.3	186	152	24	48	48	
Carroll.....	71	0.8	71	100.0			71	71				
Charles.....	40	0.4	40	100.0			40	40				
Frederick.....	836	9.2	799	95.6	37	4.4	759	723	36	77	76	1
Garrett.....	549	6.0	537	97.8	12	2.2	534	527	7	15	10	5
Howard.....	46	0.5	46	100.0			22	22		24	24	
Montgomery.....	46	0.5	46	100.0			20	20		26	26	
Prince Georges.....	188	2.1	164	87.2	24	12.8	142	118	24	46	46	
St. Marys.....	70	0.8	62	88.6	8	11.4	70	62	8	4	4	
Washington.....	999	11.0	950	95.1	49	4.9	995	946	49	4	4	
Washington, D. C.....	36	0.4	36	100.0						36	36	
Baltimore City.....	3	0.0	3	100.0						3	3	
District No. 3.....	734	8.1	607	82.7	127	17.3	717	591	126	17	16	1
Caroline.....	67	0.7	60	89.6	7	10.4	67	50	7			
Dorchester.....	104	1.1	91	87.5	13	12.5	103	91	12	1		1
Kent.....	1	0.0	1	100.0			1	1				
Queen Annes.....	64	0.7	54	84.4	10	15.6	64	54	10			
Somerset.....	117	1.3	113	96.6	4	3.4	117	113				
Talbot.....	16	0.2	1	6.3	15	93.7	16	1	15			
Wicomico.....	241	2.7	189	78.4	52	21.6	225	173	52	16	16	
Worcester.....	124	1.4	98	79.0	26	21.0	124	98	26			

*Work Projects Administration of Maryland, quarterly report of number of workers employed on Work Projects Administration and other Federal agency projects, by district, on basis of county of residence, and by sex—Continued*

WEEK ENDING MAR. 26, 1941

District and county of residence	Total number of workers						State program			Federal agencies		
	Total		Male		Female		Total	Male	Female	Total	Male	Female
	Percent	100.0	9, 184	89.5	1, 074	10.5	9, 240	8, 183	1, 057	1, 018	1, 001	17
Grand total	10, 258	100.0	9, 184	89.5	1, 074	10.5	9, 240	8, 183	1, 057	1, 018	1, 001	17
District No. 1	4, 286	41.8	3, 683	85.9	603	14.1	3, 609	3, 014	595	677	669	8
Baltimore City	4, 035	39.3	3, 442	85.3	593	14.7	3, 410	2, 825	585	625	617	8
Baltimore	25	0.3	18	72.0	7	28.0	22	15	7	3	3	
Cecil	85	0.8	84	98.8	1	1.2	81	81	1	3	3	
Hartford	125	1.2	124	99.2	1	0.8	93	92	1	32	32	
Anne Arundel	15	0.2	15	100.0			1	1		14	14	
Howard	1				1	100.0	1					
District No. 2	5, 156	50.3	4, 815	93.4	341	6.6	4, 833	4, 500	333	323	315	8
Allegany	1, 675	16.4	1, 538	91.8	138	8.2	1, 650	1, 513	137	26	25	1
Anne Arundel	262	2.6	231	88.2	31	11.8	214	183	31	48	48	
Carroll	81	0.8	80	98.8	1	1.2	81	81				
Charles	45	0.4	45	100.0			45	45				
Frederick	875	8.5	832	95.1	43	4.9	788	747	41	87	85	2
Garrett	617	6.0	589	95.5	28	4.5	607	584	23	10	5	5
Howard	41	0.4	41	100.0			21	21		20	20	
Montgomery	49	0.5	49	100.0			21	21		28	28	
Prince Georges	212	2.1	187	88.2	25	11.8	162	137	25	50	50	
St. Marys	81	0.8	69	85.2	12	14.8	81	69	12	12	12	
Washington, D. C.	1, 163	11.3	1, 100	94.6	63	5.4	1, 163	1, 100	63		51	
Washington	51	0.5	51	100.0						3	3	
Baltimore City	3		3	100.0								
District No. 3	816	7.9	686	84.1	130	15.9	798	669	129	18	17	1
Caroline	78	0.8	71	91.0	7	9.0	78	71	7			
Dorchester	121	1.2	107	88.4	14	11.6	120	107	13	1		1
Kent	1			100.0								
Queen Annes	46	0.4	36	78.3	10	21.7	46	36	10			
Somerset	113	1.1	104	92.0	9	8.0	113	104	9			
Talbot	11	0.1	2	18.2	9	81.8	11	2	9			
Wicomico	331	3.2	275	83.1	56	16.9	314	258	56	17	17	
Worcester	115	1.1	90	78.3	25	21.7	115	90	25			

WEEK ENDING FEB. 26, 1941

	11,448	100.0	10,262	89.6	1,186	10.4	10,271	9,104	1,167	1,177	1,158	19
Grand total.....	4,739	41.4	4,070	85.9	669	14.1	3,955	3,297	658	784	773	11
District No. 1	4,476	39.1	3,818	85.3	658	14.7	3,753	3,105	648	723	713	10
Baltimore City	24	0.2	17	70.8	7	29.2	21	14	7	3	3	
Baltimore	87	0.8	86	98.9	1	1.1	84	83	1	3	3	
Cecil	132	1.1	131	99.2	1	0.8	94	93	1	38	38	
Harford	19	0.2	18	94.7	1	5.3	2	2	1	17	16	
Anne Arundel	1	0.0			1	100.0	1		1			
Howard												
District No. 2	5,785	50.5	5,421	93.7	364	6.3	5,409	5,052	357	376	369	7
Allegheny	1,886	16.5	1,745	92.5	141	7.5	1,860	1,720	140	26	25	
Anne Arundel	277	2.4	245	88.4	32	11.6	221	180	32	56	56	
Carroll	79	0.7	78	98.7	1	1.3	79	78	1			
Charles	46	0.4	46	100.0			46	46				
Frederick	1,008	8.8	955	94.7	53	5.3	897	846	51	111	109	2
Garrett	658	5.7	631	95.9	27	4.1	649	626	23	9	5	
Howard	43	0.4	43	100.0			43	43				
Montgomery	60	0.5	60	100.0			60	60				
Prince Georges	225	2.0	201	89.3	24	10.7	168	144	24	24	24	
St. Marys	85	0.7	73	85.9	12	14.1	85	73	12	57	57	
Washington	1,359	11.9	1,285	94.6	74	5.4	1,359	1,285	74			
Washington, D. C.	55	0.5	55	100.0			55	55		55	55	
Baltimore City	4	0.0	4	100.0			4	4		4	4	
District No. 3	924	8.1	771	83.4	153	16.6	907	755	152	17	16	1
Caroline	100	0.9	92	92.0	8	8.0	100	92	8			
Dorchester	117	1.0	103	88.0	14	12.0	116	103	13	1		
Queen Annes	65	0.6	54	83.1	11	16.9	65	54	11			
Somerset	125	1.1	115	92.0	10	8.0	125	115	10			
Talbot	15	0.1	1	6.7	14	98.3	15	1	14			
Wicomico	358	3.1	302	84.4	56	15.6	342	286	56	16	16	
Worcester	144	1.3	104	72.2	40	27.8	144	104	40			



*Work Projects Administration of Maryland, quarterly report of number of workers employed on Work Projects Administration and other Federal agency projects, by district, on basis of county of residence, and by sex—Continued*

WEEK ENDING JAN. 29, 1941

District and county of residence	Total number of workers						State program			Federal agencies			
	Total	Percent		Male	Percent		Total	Male		Total	Male		Female
		Female	Percent		Female	Percent		Female	Male		Female		
Grand total.	12,141	100.0	43.2	10,916	89.9	1,225	10.1	10,581	9,377	1,204	1,580	1,539	21
District No. 1.	5,239	43.2	4.536	703	86.6	690	13.4	4,167	3,477	690	1,072	1,059	13
Baltimore City	4,957	40.8	4,261	86.0	696	14.0	3,959	3,275	684	988	986	3	12
Baltimore	24	0.2	21	87.5	3	12.5	21	18	3	3	3	0	0
Cecil	86	0.7	85	98.8	1	1.2	80	5	5	5	5	0	0
Hartford	152	1.3	151	99.3	1	0.7	103	102	1	49	102	49	0
Anne Arundel	19	0.2	18	94.7	1	5.3	2	2	2	17	16	1	1
Howard	1	0.0	0	0.0	1	100.0	1	1	0	1	1	0	0
District No. 2	5,963	49.1	5,594	93.8	369	6.2	5,493	5,131	362	470	463	7	7
Allegany	1,903	15.7	1,769	93.0	134	7.0	1,874	1,741	133	29	28	1	1
Anne Arundel	405	3.3	372	91.9	33	8.1	223	190	33	182	182	0	0
Carroll	70	0.6	68	97.1	2	2.9	70	68	2	2	2	0	0
Charles	45	0.4	45	100.0	0	0.0	45	45	0	98	96	2	2
Frederick	1,007	8.3	949	94.2	58	5.8	909	833	56	8	4	4	4
Garrett	652	5.4	625	95.9	27	4.1	644	621	23	8	22	22	0
Howard	46	0.4	46	100.0	0	0.0	25	25	0	27	27	0	0
Montgomery	52	0.4	52	100.0	0	0.0	180	156	24	65	65	0	0
Prince Georges	245	2.0	221	90.2	24	9.8	87	75	12	12	12	0	0
St. Marys	87	0.7	75	86.2	12	13.8	1,412	1,333	79	35	35	0	0
Washington	1,412	11.6	1,333	94.4	79	5.6	4	4	0	4	4	0	0
Washington, D. C.	35	0.3	35	100.0	0	0.0	0	0	0	0	0	0	0
Baltimore City	4	0.0	4	100.0	0	0.0	0	0	0	0	0	0	0
District No. 3	939	7.7	786	83.7	153	16.3	921	769	152	18	17	1	1
Caroline	100	0.8	93	93.0	7	7.0	100	93	7	7	7	0	0
Dorchester	112	0.9	98	87.5	14	12.5	111	98	13	1	1	0	0
Queen Annes	90	0.7	81	90.0	9	10.0	90	81	9	9	9	0	0
Somerset	124	1.0	115	92.7	9	7.3	124	115	9	17	17	0	0
Talbot	18	0.1	1	5.6	17	94.4	18	1	1	17	17	0	0
Wicomico	345	2.9	284	82.3	61	17.7	328	267	61	17	17	0	0
Worcester	150	1.2	114	76.0	36	24.0	150	114	36	17	17	0	0

WEEK ENDING DEC. 23, 1940

	12,670	100.0	11,446	90.3	1,224	9.7	11,007	9,806	1,201	1,663	1,640	23
Grand total	12,670	100.0	11,446	90.3	1,224	9.7	11,007	9,806	1,201	1,663	1,640	23
District No. 1	5,670	44.7	4,964	87.5	706	12.5	4,507	3,810	697	1,163	1,154	9
Baltimore City	5,314	41.9	4,615	86.8	699	13.2	4,254	3,563	691	1,060	1,052	8
Baltimore	24	0.2	83.3	4	4	16.7	21	17	4	3	3	0
Cecil	63	0.7	98.9	1	1	1.1	88	87	1	5	5	0
Hartford	220	1.7	219	99.5	1	0.5	142	141	1	78	78	0
Anne Arundel	19	0.2	18	94.7	1	5.3	2	2		17	16	1
District No. 2	6,129	48.4	5,758	93.9	371	6.1	5,639	5,281	358	490	477	13
Allegany	2,042	16.1	1,916	93.8	126	6.2	2,013	1,888	125	29	28	1
Anne Arundel	316	2.5	284	89.9	32	10.1	241	200	32	75	75	
Carroll	61	0.5	59	96.7	2	3.3	61	59	2			
Charles	64	0.5	64	100.0			63	63			1	
Frederick	957	7.6	897	93.7	60	6.3	860	802	58	97	95	2
Garrett	739	5.8	711	96.2	28	3.8	731	707	24	8	4	4
Howard	85	0.7	85	100.0			28	28		57	57	
Montgomery	78	0.6	77	98.7	1	1.3	171	147	24	94	89	5
Prince Georges	265	2.1	236	89.1	29	10.9	89	78	11			
St. Marys	89	0.7	78	87.6	11	12.4	1,382	1,300	82			
Washington	1,382	10.9	1,300	94.1	82	5.9						
Washington, D. C	47	0.4	47	100.0						47	47	
Baltimore City	4	0.0	4	0.0						4	4	
District No. 3	871	6.9	724	83.1	147	16.9	861	715	146	10	9	1
Caroline	94	0.7	87	92.6	7	7.4	94	87	7			
Dorchester	115	0.9	101	87.8	14	12.2	114	101	13	1		1
Queen Annes	96	0.8	86	89.6	10	10.4	96	96	10			
Somerset	121	1.0	112	92.6	9	7.4	121	112	9			
Talbot	17	0.1	1	5.9	16	94.1	17	16	16			
Wicomico	270	2.1	215	79.6	55	20.4	261	206	55	9	9	
Worcester	158	1.3	122	77.2	36	22.8	158	122	36			

*Work Projects Administration of Maryland, quarterly reports of number of workers employed on Work Projects Administration and other Federal agency projects, by district, on basis of county of residence, and by sex—Continued*

WEEK ENDING NOV. 27, 1940

District and county of residence	Total number of workers						State program						Federal agencies							
	Total		Male		Female		Percent		Female		Male		Total		Female		Male		Total	
	Percent	Male	Female	Percent	Male	Female	Percent	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	
Grand total.....	13,189	100.0	11,989	90.5	1,250	9.5	11,491	4,950	10,267	1,224	1,698	1,472	1,151	1,698	1,472	26	1,141	1,411	10	
District No. 1.....	6,101	46.2	5,379	88.2	722	11.8	4,701	3,996	705	1,045	1,036	1,036	5	80	20	1	20	20	1	
Baltimore City.....	5,746	43.6	5,032	87.6	714	12.4	4,200	3,596	604	604	604	604	0	0	0	0	0	0	0	
Baltimore.....	20	0.1	16	80.0	4	20.0	16	16	16	16	16	16	0	0	0	0	0	0	0	
Cecil.....	93	0.7	92	98.9	1	1.1	88	87	87	87	87	87	1	1	1	1	1	1	1	
Hartford.....	219	1.6	217	99.1	2	0.9	139	137	137	137	137	137	2	2	2	2	2	2	2	
Anne Arundel.....	23	0.2	22	95.7	1	4.3	2	2	2	2	2	2	0	0	0	0	0	0	0	
District No. 2.....	6,194	47.0	5,811	93.8	383	6.2	5,647	5,280	367	547	531	37	75	38	37	1	75	75	1	
Allegany.....	2,023	15.3	1,900	93.9	123	6.1	1,985	1,863	122	38	37	1	1	101	99	2	6	6	2	
Anne Arundel.....	351	2.5	298	90.0	53	10.0	256	223	33	75	75	75	0	0	0	0	0	0	0	
Carroll.....	66	0.5	60	96.9	6	3.2	62	60	2	65	65	65	0	0	0	0	0	0	0	
Charles.....	66	0.5	66	100.0	0	0.0	65	65	0	62	62	62	3	3	3	3	3	3	3	
Frederick.....	964	7.3	900	93.4	64	6.6	863	801	62	101	99	2	6	6	6	6	6	6	6	
Garrett.....	741	5.6	709	95.7	32	4.3	732	706	26	9	9	9	63	63	63	63	63	63	63	
Howard.....	91	0.7	91	100.0	0	0.0	28	28	0	28	28	28	0	0	0	0	0	0	0	
Montgomery.....	75	0.6	75	100.0	0	0.0	75	75	0	75	75	75	0	0	0	0	0	0	0	
Prince Georges.....	307	2.3	273	88.9	34	11.1	178	150	28	129	123	6	6	6	6	6	6	6	6	
St. Marys.....	89	0.7	78	87.6	11	12.4	89	89	0	78	78	78	11	11	11	11	11	11	11	
Washington.....	1,389	10.5	1,306	94.0	83	6.0	1,389	1,306	83	83	83	83	0	0	0	0	0	0	0	
Washington, D. C.....	52	0.4	51	98.1	1	1.9	4	4	0	4	4	4	0	0	0	0	0	0	0	
Baltimore City.....	4	0.1	4	100.0	0	0.0	4	4	0	4	4	4	0	0	0	0	0	0	0	
District No. 3.....	894	6.8	749	83.8	145	16.2	894	894	145	145	145	145	0	0	0	0	0	0	0	
Caroline.....	85	0.7	78	91.8	7	8.2	85	85	7	78	78	78	7	7	7	7	7	7	7	
Dorchester.....	122	0.9	108	88.5	14	11.5	122	108	14	122	122	122	0	0	0	0	0	0	0	
Queen Annes.....	93	0.7	82	88.2	11	11.8	93	82	11	93	93	93	0	0	0	0	0	0	0	
Somerset.....	139	1.1	131	94.2	8	3.8	139	131	8	139	139	139	0	0	0	0	0	0	0	
Talbot.....	15	0.1	1	6.7	14	93.3	15	15	0	15	15	15	0	0	0	0	0	0	0	
Wicomico.....	290	2.2	235	81.0	55	19.0	290	235	55	290	290	290	0	0	0	0	0	0	0	
Worcester.....	150	1.1	114	76.0	36	24.0	150	114	36	150	150	150	0	0	0	0	0	0	0	



*Work Projects Administration of Maryland, quarterly report of number of workers employed on Work Projects Administration and other Federal agency projects, by district, on basis of county of residence, and by sex—Continued*

WEEK ENDING SEPT. 25, 1940

District and county of residence	Total number of workers						Percent	State program			Federal agencies		
	Total	Male		Female		Total		Male	Female	Total	Male	Female	
		Percent	Male	Female	Percent								Male
Grand total	13,891	100.0	12,710	91.5	1,181	8.5	12,112	10,948	1,164	1,779	1,762	17	
District No. 1	6,712	48.3	6,029	89.8	683	10.2	5,551	4,872	679	1,161	1,157	4	
Baltimore City	6,376	45.8	5,683	89.4	673	10.6	5,304	4,632	672	1,072	1,051	1	
Baltimore	16	0.1	13	81.3	3	18.7	15	12	3	1	1		
Cecil	103	0.7	101	98.0	2	2.0	97	95	2	6	6		
Harford	210	1.5	206	98.1	4	1.9	184	132	2	76	74	2	
Anne Arundel	27	0.2	26	96.3	1	3.7	1	1		26	25	1	
District No. 2	6,358	45.8	5,996	94.3	362	5.7	5,740	5,391	349	618	605	13	
Alegany	1,940	14.0	1,836	94.6	104	5.4	1,911	1,808	103	29	28	1	
Anne Arundel	390	2.8	359	92.1	31	7.9	299	268	31	91	91		
Carroll	125	0.9	123	98.4	2	1.6	125	123	2	1	1		
Charles	76	0.5	76	100.0			75	75					
Fredrick	1,022	7.4	957	93.6	65	6.4	921	858	63	101	99	2	
Garrett	715	5.1	691	96.6	24	3.4	713	689	24	2	2		
Howard	119	0.9	118	99.2	1	0.8	40	39	1	79	79		
Montgomery	99	0.7	99	100.0			208	181	27	154	145	9	
Prince Georges	362	2.6	326	90.0	36	10.0	36	36					
St. Marys	96	0.7	84	87.5	12	12.5	95	84	12				
Washington	1,352	9.7	1,266	93.6	86	6.4	1,352	1,266	86				
Virginia	1	0.0	1	100.0									
Washington, D. C.	57	0.4	56	98.2	1	1.8				1	1		
Baltimore City	4	0.1	4	100.0						57	56	1	
District No. 3	821	5.9	685	83.4	136	16.6	821	685	136				
Caroline	81	0.6	74	91.4	7	8.6	81	74	7				
Dorchester	122	0.9	112	91.8	10	8.2	122	112	10				
Queen Annes	90	0.6	86	95.6	4	4.4	90	86	4				
Somerset	152	1.1	144	94.7	8	5.3	152	144	8				
Talbot	14	0.1	14	100.0			14	14					
Wicomico	251	1.8	193	76.9	58	23.1	193	193	58				
Worcester	111	0.8	75	67.6	36	32.4	111	75	36				



WEEK ENDING AUG. 28, 1940

	14,555	100.0	13,394	92.0	1,161	8.0	12,741	11,598	1,143	1,814	1,796	18
Grand total	14,555	100.0	13,394	92.0	1,161	8.0	12,741	11,598	1,143	1,814	1,796	18
District No. 1	6,998	48.1	6,320	90.3	678	9.7	5,884	5,210	674	1,114	1,110	4
Baltimore City	6,602	45.4	5,934	89.9	668	10.1	5,606	4,939	667	996	995	1
Baltimore	20	0.1	17	85.0	3	15.0	17	14	2	3	3	0
Cecil	96	0.7	94	98.0	2	2.0	86	84	2	10	10	0
Hartford	254	1.7	250	98.4	4	1.6	174	172	2	80	78	2
Anne Arundel	26	0.2	25	96.2	1	3.8	1	1	0	25	24	1
District No. 2	6,704	46.0	6,343	94.6	361	5.4	6,004	5,657	347	700	686	14
Allegany	1,961	13.5	1,861	94.9	100	5.1	1,931	1,832	99	30	29	1
Anne Arundel	419	2.9	385	91.9	34	8.1	301	297	34	118	118	0
Carrall	117	0.8	115	98.3	2	1.7	117	115	2			
Charles	73	0.5	73	100.0	0	0.0	72	72		1	1	0
Frederick	1,079	7.4	1,014	94.0	65	6.0	975	912	63	104	102	2
Garrett	760	5.2	735	96.7	25	3.3	745	720	25	15	15	0
Howard	144	1.0	144	100.0	0	0.0	47	47		97	97	0
Montgomery	96	0.7	96	100.0	0	0.0				96	96	0
Prince Georges	369	2.5	332	90.0	37	10.0	194	167	27	175	165	10
St. Marys	108	0.7	95	88.0	13	12.0	108	95	13			
Washington	1,514	10.4	1,430	94.5	84	5.5	1,514	1,430	84			
Virginia	1	0.0	1	100.0	0	0.0				1	1	0
Washington, D. C.	59	0.4	58	98.3	1	1.7				59	58	1
Baltimore City	4	0.0	4	100.0	0	0.0				4	4	0
District No. 3	853	5.9	731	85.7	122	14.3	853	731	122			
Caroline	74	0.5	68	91.9	6	8.1	74	68	6			
Dorchester	142	1.0	131	92.3	11	7.7	142	131	11			
Queen Annes	87	0.6	82	94.3	5	5.7	87	82	5			
Somerset	151	1.0	143	94.7	8	5.3	151	143	8			
Talbot	10	0.1	1	10.0	9	90.0	10	1	9			
Wicomico	251	1.7	202	80.5	49	202	251	202	49			
Worcester	138	1.0	104	75.4	34	24.6	138	101	34			

Work Projects Administration of Maryland, quarterly report of number of workers employed on Work Projects Administration and other Federal agency projects, by district, on basis of county of residence, and by sex—Continued

WEEK ENDING JULY 31, 1940

District and county of residence	Total number of workers						State program			Federal agencies		
	Total	Percent	Male	Percent	Female	Percent	Total	Male	Female	Total	Male	Female
Grand total	14,569	100.0	13,415	92.1	1,151	7.9	12,937	11,797	1,140	1,632	1,616	16
District No. 1	7,004	48.1	6,335	90.4	669	9.6	6,148	5,477	671	856	853	3
Baltimore City	5,839	40.1	5,180	88.8	659	11.2	5,213	4,550	663	625	625	1
Baltimore	522	3.6	518	99.2	4	0.8	513	509	4	9	9	0
Cecil	119	0.8	117	98.3	2	1.7	107	105	2	12	12	0
Harford	523	3.6	519	99.2	4	0.8	314	312	2	209	207	2
Anne Arundel	1	0.0	1	100.0	0	0.0	1	1	0			
District No. 2	6,736	46.2	6,381	94.7	355	5.3	5,960	5,618	342	776	763	13
Allegany	975	6.7	873	90.0	102	10.0	957	856	101	18	17	1
Anne Arundel	476	3.3	445	93.5	31	6.5	319	319	30	127	126	1
Carroll	123	0.8	121	98.4	2	1.6	123	121	2			
Charles	75	0.5	75	100.0	0	0.0	74	74	0	1	1	0
Frederick	1,156	7.9	1,093	94.6	63	5.4	1,052	991	61	104	102	2
Garrett	1,589	10.9	1,563	98.4	26	1.6	1,574	1,548	26	15	15	0
Howard	78	0.5	78	100.0	0	0.0	2	2	0	76	76	0
Montgomery	142	1.0	142	100.0	0	0.0	32	32	0	110	110	0
Prince Georges	485	3.3	448	92.4	37	7.6	107	138	29	318	310	8
St. Marys	108	0.7	95	88.0	13	12.0	107	94	13	1	1	0
Washington	1,521	10.5	1,444	94.8	80	5.2	1,523	1,413	80	1	1	0
Virginia	1	0.0	1	100.0	0	0.0	1	1	0	1	1	0
Washington, D. C.	4	0.1	3	75.0	1	25.0			1	4	3	1
District No. 3	829	5.7	702	84.7	127	15.3	829	702	127			
Caroline	75	0.5	69	92.0	6	8.0	75	69	6			
Dorchester	144	1.0	133	92.4	11	7.6	144	144	133			
Queen Annes	91	0.6	86	94.5	5	5.5	91	86	5			
Somerset	118	0.8	110	93.2	8	6.8	118	110	8			
Talbot	20	0.1	10	50.0	10	50.0	20	20	10			
Wicomico	260	1.8	207	79.6	53	20.4	260	207	53			
Worcester	121	0.9	87	71.9	34	28.1	121	87	34			

## EXHIBIT 4—MARYLAND INDUSTRIAL ACTIVITY AND THE NEED FOR WORK PROJECTS ADMINISTRATION EMPLOYMENT, JUNE 1941

REPORT BY FEDERAL WORKS AGENCY, WORK PROJECTS ADMINISTRATION,  
DIVISION OF RESEARCH, JUNE 25, 1941

Maryland is a highly diversified industrial and agricultural State. The port of Baltimore is a center of large-scale manufacturing industries; on the Eastern Shore truck farming, fishing, oystering, and crabbing predominate; southern Maryland has many tobacco and dairy farms, while western Maryland is chiefly an industrial and mining area. Although the State as a whole is reaping the benefit of the defense program and of generally improved conditions, recovery and reemployment have been unevenly distributed. While manufacturing employment has been rising steadily in Baltimore, the mining areas of western Maryland remain seriously depressed, and the agricultural areas of the Eastern Shore have been left almost untouched by the defense program.

In Baltimore, which had more than 90 percent of the \$490,416,000 in defense contracts awarded in Maryland through April 1941, employment in manufacturing increased 21 percent during the year ending in April 1941, chiefly as a result of the large contracts awarded to aircraft, shipbuilding, and other smaller firms. It is estimated that more than 40,000 additional workers will be needed by early 1942, of which about 25,000 will be in aircraft and 10,000 in shipbuilding. Furthermore, the shipbuilding program probably will be expanded as additional defense contracts are awarded.

## STRICT HIRING SPECIFICATIONS

Largely because of increasing opportunities for private employment, Work Projects Administration employment in Baltimore dropped from 6,867 in May 1940 to 3,510 in May 1941. The extent of further reemployment of Work Projects Administration workers is conditioned by the strict hiring specifications of private employers and the migration of young, white, skilled workers into the Baltimore area. Local industries with few exceptions refuse to hire Negroes for any but unskilled jobs, and few industrial jobs are open to women.

A substantial number of job seekers have come to Baltimore during recent months, and a further influx is expected. It is clear that competition for available jobs will be keen. Many of the workers now on Work Projects Administration rolls and other local unemployed are disadvantaged in securing private employment under present hiring standards and in competition with incoming job seekers. About two-thirds of the workers on Baltimore's Work Projects Administration rolls in February 1941 were 40 years of age or older; more than half were Negroes; and only 13 percent were assigned to skilled work on Work Projects Administration projects. Of the 15,203 persons actively registered with the Baltimore office of the State employment service in April 1941, only 2,494 were white men under 45 years old.

## WORK PROJECT ADMINISTRATION EMPLOYMENT IN FARM AREAS

Work Projects Administration employment in the tobacco-raising counties of southern Maryland declined from 1,513 in May 1940 to 492 in May 1941. Most of the remaining workers were concentrated in Anne Arundel and Prince Georges Counties, chiefly on defense projects such as those at the Naval Academy at Annapolis. There is no Work Projects Administration employment in Calvert, Charles, or St. Marys Counties, and only one project worker is employed in Carroll County.

Work Projects Administration employment in the Eastern Shore of Maryland has declined from 1,172 to 697 during the year ending in May 1941. Some 468 of the workers on the Work Projects Administration rolls in May were residents of the four southernmost counties, the principal truck-farming section of Maryland. Although stories of anticipated farm-labor shortages have been circulated in these counties, investigation brought out that no shortage has yet developed. Many Work Projects Administration workers in this area have already secured seasonal farm work, and while more persons can be expected to leave Work Projects Administration during the summer, and influx of migrants will limit job opportunities for local workers. Furthermore, the remaining Work Projects Administration load consists largely of older men and women and those who have never done farm work. Farmers are reluctant to hire inexperienced workers as harvest hands.

In western Maryland economic recovery is proceeding more slowly than in other parts of the State. At the present time the coal mines of this area

employ 30 percent fewer men than were employed in 1929, and the railroad shops, once an important source of employment, are on the decline. The new Hagerstown plant of the Fairchild Aviation Co. will need some 1,500 workers when it begins operation shortly after July 1. While additional workers have been hired within recent months by the Kelly-Springfield Tire and the Celanese Corporation plants in Cumberland, application of priorities may restrict further increases in production and employment levels.

In the 4 counties of western Maryland, Work Projects Administration employment dropped from 5,435 to 3,918 during the year ending in May 1941. Despite the migration of some of the younger workers to nearby defense areas, the average age of Work Projects Administration workers in western Maryland is lower than that of persons on Work Projects Administration rolls in other parts of the State.

In the State as a whole, Work Projects Administration employment dropped from 16,636 in May 1940 to 8,729 in May 1941, or 47 percent. The number of cases receiving direct relief, available only to "unemployables" except in Baltimore, declined by 17 percent, from 10,091 in March 1940 to 8,357 in March 1941.

#### FURTHER DROP IN WORK PROJECTS ADMINISTRATION EMPLOYMENT

A further decline in Work Projects Administration employment is to be expected within the next year, but absorption of Work Projects Administration workers will proceed more slowly as the rolls are drained of the young, while, skilled workers, who are more acceptable to private industry. An analysis of the Work Projects Administration work load in February 1941 shows that three-fifths of the Maryland project workers were over 40 years of age and almost one-third were Negroes. More than four-fifths of the Negroes and about two-thirds of all workers were assigned to unskilled Work Projects Administration jobs. Negroes are still barred from many types of employment, especially in the rapidly expanding aircraft industry.

Of the 29,521 workers actively registered with the Maryland State Employment Service in April 1941, less than half were white men. About one-third were women and more than one-fourth were Negroes.

A comparison of the characteristics of Maryland's unemployed workers with the highly selective nature of the demand for workers, particularly in defense industries, indicates that decreases in unemployment within the coming year will not keep pace with the rise in employment levels. Concentration of defense activity in Baltimore, application of priorities which may result in shortages of materials necessary to nondefense production, and the tapering off of seasonal agricultural work with the coming of winter will leave Maryland with a continuing unemployment problem.

#### EXHIBIT 5—BALTIMORE, MD., INDUSTRIAL ACTIVITY AND THE NEED FOR WORK PROJECTS ADMINISTRATION EMPLOYMENT, JUNE 1941

Report by Federal Works Agency, Work Projects Administration, Division of Research, June 25, 1941

Baltimore had received \$447,021,000 in defense awards by April 30, 1941. These contracts, which range from the huge awards to the Glenn L. Martin Co. for bombers and the Bethlehem-Fairfield Shipbuilding Corporation for freighters to small textile awards reflect the diversified character of Baltimore industry.

The index of manufacturing employment rose 21 percent during the year ending in April 1941, partly as a direct result of defense awards. Baltimore's steel industry is operating at full capacity. While the increase in nonmanufacturing employment has been less rapid than in manufacturing employment, a considerable demand by service industries for young workers is reported and construction work has reached an all-time peak. Shortages of certain types of highly skilled workers such as machinists, marine machinists, machine tool operators, arc welders, sheet-metal workers, electricians, ship fitters, tool makers, loftsmen and riggers, tool designers, draftsmen, and aeronautical engineers have been reported and are likely to grow more serious as the demand for workers increases.

#### THIRTY-FIVE THOUSAND MORE IN TWO PLANTS

By early 1942 the Glenn L. Martin Co. plans to employ 25,000 additional workers, 90 percent of them unskilled and semiskilled. Within the next year, Bethlehem-Fairfield expects to add almost 10,000 workers at its new shipyard. These will be chiefly skilled men, and the present force is being trained for transfer to skilled

jobs when the shipways are completed. The Maryland Drydock Co. will add 1,500 new workers, 60 percent of them skilled and semiskilled. Other firms among the many engaged in defense work bring the prospective demand for workers within the next year up to more than 40,000. Except at the Glenn L. Martin plant, where employment opportunities are limited for the most part to young white men, the demand will be largely for skilled workers.

With the increase in the number of available private jobs, Work Projects Administration employment dropped from 6,867 in May 1940 to 3,510 in May 1941, or almost 50 percent. At present most of the Work Projects Administration construction projects are certified defense projects. Direct relief case loads have declined less sharply than Work Projects Administration employment, partly because relief is granted to employables only under special circumstances. In April 1941 direct relief was granted to 3,718 cases, a decline of 17 percent from the 4,441 cases of April 1940.

Unless hiring specifications are relaxed as the demand for workers increases, the number of defense jobs available to workers now unemployed will be definitely limited. Of the 15,203 persons seeking jobs through the Baltimore office of the State employment service in April 1941, only 1,903 were skilled workers, of whom one-half were 45 years old or older. Only 172 workers were listed as immediately referable to jobs in selected defense occupations; some 500 additional persons may be available for training. An analysis of the Work Projects Administration working load in Baltimore in February 1941 showed that more than 50 percent of Work Projects Administration workers were Negroes, as compared with about one-fifth of the total 1940 population. Two-thirds of the Work Projects Administration workers were over 40 years old, and 14 percent were women. Only about one-eighth of all project workers were assigned at skilled classifications.

#### DISCRIMINATION AGAINST NEGROES

The most serious bar to employment of Work Projects Administration workers is the discrimination against Negroes practiced by almost all Baltimore industries. Except at Bethlehem-Fairfield all but unskilled jobs are closed to Negroes. Since the supply of local unskilled workers is now considered completely adequate and is likely to be increased by in-migration, job opportunities for Negroes will be extremely limited.

A substantial number of job seekers have come to the area during recent months. How large the migration ultimately will be depends on a number of factors including the extent and the nature of the demand for additional workers, the degree to which relaxation of hiring standards facilitates reemployment of local unemployed workers, and the competition of higher wage defense areas. Baltimore's quota of more than 15,000 under the Selective Service Act will further limit the supply of available young workers. On the other hand, it is probable that relaxation of restrictions on the employment of women will bring a large new group into the labor market.

Some new job openings may be available to Work Projects Administration workers as an indirect result of defense activity and as workers now employed go from nondefense to defense jobs. Work Projects Administration workers may be expected to get some of the defense jobs, especially if the restrictions against Negroes are relaxed. Nevertheless, the combination of the highly selective type of demand for workers and in-migration of young skilled workers will limit the extent of reemployment of Work Projects Administration workers within the coming year.

#### EXHIBIT 6—WESTERN MARYLAND—INDUSTRIAL ACTIVITY AND THE NEED FOR WORK PROJECTS ADMINISTRATION EMPLOYMENT, JUNE 1941

REPORT BY FEDERAL WORKS AGENCY, WORK PROJECTS ADMINISTRATION, DIVISION OF RESEARCH

Western Maryland<sup>1</sup> is primarily an industrial and mining area. Agriculture is confined largely to dairy farming and the raising of grain in Frederick County, apple growing in Washington County, and some subsistence farming in rural areas of Allegany and Garrett Counties.

The problems of this area are not few; in fact, industrial expansion in these counties came to an end soon after the close of the first World War. The decline in railroad and railroad-shop employment began in the decade 1920-30:

<sup>1</sup> Garrett, Allegany, Washington, and Frederick Counties.



up to the present there has been slight tendency toward revival. Employment in coal mines has declined by 30 percent since 1929. The histories of other industries throughout the area are very much the same. For instance, the Moller Organ Co., in Hagerstown, which had 700 workers in the twenties, now employs about 200.

#### DEFENSE CONTRACTS IN WESTERN MARYLAND

Defense-contract awards in western Maryland up to April 30, 1941, totaled only \$9,531,000 of which \$9,001,000 went to the Fairchild engine and aircraft division of the Fairchild Aviation Co. in Hagerstown. This firm will need 1,500 men, the majority of them skilled, when its new plant is completed soon after July 1. Officials of the employment service believe that all needed workers, with the exception of certain highly skilled men, can be recruited within a 30-mile area, which includes a part of Pennsylvania. Hagerstown industry employs a preponderance of skilled men, since there are no mass-production industries. In April 1941, 2,440 unemployed persons were actively registered with the Hagerstown office of the State employment service. Of these jobless workers, 198 were skilled, 232 semiskilled, and 837 unskilled; others were clerical, sales, professional, and agricultural workers.

Of the 432 workers from Work Projects Administration rolls who have completed the 400-hour defense-training course, 313 have been placed in private jobs. Eighty-seven Work Projects Administration workers are now in training. Work Projects Administration employment declined by 34 percent from 1,530 in May 1940, to 1,009 in May 1941 in Washington County (Hagerstown).

Defense activity has had almost no effect outside of Hagerstown. The other areas of western Maryland remain seriously depressed. The two westernmost counties, Allegany and Garrett, have one one defense contract—\$59,000 for run-of-the-mine coal. The barren hills provide no opportunity for farming. Mines are operating at a rate appreciably below that of 1929, with outdated equipment and in second and third strata. Railroad shops, after years of minimum employment, are now taking on a small number of workers. The more prosperous Cumberland industries face an uncertain future. The Kelly-Springfield tire plant, working on nondefense orders, has taken on some additional workers but production may be curtailed by application of priorities. It is believed that the facilities of the Celanese Corporation, which employs 12,000, could be converted to munitions production within a short period if necessary.

#### UNEMPLOYMENT IN WESTERN MARYLAND

The volume of unemployment in western Maryland remains relatively high. In April a total of 6,516 unemployed workers were actively registered with the State employment office in Hagerstown, Cumberland, and Frederick. There has been relatively little change in the employment situation since February, and there is little prospect of any significant expansion of job openings within the coming year, except in Hagerstown. While seasonal farm employment in Frederick County will engage some workers for a limited period, the demand will not be great.

Total Work Projects Administration employment in all 4 counties of western Maryland declined by 28 percent, from 5,435 to 3,918, during the year ending in May 1941. While many Work Projects Administration workers have found private employment during this period, much of this employment has been temporary as is indicated by the fact that during May 1941 more than half as many persons returned from private employment as left Work Projects Administration for private jobs. An analysis of the characteristics of the Work Projects Administration workers in this district in February 1941 shows a relatively high proportion of young male workers on Work Projects Administration projects; just under half of all Work Projects Administration workers were under 40 years old, and less than 6 percent were women.

The most important Work Projects Administration project in this section of Maryland is the Savage River Dam, which employs 831 men, 566 of them from Allegany County. Local sponsors hope that availability of power will attract new industries to the area. Unless new industries come to western Maryland, the need for Work Projects Administration employment in this area of declining industries will remain substantially unchanged. Direct relief is available only to unemployables, and local relief funds are entirely inadequate to meet the needs of employable unemployed workers.

## EXHIBIT 7—NATIONAL YOUTH ADMINISTRATION EMPLOYMENT

REPORT BY GLEN D. BROWN, STATE ADMINISTRATOR, NATIONAL YOUTH ADMINISTRATION  
FOR MARYLAND, JULY 1, 1941

It is rather difficult to summarize the training program of the National Youth Administration in any clear and concise manner. The National Youth Administration was prohibited last year from offering a training program. Our function was to provide useful and productive work experience for young persons and any necessary related training was to be provided by the various boards of education.

The National Youth Administration has made it a definite part of its program to terminate from employment any youth who refused employment at current wages and satisfactory working conditions. A large number of National Youth Administration youths leave the projects each year for farm employment and a great many work on farms when not on the projects. During the past year, project workers were on National Youth Administration 68 hours per month so that they had a great deal of free time for farm employment.

The number of male youths on National Youth Administration projects is not a fair statement of the number of youths available for farm labor. Many youths are in the mountains of Western Maryland where there is a limited demand for farm labor; and many of the youths on the program in other parts of the State are the sons of farmers and farm tenants and so work at home in their spare time. It should be noted that projects in St. Marys County rarely work on days when atmospheric conditions are conducive to the stripping of tobacco.

We have been trying for some time to have the Maryland State employment service register all our workers in southern Maryland (St. Marys, Charles, and rural Prince Georges Counties) so that they might be called for possible employment but have met with little success along this line. At the present time we are taking some registrations for the Maryland State employment service but the coverage is not yet complete.

*Summary of employment on National Youth Administration projects*

	Male		Female		Total
	White	Colored	White	Colored	
1939:					
July.....	459	86	341	99	985
August.....	521	101	410	124	1,156
September.....	1,097	168	783	164	2,212
October.....	1,182	235	1,016	177	2,610
November.....	1,269	323	1,199	213	3,003
December.....	1,386	428	1,340	319	3,473
1940:					
January.....	1,626	629	1,571	368	4,194
February.....	1,817	799	1,728	448	4,792
March.....	1,760	812	1,689	475	4,736
April.....	1,608	804	1,567	470	4,539
May.....	1,422	710	1,505	461	4,098
June.....	1,159	588	1,357	451	3,555
July.....	1,022	545	1,134	359	3,060
August.....	1,002	460	1,122	369	2,953
September.....	736	367	723	310	2,136
October.....	649	321	582	200	1,752
November.....	823	386	934	285	2,428
December.....	952	539	1,198	493	3,182
1941:					
January.....	1,156	473	1,288	567	3,484
February.....	1,530	602	1,763	767	4,662
March.....	1,624	673	2,058	919	5,274
April.....	1,894	883	2,567	1,241	6,585
May.....	1,798	563	2,733	1,389	6,483
June.....	1,296	595	2,273	1,426	5,590

## EXHIBIT 8—CAMPAIGN FOR PUBLIC SUPPORT OF PRODUCTION OF DEFENSE MATERIALS

REPORT BY ALICE W. HOSTETLER, PRESIDENT, MARYLAND LEAGUE OF WOMEN VOTERS

BALTIMORE, MD., July 18, 1941.

The main work of the league of women voters at this time is an intensive campaign to win unified public support of the American defense program of production

of defense materials. Consequently, the members have been unable to make more than a hasty survey of a problem reported to them.

The Maryland league was informed that there was an emergency in the State which, if not met within 6 weeks, would spell disaster to the farmers in unharvested crops and rising prices to consumers. It was suggested to us that it might be advisable to use school boys and girls on vacation and women to harvest, and that this was a problem which could not be deferred until fall for solution. Local leagues were asked to obtain answers from local sources to the questionnaire enclosed. This brief survey was made for the membership of the Maryland League of Women Voters in order to learn whether the problem warranted interruption of our major undertaking—the campaign to win the battle of production.

It is our impression that there is a labor shortage on farms, but that this is not a new problem, but one of long standing due largely to the difference in wages paid by industry and agriculture. The difficulty has probably been increased by present industrial demands, but there is neither the need nor the desire by farmers to use women or persons without farm background or experience. Apparently, cooperation has been developed between the farmers and such agencies as the Work Projects Administration, National Youth Administration, employment service, and draft boards.

SURVEY OF LOCAL FARM LABOR PROBLEM

(To be returned by May 31, 1941)

I. Among the questions we want answered are—

1. Is there a labor shortage in your community?
  - In farm labor?
  - In what industries?
2. What steps are the local agencies taking to solve this problem?
  - (a) Is your local W. P. A. actually cutting off clients from its rolls as they are requisitioned by the local branch of the Employment Service?
  - (b) Is the local branch of the N. Y. A. doing the same?
3. Is it desirable at this time to use high-school boys and girls 16 and over during their vacations?
  - If so, how can their services be made available to farmers?
    - Transportation to work.
    - Hours of work.
    - Pay.
    - Protection.
    - Boarding.
  - Would your local schools permit the League to give short talks on this subject to the students before school closes?
4. How much backing would your community give to the "Farmerette" project used during the last war?
  - Material on this subject will be sent you. In the meantime it is sufficient to get the reaction of local farmers to the idea of organizing groups of young women (perhaps college girls) to work as units where they are needed and can be transported. Sanitary arrangements on farms may make this impossible. Please ask about these.
5. Can you get a rough estimate of rate of pay for farm labor? Per hour; per basket.

II. Obtain information regarding the problem in your locality.

Among the sources of information are:

- Local Employment Service—or Mr. Fred Gambrill, Director for State Employment Service of Farm Labor, Baltimore Trust Building, Baltimore.
- Farm Bureau.
- County Agent.
- Home Demonstration Agent.
- W. P. A.
- Nat. Youth Administration.
- C. C. C.
- School authorities.

## EXHIBIT 9—FARM LABOR AND THE LABOR SUPPLY SITUATION ON THE EASTERN SHORE OF MARYLAND, 1941

REPORT BY LABOR DIVISION, FARM SECURITY ADMINISTRATION, UNITED STATES DEPARTMENT OF AGRICULTURE

## A. FARM LABOR BACKGROUND

## 1. HISTORICAL DEVELOPMENT

Somerset, Wicomico, and Worcester Counties are today the three major truck-crop-producing areas which employ the bulk of the seasonal labor required on the Eastern Shore of Maryland for harvesting crops and for work in cannery and food-packing establishments. These counties are part of the oldest, and, for a long time, the most prosperous agricultural region on the Atlantic seaboard. For many generations they approached being self-sustaining and balanced rural communities able to withstand the impact of changing national economic conditions. Varying soil conditions in each of the three counties gave opportunity for nearly every type of farming. From the earliest day of plantation economy to the present period production of a wide variety of farm products both for domestic use and for commercial marketing made the area a subject of enviable praise.

Strategically situated as to potential markets, the counties made profitable use of their natural waterways before the arrival of the railroad. Baltimore, Washington, Wilmington, Philadelphia, and New York took all surpluses from the farms. The sea-food industry was an important secondary source of income to both land-owners and to a small army of landless workers. When employment in the sea-food industry became slack, workers found employment in strawberry picking, in the gradually expanding truck-crop harvests, and in muskrat farming where large areas were unsuited for cultivation. Timber resources of hardwoods and the fast-growing loblolly pine provided an additional source of farm income when the hardwoods began to be seriously exploited during the first World War which stimulated the lumber industry. Residents in the area seemed to enjoy a fair income 12 months of the year.

Most of the farmers carried on crop rotation which assured production of essential feeds for their stock and maintenance of soil fertility. Though there were many large farms, some sufficiently extensive to be called estates, the family-size farm predominated. A reasonably adequate supply of resident labor was available for all farm operations, including the harvests. Some migratory labor was procured from nearby towns and some from Baltimore and Washington.

In the past 25 years this more or less self-sufficient and moderate commercial type of agricultural and semiagricultural type of an economy appears to have undergone a transformation to one characterized by a dominant commercial and semi-industrial type of farming and industry. Family farm labor has given way, for the most part, to regular hired hands and short-time employment of local and outside seasonal labor. Two basic causes explain this change: One, an increase in the production of perishable truck crops and the accompanying acceleration of canning and food-processing operations in commercially operated establishments; and, two, a gradual decline in the rural population.

Truck-crop farming expanded rapidly during the first World War and continued until the beginning of the 1929-32 depression. Irish-potato production went into high gear in Worcester County in 1916-17; the neighboring Virginia counties of Accomac and Northampton had entered a period of intensive production of their crop somewhat earlier. Accomac County began to expand strawberry acreage in 1916. Both of the Virginia counties speeded up strawberry production in the twenties, and the Maryland counties followed suit. It is not clear whether the canning industry originally developed as an economy program by the larger growers who decided to can for themselves what they were unable to sell, or as a natural growth in an area where perishable foods frequently were in "surplus" and sought commercial markets. In any event, canning factories mushroomed throughout the area, and the acreage of tomatoes, peas, beans, and other truck crops expanded accordingly. Many of the smaller plants disappeared after 1929, leaving the field to the larger and more commercially operated plants. Today there are about 26 plants of this character in operation on the Eastern Shore of Maryland. It is possible that a few of the smaller canneries may revive during the present defense emergency.



The only other major development in recent years has been the rapid growth of the broiler industry. Worcester, Wicomico, and Somerset Counties have become an important part of one of the largest broiler-producing areas in the United States. This is a highly speculative branch of poultry husbandry, calls for a large initial investment, but appears to be highly profitable to the operators as well as stimulating to the local commercial enterprises which serve it—the building-materials industry and the grain and feed dealers. No data are available showing the extent of expansion in broiler production even during the past 5 years, but it appears to be a farm industry that has reestablished farm income for the younger and more enterprising farm operators. It calls for comparatively little labor.

During the period of truck-crop development the population of the 3 counties, totaling 76,740 in 1940, has remained fairly stable, but the rural population of the area has declined. Somerset and Worcester Counties, both predominantly rural and containing only 1 town in excess of 2,000 (Crisfield) together suffered a population decline of about 4,000 between 1920 and 1940. Wicomico County, on the other hand, showed an increase of 6,350 during this period. Practically all of this increase is accounted for, however, by the increased size of Salisbury, predominant city of the area, which now contains slightly over 13,000 persons and which serves as a trading center for the entire area. This town appears to have drawn heavily from the rural areas of the Eastern Shore of Maryland, both white and Negro, the latter being attracted into service employment and the former into commercial and small industrial enterprises. This trend away from the farm during a period of truck-crop expansion has operated to decrease the supply of local labor resident in the countryside and to increase reliance of the area upon migratory labor to meet harvest needs.

## 2. TYPE AND SOURCE OF FARM LABOR

Truck crop farms and canneries both employ local labor during the season but depend more upon nonlocal or migratory workers to satisfy full labor needs during seasonal peaks. With the expansion of truck crop farming in recent years, on the one hand, and the decline in the rural population on the other hand, labor-employing farmers and cannery establishments have been compelled to rely more and more on outside or migratory labor each year from the strawberry picking season through the harvesting and processing of beans, potatoes, tomatoes and other vegetables. The canneries employ, in general, the same type of labor used by farmers to harvest the crops designed for canning. Wrapping green tomatoes, however, is performed by expert workers who, for the most part, are migratory in character. The latter originate usually in Florida and travel in crews over wide areas where tomato-packing plants are located.

It is conservatively estimated that during the past 5 years more than half of the area's seasonal farm-labor supply has come from the ranks of migratory workers. Between 40 and 50 percent of the labor employed by the 26 canneries, it is stated, are migrants. No complete count has ever been made of the number of migrants who come annually for harvesting and canning work available in the three counties of Somerset, Wicomico, and Worcester, but estimates indicate the figures to be between 3,000 and 4,000. The migrants, both in the fields and canneries, are almost exclusively Negroes and consist, for the most part, of unattached males. Relatively few of these workers have cars, the majority of them being transported in trucks sent after them by their farm employers or in those owned by "labor runners" or "labor contractors."

Migratory farm labor is especially in demand for picking strawberries, beans, tomatoes, and potatoes. It was during the boom period of big profits in strawberries and truck crops that these Eastern Shore counties commenced to go far afield for this type of labor. As early as 1916, the Virginia counties on the peninsula were drawing migratory farm labor from the nearby Hampton Roads cities. The Maryland counties, in turn, took over this labor supply as it completed the Virginia harvests. As this source of supply began to prove inadequate, many of the large Maryland farm operators and cannery men began to employ migrants from the more southern States, the Carolinas, Georgia, and Florida.

Today, a minor portion of the migratory labor stream which moves into the Maryland counties on the Eastern Shore has its immediate origin on the Virginia Peninsula, but it constitutes, for the most part, workers who had migrated there earlier in the season from the Norfolk or Hampton Roads area on the mainland in Virginia. Only a comparatively small number are residents of either of the two Eastern Shore counties of Virginia. The majority of the workers who migrate to the Eastern Shore of Maryland are part of the large



stream of constant farm migrants who follow the ripening crops almost the year round from Florida up the Atlantic seaboard. They usually begin with the strawberry and truck harvests in Florida, then move through the Carolinas, Virginia, the Eastern Shore of Maryland, Delaware, and New Jersey before returning South. Not all the migrants who cross on the Norfolk-Cape Charles ferry, it will be noted, remain on the eastern shores of Virginia and Maryland. A number of them move on to Delaware and to the potato region of central New Jersey.

### 3. CROP ACREAGE, SEASONALITY OF MAJOR TYPES OF FARMING AND FARM-LABOR FORCE

Crop acreage and seasonality of operations with respect to the major crops in Somerset County are as follows:

Crop	Plant	Harvest	Acreage (estimated for 1941)
Strawberries	Annual	May 15, about 2 weeks	1,800
Beans (string)	Apr. 15	June 10, 2 to 3 weeks	1,800
Tomatoes	May 20 <sup>green</sup> "      " <sup>ripe</sup>	June 25, about 2 weeks July 15 to about Sept. 1	6,500
White potatoes	Mar. 25	July 25 to about Aug. 15	
Lima beans	Apr. 15	July 4 to end of July	500

It is difficult to estimate the amount of local labor available to harvest these crops. The State local employment office at Crisfield has stated that this year (1941) between 300 and 400 workers who applied for unemployment-compensation benefits could be made available for work on farms during the harvest period. Even with access to this group, and including those in the locality ordinarily available for regular and seasonal farm work, the farmers in this county must still rely very heavily on migratory labor. The State employment service has stated that with proper organization and direction of the migratory-labor influx, it is possible to meet harvest labor requirements of all the major crops of the county with about 1,500 migrant workers. Of this number, there is a demand for 1,000 strawberry pickers. An additional 500 workers are then required to complete the string-bean harvest. This is the number of outside farm laborers which is needed to augment the local labor supply at the height of the string-bean season in the latter half of June. The green-tomato crop, so far as field workers are concerned, can be handled with local labor. The work of wrapping and crating these tomatoes is usually performed by skilled crews which follow this occupation from one region to another as required. The acreage in white potatoes and lima beans is comparatively small and little, if any, outside labor is needed. What outside labor is required can be retained from among the migrants who work in the earlier strawberry and bean harvests.

In Worcester County the crop acreages and agricultural seasons are as follows:

Crop	Plant	Harvest	Acreage (estimated for 1941)
Strawberries	Annual	May 15, about 2 weeks	1,000
Beans (string)	Apr. 15	June 15, 2 to 3 weeks	900
Potatoes (white)	Mar. 15	June 28 to Aug. 1	5,800
Tomatoes	May 10	Aug. 1 to Sept. 15	5,200

Local farm laborers are available in sufficient numbers in this county to pick the bulk of the strawberry and string-bean crops. An additional 300 migrant workers are usually required, however, to complete the harvests of the two crops. White potatoes and can-house tomatoes, the major crops grown in Worcester County, cannot be harvested without migrant workers. It has been estimated that, with proper handling and distribution of labor, these crops could be picked with a migrant labor force of about 1,000 workers, including, for the most part, those who are previously engaged in strawberry and bean picking. It is believed, also, that the labor supply imported for the potato and tomato harvests could be rationalized to meet the migrant-labor requirements of the canneries in the county.

The crop acreages and the agricultural seasons in Wicomico County are as follows:

Crop	Plant	Harvest	Acreage (estimated for 1941)
Asparagus.....	Annual.....	Apr. 21 to about July 15.....	150
Strawberries.....	Annual.....	May 20, 3 or 4 weeks.....	2,000
Beans (string).....	Apr. 1.....	June 8 to about July 15.....	3,000
Lima beans.....	Apr. 10.....	July 4 on.....	2,000
Cucumbers.....	do.....	June 25 to July 20.....	1,200
Tomatoes.....	Apr. 20 <sup>green</sup> .....	June 25, about 2 weeks.....	1,000
	(ripe).....	July 15 to about Sept. 1.....	3,000
Cantaloupes.....	Apr. 20.....	July 15, 2 to 4 weeks.....	2,000
Watermelons.....	Apr. 24.....	Aug. 10, 3 to 4 weeks.....	1,800
Sweetpotatoes.....	May 1.....	Aug. 5, 6 to 8 weeks.....	4,500

Strawberries and string beans require the largest numbers of harvesters in this county. The large majority of them must be recruited from outside the region. The State local employment office has estimated that about 1,000 migrants are needed for strawberry picking and an additional 1,000 for the string beans. With a peak importation of about 2,000 farm laborers, properly distributed and exchanged during the cropping season, and with the local labor available, it is believed that all the crops of the county could be satisfactorily harvested.

The above review of labor requirements for the various crops grown in the 3 Eastern Shore Maryland counties of Somerset, Worcester, and Wicomico indicates that there is a demand for about 2,300 migrant pickers for the strawberry season and an additional 2,200 harvesters for the truck crops, or a total of 4,500 migrant agricultural workers. This total slightly exceeds the number of migrants, both in the field and in the canneries, who entered the area in 1940. With the possible exception of land in tomatoes, the 1941 acreages planted to truck crops are approximately the same as in 1940, according to the county extension agents. In the opinion of the State employment service, the number of migrants who have been accustomed to make the journey to the Eastern Shore annually could be reduced by a few hundred without impairing harvest operations if the movement were regulated, proper distribution of the supply effected, and a system of exchange of labor among farmers introduced.

## B. THE LABOR SUPPLY SITUATION

### 1. EARLIER REPORTS OF FARM LABOR SHORTAGES

As early as April of this year, reports of acute farm-labor shortages appeared in the rural press. Rumors of such impending labor dislocation were very common on the Eastern Shore of Maryland. Defense activities outside the agricultural areas were said to be absorbing the supply of migratory labor which annually seeks farm employment in the Eastern Shore counties.

The weather also increased the feeling of uncertainty. A cold and a very dry spring retarded fruition of the strawberry crop all along the entire eastern seaboard and discouraged the movement of the migrant berry pickers. Strawberry growers from Accomac County on the eastern shore of Virginia who came to Pocomoke City and other Maryland towns were depressed not only by poor markets and low prices for their berries, but complained also of a severe shrinkage in the supply of migratory labor. The situation was further aggravated by the fact that berries were ripening in a number of States on the eastern seaboard at the same time and thus impeded the stream of migrants which usually follows the crops in sequence.

Fortunately, from a labor angle, the strawberry crop on the entire Eastern Shore was about 30 percent below the 1940 yield and this reduced labor demand accordingly. Nevertheless, the fact that strawberry growers on the Eastern Shore of Maryland raised their wage rates from 2 cents a quart which they paid in 1940 to 3 cents reflected a tightened labor market or a fear of it. It is believed that this increase in wages brought more workers into Maryland from the Virginia Peninsula (where 2 cents a quart was paid pickers) than would have come if the wage rate had been held at the 1940 level.

The report on farm labor shortages of the subcommittee on farm labor (of the State Land-Use Planning Committee), covering a wider section of the State of Maryland, indicated, rightly or wrongly, a more serious situation. It was alleged that "farm labor in most sections of Maryland is difficult to hire. That available is very inefficient and ordinary. There was a crescendo tone in (crop) reporters' comments this month (June) that Work Projects Administration and National Youth Administration should be abolished in farming sections, especially during times when farming is at its height \* \* \*. In many sections of Maryland labor is not to be had. Able-bodied men are seeking employment in industry and farmers say they cannot pay defense wages for farm labor at prevailing prices now being received for farm products. \* \* \*. In general farming sections, harvest labor is already causing farmers concern, while in the truck and canning regions the shortage is causing more apprehension, for producers feel that they may not be able to harvest and market their matured crops at harvest time."<sup>1</sup>

## 2. FINDINGS OF THE FARM SECURITY ADMINISTRATION

A special reconnaissance survey was conducted by members of the staff of the Farm Security Administration, United States Department of Agriculture, to evaluate the reports and rumors of farm labor shortages on the Eastern Shore of Maryland and to ascertain through its own investigation the seriousness of the claims put forth. Almost a month was spent, from late May to the middle of June, interviewing labor-employing farmers, officials of cannery establishments, migrants and migrant labor contractors and labor "runners," county agricultural extension agents and members of the State local employment offices. The following represents a summary of the findings:

(a) *The labor-supply situation as of June 15, 1941.*—As of June 15 no serious farm labor shortage has materialized in the major crop-producing and farm labor-employing counties of Somerest, Worcester, and Wicomico on the Eastern Shore of Maryland. Not one farmer who was interviewed during the course of the survey complained that he had been unable to obtain sufficient labor to accomplish all of his work on time. Many of them stated that earlier reports of serious farm labor shortages had been unfounded. These reported reactions, it will be noted, cover the period of strawberry picking and as much of the bean picking as has been completed up to the middle of June.

Migratory and local labor were adequate to meet the needs of the farmers during the strawberry harvest in May because of two reasons: (1) prolonged dry weather and insect infestation which reduced the yield from 20 to 40 percent of normal; and (2) the effective work of the State local employment offices on the Eastern Shore. The latter directed and distributed all available labor so advantageously that both migrant and local workers were placed where they were most needed and with a minimum of time lost by both pickers and farmers. The same methods are being employed at present in the harvesting of string beans.

The main credit for averting distress up to the present is due to the State employment officials at Salisbury, Md., who undertook this year for the first time to control and direct the placement of farm workers. Their objective was to meet as many labor orders as possible and attempt to supply workers with fuller employment than they had experienced heretofore. Without making any advance promises, the Employment Service has been able to achieve both purposes to date. The major reason for its success lay in the ability to transfer workers from one farm to another as their usefulness lagged or was completed. To accomplish this transfer and exchange of idle labor among farms, it was essential to win the cooperation of both the workers and the operators.

(b) *The probable labor-supply situation in the near future.*—Farm-labor shortages, which have failed to materialize up to the middle of June, may develop within the next month or 6 weeks as bean picking advances and overlaps with the tomato- and potato-picking seasons and as the canneries swing into full operation. It is impossible to determine in advance the extent of such a possible shortage. The situation may become acute if truck farmers respond to the Government's appeal for greater production of tomatoes, beans, and other truck crops, by expanding acreage in a later-than-usual planting.

<sup>1</sup> Added section to Report on the Farm Labor Situation in Maryland, by the Subcommittee on Farm Labor, State Land-Use Planning Committee, April 1941.

Much will depend upon the weather and yield and upon the success of the Employment Service in continuing to shift workers from farm to farm and from area to area so that all growers may be accommodated by the supply of workers on hand. The Employment Service is making plans to clear orders through Norfolk if local sources and the already available migrant-labor supply proves inadequate. Although Tidewater Virginia sources cannot be counted upon to supply a great deficiency, there is reasonable possibility that sufficient numbers of additional farm laborers may be recruited to see the farmers through their coming seasonal peak.

The labor requirements of the local canneries, overlapping as they do with the farmers' needs for field labor, aggravate the labor-supply problem. With the exception of a few large farmers who can provide adequate housing facilities for migratory labor and who can boast of their "regulars" among the migrants, the growers as a group have a less stable labor supply than the canning establishments. A major contributing factor responsible for the greater labor stability in canning and food-packing plants is the legislative protection afforded workers in these establishments. Cannery labor is covered by the wage-and-hour provisions of the Fair Labor Standards Act and receives, therefore, the required 30 cents an hour. Farm labor, on the other hand, receiving no such minima, gravitate at the slightest opportunity toward the canneries. There is probably much merit in the claims of many farmers that some canneries take advantage of the differential in wages and are able to recruit many workers not only for the canneries but also for their own operated farms, from among the incoming migrants who in a number of cases are brought into the area through the efforts and sometimes at the expense of the farmers.

The potential and actual competition which exists between the farmers and the canneries for the available local and migratory labor supply can be further appreciated when it is realized that the 26 canneries in these 3 Eastern Shore counties normally employ between 5,000 and 6,000 workers. With an increase in the acreage of tomatoes this year, both the canners and the farmers will require more labor than normally.

The canneries, themselves, are not completely in the clear with respect to this year's labor supply. Some of them report that the extra help will not be forthcoming in the same numbers as in the past. They state that they have not been receiving (to date) the usual ready responses to appeals for labor. It is significant, however, that one canning plant with an established fair labor policy has experienced no such difficulty to date, while another plant operator who has been known to have labor problems in the past is beginning the 1941 season by insisting he has never had enough labor in all his years in the business. The former, it will be noted, relies principally upon local labor, the latter, upon migratory labor as it drifts into the area.

It is too early to predict with any certainty what the labor supply situation will be both for farmers and canners and to what extent the employment service will be successful in overcoming a shortened labor market in the weeks that lie ahead. It does seem clear, however, that labor standards and housing facilities are slated to play a prominent role in the outcome both on a general scale and particularly on an individual selective basis.

(c) *The supply of migratory labor.*—The flow of migratory labor into the Maryland counties on the Eastern Shore is declining perceptibly this year. Estimates indicate that the volume of this influx is about 25 or 30 percent below the 1940 level. Most of this labor is coming, as usual, from the Southern States, entering Maryland via the Virginia counties of Accomac and Northampton. These counties, on the lower Virginia peninsula themselves, reported the arrival this year of only one-third of their usual supply of 6,000 to 7,000 migratory workers for strawberry picking.

National defense construction activity at or near places of origin of these migrants or along the routes which they travel appears to be one of the principal causes of contraction of the flow. An earlier investigation made by the Farm Security Administration of the United States Department of Agriculture<sup>1</sup> in part of the area where large numbers of these migrant workers originate revealed that many of them are finding employment on defense projects and related work which pay wages considerably higher than they could ever expect in any kind of farm work.

<sup>1</sup>Memorandum to N. Gregory Silvermaster, Director of Labor Division, from A. A. Richards, migratory labor specialist, Labor Division, on "Farm Labor Problems in the Truck Crop Areas of North Carolina and the Coastal Plain of Virginia." April 11, 1941 (unpublished).



The exact extent to which the national-defense program has operated to curtail the normal or usual migratory flow up the Atlantic coast cannot be ascertained precisely. It is evident that some growers in the Maryland counties, especially those who are accustomed to hire their migrant labor as it arrives voluntarily or even those who depend upon runners to recruit their help, are not finding the usual sources of migrant help so fruitful or so willing. One grower, for example, who usually obtains his 20 seasonal pickers from Virginia, across the bay, reported that he had not heard from his runner since December. He stated that he had sent the runner \$25 in May, but received no reply and still does not know whether his help will arrive on time. It is this sort of experience, although by no means universal, which has given rise to uncertainty and which, in turn, has formed part of the basis for predictions of acute labor shortage.

A few growers, however, who have established the surer practice of recruiting and transporting their own migrant labor, have had less difficulty. One Somerset County farmer, for example, who for several years has been importing labor usually from Florida, and who employed 100 Negro migrants in 1940, was able to recruit 120 workers this year without difficulty. This farmer has been trying for a number of years to build up a regular labor force for his seasonal requirements, and apparently is succeeding. Nearly all of the 100 workers whom he employed in the 1940 season came again this year. Only 2 workers who were drafted did not return. This farmer's experience would seem to indicate the existence of idle farm labor in Florida at the present time. Yet, several growers and canners report inability to recruit ample summer help even in Florida. It would seem, therefore, that despite the fact that the normal voluntary flow of southern Negro migrant labor is smaller this year than usual, farmers who are able to provide transportation, adequate housing, and reasonably steady work at fair wages are having little or no difficulty in securing needed workers from outside their immediate localities.

The State employment service is doing much to maximize the use of the abbreviated migrant labor force on the Eastern Shore. It is particularly helpful to farmers unable to provide transportation for migratory farm workers. The service has established a checking station for migrants in the vicinity of Beaver Dam near the Maryland-Virginia line. Directional signs have been erected about 1,600 feet south of a tourist cabin used as an office and two men have been placed on duty at this spot to check, interview, and guide migratory workers crossing the State line from the Virginia peninsula to farms where they are needed or to farmers who had asked for such labor. Workers who already have a destination by prearrangement with farmers are recorded and their employers contacted and encouraged to release them to the employment service on days they are not needed; those without jobs are placed according to the priority of the farm orders.

Between May 15 and June 13 the station had registered about 2,300 migrant workers. About 75 percent of them were distributed among the five Eastern Shore Maryland counties of Somerset, Worcester, Wicomico, Dorchester, and Caroline. Over 500 stated they were on their way to Delaware and a comparatively few were going to New Jersey. More than 900 placements were actually recorded.

(d) *The supply of local labor.*—A shrinkage in the supply of local labor for year-round farm operations on a daily or monthly basis or on longer or more secure tenures of farm employment is in evidence. To many farmers the local labor supply situation is of greater concern than the shortage of migratory-seasonal labor. This situation arises from a number of causes and influences, none of which looms large in itself except when the effects are considered in the aggregate.

Opportunities for steady work have been opened to young men with mechanical skill in large industrial plants in nearby cities. Migration of rural youth to industrial centers is normal in other years, but today the movement from this area has been stimulated by national-defense activity. Defense activities outside the area, such as those in the aircraft plants at Baltimore and Wilmington, and in the shipyards at Wilmington and Philadelphia, are creating an exaggerated migratory movement from the Eastern Shore counties. Each week more and more youths and young men are reporting to the local State employment office for placement in the vocational training schools which have been established by the Federal Government in connection with defense industries. The majority of applicants are from the farms and have an agricultural background. An industrial concern, for example, is transporting 45 young men daily from Salisbury, Md., and vicinity to its



Seaford, Del., plant, and is training them on salary for permanent jobs paying them from \$24 to \$28 a week. This new employment, though not exactly of a defense nature, has opened up since last winter. Most of the trainees are former National Youth Administration and 4-H youths, and many of these are from farm homes. Skilled and semiskilled workers going to the western shore for defense-construction employment have included regular farm workers: only a few have returned to the Eastern Shore.

Within the past 5 years, moreover, the lumber industry, which seemed to have been marking time, has been galvanized into action by revived markets. The defense program has accelerated the cutting and shipping of timber, and has increased the number of operating mills in the region. This industrial expansion has drawn materially upon the local farm labor supply. Negro farm workers especially have been attracted to the mill work. All mills are under the wages and hours regulations of the Fair Labor Standards Act and pay a minimum of 30 cents per hour; some operate on a 5-day 8-hour basis, others on a 4-day 10-hour basis. Most of the mills are small independents and truck their lumber to the cities.

Finally, several small local plants in the area, which are engaged in manufacturing or fabricating clothing and equipment for defense needs, are now employing more labor than they have been in the past few years. A large proportion of the additional workers are farm men and women, young and old. These local industries working on defense orders are located in Somerset and Wicomico Counties, none in Worcester County. They include such enterprises as garment manufacturers contracting for cooks' coats and service overalls; a sail loft expanded into a tent factory; a small cutlery factory turning out butchers' cleavers for the Army and Navy; a gasoline-pump plant going into production of aircraft parts; local moribund shipbuilding facilities revived by contracts for repairing vessels purchased by the Brazilian Government. In the garment industries only white women are employed, and the majority of these are from farms adjacent to the urban communities. In the industrial plants youths, admittedly from farms, are being trained in mechanical techniques. Most of these plants are operating already on a full schedule and are making plans to increase production and capacity during the ensuing summer months. It is estimated that these local concerns will add between 200 and 300 persons to the pay rolls during this period.

The net effect of this expansion of local defense activity is to increase the competition for labor as between agriculture and industry. Replacements of regular farm hands are becoming increasingly difficult, especially where the farm wage rate is \$1.50 a day, including house rent free and garden perquisite. Even regular farm workers prefer the higher wages and shorter hours afforded by industrial employment. There would appear to be little doubt that regular hands could be secured or retained if farm wages were higher.

(e) *Effect of the Selective Service Act on farm labor supply.*—In general, the Selective Service Act does not appear to have worked an extreme hardship upon farmers in this region. Only 320 men have been drafted and accepted by the Army from the three counties up to June 10. Of those, only about 25 percent could be classified as agricultural workers, including operators, regular farm hands, and seasonal farm workers. Considering the fact that the majority of the working population of these counties are farmers or persons attached to farming, this ratio is not inordinately large. The general policy of all local draft boards appears to be to defer a farmer when he is essential to the operation of a farm unit and to defer a farm worker when he is a key man on the farm occupying such a position of responsibility that he cannot be easily replaced.

Perhaps as many have enlisted as have been drafted. Also, the calling to service of the three National Guard units has taken away another 150 or 160 men from the area. Altogether perhaps not more than 250 farmers and farm workers of all classes have been affected.

(f) *Work Projects Administration and the labor supply.*—Complaints that Work Projects Administration employment has significantly reduced the available supply of labor for year-round and seasonal farm work may be dismissed as contrary to facts and visible evidence, at least as far as the Eastern Shore of Maryland is concerned. There are 207 workers employed on Work Projects Administration projects in the three counties, and these constitute only 0.27 percent of the population. The majority of these are not capable of farm work. Farmers confirm this. In the very few instances where Work Projects Administration workers have refused to accept employment offered by farmers at higher wages, they have been dropped from Work Projects Administration

pay rolls. It was specifically urged by one of the largest employers of farm and cannery labor that the Work Projects Administration set-up be maintained intact to provide for the support of unemployed after the present defense emergency is over.

(g) *Wages and housing.*—Farm wages for regularly employed hands vary from farm to farm and from area to area, ranging from \$1.50 to \$2.50 per day in the three counties, depending upon the farm and the relative skill of the worker. It has already been noted that farm workers at \$1.50 per day are difficult to find.

Wages paid to migratory workers, despite a short crop season on strawberries, did not appear to bring forth complaints. Three cents per quart for picking strawberries was the accepted scale. This rate represented an increase of 1 cent over the rate paid in recent years and was probably prompted by the anticipated labor shortage. There are grounds for believing that there would have been a shortage of pickers for this crop even at 3 cents per quart if the crop had not been reduced by insects and drought.

Bean pickers are being paid on a basis of 20 cents to 30 cents per hamper where the market price holds above \$1. The peak of the season has not yet been reached, and the wage scale will depend upon prices obtained by the farmers for their product. When workers are picking beans for the canneries, the usual wage rate has been 10 cents for a  $\frac{5}{8}$  basket of 18 pounds. (The regular hamper holds 30 pounds.) It is interesting to note that at the beginning of the market bean season large growers in the Deal Island, Md., area have agreed upon a 25-cent rate. The first grower to pick, however, paid 30 cents, which established the rate for the area.

The wage rate for harvesting tomatoes, potatoes, and other truck crops has not been established as yet, but will depend upon many factors, chiefly the supply of labor and the market or cannery price. Potato pickers were paid 10 cents to 12 cents per barrel in 1940.

Fair treatment is accorded migratory workers by most farmers in area. Those few growers who find it difficult to get along with migrants are usually those who in some way discriminate against them or otherwise treat them unfairly. In numerous places this year, migrant pickers arrived before the strawberry and bean crops were ready for picking. In some cases, where the migrants lacked funds for maintenance, the prospective employer stood for them at the local village or town commissary. In other cases, the prospective employer contacted the employment service and placed the idle workers at the disposal of whatever farmers in the area needed help. Cooperation between growers and the employment service is an effective means of increasing employment and earnings of all farm laborers.

Housing facilities for migratory workers leave much to be desired. Such living quarters as were surveyed ranged from clean tenant houses altered into decent bunk houses to disreputable and abandoned houses and barns. This phase of the migratory labor problem, it will be noted, perturbs the majority of the more prosperous and well-intentioned farmers, and they appear to be receptive to suggestions for improvements within their means or through governmental action.

#### CONCLUSION

For many years to come, the farming counties on the Eastern Shore of Maryland will be faced with an insufficient supply of local farm labor, particularly for the harvesting and canning operations. As a result, farm and cannery employers will continue to depend to an appreciable extent on the labor supply provided by migratory workers from the South. This would be the situation even under normal conditions. Under emergency conditions, this problem could be expected to become aggravated.

On the one hand, acreages in truck and other crops will undoubtedly be expanded next year in this region and this would increase the requirements for farm workers; on the other hand, defense activities by 1942 can be expected to absorb materially the labor of even such unskilled workers as are represented by such migrants who follow the crops along the Atlantic seaboard and elsewhere. To overcome this squeeze and to minimize farm-labor shortages in 1942, the work begun this year by the Maryland State Employment Service must be intensified and expanded. Moreover, if migrant farm labor is to continue to provide the major sinews on the farms, as apparently it must, such action must be taken to make farm employment on the Eastern Shore more attractive. This means raising labor standards and improving housing and other living conditions of all farm workers, particularly those of the migrants.

The resulting efficiency of these workers will more than pay for these added outlays.

EXHIBIT 10—CHANGES IN NUMBER OF EMPLOYEES AND AMOUNT OF PAYROLLS.  
MAY 1940, THROUGH APRIL 1941, IN ALL MANUFACTURING INDUSTRIES AND FOR  
SEVEN MAJOR DEFENSE INDUSTRIES

REPORT BY JOHN M. POHLHAUS, STATE COMMISSIONER OF LABOR AND STATISTICS,  
BALTIMORE, MD.

*Baltimore industrial area*

ALL MANUFACTURING INDUSTRIES

Change	Number of employees	Amount of pay rolls	Change	Number of employees	Amount of pay rolls
May to June 1940.....	348	\$44,982	November to December 1940.....	1,977	\$123,381
June to July 1940.....	2,726	65,854	December 1940 to January 1941.....	1,260	73,281
July to August 1940.....	2,083	56,799	January to February 1941.....	2,168	79,764
August to September 1940.....	1,145	85,941	February to March 1941.....	2,930	97,269
September to October 1940.....	2,284	98,767	March to April 1941 <sup>1</sup> .....	3,209	223,518
October to November 1940.....	2,192	112,265			

Average employee increase June 1940 through April 1941..... 2,029  
Average pay-roll increase June 1940 through April 1941..... \$96,529

ELECTRICAL MACHINERY

Change	Number of employees	Amount of pay rolls	Change	Number of employees	Amount of pay rolls
May to June 1940.....	81	\$902	November to December 1940.....	277	\$17,645
June to July 1940.....	298	2,835	December 1940 to January 1941.....	368	20,503
July to August 1940.....	219	10,213	January to February 1941.....	549	17,221
August to September 1940.....	178	10,269	February to March 1941.....	326	18,728
September to October 1940.....	212	8,839	March to April 1941 <sup>1</sup> .....	176	897
October to November 1940.....	336	18,672			

Average employee increase June 1940 through April 1941..... 274  
Average pay-roll increase June 1940 through April 1941..... \$11,520

FOUNDRY AND MACHINE-SHOP PRODUCTS

Change	Number of employees	Amount of pay rolls	Change	Number of employees	Amount of pay rolls
May to June 1940.....	37	\$179	November to December 1940.....	101	\$8,871
June to July 1940.....	93	7,543	December 1940 to January 1941.....	269	5,023
July to August 1940.....	79	2,601	January to February 1941.....	230	12,503
August to September 1940.....	218	11,946	February to March 1941.....	53	7,535
September to October 1940.....	232	6,720	March to April 1941 <sup>1</sup> .....	70	4,169
October to November 1940.....	130	330			

Average employee increase June 1940 through April 1941..... 137  
Average pay-roll increase June 1940 through April 1941..... \$5,371

IRON AND STEEL

Change	Number of employees	Amount of pay rolls	Change	Number of employees	Amount of pay rolls
May to June 1940.....	1,052	\$57,887	November to December 1940.....	199	\$8,583
June to July 1940.....	513	6,944	December 1940 to January 1941.....	566	64,203
July to August 1940.....	255	9,509	January to February 1941.....	12	6,166
August to September 1940.....	489	15,268	February to March 1941.....	1,117	7,659
September to October 1940.....	27	16,037	March to April 1941 <sup>1</sup> .....	31	151,134
October to November 1940.....	128	19,359			

Average employee increase June 1940 through April 1941..... 281  
Average pay-roll increase June 1940 through April 1941..... \$29,687

## CHEMICALS NOT OTHERWISE SPECIFIED

Change	Number of employees	Amount of pay rolls	Change	Number of employees	Amount of pay rolls
May to June 1940.....	51	\$665	November to December 1940..	36	\$287
June to July 1940.....	70	1,689	December 1940 to January 1941.....	22	922
July to August 1940.....	5	986	January to February 1941.....	73	1,581
August to September 1940.....	18	1,670	February to March 1941.....	49	357
September to October 1940.....	51	308	March to April 1941 <sup>1</sup> .....	154	2,731
October to November 1940.....	38	14			

Average employee increase June 1940 through April 1941..... 24  
 Average pay-roll increase June 1940 through April 1941..... \$851

## BRASS, BRONZE, AND COPPER PRODUCTS

Change	Number of employees	Amount of pay rolls	Change	Number of employees	Amount of pay rolls
May to June 1940.....	60	\$3,473	December 1940 to January 1941.....	38	355
June to July 1940.....	55	1,157	January to February 1941.....	48	2,698
July to August 1940.....	178	6,033	February to March 1941.....	no change	1,347
August to September 1940.....	119	4,384	March to April 1941 <sup>1</sup> .....		
September to October 1940.....	64	1,709			
October to November 1940.....	9	3,697			
November to December 1940.....	92	7,351			

Average employee increase June 1940 through April 1941..... 65  
 Average pay-roll increase June 1940 through April 1941..... \$2,498

## SHIPBUILDING AND REPAIRING

Change	Number of employees	Amount of pay rolls	Change	Number of employees	Amount of pay rolls
May to June 1940.....	490	\$8,435	November to December 1940..	324	24,753
June to July 1940.....	684	21,738	December 1940 to January 1941.....	841	23,072
July to August 1940.....	667	20,099	January to February 1941.....	341	1,732
August to September 1940.....	439	18,647	February to March 1941.....	703	10,087
September to October 1940.....	196	20,852	March to April 1941 <sup>1</sup> .....	1,204	59,195
October to November 1940.....	169	17,581			

Average employee increase June 1940 through April 1941..... 470  
 Average pay-roll increase June 1940 through April 1941..... \$16,857

*State of Maryland*

[Information for Baltimore Industrial Area only cannot be made available]

## AIRCRAFT AND PARTS

Change	Number of employees	Amount of pay rolls	Change	Number of employees	Amount of pay rolls
May to June 1940.....	123	\$5,797	November to December 1940..	1,042	\$33,732
June to July 1940.....	492	3,047	December 1940 to January 1941.....	189	14,788
July to August 1940.....	86	5,485	January to February 1941.....	188	2,410
August to September 1940.....	613	26,151	February to March 1941.....	509	156
September to October 1940.....	1,484	48,031	March to April 1941 <sup>1</sup> .....	187	6,386
October to November 1940.....	1,496	46,654			

Average employee increase June 1940 through April 1941..... 433  
 Average pay-roll increase June 1940 through April 1941..... \$16,323

<sup>1</sup> March-April comparison preliminary, subject to revision.

NOTE.—Figures are based on reports received from firms reporting for 1 week ending nearest the 15th of each month.

EXHIBIT 10-A—POINTS OF ORIGIN OF IN-MIGRATING MINORS AS SHOWN IN SAMPLE ONE-WEEK CHECK OF AGE CERTIFICATES ISSUED UNDER FAIR LABOR STANDARDS ACT<sup>1</sup>

REPORT BY MARY M. WOOTEN, SUPERVISOR, PERMIT DEPARTMENT, OFFICE OF THE STATE COMMISSIONER OF LABOR AND STATISTICS, BALTIMORE, MD.

FROM JUNE 16 TO 23, INCLUSIVE, 1941

Total number of certificates issued "industrial area"-----			767
Total number of certificates issued out-of-State residents-----			101
Florida-----	1	North Carolina-----	3
Illinois-----	1	Ohio-----	2
Iowa-----	1	Pennsylvania-----	57
Kentucky-----	2	South Carolina-----	1
Minnesota-----	1	Tennessee-----	1
New Jersey-----	2	Virginia-----	12
New York-----	4	West Virginia-----	13

<sup>1</sup> Under the Fair Labor Standards Act and the child-labor laws of the State of Maryland, minors are permitted under certain specified conditions to engage in gainful employment, provided age certificates have been obtained from the office of the State commissioner of labor and statistics. It is from these certificates that the States of origin in the above table were determined.

EXHIBIT 11—CONTRIBUTION OF PUBLIC LIBRARY TO DEFENSE

BY JOSEPH L. WHEELER, LIBRARIAN, ENOCH PRATT FREE LIBRARY, BALTIMORE, MD.

JUNE 18, 1941.

I am forwarding a 24-page report, prepared by Mr. Eugene D. Hart, head of our department of industry and science. This is a somewhat detailed statement as to the development of the defense population and accompanying factors which influence the greatly increased demand for library books, particularly books on defense subjects.

In considering the contribution of public libraries to the defense program, may I call attention to the fact that in ordinary times the American public is borrowing at the rate of 450,000,000 public-library books a year. It is essential, therefore, to remind ourselves that books have a very marked effect on the stability and peace of mind of great populations. That was made evident during the last war on the statements of thousands of people in various communities. Further, a great proportion of library books at the present time are being read and studied with a view<sup>1</sup> to understanding the war, its causes and philosophy, American democracy, etc.

But finally, there is the very urgent demand from men who are earning their day's wages as employees of the defense industries. If this library, for example, should invest \$6,000 or \$8,000 in additional copies of books on defense subjects, not one of them would be left on the shelves in a week's time. My point is that thousands of men are being disappointed and thwarted in developing defense ideas and methods because they cannot get the printed material from which to develop these ideas. Ambitious men are trying to improve themselves in their work. All of this certainly is an important purpose, and I sincerely trust no one is going to think of books as of little account in a time like this.

LIBRARY SERVICE IN THE BALTIMORE INDUSTRIAL AREA DURING THE NATIONAL-DEFENSE PROGRAM

REPORT BY EUGENE D. HART, HEAD OF THE DEPARTMENT OF INDUSTRY AND SCIENCE, ENOCH PRATT FREE LIBRARY, BALTIMORE, MD.

I. INDUSTRIAL AND EMPLOYMENT GAINS

BUSINESS IMPROVED

The present national emergency involving the national-defense program has produced a tremendous increase in business activity and in employment in the Baltimore area. The stimulus to local industry is similar to that being experienced throughout the entire country.



Business indices show industrial and commercial activities increasing materially due to the stimulus of the national-defense program. Employment is up 13.8 percent over 1940, 34 percent over 1939, 29 percent over 1938. Department-store sales are up 14 percent over 1940, 26.2 percent over 1939, and 19.4 percent over 1938. Freight-car loadings are 8.7 percent ahead of 1940, 41 percent over 1939, and 46.9 percent over 1938. Transit passengers (streetcar and bus) increased 8.1 percent over 1940, 18.8 percent over 1939, and 18.3 percent over 1938. The increased business activity is followed likewise by an expansion of existing concerns and the establishment of many new manufacturing firms.

#### INCREASED EMPLOYMENT

The following digest of an article which appeared in the Evening Sun February 19, 1941, gives a general over-all view of the employment situation in Maryland:

"In the last 8 months, national defense increased Maryland employment directly and indirectly by 50,000 workers. Sources of this estimate were 150 concerns with over 300 major defense contracts, dozens of tool-making corporations, checked with employment data in the offices of the Maryland commissioner of labor and statistics and the Maryland Employment Service. The direct contact with 150 concerns whose contracts amounted to \$379,462,185 accounts for over 15,000 workers. Additional new employment of between 35,000 and 55,000 workers is accounted for by 2,800 manufacturing plants, construction companies, and hundreds of service establishments in Maryland.

"Reasonable estimating shows Maryland's nonagricultural employment has expanded by 50,000 to 70,000 workers within the last year.

"The majority of this increase is in Baltimore industrial area where bulk of defense work is concentrated. Percentage of newcomers as against Maryland residents unknown. Unofficial estimates chiefly from construction workers place one-third as newcomers, conservatively (or 17,000 to 23,000).

"Total defense contracts June 1 to January 15, 1941, exceeded \$379,000,000, of which \$244,405 were Office of Education allotments for defense training. Industrial employment already exceeds World War peak.

"Expanded activity found in every trade, business, shop, and factory. Business indices for Baltimore show large gains in all major business, notably 290.9 percent in building permits. Undetermined millions of dollars in small businesses' contracts add to business.

"Officials even while shying from estimates place Baltimore industrial area and Maryland total industry at over half a billion dollars. Estimates on defense contracts in Maryland cannot be made because of subcontracts and service to defense-material plants all over United States. Glenn L. Martin Corporation has subcontracts with firms in 37 other States.

"Maryland Commissioner of Labor and Statistics figured Maryland manufacturing plants had over 161,000 workers on rolls in December 1940. This was gain of 15,000 or 16,000 in manufacturing plants alone over last June, not considering smaller plants in the State which not being mechanized, require more workers per unit.

"Weekly pay rolls of manufacturing plants increased (almost one-sixth) \$685,000 from \$3,810,590 in June to \$4,496,500 in December. Since January 1, 1941, expansion has increased to exceed 165,000 workers and \$5,000,000,000 weekly pay.

"Maryland's nonagricultural workers January 1, 1941, were \$543,000. That means 382,000 people working outside of factories, in retail stores, garages, cleaning and dyeing establishments, sales organizations, restaurants, hotels, Government offices, etc.

"In 1 week at Maryland Employment Service when 600 persons were added to its rolls, 200, or one-third of the total, were found to have been in the city less than 30 days.

"The tremendous expansion in local manufacturing activities brought the community's industrial employment and pay rolls to the highest January levels in at least 13 years, while the announced expansion in Baltimore's production facilities was the largest for any single month since the association's industrial bureau was organized in 1919. The early completion of large expansion programs in the aircraft, shipbuilding, and other fields will substantially increase the present high level of industrial employment."

Employment in Baltimore in the first quarter of 1941 has increased about 125,000 more than the corresponding quarter in 1940, according to the Unemployment Compensation Board, as reported in the Morning Sun, May 28, 1941.

Employment gains submitted by the commissioner of labor and statistics on the Baltimore industrial area reveal the following figures:

## ALL MANUFACTURING INDUSTRIES

Change:	<i>Number of employees</i>	Change—Continued.	<i>Number of employees</i>
May to June 1940-----	+348	December 1940 to January 1941-----	+1,260
June to July 1940-----	+2,726	January to February 1941--	+2,168
July to August 1940-----	+2,083	February to March 1941--	+2,930
August to September 1940--	+1,145	March to April 1941-----	+3,209
September to October 1940--	+2,284		
October to November 1940--	+2,192		
November to December 1940-----	+1,977		

AIRCRAFT AND PARTS<sup>1</sup>

Change:	<i>Number of employees</i>		<i>Number of employees</i>
May to June 1940-----	-123	December 1940 to January 1941-----	+189
June to July 1940-----	+492	January to February 1941--	-188
July to August 1940-----	+86	February to March 1941--	-509
August to September 1940--	+613	March to April 1941-----	+187
September to October 1940--	+1,484		
October to November 1940--	+1,496		
November to December 1940-----	+1,042		

## SHIPBUILDING AND REPAIRING

Change:	<i>Number of employees</i>	Change—Continued.	<i>Number of employees</i>
May to June 1940-----	+490	November to December 1940-----	+324
June to July 1940-----	+684	December 1940 to January 1941-----	+841
July to August 1940-----	+667	January to February 1941--	+341
August to September 1940--	-439	February to March 1941--	+703
September to October 1940--	+196	March to April 1941-----	+1,204
October to November 1940--	+169		

Employment-index figures also supplied by the Maryland Commissioner of Labor and Statistics on Baltimore show that the employment in the iron and steel industry in April 1941 was up 23.7 percent over April 1940. Electrical-machinery employment was up 97.1 percent in the same yearly period. Chemistry and allied products were up 14.7 percent. Shipbuilding and repairing was up 123.2 percent. Aircraft and parts up 53.3 percent.

Below we give the employment figures for several of the more important local plants:

Company:

	<i>Number of employees</i>
Bethlehem Steel Co., shipbuilding division, Sparrows Point (1939)---	2,400

This figure represents only 10 percent of the total number employed at Bethlehem Works (Sun, Dec. 17, 1939). S. J. Cort, manager of the Sparrows Point plant, said they are now employing 24,000 men in the entire plant. Approximately 2,000 new men were taken on in 1940, and more are being hired daily (Sun, June 28, 1940). Employment in the Sparrows Point plant is now very near the 27,000 mark and is the largest number of men ever employed at Sparrows Point (Sun, June 11, 1941).

Bethlehem-Fairfield Ship Yard, Inc., Key Highway (engaged in repair work) (1941)-----	1,400
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<sup>1</sup> Figures for entire State of Maryland. Information for Baltimore industrial area only cannot be made available.

*Number of employees*

This figure is expected to be increased to 8,000 within a year. No figures to show increase in employment, since they began operating on March 20, 1941. The company was established as a new firm to handle defense contracts. They estimate that three or four out of every five employees are from out of town.

Crown Cork & Seal Machine Shop:

May 20, 1938	-----	469
May 19, 1939	-----	415
May 17, 1940	-----	442
May 16, 1941	-----	472

About 25 men have been hired in the engineering department since last year.

Booth & Flinn Co. (1941) ----- 1, 500

About two-thirds of the employees represented by this figure are from out of town. The company says that many of these men are normally migrant, going from yard to yard. This company has been in operation since March 1941.

Bendix Radio Corporation:

December 31, 1939	-----	474
December 31, 1940	-----	1, 381
May 31, 1941	-----	2, 388

Bartlett-Hayward Co. (1941) ----- 1, 500

This figure represent an increase of 110 percent since the middle of 1939.

Western Electric Co. (Point Breeze plant):

December 31, 1938	-----	1, 574
December 31, 1939	-----	1, 745
December 31, 1940	-----	2, 481
May 24, 1941	-----	2, 777

Glenn L. Martin Co.:

April 28, 1939	-----	5, 869
September 3, 1939	-----	10, 000
June 1940	-----	12, 000
June 1, 1941	-----	18, 500

These figures from newspaper reports. It is expected that the plant will employ 42,500 men by the spring of 1942. Martin has applicants from all over the country, but reports that relatively few are chosen from the thousands who file their applications by mail and the hundreds who apply in person.

The above figures show the employment increase at several of the larger firms. Mr. Rodney Crowther of the Baltimore Sun made a survey in February 1941, and he found that 130 of the small, miscellaneous firms expect to hire a total of 6,000 additional workers during the year 1941.

INCREASE IN UTILITIES

The following figures show the increase in the number of telephones installed by the Chesapeake & Potomac Telephone Co. during the last 4 years:

*Total number of telephones (and extensions) in Baltimore City*

Date	Number	Increase	Date	Number	Increase
Jan. 1, 1938	149, 656		Jan. 1, 1941	172, 382	10, 167
Jan. 1, 1939	154, 695	5, 039	Apr. 30, 1941	178, 265	5, 883
Jan. 1, 1940	162, 215	7, 520	Jan. 1, 1942	1 200, 000	21, 735

<sup>1</sup> Estimated.

Increase in the number of telephones may be explained, perhaps, by the increase in marriage rate, increased prosperity and changes in mode of living, as well as by influx of new residents. The company has no figures to show how many newcomers have installed telephones.

The figures for domestic consumers of gas and electricity supplied by the gas and electric company are given below :

## NUMBER OF ACTIVE METERS IN OPERATION

Date	Electric meters	Gas meters
Dec. 31, 1939.....	247, 907	210, 817
Dec. 31, 1940.....	256, 942	218, 160
May 31, 1941.....	262, 250	221, 950

## INCREASE IN ACTIVE METERS

1939.....	10, 104	5, 845
1940.....	9, 748	8, 081
Jan. 1-Apr. 30, 1941.....	4, 436	2, 981

## II. SCHOOL ENROLLMENTS

## CITY SCHOOL ENROLLMENT

Enrollment in the Baltimore City schools each year as of October is given below :

Date	Total elementary	Total secondary	Colored normal school	Total net roll
1937.....	78, 176	37, 894	164	116, 234
1938.....	76, 637	39, 665	156	116, 458
1939.....	74, 539	40, 499	141	115, 179
1940.....	73, 488	40, 267	156	113, 911

There is a slow decline in elementary school students and a slow increase in secondary school students. The children attending are fewer, but these stay in school longer. In general, according to the education department, city school enrollments have been declining for some time, and are continuing to decrease in 1941.

## COUNTY SCHOOL ENROLLMENT

The following is the total enrollment in public elementary and secondary schools in several Maryland counties which are nearest the city :

## JUNE 1939

County	White	Colored	Total
Anne Arundel.....	8, 763	3, 362	12, 125
Baltimore County <sup>1</sup> .....	22, 630	1, 902	24, 532
Harford <sup>2</sup> .....	5, 648	939	6, 587
Charles.....	20, 066	1, 742	3, 808

## JUNE 1940

Anne Arundel.....	8, 759	3, 321	12, 080
Baltimore County.....	23, 216	1, 984	25, 200
Charles.....	2, 126	1, 748	3, 874
Harford.....	5, 723	944	6, 667

## APRIL 1941

Anne Arundel.....	8, 299	3, 179	11, 478
Baltimore County.....	22, 185	1, 945	24, 130
Charles.....	1, 939	1, 647	3, 586
Harford.....	5, 371	889	6, 260

<sup>1</sup> Glenn L. Martin and Fort Meade are located in Baltimore County.

<sup>2</sup> Aberdeen and Edgewood are in Harford County, which is not admitting few children into schools because of overcrowding.

The department of education says that the gains in the county figures are not spectacular and probably will show up more in the fall when the new school year begins. The county schools are badly in need of Federal aid, which is being proposed in a new bill now before Congress.

#### TRAINEES IN NATIONAL-DEFENSE CLASSES

The national-defense training classes in Baltimore have at the present time an enrollment of 3,194, of which number 794 are enrolled in preparatory courses and 2,400 in supplementary training courses. There are 22 classes in national-defense training being offered. The course in aircraft blueprint reading has an enrollment of 810; machine-shop work, 580; foremanship training, 420; electric welding, 200; aircraft riveting, 160; aircraft sheet-metal work, 140; general blueprint reading, 120; and acetylene welding, 112.

The National Defense Colored Vocational School, located at 775 Waesche Street, is being established and will supply training in six or more essential trades. Instruction is to be given to citizens between the ages of 18 and 55. Courses in radio service, acetylene and electric welding, small-parts assembly, machine-shop work, aircraft sheet metal and riveting, and electrical work will be given.

To aid in securing the 30,000 or more workmen that will be needed in Maryland's industries by the first of the year (1942), David Fringer, director of the Maryland State Employment Service, has secured the cooperation of vocational training-school authorities in West Virginia, Virginia, North Carolina, and the District of Columbia. The vocational training directors of those public schools, accompanied by Mr. Fringer, made a recent tour of the Baltimore industrial plants and vocational schools with the thought of starting courses at once. These courses will be modeled after those in Baltimore's schools. However, no large number of trained workmen are expected from these sources immediately because of the time required to organize the courses.

So far the graduates of Baltimore's training courses have totaled 1,734. Of these, 1,102 have been placed in jobs by the Maryland State employment service, 80 percent of them having gone into the aviation industry. The remaining 600 or more found jobs for themselves. It is estimated by Mr. Fringer that Maryland industries will need more than 17,000 workmen by October 1 (Sun, June 8, 1941).

### III. HOUSING

Little attempt is made here to show the effect upon the housing situations in the Baltimore area, except to present the figures supplied by two agencies having to do with housing of defense workers. These figures obtained from the Defense Homes Registration Office, 20 West Franklin Street, showed that they had placed about 97 applicants, all from other States, during the period May 12 to May 31, 1941. This agency was opened on May 12, 1941, so no other figures are available.

Armistead Gardens, a housing project for defense workers, consisting of 131 two-story buildings, each containing four to six apartments of one to three bedrooms each, was opened on May 16, 1941. Present occupants of the settlements consist of native Baltimoreans, people from out-State Maryland, and people from other States. There are about 85 families now housed in this settlement, as of June 5, 1941. The present occupants are employees of Bethlehem Steel and Glenn L. Martin.

### IV. MIGRATION OF WORKERS INTO THE BALTIMORE AREA

There are four types of migration occurring in the present emergency. The first is the migration of over a million soldiers into training camps. Secondly, nearly half a million construction workers who are building camps and factories will move from one community to another, as work is completed. The third type of migration, with which we are most concerned in the Baltimore area, is the migration of workers to industrial centers. The fourth type of migration is that to originally small centers, necessitating community facilities where there are now almost none.

It has not been possible to obtain complete figures on migration of labor into the Baltimore industrial area. The following figures, obtained from various sources, will shed some light on the matter:

Mr. Crowther, in the Sun for February 19, 1941, estimates that from 17,000 to 23,000 nonresident workers had already come into the Baltimore industrial area.

In one week at Maryland Employment Service, when 600 were added to its rolls, 200—or one-third of the total—were found to have been in the city less than 30 days (Sun, February 19, 1941).



Bethlehem-Fairfield Ship Yard, Inc. (Key Highway), estimates that three or four out of every five employees are from out of town.

Booth and Flinn state that two-thirds of workers are from out of town, being normally migrant workers going from yard to yard.

The city and county schools are unable to supply any figures to show the number of children enrolled from families of migrants. We obtained, however, the following figures from public school No. 76. Their records show that eight families having children attending public school No. 76 have moved into the Locust Point area from outside the State within the last 2 years. Six of the fathers are engaged in defense work and two are in other lines of work.

The defense homes registration office placed 97 applicants, all from other States, in the period from May 12 to 31, 1941.

Armistead Gardens figures do not show the relative number of occupants who are from out of State.

Mr. Ford, employment manager of local Procter & Gamble plant, said in a telephone conversation that 80 percent of the men hired within the last 3 months were from out of town. The greater number came from the Pennsylvania coal-mining districts and from the Carolinas. He said that in most cases the men came here by themselves, either being unmarried or having left their families at home.

Additional migrations of labor into Baltimore can be expected when the defense training classes in West Virginia, Virginia, North Carolina, and District of Columbia are in full operation.

The following excerpt from a Government report shows the number of workers which will be required in the defense program. A corresponding migration of labor, affecting Baltimore can be expected.

"Secretary of Labor Perkins announced that an estimated 1,408,600 additional workers will be needed in the following industries by April 1942: 323,900 in ship-building; 408,400 in aircraft; 291,600 in machine tools and ordnance; and 384,700 in other defense industries, exclusive of building construction, manufacture of items for Quartermaster Corps, transportation, power, and extraction and fabrication of raw materials and parts. It is estimated, Secretary Perkins said, that 91,200 professionals and subprofessionals, 550,900 skilled, 539,000 semiskilled, and 227,500 unskilled workers will be needed. The greatest single occupational need will be for skilled machinists and semiskilled assemblers (erectors) with requirements of about 156,500 and 139,500, respectively." (This Week in Defense, June 6, 1941, Office of Government Reports.)

#### SURVEY OF LIBRARY PATRONS

For 2 weeks, from June 2 to 14, 1941, inclusive, questionnaires were handed to all adult patrons of the industry and science department and to the patrons of 12 branch libraries to determine how many of the library patrons are employed in a defense industry, and the number that have moved to Baltimore since September 1939, the date we have arbitrarily assumed as the starting point of the defense program.

It has not been possible by means of this survey or otherwise to determine the quantitative amount of book service rendered to out-of-State workers engaged in defense industries. The survey does show, however, as will be noted in the tabulation, that 11 percent of the library patrons were out-of-State workers now engaged in defense industries. An additional 6.5 percent have come to Baltimore since September 1939, but are not engaged in defense work.

A short time ago a check of new library registrations revealed that in 1 week 22 patrons (11 percent) out of a total of 200 registrations were new residents of Baltimore.

The tabulation below shows the results of the library survey:

3,247 patrons completed and returned the questionnaire.

1,408 (43 percent) are employed in a defense industry.

1,040 (32 percent) have lived in Baltimore 2 years or longer.

(1) 368 (11 percent) have moved here from out-State Maryland and from other States since September 1939.

1,839 (57 percent) are not employed in a defense industry.

Of this number, 1,616 (49.5 percent) have lived in Baltimore for 2 years or longer.

(2) 223 (6.5 percent) moved to Baltimore since September 1939.

Adding (1) + (2): 591 (17.5 percent) have moved to the Baltimore area since September 1939. Of these 591 patrons who are new residents of Baltimore

since the beginning of the defense program, 361 (61 percent) came alone; 95 (16 percent) brought one person with them; 77 (13 percent) brought a family of two people with them.

States represented in this migration were the following in order of their contribution to the total:

New York-----	21.4	Virginia-----	3.5
Pennsylvania-----	18	District of Columbia-----	3.5
Outstate Maryland-----	7	Massachusetts-----	3

Every State except Oregon, Nevada, and Mississippi, was represented among the migrants.

It seems significant to note that this migration of a great number of laborers into Baltimore has not, as yet, brought about the large increase in population that might be expected. As shown by the library survey, and as borne out by statements of employment managers, by school enrollments, and by spot checks by the telephone company, the majority of these workers brought no family with them. It is to be expected, however, that if their employment continues, they will marry, or will bring their families which in many instances were left behind. As this transpires there will be a material increase in population in the Baltimore industrial area, and it will cause heavy demands to be made upon the tax-supported institutions such as the schools, public libraries, health and recreational facilities, and upon publicly and privately owned utilities.

Serious consideration must be given to the probable effect of this increased working population in the Baltimore industrial area when the present emergency is over and defense employment declines. It seems almost certain that a tremendous relief load will result; therefore, careful planning must be made to care adequately for these people in such an emergency. The schools, public library, and such tax-supported institutions will certainly require additional funds to meet the demands of these people, regardless of the level of employment.

#### V. PUBLIC LIBRARIES AND THE DEFENSE PROGRAM

##### DEMANDS BEING MADE ON LIBRARIES

National-defense activities have increased the already heavy burden on public and State libraries. Shipbuilding yards, airplane factories, Army camps, naval bases, munitions plants, air posts, training schools, etc., have caused great displacements in population. A section formerly with a low population figure has suddenly become a thriving community overburdened with new residents. Library service is especially imperative in these crowded areas. The morale of the new population struggling to adjust itself to the new locality and new conditions can be greatly strengthened through adequate reading material. The greater volume and speed in shipbuilding, manufacturing, and training have necessitated a great deal of study by men who formerly thought that they had no need for further information; rapid changes in trades and in methods within the trades have resulted in increased demands for books on aircraft design, metal working, chemical processes, etc. Technical books are so expensive that in most cases 1 copy is available in a public library where 50 are needed. The demand is so great that it is impossible for even large city libraries to satisfy it.

Some typical examples of the demands being made upon libraries because of the defense program can be cited:

The San Antonio Public Library is, for example, confronted with the task of serving from 25,000 to 35,000 new borrowers located there because of the defense program. The library is attempting to meet these new demands without added funds by purchasing only the necessary technical, vocational, and informational books and materials. The abilities of the staff are being reappraised in an effort to secure more effective service and use of books, periodicals, pamphlets, and documents.

The Washington, D. C., Public Library reports that their registration has increased 20 percent in the last 12 months, from June 1, 1940, to June 1, 1941, and is running over 1,000 a month ahead of last year's registrations. The circulation of technical books in the same period shows an increase of 10 percent, and the increase continues.

The Knoxville public librarian reports that there are two technical libraries in addition to the public library in Knoxville, and that all have received a

tremendous number of requests for defense reading material. She reports that many of the people have never before used the public library, and that registration and circulation are considerably ahead of previous years.

Nell Unger, of the Library Association of Portland, Oreg., says they have had a decided increase in the demand for books on airplanes, auto and truck mechanics, welding, sheet-metal work, machine shop, blueprint reading, etc., which can definitely be traced to enrollees, instructors, and to executives of the Oregon State Employment Office, through which the Federal Government's vocational training program is put into action.

The Los Angeles Public Library reports there has been a widespread and pronounced increase in demands for defense material. The most popular subject, the librarian reports, is aeronautical engineering, since more than 60 percent of the Nation's aircraft is manufactured in Los Angeles County.

Mason City, Iowa, Public Library reports an increase of almost 100 percent in the use of materials related to national defense. The Milwaukee Public Library reports an increase of 350 percent in this type of material. The Sacramento Public Library reports a large demand for aviation books from the men at the Army air depot and from students in the civilian pilot training course at Sacra. J. C. The Schuectady Public Library reports a tremendous demand for defense reading material and has bought generously in that field in an attempt to supply the demand. Other libraries reporting sharp increase in demands for this type of material are the Louisville, Ky., Free Public Library and the Philadelphia Free Public Library.

The Enoch Pratt Free Library is experiencing unprecedented demands for books and other reading material relating to problems of national defense. Defense workers requiring books and materials to aid them in their work have swamped the library with their requests. The demands have come from the unskilled unemployed men preparing themselves to hold jobs in essential industries; the skilled worker preparing himself for greater responsibility; the engineer reeducating himself for defense activities; the designer of airplanes, ships, tanks, motors, and guns; the research workers in science and industry; and the businessmen seeking to learn how to obtain defense contracts. The burdens are equally heavy on nontechnical branches of library service. Schools, colleges, debating clubs, forums, organized groups of many kinds—all now need to an unusual degree the materials and resources of the library in fields relating to America's present problems.

#### PLACE OF THE LIBRARY IN NATIONAL DEFENSE

Dr. J. W. Studebaker, Commissioner of Education, in a talk before the Kiwanis Club of Baltimore, on May 22, 1941, spoke of the need for education of men for employability. He stressed the need for teaching them to work with their hands, and for putting them in touch with job opportunities. We feel that the public library is uniquely qualified to assist in this practical educational program. We believe that there is no doubt among educators that books will materially aid these men in learning the skills and trades needed in national defense industries, for books speed the education process and can be available 24 hours a day. At the present time the average worker must rely only upon the public library to supply him with books and other reading materials in national-defense training. Library facilities are not available at the national-defense training centers, in the schools, or in the manufacturing plants. None of the large defense plants in Baltimore, employing thousands of men, provide any library or book facilities for their workers, with the result that they must depend upon the public library.

Herewith are enumerated several contributions that libraries, of which the Enoch Pratt Library is a typical example, are making in the national-defense program.

1. *Supplying practical books on the trades and skills required in national defense.*—The national-defense training courses in Baltimore have caused a heavy demand upon the public library. At the present time there are 3,194 men enrolled, of which number 794 are enrolled in preparatory, and 2,400 in supplementary courses. No books are supplied by the defense-training center, and library facilities are not available in the schools.

The men are told they may obtain books dealing with the various trades and skills at the Enoch Pratt Free Library. In one course (foremanship training), having an enrollment of 420, a bibliography of books available at the Enoch Pratt Library is mimeographed and distributed to the students in the course,

with the result that they rely upon the public library for these books. A survey is now being conducted by the Pratt Library among the 3,194 enrollees in these national defense training courses to determine the number using books from this library in connection with their defense courses. The returns, at present incomplete, show so far that 57 percent of the enrollees are using books from this library to further their knowledge of subjects studied in these vocational courses. We believe that the use of these books will make certain that a larger proportion of these men become skilled mechanics. The National Defense Colored Vocational School is being established and will provide training in six or more essential trades. This additional training program is expected to cause a heavy demand for defense training books at the Central Library, and at the branches located in the vicinity of the largest colored population.

2. *Engineering school defense short courses.*—Frequent requests are made for books dealing with subjects taught in the Johns Hopkins University engineering short courses for defense workers. A recent short course in explosives completely exhausted our supply of books and resulted in long waiting lists for all titles.

A similar situation now exists with regard to a course in chemical warfare. The same situation will soon arise when a course dealing with engineering materials, inspection, precision measurements, drafting and blueprint specifications, and trigonometry begins.

3. *Books on military and naval science.*—We are called upon regularly to supply books on the modern tactics of the various arms and services of the Army; modern naval strategy; information about the Selective Service Act; information about the various service schools; how to get into Army and Navy flying corps; etc.

4. *Civilian-defense program.*—The Pratt Library has made contributions to the newly established civil-defense program.

"Mr. La Guardia said selected firemen and policemen from 40 eastern key cities will be trained in combating poison gas and incendiary and high-explosive bombs in 17 2-week courses at Edgewood Arsenal, Md., under the direction of the Army Chemical Warfare Service. Trainees will return home and instruct members of their own departments in methods they have studied." (This Week In Defense, June 13, 1941, Office of Government Reports.)

On June 14, one of the instructors at Edgewood Arsenal was in the Industry and Science Department preparing the course of study for the above courses. The material found most useful were the official publications of the Great Britain Ministry of Home Security dealing with air-raid precautions, and techniques of dealing with gas and incendiaries.

5. *Civilian Pilot Training program.*—Men and women enrolled in Civilian Pilot Training make frequent requests for books dealing with flight maneuvers, meteorology, air navigation, and airplane maintenance.

6. *Naval Reserve and Merchant Marine Reserves.*—We are experiencing increased demands for books dealing with navigation and the mathematics involved. We cannot supply enough copies of Bowditch's "American Practical Navigator" and Dutton's "Navigation and Nautical Astronomy."

7. *Candidates for Army and Navy Air Corps.*—Applicants for the Army and Navy Air Corps are besieging us with requests for review books in arithmetic, algebra, and trigonometry. We have over 75 copies of trigonometries, but not one is to be found on the shelves these days.

8. *Morale and democracy.*—There is still another kind of defense, unheralded, lacking in news value, so that its tremendous importance is overlooked or neglected in the rush and clamor of a nation beating its plowshares into swords.

For years the great majority of Americans have been caught and tossed in a series of economic, social, and political upheavals. "Normal life" as of old is unknown to many millions. Since 1914 there has been war, depression, boom, depression, recession, crisis, and again war. It is no small part of the library to provide some quiet harbors in the midst of storms, some refuge where, if even for an hour, tired minds may find rest and frayed nerves may knit.

There is then the highly important and practical function of supplying fiction, books on the arts, works of literature, biographies, histories, to maintain citizen morale in these trying times. The British have long recognized the part of the library in this regard. Maintenance of civilian morale will become increasingly important if we become involved in a war. If war comes, libraries must carry on their usual service, for more than ever they will be needed to help endure and persevere with courage in the presence of danger. Another way in which the public library is aiding defense is by emphasizing



the distinctive features of our representative form of government and the difference between life under it and under the totalitarian form. The duties as well as the privileges of citizenship in a free country are stressed.

#### FEDERAL AID FOR LIBRARIES

The urgent need is for more books, a great number of duplicate copies of technical books so they can be made available to the men who are now denied access to them. The Pratt Library has purchased a generous number of such books but cannot further increase duplication of titles without funds from other sources.

A further need is to make these books available at the workshop or classroom and at the plant for the worker who is too busy to come to the library. Initiation of bookmobile service, coupled with increased personnel and duplication of books, would provide book service to defense workers at the factory. Deposit collections in the shops, classrooms, and plants would reach thousands of workers now without access to books.

The present national emergency as it affects libraries is one which must be met by assistance through Federal funds. The need for books and reading materials in military camps is being met by an Army library program. The great army of defense workers, likewise, urgently needs library and book facilities which are at present denied them by inadequate local library facilities in most areas. In this situation it is imperative that the Federal Government allocate funds to supply books and reading materials to meet the needs of these defense workers.

The demand upon libraries for the last 2 years due to the defense program will, we believe, be materially increased within the next year with additional defense plants going into operation and additional workers being inducted into essential industries. There will be a material increase in the demand for library services. This year the Federal Government has a budget of 10 billion dollars for national defense. For the fiscal year 1942-43 it is predicted that there will be a thirty-six to forty billion-dollar budget. This will naturally bring about an increase in defense plants engaged in filling defense contracts, and in the number of workers employed in these plants, with a corresponding increase in the demand for books on the trades and skills which are needed for the workers in these defense industries.

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#### EXHIBIT 12—INDUSTRIAL ACCIDENTS IN BALTIMORE

REPORT BY CHARLES E. MOYLAN, CHAIRMAN, MARYLAND STATE INDUSTRIAL ACCIDENT COMMISSION, BALTIMORE, MD.

There has been a tremendous increase of personnel in every line of ordinary industry and, naturally, there follows the usual increase of accidents.

Firstly, and certainly foremost, within the last year to year and a half there has been an unheard of increase in personnel of those industries working on national defense contracts.

Secondly, there has been called back into service and on to operations with which they are not thoroughly familiar, older men whose dexterity and aptitude would not be considered except under an emergency such as exists today.

Thirdly, practically all youth—non-high-school graduates; high-school graduates; and college boys, both graduates and nongraduates—are being absorbed into national-defense industries. A certain percentage of these boys are being given 4 to 8 weeks' vocational training and the remainder employed without such training.

To further elaborate on each of the four vocational points: Under point one, namely the tremendous increase of personnel in all lines of ordinary industry; it naturally follows that the percentage of accidents should be about normal, though I believe that probably there has been a slight decrease here.

Fourthly, certain occupational diseases are being embraced in the compensation law for the first time in the 1940-41 figures.

Unskilled and semiskilled workers cannot be developed into skilled workers, under a more or less overnight procedure, without a large percentage of accidents. Particularly is this true when lost dexterity and aptitude is taken into consideration, as is the case of the men in the higher age brackets. Add to this picture untrained and semitrained youth and their enthusiasm and again you have accidents.



I do not have before me at the moment the actual increase in employment for the Baltimore and the State of Maryland area over the last 12 months, but I feel confident in saying that the increase will be considerably more than 20 percent.

To further demonstrate, in the depression year of 1930, when there did not exist a national-defense emergency, this commission had reported an average of about 3,500 accidents per month. Unemployment was heavy and industry was curtailing on all sides. Today, unemployment is at a low point, employment is probably at its all-time high and employers still crying for more manpower, yet this commission has had reported over the first 6 months of its fiscal year only about 3,770 per month, or an increase of 270 per month.

However, by taking the past 3 years as an example we find the following: 1939 an average of 2,760 accidents reported per month; 1940, 3,134 accidents reported per month; and the first 6 months of 1941, 3,770 or an increase of 1,010 accidents reported per month over 1939.

### EXHIBIT 13—ECONOMIC DEVELOPMENTS IN BALTIMORE AND MARYLAND, JUNE 1, 1940—MAY 31, 1941

COMPILED BY THE RESEARCH AND STATISTICS DEPARTMENT, FEDERAL RESERVE BANK OF RICHMOND

	Department store sales, Baltimore <sup>1</sup>	Furniture sales, Baltimore <sup>2</sup>	Registrations new autos, Maryland <sup>3</sup>	Employment index, Maryland <sup>4</sup>	Pay roll index, Maryland <sup>4</sup>	Building permits, Baltimore <sup>5</sup>	Contracts awarded, Maryland <sup>6</sup>	Debits to individual accounts, Baltimore <sup>7</sup>
June 1940 .....	\$3,981,000	\$326,400	5,015	149	177	\$3,641,000	\$9,606,000	\$389,042,000
July .....	3,063,900	309,100	4,909	151	177	3,259,000	7,951,000	415,299,000
August .....	3,575,400	455,500	2,971	154	182	1,682,000	10,103,000	365,968,000
September .....	4,365,700	429,400	1,945	157	190	3,820,000	7,453,000	358,270,000
October .....	5,464,600	514,100	4,454	159	193	1,789,000	13,368,000	431,213,000
November .....	5,288,700	514,800	5,120	160	202	1,396,000	8,368,000	429,178,000
December .....	7,994,100	574,603	5,076	163	212	1,174,000	19,587,000	495,647,000
January 1941 .....	3,357,000	364,900	4,169	162	207	2,180,000	13,715,000	489,747,000
February .....	3,081,500	372,500	4,200	164	212	2,031,000	5,687,000	416,425,000
March .....	4,419,300	278,400	7,052	167	219	2,125,000	22,244,000	481,724,000
April .....	5,139,000	473,500	7,485	176	226	4,935,000	10,391,000	476,472,000
May .....	4,960,709	505,800	7,475	( <sup>8</sup> )	( <sup>8</sup> )	2,394,000	( <sup>8</sup> )	493,412,000

<sup>1</sup> Dollar sales in 10 Baltimore department stores. No State total is available.

<sup>2</sup> Retail furniture sales in furniture stores and furniture departments of department stores.

<sup>3</sup> New passenger automobiles registered in Maryland. No figure for Baltimore is available.

<sup>4</sup> New passenger automobiles registered in Maryland. No figure for Baltimore is available.

<sup>5</sup> Unadjusted index numbers based on December 1931 as 100. Calculated from monthly percentage changes.

<sup>6</sup> Valuation of building permits issued in Baltimore City, increased 20 percent over actual permit figure to allow for undervaluation on permit applications.

<sup>7</sup> Value of contracts actually awarded in Maryland for all types of construction work.

<sup>8</sup> Amount of debits to individual, firm, and corporation accounts in Baltimore City banks.

<sup>8</sup> Figures not yet available by States for May 1941.

### EXHIBIT 14—THE CITIZEN LOOKS AT DEFENSE HOUSING IN BALTIMORE

REPORT BY FRANCES H. MORTON, PRESIDENT, CITIZENS' HOUSING COUNCIL OF BALTIMORE, MD.

On June 11 and 12 the National Committee on Housing Emergency met in Washington to consider the national-defense housing situation. This committee drew up certain principles upon which a national-defense housing program should be based. The Citizens' Housing Council, of Baltimore, believes that the program drawn up at this conference is a good one, not only for the Nation to adopt, but also for local communities. In considering methods of dealing with the defense-housing shortage in the Baltimore area, we have used as a guide, the principles laid down by the National Committee on the Housing Emergency.

We quote from the preamble of the recommendations of this Committee: "Adequate housing for workers in defense industries is as much a part of the defense establishment of the Nation, as are cantonments for the armed forces,

or factory buildings in which to produce defense materials. It must be provided without delay. Such housing, if properly located, planned, and constructed need not create future community burdens, but can in most places be made a valuable asset. In communities where a housing surplus may exist after the emergency, a logical and desirable means of eliminating the surplus would consist of getting rid of existing substandard dwellings, rather than scrapping the defense housing.

"The difficulties attendant upon such a program are obvious, but they are not insuperable. They call for searching study, competent planning, and effective programming. By these means, new building during the present emergency presents an opportunity to do community replanning, to rid older sections of blight, and to assure stability for new development. It is not inevitable that defense housing shall become a Nation-wide problem child of our post-emergency economy. On the contrary, defense housing, like any other properly planned public improvement, should accelerate the positive forces of redevelopment. It should help provide the means for overhauling and rejuvenating our communities, for defeating obsolescence and decay."

#### RECOMMENDATIONS OF CITIZENS' HOUSING COUNCIL

For the accomplishment of these and related objectives, the Citizens' Housing Council makes the following recommendations:

1. Official local participation in the planning and construction of defense housing is imperative, even though Federal agencies will and must have the principal and the final responsibility in determining the existence of the need and its extent. In order to make this local participation an actuality, there should be an effective local organization through which this joint participation might function. There should be a State housing coordinator who is a member of the Maryland Council of Defense, and there should be a housing coordinator for the Baltimore metropolitan area who is a member of the Baltimore district, Council of Defense. The Regional Housing Coordinator from the Defense Housing Coordinator's office in Washington should work closely with both the State and city housing coordinators.

The set-up and the qualifications for both the State and local coordinators should be the same. Since we have been asked to make recommendations for Baltimore, we will confine our remarks to this coordinator. The Baltimore housing coordinator cannot function, however, unless he has an effective State organization through which he can work. The problems of Baltimore are those of the metropolitan area, and not just of Baltimore City.

The housing coordinator, who is a member of the Baltimore district, Council of Defense, should have a sound knowledge of housing problems. Inasmuch as he is a housing expert, he would be acquainted with principles of housing research, and he would have a knowledge of the national housing program. The housing coordinator should organize under him an advisory committee representing all of the different groups in the community interested in housing. Such an advisory group should include the city plan commission, the local housing authority, and other municipal agencies interested in housing, the Association of Commerce, the real-estate board, labor, social agency, and civic groups. The city housing coordinator should be provided with a budget, so that he might conduct research, and so that he might set in operation a comprehensive central room and housing registry. The responsibility of such a housing registry would be the collection and maintenance of an up-to-the-minute index of the total demand for vacant dwelling accommodations and the total supply. It should lay particular stress on finding accommodations for the lowest income groups, where the need is greatest. The housing council feels that it is a mistake to set up, as has been done in Baltimore, only a partial central room registry, and to put this registry in the hands of one civic or professional group, no matter what group this is.

Local groups would report problems and needs to the Baltimore housing coordinator. The coordinator would, in turn, try to get facts which would substantiate these needs. These facts would, in turn, be presented to the Regional Defense Housing Coordinator. Without this local cooperation the Regional Defense Housing Coordinator will not have sufficient facts on which to base a well-planned defense housing program.

It should be the duty of the Baltimore housing coordinator to coordinate the activities of various Federal housing agencies doing local work. These Federal agencies should consult local government agencies concerning sites and plans before initiating defense housing projects. In this way, unnecessary delay and changes in plans will be forestalled, and the most effective use will be made of the knowledge and services of these local agencies.

#### FACT-FINDING AS BASE FOR PROGRAM

The second recommendation of the Citizens' Housing Council has to do with obtaining necessary facts on which to base a well-planned program. Such facts cannot be collected unless some machinery is set up such as we have outlined. In Baltimore, at the present time, as far as we can see, everyone either thinks somebody else has the facts, or feels that it is someone else's responsibility to get them.

2. The need for defense housing should be determined by intelligent analysis of available facts and the collection of all additional facts that can be obtained, without retarding, to any great extent, the defense-housing effort.

The Baltimore housing coordinator and his staff would not necessarily, themselves, have to do a great amount of research. The coordinator could, by virtue of his office, call upon various public and private agencies to collect certain data that these agencies would be in a position to gather. It would then be the duty of the coordinator to correlate this data so that a comprehensive picture could be obtained.

What we need is a broad and accurate view of housing conditions, rents, and shortages in Baltimore before the defense program. These facts should be analyzed in respect to conditions since the defense program with special reference to rent rises in different income categories, and with special reference to the housing difficulties of Baltimore's large Negro population. The Negro defense-worker coming to town meets a very difficult situation. Our Negro population has increased considerably during the last 10 years, and yet, Negroes, undoubtedly, occupy fewer houses than they did 10 years ago. This condition results from the incomplete public housing program, and the fact that the Negro has not been able to expand into new areas because of various restrictive agreements entered into by owners of property in white neighborhoods.

It is difficult to get a true picture of the effect of the defense migration on housing in the Baltimore area because of the scarcity of facts. In a reasonably short time we will have all of the Federal census material and the results of the real property inventory now being made. At the present we have some of the census material and the vacancy surveys of the real-estate board and the postmaster. The results of the 1933 Civil Works Administration housing study in Baltimore were only partially tabulated. It would seem that what we need is an up-to-date vacancy survey, made on a strictly scientific and objective basis, that will show vacancies at different rent levels. It is well known that vacancies at high rentals are much more numerous than vacancies at low rentals.

After the Baltimore housing coordinator has secured a picture of the present housing situation in Baltimore, he should determine the need for new housing by getting from defense plants an estimated number of the new workmen they expect to employ during the year, together with their estimated family size and income. He should then determine the number of new dwellings needed, after taking into account the probable number of old one-family houses that might be reconditioned for two-family, or multi-family use. The Housing Coordinator's office in Washington will, of course, determine the ultimate need for new dwellings. It is certain that that office will appreciate detailed data from local sources. It has been understaffed, and, in instances where local detailed data cannot be readily secured, it has had to base its plans on whatever is available, because it has had no survey staff to collect facts in the local communities.

After assembling information about the need for new housing, the Baltimore housing coordinator should learn from the housing authority of Baltimore the number of substandard dwellings it feels should be demolished. Theoretically, no one need fear a housing surplus at the end of the emergency, unless the new dwellings have exceeded the number of substandard dwellings which now exist. Location and design of defense housing is important.

If such houses are not conveniently located, or not of proper design to suit the needs of the present occupants of substandard housing after the emergency, they should be demountable houses, and not of a permanent character. The Citizens' Housing Council feels that it is very important to observe adequate housing and architectural standards in building defense housing. "The observance of such standards does not slow down construction, nor does it materially increase costs." We do not want the "emergency construction of today to become the semislum of tomorrow."

#### PUBLIC AND PRIVATE HOUSING DIFFERENTIATED

3. Public defense housing should provide only for families who cannot be provided for by private enterprise, and conversely, private enterprise should not be encouraged to go below the income groups for which it can adequately build, as the result will only be very inadequate houses which will result in slums within a few years. The Citizens' Housing Council feel that title VI of the National Housing Act should be watched carefully, as it seems to encourage the private speculative builder, and seems to let the worker and the Government hold the bag.

We feel that Congress should be urged to provide promptly the additional funds needed for defense housing, so that this housing can keep pace with the expansion of defense production.

#### PLANS FOR NECESSARY SERVICES

4. "Housing cannot stand apart from the community; it must be provided with all necessary community facilities and service. Plans for housing call for concurrent plans for utilities, schools, streets, transportation, recreation facilities, and whatever else is necessary to make the housing a satisfactorily functioning part of the community. Where such facilities required to serve defense housing exceed the normal needs of the community, projected reasonably ahead, the Federal Government should assume the cost of these additional facilities." The Citizens' Housing Council feels that the community facilities bill pending in Congress should be passed.

#### PROTECTION OF ZONING FOR DEFENSE HOUSING

5. Baltimore should protect itself by adopting adequate planning controls. The National Committee on the Housing Emergency recommends that defense-housing projects be given the protection of zoning and other planning measures, designed to insure neighborhood stability. It also recommends that defense communities should be protected against haphazard subdividing and other unregulated development, and suggests that "in defense areas there will probably be required, in addition to zoning, subdivision regulations, building and housing codes, and various sanitary and health regulations, including the regulation of trailer camps. Existing building codes should be promptly examined for the purpose of both tightening up deficiencies and modernizing outmoded provisions." We feel that it is particularly important to reexamine the section on "Dwellings" in the new building code to insure that it makes effective provisions for seeing that new dwellings are up to standard. Baltimore City Ordinance 823, which clarifies the powers of the health commissioner in regard to rooming houses, should be promptly passed by the city council. The city should stand behind the health department's efforts to force landlords and tenants to keep their property up to standard, and the board of estimates should provide the salary for the three new inspectors, which the health department has requested, so that it can deal more adequately with unhygienic housing conditions in Baltimore which have been intensified by the defense-housing shortage.

#### STUDY OF FUTURE USE OF HOUSING

6. The regional office of the National Resources Planning Board should make a study of the future use of Baltimore's public-defense housing after the emergency. It is hoped that this will be done with the cooperation of the National Resources Planning Board in Washington. "Such a study should not only develop planning recommendations for particular typical areas, but also, if possible, should result in recommendations to the Federal Government as to the policies regarding future disposition, use, or demolition of defense housing projects. It should also cover procedures with respect to possible acquisition of slum properties for demolition of substandard housing, and use of land for public purposes, private development, or land reserves, and should suggest methods of financing recommended programs."



## REQUEST FOR BETTER COORDINATION

7. It is recommended that a request be made to the President that there be an examination of the possibility of bringing about better coordination of Federal agencies working with housing. Mr. Charles Palmer, the Coordinator, is doing a good job coordinating them as they are at present set up. It may be that some could be combined, or that housing could be put in the hands of a few agencies rather than many.

## LOCAL PROGRAMS SHOULD BE CONTINUED

8. The regular public and private housing program of the community should be continued, insofar as this program does not interfere with the defense effort. It is true that we can only stop Hitler with guns. Guns, however, will be useless without high public morale, and it is important to remember that poor housing conditions have a distinctly adverse effect on public morale. "Governmental housing agencies, manufacturers of building materials and equipment, architects and builders should all be encouraged to exercise their utmost ingenuity in devising and using appropriate substitutes for the building products made scarce by defense priorities, so that the regular building program can go on."

## APPROPRIATIONS FOR POST-EMERGENCY PLANS

9. It is recommended that the Federal Government appropriate money so that States and localities can draw up post emergency plans for public housing projects and urban redevelopment projects. The expenditure of money for such an undertaking would be sound, as it would encourage "an advance planning of public works, and it would make it possible to avoid a serious time lag in getting construction under way when needed."

## LONG-TERM NEED FOR RESEARCH

10. The Citizens' Housing Council agrees with the National Committee on the Housing Emergency that there is a continuing and long-term need for research in construction methods and materials, and that a national laboratory should be set up which would make use of research facilities in universities and technical schools.

## FAIR RENT CONTROL LEGISLATION

11. Fair rent control legislation should be passed, if all other methods fail. "Rent control legislation is not a substitute for an adequate and balanced housing program, nor a remedy for a shortage of housing. In an emergency economy, however, subject to priorities and price controls, it seems impossible to avoid such legislation in some areas, as a preventive of exploitation, of rising living costs, and of inflationary tendencies."

In Baltimore there have been marked rent rises in the income groups which can bear them least. The Afro American has been running a series of articles giving instances of extortionate rents, and has, in some cases, published the names of offending landlords.

These cases should not have to be handled only by the Afro American, but by the Baltimore housing coordinator and his representative committee, which we outlined in the first part of this paper. If the Baltimore housing coordinator's committee and community opinion have no effect on the steadily rising rent situation in Baltimore, we will undoubtedly have to have some kind of rent control legislation.

"Rent control legislation should permit the widest possible latitude in meeting local conditions, but reasonable uniformity of application should obtain over areas presenting similar conditions, rather than being limited by political boundary lines. This legislation should be devised and administered in such a way as not to discourage needed new construction. In order to avoid some of the difficulties encountered with rent control legislation during the World War, consideration should be given to providing that rents should be fixed at prevailing levels, as of a specific date, rather than by using a valuation basis, and that disputes arising in the application of the legislation should be handled at least in the first instance, by administrative boards rather than by the courts.

Rent control legislation by States is preferable to Federal legislation, but there should be some Federal enactment to apply to defense areas in States



which do not, either before or after such Federal enactment, adopt adequate rent control laws."

In a speech that Mr. Charles Palmer, Housing Coordinator, made at the recent National Conference on the Housing Emergency, he called attention to the greatest obstacle that his office had to deal with, namely, the fact that all groups concerned with housing, both public and private, failed to realize that the nation was faced with a national emergency, and that business simply could not be carried on "as usual." He referred to Baltimore as one of the areas where defense housing was not proceeding as it should.

The Citizens' Housing Council is fully aware that the national emergency requires that we all make sacrifices. We, however, consider it unnecessary to neglect permanent improvements in our housing picture, if such improvement can be gained with nothing lost to the defense effort.

The family is the basis of our democracy. There cannot be any real family life if housing conditions are poor and rents are extortionate.

We feel that Baltimore can begin to cope with all of these problems, if we have a housing coordinator whose position would be recognized by private interest groups, as well as local government authorities.

Should we be unable to effect a coordinated housing program, then the Federal Government will have to exert further control over the situation. Defense activity must go on in this city, as in other cities. It is imperative to the future of the Nation.

#### EXHIBIT 15—BALTIMORE HOUSING FROM REALTOR'S VIEWPOINT

REPORT BY C. PHILIP PITT, SECRETARY, REAL ESTATE BOARD OF BALTIMORE, MD.

JUNE 6, 1941.

The only statistical information bearing on the housing situation, which the real estate board has, is the survey made by the Postal Department last August, copy of which is appended. The only other information I have on this subject has come to me in the form of comment and unofficial statements by some of those in close touch with the home building industry.

The Federal Government has detailed information as to the number of defense housing units to be constructed with public funds in this area. The 750 units known as Armistead Gardens on the Philadelphia road have already been turned over to defense workers. Should the pressure become great enough, it is possible that some of the other housing projects of the Baltimore Housing Authority, which are now under construction, could be diverted to meet the demand of defense workers.

The home builders, generally speaking, are of the opinion that a considerably greater number of single family houses will be completed in the Baltimore area in 1941 than were completed in 1940.

It was the opinion of our Committee on City Plan—Zoning—Housing that the new Housing Registration Bureau, which has been established under the management of the Baltimore Association of Commerce, if adequately supported, financially and otherwise, could enlist the cooperation of many thousands of owners of private homes in making available furnished rooms to accommodate single men, but that it would be impossible to provide an adequate number of small, furnished, low rental apartments to meet the demands of married men who bring their families to Baltimore with them.

#### REPORT ON HOUSING SURVEY TO BALTIMORE REAL ESTATE BOARD

BOARD OF DIRECTORS, REAL ESTATE BOARD OF BALTIMORE.

GENTLEMEN: Your committee, after a study of the former housing surveys made under auspices of this board, decided to make the present survey as simple as possible. Its main purpose was therefore directed toward the ascertainment of the total vacancies in family housing units existing in Baltimore as of September 1, 1940.

In the 1938 survey, row and detached houses were separately shown, as were also multiple houses providing for two or three families. There was also a figure given in this report for houses unfit for occupancy.

In regard to the present survey your committee was of the opinion that by limiting the questionnaire merely to vacancies in one-family houses of all types, and apartment units of all types, there would be less chance for various errors in classification and that the result would more nearly present a true picture of the Baltimore situation as a whole.

The present report therefore covers all apartment units of whatever kind, whereas, in 1938, the figures of vacancy were only available for houses containing two or three families, and the larger apartment units were only covered insofar as statistics were available from the Apartment House Owners Association of Baltimore.

On account of an additional postal district, representing some increased territory taken in since the 1938 survey, and the simplified form of the questionnaire used, it is not possible to make direct comparisons of the tabulations and text of the 1938 report with the tabulations herewith presented. However, in order to give as close a comparison as may be possible, your committee has recast certain of the 1938 figures along the lines of the 1940 report and therefore the text of the present report is able to make a close comparison between the 1938 and 1940 situation.

## 239,833 EXISTING FAMILY HOUSING UNITS

In the present survey, 239,833 existing housing units of all types were counted, of which 5,812 were vacant as of September 1, or a total percentage of vacancy of 2.4. Sixty-five percent, or 155,382 of these units were one-family houses, for which the vacancy was only 2,845, or only 1.8 percent of the total. As the total vacancies in one-family houses in 1938 was 3,823, or 2.4 percent of the then total, it is evident that there is now less vacancy in single-family dwellings than was the case two years ago. The remaining 35 percent of housing units cover a wide range from houses containing units for two families to and including the largest apartment houses. In this remaining 35 percent, there were reported to be 84,451 family units with a vacancy as of September 1 of 2,967, or 3.5 percent of the total.

On account of the omission of figures for 1938 of housing units containing more than three apartments, a direct comparison of total vacancies as between 1940 and 1938 cannot be made. However, as the number of these units, aside from the large apartment units separately covered in the 1938 report, is comparatively small, it is abundantly clear from a comparison of all the figures available that the total vacancies as of September 1, 1940, closely approximate those of 1938, although tending to be somewhat less than the vacancies in 1938, which was one of the lowest housing-vacancy periods in the history of Baltimore.

*Housing survey by postal delivery districts*

District	Post office	1-family houses				Apartment units				Total housing units
		Occu- pied	Vacant	Under con- struc- tion	Total	Occu- pied	Vacant	Under con- struc- tion	Total	
1	Main office	11,497	306	-----	11,803	8,023	698	14	8,735	20,538
2	Druid	13,614	126	-----	13,740	11,935	441	5	12,381	26,121
3	Waverly	12,327	286	187	12,800	7,050	427	6	7,483	20,283
4	Hampden	5,184	61	10	5,255	805	41	-----	846	6,101
5	Govans	4,863	143	219	5,225	1,241	95	152	1,488	6,713
6	Hamilton	4,998	106	65	5,164	2,915	56	4	2,975	8,139
7	Raspeburg	3,614	88	15	3,717	1,866	49	78	1,993	5,710
8	Clifton	10,307	109	120	10,536	4,491	25	30	4,546	15,082
9	East End	6,766	26	1	6,793	2,941	55	48	3,044	9,837
10	Patterson	4,578	92	2	4,672	6,169	75	2	6,246	10,918
11	Highlandtown	12,577	61	61	12,699	4,679	30	28	4,737	17,436
12	Dundalk	2,371	58	79	2,508	710	4	200	934	3,422
13	Sparrows Point	1,163	21	25	1,209	41	-----	-----	41	1,250
14	Curtis Bay	632	14	-----	646	210	-----	-----	210	856
15	Brooklyn	1,684	23	12	1,719	271	6	2	279	1,998
16	Westport	470	3	-----	473	90	-----	-----	90	563
17	Morrell	1,132	16	1	1,149	244	2	-----	246	1,395
18	South	10,938	91	-----	11,029	3,053	33	1	3,087	14,116
19	Franklin	11,883	138	18	12,039	6,475	147	-----	6,622	18,661
20	Carroll	5,931	174	117	6,222	2,339	99	2	2,440	8,662
21	Catonsville	2,538	77	91	2,706	733	74	2	809	3,515
22	Walbrook	8,097	224	52	8,373	7,064	189	18	7,271	15,644
23	Arlington	8,976	387	221	9,584	5,254	285	2	5,511	15,395
24	Pikesville	646	22	3	671	226	2	-----	228	899
25	Mount Washington	1,024	29	3	1,056	135	4	-----	139	1,195
26	Roland Park	1,536	50	1	1,587	1,060	95	2	1,157	2,744
27	Towson	1,114	36	60	1,210	362	22	-----	384	1,594
28	Halethorpe	1,188	13	45	1,246	554	-----	-----	554	1,800
29	Parkville	894	65	48	1,007	278	13	-----	291	1,298
	Total	152,537	2,845	1,456	156,838	81,484	2,967	596	85,047	241,885

## KEY TO POSTAL DELIVERY STATIONS

- |  |  |
|--|--|
| 1. Main office, Fayette and Calvert Streets.                                 | 16. Westport, <sup>2</sup> 2217 Annapolis Road.  |
| 2. Druid, 1217 West North Avenue.  | 17. Morrell, <sup>2</sup> 2366 Washington Boulevard.                                       |
| 3. Waverly, 601 Homestead Street.  | 18. South, 39-41 East Ostend Street.   |
| 4. Hampden, 3601 Elm Avenue.   | 19. Franklin, 2133 West Pratt Street.  |
| 5. Govans, 5227 York Road.   | 20. Carroll, 3208 Frederick Road.  |
| 6. Hamilton, northeast corner Hamilton and Hampnett.                         | 21. Catonsville, 927 Frederick Avenue.   |
| 7. Raspeburg, <sup>1</sup> 5926 Belair Road.                                 | 22. Walbrook, N. S. Clifton Avenue, between Edgewood and Garrison Avenue.                  |
| 8. Clifton, 1608-10 North Chester Street.                                    | 23. Arlington, 4012 Belvedere Avenue.  |
| 9. East End, 606 North Collington Avenue.                                    | 24. Pikesville, W. S. Reistertown Road, between Sudbrook and Church Lane.                  |
| 10. Patterson, 1704-1708 Gough Street.                                       | 25. Mt. Washington, <sup>1</sup> 1620 Kelly Avenue.  |
| 11. Highlandtown, 3909-3911 Eastern Avenue.                                  | 26. Roland Park, 5119 Roland Avenue.   |
| 12. Dundalk, <sup>1</sup> Community Building, Market Place.                  | 27. Towson, <sup>1</sup> S. S. Chesapeake Avenue, between York Road and Washington Avenue. |
| 13. Sparrows Point, <sup>1</sup> S. S. D Street, between Seventh and Eighth. | 28. Halethorpe, <sup>1</sup> W. S. Selma Avenue between Francis and Arbutus Avenues.       |
| 14. Curtis Bay, 4712 Curtis Avenue.  | 29. Parkville.   |
| 15. Brooklyn, <sup>1</sup> 101 Patapsco Avenue.                              |  |

<sup>1</sup> Rural delivery.

<sup>2</sup> Nonclassified.

There are several additional facts and factors which must be mentioned before the entire picture can be presented.

The least important of these, which is mentioned first, is the fact that all of the above figures, both for 1938 and 1940, include, in the vacancies, houses "unfit for occupancy." In the 1938 survey 942 houses were reported "unfit for occupancy." While it is not known how many of the houses now vacant are unfit for occupancy, it is clear that at the present time some of the total of 5,812 vacant units must be so classed.

## NEW PRIVATE CONSTRUCTION

As of the date of the survey, there were a total of 1,456 new 1-family houses under construction in Baltimore and its environs, and apartment units for 596 additional families. If it could be assumed that Baltimore's population was stationary, then upon the completion of these units the percentage of vacancy in 1-family houses would be 2.7 percent, and the vacancy in apartment units would be 4.2 percent, including in such percentages all units unfit or unsuitable for occupancy. However, as shown by recent United States Census figures, even during the 1930-40 depression period an average of approximately 5,000 persons were added each year to the population within the city limits, and, perhaps, 2,500 other persons each year outside the city limits, yet within the postal districts covered by this survey. This latter figure must necessarily be a mere estimate, but the total figure of 7,500 persons per year as an average for the territory covered by this survey seems substantially accurate. As in the early years of the depression, the urban growth tended to be at its minimum, it is clear that during the last few years the annual increases must have greatly exceeded those of the first part of that period. Even more important, Baltimore employment has recently shown important increases, and when the full national-defense program gets under way the rate of growth, in Baltimore and its environs, will rapidly increase. It therefore appears unlikely that the present private house-building program will materially increase the present small percentage of vacancies, and that it is much more likely that the present program of private building will have to be stepped up to keep pace with rapidly developing needs.

## PUBLIC HOUSING

The local housing authority has kindly furnished your committee with certain data in its own field which not only covers the building of new housing units but the demolition of old housing units. Six hundred new family units of this character are expected to be ready for occupancy by the end of this year, but the number of units recently vacated or soon to be vacated to make way for demolition will reduce the total net figure to 168 units.

While this report elsewhere confines itself to present conditions, figures from the housing authority show that during 1941 the total net additions (less actual or technical demolitions) will amount to 1,614 family units, although by that time, considering its entire operations, the authority will have erected 2,526 units against an actual or technical demolition of 3,398 units, or a net loss, at the end of 1941, of 872 family units in Baltimore City.

Thus far, the necessary result of the housing authority has been to congest the housing situation in relation to the lowest type of old structures. How much of this congestion will be relieved when the newly developed units will become available and the exact effect of this whole program on future private building in the Baltimore district, which building program is of an entirely different type, is beyond the scope of this report.

#### SUMMARY

The present 1940 survey indicates that the percentage of total vacancies in Baltimore and its environs is substantially the same as in 1938, which itself was the lowest recorded in Baltimore for many years.

Two new factors have altered the situation since 1938—there has been a large increase in house building and there has been a large increase in employment. The construction of new family housing units by private interests has more than doubled since 1938, yet the present rate of construction is still far less than was successfully carried on for many years prior to the depression. The further large expansion of local business, due in the main to new manufacturing requirements for national defense, will result in increased demands for housing accommodations within a reasonably short time. From various standpoints, therefore, the house-building field presents more immediate opportunities for enlarging activity than have been available for a long period of time.

#### OFFICE SPACE

While the letter carriers were tabulating dwelling space in Baltimore, the Office Building Owners and Managers Association, under the direction of its secretary, N. Stanley Bortner, conducted one of the most complete office-space surveys ever made in Baltimore.

Reports were received from 84 buildings of all types and classes, obviously including many small third-class buildings.

Twenty-four buildings reported 100-percent occupancy; the remaining 60 buildings reported they had available for new tenants a total of 413,885 square feet of space in units of varying sizes.

This vacant space is equivalent to more than 2,000 single office units of 200 square feet each, making it clear that Baltimore is well supplied with housing space of this character.

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#### EXHIBIT 16—DEFENSE HOMES REGISTRATION

REPORT BY JOSEPH W. CLAUTICE, DIRECTOR, DEFENSE HOMES REGISTRATION OFFICE OF THE BALTIMORE ASSOCIATION OF COMMERCE, BALTIMORE, MD.

The defense homes registration office was established on May 12, 1941, by the Baltimore Association of Commerce at the request of the Maryland Council of Defense to assist defense workers and other newcomers in this vicinity to obtain housing accommodations.

Inasmuch as the association's tourist information bureau had been conducting a housing service on a limited scale for a number of years, it was felt that the experience of its personnel and the advantage of publicity given the location of the tourist information bureau would be of material benefit in the operation of a homes registration office. Consequently, the office was established in the building occupied by the tourist information bureau at 20 West Franklin Street (U. S. Route 40) in the heart of the city.

Although a report on the operations of the defense homes registration office in Baltimore would cover only a short period, May 12 to June 30, inclusive, nevertheless several observations made during that time might be considered in any study of the housing situation in Baltimore.

For the information of members of the congressional committee investigating national-defense migration, this report also includes information on the personnel, set-up, and method of operation of the office.

#### A. PERSONNEL

The director, supervisor, and assistant supervisor of the defense homes registration office are permanent employees of the Baltimore Association of Commerce and serve in similar capacities in its tourist bureau. In addition, a member of the staff of the association's industrial bureau maintains constant liaison with defense industries to anticipate the housing needs of new workers. The interviewers and one file clerk have been furnished by the Work Projects Administration; three inspectors have been requested and are expected to be assigned by the Work Projects Administration within the next week.

#### B. OPERATION

1. *Applicants.*—When the office was established, 75 employers in defense industries were notified and requested to advise their new workers from other localities of the housing service available here. Placards for this purpose were distributed and displayed in personnel offices as well as in railroad stations, bus depots, police stations, filling stations, libraries, and other public places. A copy of the placard is attached hereto.

During the period May 12 to June 30, the office was visited by 274 applicants, representing 562 persons, from 34 States, the District of Columbia, Germany, and Mexico.

Of the 274 applicants, 109 were engaged in defense industries, 14 were in the military service, and 4 had a civilian military status. The remainder, or 147, were listed as nondefense, although many of these were employees of the Social Security Board.

2. Listings have been secured through newspaper publicity, from the classified advertising section of local newspapers, from real-estate dealers, and through the distribution of listing cards by clergymen in their parishes.

During the period May 12 to June 30, the office listed 774 rooms and 188 family dwelling units. These listings were more than adequate with one exception—low-priced furnished apartments.

3. *Inspections.*—Because of a lack of personnel for inspecting the listed accommodations, none of the properties has been inspected since May 12. However, most of them had been visited by members of the tourist information bureau's staff before that time, and consequently the operation of the office was not handicapped by inability to make inspections. When inspectors are available, all questionable accommodations will be visited before referrals are made.

#### C. STATISTICAL SUMMARY

A statistical summary of the operations of the office during the period May 12 to June 30 is attached hereto.

#### D. OBSERVATIONS

1. There is no scarcity at this time of furnished rooms in private homes. The office is now maintaining a file of approximately 600 rooms and if there should be an increase in the demand, this number could be increased to 3,000 by publicity and direct contacts with householders.

2. There seems to be a scarcity of furnished family dwelling units in the low-rent brackets. Most of the migrant workers with families are not shipping their furniture to Baltimore nor are they prepared to purchase furniture here. They are seeking furnished apartments, but these are readily available only in the higher-rent brackets.



Report of operations during period May 12 to June 30, 1941

	For rent	
	Family dwelling units	Individual rooms
<b>A. VACANCIES</b>		
1. Listed during period.....	188	774
2. Vacancies filled by applicant referred.....	35	89
3. Vacancies filled by others.....	43	55
4. Total made inactive.....	78	144
5. Vacancies as of July 1, 1941.....	110	630
<b>B. APPLICANTS</b>		
1. Applicants during period.....	113	161
2. Applicants placed by referrals.....	35	89
3. Applicants becoming inactive.....	78	72
<b>C. CLASSIFICATION OF FAMILY DWELLING BY RENT PER MONTH</b>		
Under \$19.99.....	3	-----
\$20.00 to \$24.99.....	5	-----
\$25.00 to \$29.99.....	10	-----
\$30.00 to \$39.99.....	22	-----
\$40.00 to \$49.99.....	26	-----
\$50.00 and over.....	44	-----
<b>D. CLASSIFICATION OF APPLICANTS</b>		
1. Military.....	14	-----
2. Civilian military.....	4	-----
3. Defense industry.....	109	-----
4. Nondefense industry <sup>1</sup> .....	147	-----
Total.....	274	-----

<sup>1</sup> Includes employees of Social Security Board.

**E. ORIGIN OF APPLICANTS**

Arkansas.....	2	Kentucky.....	1	Oklahoma.....	4
California.....	7	Maryland.....	11	Pennsylvania.....	48
Colorado.....	1	Massachusetts.....	9	South Carolina.....	2
Connecticut.....	1	Michigan.....	3	Tennessee.....	4
Delaware.....	1	Minnesota.....	1	Texas.....	5
District of Columbia.....	10	Missouri.....	2	Virginia.....	7
Florida.....	14	Nebraska.....	3	Washington.....	2
Georgia.....	2	New Hampshire.....	1	West Virginia.....	9
Idaho.....	2	New Jersey.....	9	Wisconsin.....	10
Illinois.....	22	New York.....	45	Germany.....	1
Indiana.....	1	North Carolina.....	6	Mexico.....	1
Iowa.....	4	North Dakota.....	1	Unknown.....	7
Kansas.....	2	Ohio.....	12		

**TEXT OF POSTER PRINTED BY DEFENSE HOMES REGISTRATION OFFICE**

Rooms

Apartments

Houses

**INFORMATION ON HOUSING ACCOMMODATIONS**

The Defense Homes Registration Office maintains a file of available rooms, apartments, and houses. This is a free service for the convenience of newcomers to Baltimore, particularly those engaged in defense industries.

For assistance in securing housing accommodations, call at the—

**DEFENSE HOMES REGISTRATION OFFICE**

20 WEST FRANKLIN STREET

(U. S. Route 40)

Telephone VERNON 6469

Operated by Baltimore Association of Commerce in cooperation with the Maryland Council of Defense

## EXHIBIT 17—HOUSING SHORTAGE AS VIEWED BY THE SOCIAL WORKER IN THE RENT COURT IN BALTIMORE CITY

REPORT BY GENEVIEVE KIRBY, SOCIAL WORKER, BALTIMORE, MD.

From October 1939 until May 31, 1941, 1,689 tenants have been interviewed by the social worker in the rent court of Baltimore City. It has been the job of this worker to somehow find a solution to these tenants' problems which in the main have been solved by compromise, improved housing, organized relief, medical aid, or a place in an institution. Of the more than 1,500 tenants referred to the social worker, the great majority of them have been referred by the judges, some by the constables, and others by landlords or their agents or from an outside source. About 55 percent were Negroes.

Financial difficulties were described by 50 percent of these people as their main problem. Until May 1, 1941, the greatest number were unemployed or under employed. Illness was named as the main cause by 24 percent of which, 7 percent apparently were mentally incapable of keeping up their rent payments. Personality difficulties between landlords and tenants or tenants with other tenants seemed to be responsible for 15 percent of the reasons given for evictions. Although about 70 percent of all the families referred complained of poor housing conditions, only 11 percent gave these conditions as a reason for not paying rent.

## SHORTAGE AFFECTS ALL INCOME LEVELS

Gradually the housing shortage has become the major concern of many who were financially able to bear the expense of moving but had no place to move. Since May 15, 1941, the housing shortage has become most acute and rarely is a tenant able to say, "I have found a place to move." The high- as well as the low-income groups seem to be similarly affected. In many cases, the notices are being sent for 1 or 2 weeks' arrears rent, and in most of these instances the tenant states that they are being evicted as the landlord wants a higher rent.

The requirement by law of a 30-day notice to increase rent has been the salvation of many, thus affording them a longer time in which to locate a home. One case, a family of 15 persons, a 30-day notice had been served and a diligent search through the entire period availed them nothing. This family was existing in a six-room house and although their standards of living were low, they managed to keep the home clean in spite of the overcrowded condition. Included in this group of 15 persons, were 2 boarders and also a son and his bride of a few weeks. The family was finally forced to move into a smaller house of 4 rooms and even the kitchen was used for sleeping purposes.

In another case, a Negro family of 9, a father and mother and 7 children, ranging in age from 15 years to 7 months, were living in 2 rooms. The rent for this apartment had been increased from \$5 to \$9 weekly over a period of 5 months. The father's earnings averaged \$13.86 weekly and he was barely able to provide for his family on the original rental. They were unable to locate a house and finally moved in the home of a relative in which there were 5 in the family, thus making a total of 14 persons in a 6-room house.

These cases are typical of many brought to the attention of the social worker which indicate a rise in rentals and also show the overcrowded conditions which are evident in every section of the city. Smaller family groups, also single persons, are experiencing great difficulty in locating other quarters after an eviction notice has been served. This condition may be attributed in part to the slum-clearance program which started in Baltimore over 2 years ago, but certainly the situation has been intensified by the influx of defense workers during the past few months.

## JOBLESSNESS NO LONGER FACTOR IN EVICTIONS

The number of evictions remains practically the same up to this point. However, it is definitely seen that unemployment or underemployment are no longer the main reasons for nonpayment of rent. Many tenants hold their rent to force needed repairs on the houses, others claim that the landlord fails to collect the rent at the regular time, and in the later instance tenants have stated they are being evicted so that changes may be made in property to accommodate defense workers at a higher rental.

Fully 70 percent of the tenants referred to the social worker complain of bad housing, leaking roofs, improper sanitation, and poor heating, although, as previously stated, only 11 percent gave these conditions as a reason for not paying rent. A close cooperation has been established by the court with the bureau of building inspectors and the health department to whom these conditions are reported for investigation and correction. Typical of these are the following:

A family reported a toilet located outside of the kitchen door which overflowed constantly and the stench coming in through broken windows was unbearable; in another case, the toilet on the second floor was stopped up and overflowed into the kitchen below, on one occasion spoiling the Sunday dinner on the stove; in still another case, in an apartment house in which 32 persons lived, there was no toilet inside or out; 18 lived in another house with only one toilet which was seldom in good repair. Serious illness over a period of several weeks, due to a broken furnace, was reported in another family. Investigation revealed that the furnace was too old to be fixed and a new one was installed. Leaking roofs and damp walls have also been reported and given as a reason for many illnesses. In most of these cases, tenants would have moved to more desirable homes had they been available to them, but due to the shortage of houses they were compelled to put up with these conditions. So far it has been observed that white and colored are equally affected by the housing shortage, although it is believed that colored tenants are solving their moving problems by doubling up with other families.

During the month of June there has been a gradual increase in the number of eviction notices served, which, of course, was contrary to the decline anticipated as a result of increased employment. So far as can be learned, the defense migrants are not affecting the situation in the rent court directly, but indirectly they are partially responsible for the housing shortage with which the residents of Baltimore are at present concerned.

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#### EXHIBIT 18—RENT INCREASES ON NEGRO HOUSING IN BALTIMORE

REPORT BY SAMUEL H. LACY, THE AFRO-AMERICAN (NEWSPAPER), BALTIMORE, MD.

In any consideration of housing needs in the city of Baltimore, the problems confronting the colored population must, of necessity, be deemed pertinent. For no group suffers more from the deplorable lack of living space here than does the colored race.

Recent census figures disclose that there are 20,000 more colored persons living in Baltimore at this time than there were in 1930, and yet the general areas in which they are compelled to reside are practically unchanged. If Baltimore has experienced such a population growth during a period prior to the infiltration of colored persons into the defense industries, it is reasonable to assume that the Presidential order of last week, demanding the elimination of discrimination from these defense industries, while serving a humanitarian purpose in one respect, will work hardships in still another.

In requiring that all industrial concerns handling defense contracts open their doors to colored labor, the Chief Executive, with complete justification, brings about a condition which should be, yet which further aggravates an unfortunate situation in Baltimore. The prospect of employment will bring to this city within the next few months thousands more of colored persons, all of whom will have a perfect right to seek places of abode in proximity to the nearby large industrial plants.

There is no need to believe that because they have not arrived they are not coming. The full force of the Executive order has not as yet been felt. These people will be here shortly. They must have some place to live.

If 20,000 more persons are already crowded into the same area which took care of the colored population 10 years ago, then several thousands more come into the community seeking employment, there is little doubt that one solution to the problem will be the withdrawal of boundaries which now hem in the colored residential sections, something which in itself is disgraceful, to say the least.

One of the major developments resulting from this hearing could be the removal of lines of restriction faced by colored Baltimoreans at every hand.

That expansion of the living areas of colored residents is vitally necessary is a logical conclusion, and in order that such expansion should be accomplished peaceably, without danger of serious racial friction, this committee should either take or recommend steps that would move toward such an end, and without delay.

Colored Baltimoreans are not anxious to spill themselves over the city and into the so-called white residential sections, because they know that by doing so they will jeopardize the amity which does exist between the races. Such an amity, it must be agreed, is set in a false foundation, however, this is aside from the point.

They cannot move from their present inadequate areas because of estoppel clauses written into the contracts of real-estate transactions at the behest of certain neighborhood improvement associations. What, then, is the solution if it is not the widening of these reputed colored sections?

It has been suggested that five Government-administered housing projects have been installed here to relieve the situation among colored residents. This is not true. It is true that there are five such projects in Baltimore City for colored, but to say that they have or will relieve the condition is decidedly false.

Information furnished the Afro-American newspaper is to the effect that completion of the fifth of these projects will mean that a total of 2,172 units will be available for colored low-cost housing applicants. A recent survey revealed that the average colored family in Baltimore consists of 2.8 persons.

Granting, then, that close to 6,000 persons will be accommodated when all the units are finished, we still have the same identical problem of inadequate living space, the same problem of limited areas already overcrowded to an almost tragic degree.

At least 6,000 persons were compelled to leave residences in the areas when slum-clearance work was begun. And while the Government projects provide better dwellings, what colored Baltimore needs most is more dwellings.

Differentials exist in rentals from colored residents and white residents. While the difference is not nearly as great at this time as it was at one time, it is true nevertheless that colored persons pay more for the same quality and poorer quarters than do white persons.

The Afro-American has evidence to show that even in the areas in which colored Baltimoreans are confined, profiteering real-estate operators are demanding higher rents without making any concessions to the tenants, refusing to make needed repairs in many cases or to improve the property and attempting to justify their act by blaming the increase in taxes.

The attached letters from the files of the Afro-American are submitted for perusal of the committee. They are typical of many others that the newspaper has received.

SAMPLES OF LETTERS FROM NEGRO TENANTS IN BALTIMORE

BALTIMORE, MD., *May 14, 1941.*

DEAR SIR: I just got a letter from my landlord telling me that my rent will be \$9 a week starting next week. He raised it from \$7 to \$8, and now it will be \$9 a week.

And when it rains my cellar has water in it, and the plaster fell on the bed in which my little girl sleeps. I wish you would see into it, please.

MARY GIBBS.

BALTIMORE, MD., *May 10, 1941.*

DEAR SIR: My rent has been raised from \$5.50 per week for three rooms without running water to \$6.50 per week. I have children and have to get my drinking water from the bathroom which the entire apartment uses.

Yours,

PATTIE HARRIS.

BALTIMORE, MD., *May 29, 1941.*

DEAR SIR: Seeing in one of your papers an item concerning rent, it interested me quite a bit and I was forced to write to you. I had been paying \$8 per week but, April 21, I had a notice if I desired to remain I would have to pay \$10 per week.

And if I read your paper correctly, it said whoever rent was raised since March to write to you concerning it.

I am hoping to hear from you.

Very respectfully,

(Mrs.) MARY A. SPEAKS.

BALTIMORE, MD., *May 31, 1941.*

DEAR SIR: I wish to add my name to the list of real-estate victims. My landlord, \_\_\_\_\_, is one of those rent-raising wolves. In 2 months my rent went from \$10 to \$12; now it is \$14 per week.

LEONARD A. JOHNSON.

BALTIMORE, MD., *June 19, 1941.*

DEAR SIR: I am paying \$5 a week for rent, and my landlord won't fix up none. My two bedrooms the paper is coming off and the plaster is falling, and the toilet in the back yard is in a bad shape, it stays stopped up half of the time. This house used to rent for \$3.75 a week, and he go up on the rent and fix nothing, and now he talks about more rent, 50 cents more.

I get A. D. C. for independent children. I have four children, only get \$21 every 2 weeks, and he gets just about half of it for rent, and when I ask him about fixing up, he say I got plenty children, don't need fix. He talks just because I have children I don't need a decent place to stay, and I always has had nice place to stay in my husband's lifetime. I never has lived in a small street before, and I been here for 12 years, but after I lost my husband and had to stay with my mother-in-law, but when I got help from the relief they forced me to move because it were crowded for the children, everybody sleeping in one room.

So this were the only place I could find. Then I would like to make him fix this place or reduce my rent, so please help me.

Thanks,

ETHEL McDUFFIE.

DEAR SIR: I have been living at 1328 McCulloh Street since October 6, 1940, and have been paying \$4.50 a week. So the landlord tell me beginning next Monday my rent will be \$5.50. So what will I do.

I don't make but \$10 a week and have no one to help me, as my girl has bad eyes and can't work. So will someone please help me.

Yours truly,

MRS. IDA MOORE,  
1328 McCulloh Street, Baltimore, Md.

1613 EAST BIDDLE STREET, BALTIMORE, MD., *May 17, 1941.*

My rent has been raised twice this year—from \$8 to \$8.50 to \$9, and now to \$10. The house needs repairing, papering, fence about to fall down. In fact, landlord hasn't done \$10 worth of repair on the property in the 5 years I have lived here.

MRS. EMMA BROWNE.

1720 WEST LAFAYETTE AVENUE, *May 13, 1941.*

DEAR SIR: I have been informed through your paper if my rent has been raised since March 1 to drop a post card to you.

This is my second raise in the last few months. My rent is \$16 a month for two rooms, a \$4 increase.

MISS OPHELIA BROWN.

11 NORTH MOUNT STREET, BALTIMORE, MD., *May 16, 1941.*

DEAR SIR: I read a notice in your paper concerning raising of rents. My landlord raised my rent just this Tuesday, May 13, \$2. I pay \$7, and they never gave me a reason, but I know why. They want their house, and as I can't find a house to move in, I guess that is why they did, thinking I may refuse or get back and that will make things clear for them.

I am a widow of a year. My name is—

MRS. ETHEL JONES.



MAY 14, 1941.

DEAR SIR: On March 1, 1941, my rent was increased from \$30 to \$40 per month.

MRS. LULA DENNIS,  
Tenant, 1024 Argyle Avenue.

502 ROBERT STREET, May 24, 1941.

DEAR SIR: I am writing to you for information concerning my rent. My rent has advanced twice within a year.

I was paying \$9. Now I am paying \$12. Do you know any place that I can make a complaint to about this matter?

Thank you for the information.

Yours respectfully,

JAMES W. GASKINS.

604 W. LANVALE STREET, BALTIMORE, MD., May 21, 1941.

SIR: My landlord went up on my rent March the 24th, 1941, \$1 more per week, making me pay \$7.50 per week and I make only \$11.22 per week. I have no help and it makes it very hard to get along with what I have left.

I have been living in his house 4 years. He will not fix the house up and has not put any paint on my kitchen since I have been living here. I have no husband.

The house is not fit to live in. I will be glad if you help to cut down this rent. I do not know his house number.

Yours truly,

MISS ALBERTA JOAGININ.

Post mark: MAY 28, 1941.

I am now paying \$4 a week for an empty room—not even a closet in it to hang my clothes.

E. D.

524 SARATOGA STREET, BASEMENT, BALTIMORE, MD., May 30, 1941.

DEAR SIR: I want you to know where I was forced to move to.

The welfare give me \$5 for some food and to rent a house, so I was forced to move here in a basement unfit to live in, but I can't do no better, so please come and see where me and wife and five children got to live.

Yours truly,

BENNIE BRIDGES.

1409 WEST LANVALE STREET, BALTIMORE, MD., May 30, 1941.

DEAR SIR: I has been living here 1 year this March. Was paying \$10 a week, and now he is gone up to \$11, and promise to give me furnace heat and no light in my dining room. The peoples was paying \$9 where was living here before I taken it and say he will give me furnace heat now he say he will not put no furnace in.

It is full of insects, rat, and dirt basement.

LUCY J. ALLEN.

P. S. I am paying \$11.

914 WEST FAYETTE STREET, BALTIMORE, MD., June 3, 1941.

DEAR SIR: Am writing to you concerning the rent problem of the raising of rent on the colored tenants of this city. We have a dingy three-room apartment in the rear. We were paying \$3.35, now he wants 50 cents more. We only moved here temporarily, about a year ago, and we have not been able to find a decent place to move yet.

The last rainstorm we had the cellar was filled up with water. We have a pipe leading from the upstairs toilet down into our bedroom and the odor from it at times smells so bad we can hardly sleep in there at times. We have notified the health department twice, but nothing has been done. How long are our people, health, and morals going to be endangered by poor living conditions, and not very humane landlords.

Yours truly,

Mrs. YOUNG.

1720 WEST LAFAYETTE AVENUE, *May 13, 1941.*

DEAR SIR: I have been informed through your paper as what to do if your rent has been raised since March 1, 1941.

My rent has been raised twice in last 3 months from \$3.50 per week to \$4 to \$5 per week, which will make me pay \$20 per month.

Last month I paid \$16, as I am unable to pay more rent. I am a widow with a child. Please help us if it is possible.

ALBERTIA PASOUR, *Tenant.*

1221 NORTH CAROLINE STREET, SECOND FLOOR APARTMENT,  
BALTIMORE, MD.

*June 2, 1941.*

DEAR SIR: I read in your paper what the landlords are doing, and mine is doing the same thing. I've been here nearly 2 years paying \$5.50 a week, and now he has raised the rent to \$7.50 a week, which I can't pay. And I explained to him why, but he gave me to June the first to get out or pay it, and I can't find no place to go. Places are hard to find. I've walked till my feet are sore and my husband has walked, but we haven't found anything yet. And this place leaks when it rains, and it really needs fixing up, but he won't fix.

I am not writing this to stay here if he doesn't want me here, but I am writing to let you know what and how this landlord is. I pay my rent every 2 weeks. He took the rent and told me to get out by the 1st of June, so I guess he'll be back today and have me put out.

I am Mrs. Josephine Vaughn, 1221 North Caroline Street, second floor apartment. I have three rooms and use of the bath. At first I was renting from the lady on the first floor and a month or so ago she told me the landlord took the house over, and that is why and when he raised my rent.

MRS. JOSEPHINE VAUGHN.

EXHIBIT 19—STATEMENT BY DIVISION OF DEFENSE HOUSING COORDINATION IN THE  
EXECUTIVE OFFICE OF THE PRESIDENT

Defense activities in eastern Maryland are concentrated in four localities. These include the Baltimore area, Annapolis, the Aberdeen-Havre de Grace area, and the Elkton locality. The Coordinator of Defense Housing has obtained as much information as is available with regard to the migration of defense workers into these areas, and in each case has attempted to develop a coordinated housing program designed to assure the provision of adequate housing for defense workers in these areas.

In the most recent housing program for the Baltimore area the Coordinator of Defense Housing has recommended the provision of 12,200 additional dwellings to accommodate the families of defense workers, 300 dormitory units to accommodate single workers in the aircraft industry, and 325 trailers to accommodate the families of defense workers until the completion of a part of the permanent homes. Of these 12,200 permanent dwellings, the Coordinator has recommended that 9,000 be provided by private sources. It is recommended that these be provided at rentals of \$35-\$50 per month, or at equivalent purchase cost. A total of 3,000 dwelling units have been recommended for provision with Federal funds by the Federal Works Agency. The tentative and approximate rentals recommended for these units are from \$25 to \$35 per month. It is recommended that 1,750 of these units be located within easy reach of the Glenn L. Martin aircraft plant, and that 250 units to house Negro workers in the Bethlehem Steel plant be located near Sparrows Point, and that 1,000 units be located in the area convenient to the Bethlehem Fairfield shipyard. Of the 1,750 to be located near the Glenn L. Martin plant, 700 were provided through the purchase of the Armistead Gardens project from the Baltimore Housing Authority. The Coordinator has recommended the provision of 85 dwelling units for the use of married enlisted personnel at the quartermaster's depot at Camp Holabird, 30 dwelling units for the use of married enlisted personnel at Camp Meade, Odenton, Md., and 85 dwelling units for married civilian personnel at Camp Meade.

The necessity for this program for the provision of defense housing in the Baltimore area results from the large volume of defense production allocated to Baltimore firms. The complete list of defense industrial plants includes a very wide variety of defense materials being produced in the Baltimore area. The production of steel, aircraft, and ships is outstanding among defense activities.

Expansion of industrial activities as a result of the defense program will require about 43,000 additional industrial workers in the area during the calendar year 1941 and the early part of 1942, according to a report prepared by the Bureau of Employment Security, dated April 4, 1941. This estimate does not take into account the latest expansion of shipbuilding activity, which will require at full production 5,300 more workers than those covered in the Bureau of Employment Security report. Thus, according to present defense plans, almost 50,000 additional workers will be required during this period for defense production. Expansion of employment in nondefense industries and in commercial activities is much more difficult to estimate, but may well amount to between 6,000 and 12,000 workers.

The Bureau of Employment Security figures, adjusted for the latest expansion of shipbuilding activity, indicate that in-migration to the Baltimore area may amount to about 25,000 workers.

The probable number of these who will be married is difficult to estimate, particularly in view of the fact that about 14,000 will be imported to work in one of the larger industrial plants. It is reported that the type of worker being hired by this plant is generally younger than the average industrial worker, and the proportion of married men in this group is presumed to be somewhat lower than among industrial workers generally. On the other hand, the workers required by the steel and shipbuilding industry may include a large proportion of mature workers, most of whom would be expected to be married. The minimum estimate of the proportion of in-migrating workers having families is probably 50 percent and possibly considerably more. Thus, about 12,500 in-migrating married defense workers will seek housing in the Baltimore area during this year and the first few months of 1942.

There is reported to be a large number of rooms for single workers available in private homes in the Baltimore area, and it is expected that these, together with the 300 dormitory units which have already been recommended, will be sufficient to accommodate the single workers who are expected to migrate into the area.

A local homes registration office has been established in the Baltimore area and is active in securing accommodations for defense workers in this area.

The defense housing program set forth above is designed to provide the necessary housing, but takes no account of in-migration of workers for nondefense industry and for commercial and service occupations. The latest vacancy survey conducted in January 1941 revealed an over-all vacancy ratio of 2.7 percent. Increased business activity in the area has undoubtedly absorbed the greater part of the habitable units, particularly those for rent in the middle and lower rent ranges. The supply of vacant dwellings is probably not sufficient to provide for nondefense migration into the area and to provide a reasonable vacancy reserve.

Pressure on the housing supply, accompanied by increases in family incomes in the area, has already resulted in some increases in rents for family dwellings during the period since the initiation of the defense program. Between March 1940 and May 1941 the Bureau of Labor Statistics index of rents paid by wage-earners and lower-salaried workers has risen 3.9 percent. Where rent rises have occurred, they have been typically larger than this average increase, which is based on all dwellings, including those for which the rent remained the same and those for which it decreased. Up to March 1941, rent increases had occurred primarily for dwellings rented for less than \$30 a month, while average rents for the higher-priced dwellings actually decreased.

Private construction in the area produced about 7,000 dwellings in all price classes during 1940. The recommendation that private builders provide 9,000 dwelling units of a type and price adaptable to defense industrial workers in addition to the normal needs of the market for higher-priced houses will require a large expansion of existing facilities.

In the Annapolis area the Coordinator has recommended the provision of 50 family dwelling units for the accommodation of enlisted personnel of the Navy. Expanded activities at the Naval Academy have required that a large number of enlisted personnel be moved into Annapolis, and the Navy has requested that these houses be provided to accommodate the families of married enlisted personnel.

The need for housing in the Aberdeen-Havre de Grace area has resulted from expanded defense activities at the Aberdeen Proving Ground and at the Edgewood Arsenal. At the request of the War Department the Coordinator has recommended the provision of 300 family dwelling units at Aberdeen, Md., for civilian defense workers at the Aberdeen Proving Ground. The provision of 200 family

dwelling units has been recommended at Edgewood Arsenal to house civilian employees of the Army. The Coordinator recommended the provision of 250 family units of permanent construction and 250 family units of demountable construction to be built at Havre de Grace for civilian defense workers of the Aberdeen Proving Ground and the Edgewood Arsenal.

Defense activity is expanding in the Elkton, Md., area and the housing situation is affected by expanded defense activity in the region around Wilmington, Del. At the present time complete information is not available with respect to employment and probable migration into the Elkton area, but the Coordinator is continuing the study of this area and will make the necessary recommendations as soon as complete employment information becomes available.

In each of the areas discussed above, as elsewhere throughout the country, the defense housing program is necessarily flexible and subject to change in accordance with changes in the nature and direction of the defense program as a whole. Under present conditions, the defense housing allocated to these eastern Maryland areas (with the possible exception of Elkton) is believed adequate to meet the needs of incoming defense workers and their families. Further expansion of defense industry beyond that now anticipated, however, or more rapid exhaustion of resident labor supplies than is believed likely, would necessitate revision of the housing program. Continuing reinvestigation of these areas is therefore regularly carried on, so that changes in the local housing requirements may be met by corresponding changes in the program for defense housing.

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#### EXHIBIT 20—MEDICAL CARE FOR INCREASED POPULATION IN DEFENSE AREA

REPORT BY J. DOUGLAS COLMAN, COMMITTEE ON MEDICAL CARE, MARYLAND STATE PLANNING COMMISSION, BALTIMORE, MD.

In 1939, at the request of the medical and surgical faculty of Maryland, and with the approval of Gov. Herbert R. O'Connor, the Maryland State Planning Commission appointed a committee on medical care.

The full committee consists of 33 well-informed citizens, representing a diversity of interests concerned with the various phases of the problem of medical care, including private and public institutions, the general public, and the medical profession. Dr. Maurice C. Pincoffs is chairman. The committee elected an executive committee to have immediate charge of its work. This executive committee consists of Dr. Maurice C. Pincoffs (chairman), Messrs. J. Douglas Colman, Harry Greenstein, C. E. Wise, Jr., and Drs. Victor F. Cullen, Allen W. Freeman, and Winford H. Smith.

The function of this committee is "to direct its attention to the question of the health of the people from the standpoint of adequacy and availability of medical care."

To this end, the committee was directed to "keep under constant survey the problems of medical care for the citizens of this State, and to formulate, from time to time, the recommendations for better utilization and extension of existing facilities, and for the institution of such new facilities as are required."

The first 10 months of the work of the committee were devoted to preliminary discussions of an appropriate attack upon the problem and the assembling of such data relating to it as were readily available. An important finding in the early work of the committee was the determination of the degree to which the supply of physicians in the counties of Maryland had declined during the past three decades. Some factors responsible for this decline have been analyzed, and the committee is seeking to devise methods to counteract this trend.

In January of 1941 the committee intensified its field work and secured the services of W. R. Cameron, M.D., P.H.D. Since January, Dr. Cameron spent most of his time in field visits to various parts of the State and directed the collection of data on the availability of physicians, hospitals, nursing service, and welfare and health department activities throughout the counties of Maryland. This work is still in progress, and final data are not yet available.

The comments in this report, therefore, must be considered as impressions. While an effort has been made to draw them carefully, they cannot qualify as conclusions.

#### OBSERVATIONS

In the opinion of the committee, adequate information is nowhere currently available to express precisely the effects of the national emergency upon the



facilities for medical care throughout the counties of Maryland. However, from the field work done by the staff of the committee, and from the information available to various members of the committee, the following points seem clear:

1. As a result of national defense activities, the population of the following counties of the State of Maryland have been increased in varying degrees beyond the normal rate of growth: (a) Baltimore County, (b) Harford County, (c) Cecil County, (d) Prince Georges County, (e) Washington County.

In Baltimore County the increased population has developed most obviously in the Sparrows Point and eastern section of the county. In Harford and Cecil Counties the increase is largely the result of developments at Aberdeen and Edgewood. In Princes George County the increase probably is due to the increase in the number of Federal employees in Washington because of the expanding defense program. In Washington County a relatively slight increase can be traced to the increased personnel in local aircraft factories. In Charles County a relatively small increase in population has been noted in the vicinity of Indianhead, and it is understood that this area will experience a further increase.

2. In the counties of Maryland, an average of three or four of the younger physicians have recently been called into active service with the armed forces.

Indications are that the younger physicians are carrying a larger portion of the load of actual patient care. Thus the withdrawal of the younger physicians has removed from the community the medical men who previously carried the greater proportion of the load, and further increased the already high percentage of practicing physicians over 60 years of age.

A somewhat comparable situation, the effects of which are far less direct, exists among the hospital and private-duty nurses in Maryland counties.

The work of the committee thus far indicates that the number of physicians actually caring for patients in the counties of Maryland is somewhat less than the expected number as shown on currently available lists of various types.

The impression received from conversations with many practicing physicians is that the demands upon their time, particularly from paying patients are markedly increased over comparable periods. Perhaps an indication of this trend toward increased use of private physicians can be found in the data on visits to Baltimore clinics and dispensaries, which indicate a marked decrease during the first five months of 1941 as compared to the same months of 1940. Most of this decrease seems to have occurred in the smaller and in some cases less well organized dispensaries from the point of view of patient convenience.

3. Some appreciable additions are expected to the present capacity of 1,546 beds and bassinets in the 18 general hospitals in the counties of Maryland.

For example, in Cumberland, a 60-bed addition to the Memorial Hospital's present capacity of 186 beds is under construction. In Prince Georges' County, the organization and construction of a 150-bed hospital is under serious consideration. In Charles County, there is a possibility of an addition to the Physicians' Memorial Hospital at La Plata. In Cecil County definite plans have been made for the construction of a new hospital. In Talbot County, enlargement of the hospital at Easton is seriously contemplated. In Wicomico County, a major addition to the capacity of the Peninsula General Hospital has just been completed, and further construction is immediately contemplated. In Chesterown, a small addition of 9 beds and an extensive operating suite has recently been made to the Kent and Uppen Queen Anne General Hospital there.

4. Recent inspection of areas in which marked population increases have occurred indicates that overcrowding is now somewhat less apparent than it was.

In each area it would appear that the conditions of inadequate housing and sanitary facilities constituting a serious potential hazard are gradually becoming adjusted. The health departments in each of the counties have been very active in meeting the added load imposed by increased housing construction.

In some areas, the number of physicians available for the general population is scarcely sufficient, but here, too, we have indications of the condition becoming normal as physicians move from one section of the State to another.

5. With the exception of a few isolated areas, no section of the State seems to have had the ranks of its available medical profession seriously enough depleted by the demands of the armed services to support the contention that the people are getting appreciably less medical care than previously. However, there are several sections of the State in which any further depletion of the



number of available physicians won'd seriously curtail the amount of medical care available to the civilian people.

6. The general level of hospital occupancy is high. However, in view of the contemplated additions to existing facilities mentioned above, the need for extensive new hospital construction is questionable in the minds of the committee.

#### SUGGESTIONS

The findings of the committee thus far do not seem to indicate any necessity for a major upheaval in the program and facilities for providing health services in Maryland. However, the committee feel that the use and coordination of existing facilities must be carefully and intelligently planned if they are to provide adequate health services to the civilian population, particularly if increasing defense activities bring further population increases to this area. From this point of view, the following suggestions are offered for consideration:

1. There should be more rigid supervision, than is now possible with existing personnel, of housing construction; with greater attention paid to the auxiliary facilities, such as water supply, sewage disposal, and other sanitary provisions, as well as to the construction and placement of the housing unit itself.

2. With the exception of the problem of the rapidly increasing suburban population surrounding the District of Columbia, the committee knows of no need for the organization and construction of new general hospitals. It seems probable to the committee that in several instances there is real need for some enlarging of the capacity or modernization of the facilities of existing general hospitals. In addition, there may be some need for the construction of small temporary hospitals for emergency use in a few areas. However, such construction, if found desirable, should anticipate the possible future use of these units as out-patient and preventive centers to care for the needs of the normal civilian population. In the interests of efficiency, undoubtedly the administration of such isolated units should be delegated to competent existing institutions.

3. Some expression of opinion should be secured from someone technically competent in the field of hospital administration concerning the degree to which existing hospital facilities could adequately care for the results of a major industrial catastrophe by temporarily postponing, to the general civilian population, care of a purely elective nature. Of course, the plan of such an emergency measure would involve the use of facilities other than those of the hospital itself and should have the support of the general community as well as the administration of hospitals.

4. Several committees responsible to different authorities are now intensively engaged in reviewing areas of the field of medical and hospital facilities with regard to their adequacy for and adaptability to the needs of various phases of the national-defense program. So that no important areas of the entire field may be overlooked and in the interests of avoiding duplication of effort, it is the opinion of the committee that some unification of the work of these groups would be desirable.

#### EXHIBIT 21—TRENDS OF IN-PATIENT AND CLINIC SERVICE OF BALTIMORE HOSPITALS REPORT BY HILDEGARDE WAGNER, STAFF ASSISTANT, BALTIMORE COUNCIL OF SOCIAL AGENCIES, BALTIMORE, MD.

JUNE 11, 1941.

We are herewith enclosing selected service data on in-patient service for the general hospitals and for the clinics in Baltimore for the 16-month period from January 1940 through April 1941.

Insofar as these data show any trend, they reflect the expected seasonal trend in in-patient service and a general downward trend in demand for clinic service. They do not appear to indicate any abnormal demands such as one would expect to accompany the local influx of defense-industry workers.

It is our opinion that such service data cannot be accepted as conclusive evidence one way or the other for various reasons:

1. None of our statistical data is set up to indicate to what degree our local hospital and clinic resources are being used by migrant persons.

2. Increased demands for in-patient service may be due to the patients' increased ability to pay for hospitalization either because of increased earnings or because the relatively new local Blue Cross plan makes hospitalization more readily available.

3. The very nature of illnesses creating a need for hospitalization vary from time to time. For instance, some local hospital authorities attribute this increased demand during recent winter months to the incidence of grippe, influenza, pneumonia, etc.

4. The variations in demand for clinic service may be due to any number of causes:

(a) Increased earnings might shift patients from requesting free or inexpensive clinic service to the use of private physicians.

(b) The defense program may have some effect on curtailing clinic personnel making it impossible for the clinics to carry their customary patient load.

(c) Voluntary clinics may have to curtail services due to inadequate funds to meet rising personnel and material costs.

In other words, the tabulated figures may actually be indicating that there is no abnormal demand for in-patient service and a decreasing demand for clinic service. On the other hand, the demand may exist, but the hospitals and clinics might be being forced to curtail service because of staff or financial inadequacies. It would be necessary to analyze the problem much further in order to answer these questions. To do this, we would have to assemble data which the council does not now have on hand.

#### BALTIMORE COUNCIL OF SOCIAL AGENCIES

*Selected service data on in-patient service in general hospitals and clinics in Baltimore, by months, January 1940 through April 1941*

Month	General hospital in-patient service <sup>1 2</sup>			Number of clinic visits <sup>3 4</sup>
	Admissions and live births	Average daily census	Percent occupancy	
January 1940.....	8,503	3,837	75.7	73,156
February.....	7,661	4,210	82.2	72,983
March.....	8,184	4,013	78.0	76,158
April.....	8,305	4,122	80.1	79,646
May.....	8,763	4,069	79.0	78,482
June.....	8,965	4,010	77.4	70,584
July.....	9,431	3,944	76.4	72,248
August.....	9,176	3,695	71.3	71,622
September.....	8,806	3,652	70.6	59,482
October.....	8,865	3,816	73.7	72,135
November.....	7,960	3,760	72.1	64,666
December.....	7,663	3,619	69.9	61,267
January 1941.....	8,958	3,914	75.5	<sup>5</sup> 57,727
February.....	8,343	4,187	79.1	<sup>5</sup> 55,207
March.....	8,747	4,233	80.0	<sup>5</sup> 60,712
April.....	8,467	4,056	78.2	<sup>5</sup> 58,618

<sup>1</sup> Adapted from Form H-1 submitted monthly by the general hospitals to the Baltimore Council of Social Agencies.

<sup>2</sup> Includes data from all general hospitals in Baltimore as follows:

*Public hospitals* (2).—Baltimore City hospitals (acute service), University Hospital.

*Voluntary hospitals* (14).—Bon Secours Hospital, Church Home and Infirmary, Franklin Square Hospital, Hospital for Women of Maryland, Johns Hopkins (all units except Henry Phipps Psychiatric Clinic, a mental hospital), Maryland General Hospital, Mercy Hospital, Provident Hospital, St. Agnes Hospital, St. Joseph's Hospital, Sinai Hospital and Home, South Baltimore General Hospital, Union Memorial Hospital, West Baltimore General Hospital.

<sup>3</sup> Adapted from Form H-2 submitted monthly by the clinics to the Baltimore Council of Social Agencies.

<sup>4</sup> Includes data from all clinics in Baltimore as follows:

*Public clinics* (4).—Baltimore City Hospitals, Department of Public Welfare, Health Department of Baltimore City, University Hospital.

*Voluntary clinics* (22).—Hospitals (16): Baltimore Eye, Ear and Throat Hospital, Bon Secours Hospital, Church Home and Infirmary, Franklin Square Hospital, Hospital for Women of Maryland, Johns Hopkins Hospital, Maryland General Hospital, Mercy Hospital, Presbyterian Eye, Ear, and Throat Hospital, Provident Hospital, St. Agnes Hospital, St. Joseph's Hospital, Sinai Hospital and Home, South Baltimore General Hospital, Union Memorial Hospital, West Baltimore General Hospital.

Other (6): Babies' Milk Fund Association, Baltimore Birth Control Clinic, Baltimore Eastern Dispensary, Baltimore General Dispensary, Robert Garrett Hospital Dispensary, Thomas Wilson Child Health Centers.

<sup>5</sup> Includes estimates for Health Department comprising approximately 1 percent of total visits.

## EXHIBIT 22—HEALTH PROBLEMS AMONG MIGRANT DEFENSE WORKERS

REPORT BY MARGARET G. EURICE, PUBLIC HEALTH NURSE

BALTIMORE COUNTY HEALTH DEPARTMENT,  
*Towson, Md., June 27, 1941.*

For the past 5 years I have been working in Essex, Colgate, Middle River, Back River, Bengies, and Chase. At the beginning most of my efforts were spent in homes of families coming from West Virginia, North Carolina, and Pennsylvania. This, of course, was due to the work at the Glenn L. Martin plant. The initial contacts were made through neighbors or hospital clinics or teachers. Through the latter source many health problems were uncovered. Upon visiting I would find chiefly pregnancy, dietary problems, tuberculosis, and syphilis. Because of lack of money or knowledge these people had made no plans for pregnancies or bothered about treatment until they were forced to do so. I was then called in and forced to make hasty decisions. Many times plans were made too late, although there have been very few infant deaths in this locality.

The living conditions in practically all these homes are poor. They have no running water, no screens, and oftimes two bedrooms for a family of eight. The toilets are outside. Very little attention is given to the diet. Milk is an unknown quantity, and the breakfast for the youngsters consists of buns and coffee.

In the last year or so conditions have greatly improved. Interest has been aroused in the various types of clinics and are well attended except in cases of those hindered by transportation.

## EXHIBIT 23—PUBLIC WELFARE ASPECTS OF MIGRATION INTO MARYLAND

REPORT BY J. MILTON PATTERSON, DIRECTOR, STATE DEPARTMENT OF PUBLIC WELFARE,  
BALTIMORE, MD.

Interstate migration as we are familiar with it in Maryland has several different aspects, directly conditioned by the kind of work available in the State. In my discussion of this problem I shall limit myself to certain State-wide implications. It is my understanding that Mr. Waxter, of the Department of Public Welfare of Baltimore City, will cover the subject more specifically from the standpoint of our one large metropolitan area.

It is natural that we first think of that phase of the problem with which we have long been familiar. This has to do with the agricultural laborers who are found primarily in the Eastern Shore counties, where they work on the truck farms picking berries, tomatoes, etc., or become a part of the labor force of the Shore canneries.

For the most part these migrants come into Maryland from the Southern States. Some of them come on the basis of their own planning, paying their cost of transportation themselves and frequently going back season after season to the same general location, sometimes to the same employer. Many of them, however, come in response to solicitation by persons who are recruiting labor for the various Eastern Shore farmers or canneries. Some have their transportation paid into the State and come with arrangements for work with a definite employer. They may have an understanding of what they will earn per hour or per unit of work. Usually they live in shacks on the land of the farmer employing them or near the canneries where they work.

## FEWER FARM MIGRANTS IN 1941

It is our understanding that there have been fewer agricultural migrants this year on the Eastern Shore than previously and that the farmers are having a hard time obtaining the necessary supply of workers. This may be due to the fact that there is more opportunity for work elsewhere at a rate of pay which is higher than that ordinarily paid for farm work on the Eastern Shore.<sup>1</sup>

<sup>1</sup> At hearing held in Washington on November 29, 1940, Messrs. Edgar and Elmer Watson, of Salisbury, Md., testified that they moved from Virginia to Salisbury and by so doing had raised their wages from 8 cents per hour to 15 cents per hour.

Even in the face of these conditions of labor scarcity, however, there continues a basic problem which is recurrent on the Shore, and for the solution of which the facilities are insufficient under our program as we are now administering it.

#### MIGRATION OF FIVE NEGRO FAMILIES

An example of situations which may arise is the following, which occurred in an Eastern Shore county during the month of June 1941:

Five Negro families applied at the welfare office for assistance in obtaining food, medical care, and transportation to their home in North Carolina. These families consisted of 18 people, ranging in age from 2 to 55 years.

They described their situation as follows:

One of the farmers in the county had come to their home in North Carolina and made arrangements with them to come to Maryland and pick strawberries for him. He provided transportation into the State and it was their understanding that he would pay transportation back to North Carolina. This arrangement was one with which they were familiar, since they were normally a part of the migratory labor which comes to the Eastern Shore each year.

The strawberry crop on the shore was not very good this year and the earnings of these five families was less than they had expected. They said that it had been necessary for them to send money back to North Carolina to pay for house rent and to help members of the family who could not come, so that their resources had been exhausted currently as they worked. When these families came to the welfare office they reported they did not have food for more than 2 days and that some of the children were ill and without medical care.

The heads of the families had gone to the farmer to make this situation known to him and had learned from him that it was not his understanding that he would return them to North Carolina unless they paid him for the transportation. The cost of this transportation was quoted to them as \$60, and would be provided by truck. Obviously, this was not a resource for them, and the county welfare board was unable to give even emergency assistance because of lack of funds for employable people, or for nonresidents.

I can report in this particular instance the problem was finally solved by work picking beans, but apparently not before there had been a great deal of anxiety, and in all likelihood, actual hunger. If this incident had happened at the end of the season when there were no other crops coming on, their plight would have been more desperate.

#### NEW MOVEMENT TO INDUSTRIAL AREAS

In addition, there is now a newly accentuated migration toward the more industrial areas of the State. This is not a part of an established system of migratory labor with workers following the crops from one area to another. It is, instead, the movement of individuals and families to obtain work in factories which are being greatly expanded because of defense contracts.

The figures showing the movement of workers into the industrial areas of Baltimore City, Harford County, Anne Arundel County, and elsewhere in the State, will no doubt be presented to the committee by other witnesses coming before it. In some areas, the increase in population in a very short time has been several hundred percent.

Maryland also has had an influx of population in the areas surrounding the National Capital. Federal workers who are unable to find satisfactory living accommodations within the District of Columbia go to the nearby counties and settle there. The last census figures for Montgomery County, which are pre-defense, show an increase of 70 percent in the decade of 1930-40.

These new workers in the defense industries and the new Federal workers are not destitute citizens when they come to the State. At the present time we have a labor market of scarcity and most of them are successful in obtaining work because people of many varying degrees of skill are currently being utilized. As a matter of fact, some workers, residents as well as nonresidents, who would be considered handicapped and unemployable under other circumstances, are now getting jobs.

It would seem, therefore, that our first reaction might well be one of optimism, and it is quite obvious that we have had some good effects resulting from this situation. Our usual general public assistance expenditures have been reduced approximately one-fifth during the last year, and during the winter there was not the usual increase in persons needing temporary assistance over the winter



months. As director of a State department of public welfare in a State where this condition prevails, however, I should like to call the attention of the committee to factors in the situation which point toward certain problems, the nature of which are already apparent in their broad outline.

#### INDUSTRIAL EXPANSION ONLY TEMPORARY

As I have indicated, there are thousands of new workers in the State. When I walk down the streets of Baltimore City I see car licenses from practically every State in the Union and I am sure that the people who have come to Maryland to work are drawn from a wide area. Since the plants with defense contracts are still in the stage of expansion, workers are being encouraged to continue to come, and it seems there will be work for several thousands more people than are now on the pay rolls of our Maryland factories.

Expansion is only a temporary phase, however. The plants will not continue indefinitely to hire blocks of workers for new operations, but will be needing laborers only in such numbers as are necessary for replacements. By the time this happens, however, the word will have gone around that there is plenty of work in Maryland. Will there be some way for word to get around that the number of available jobs has decreased? If not, we are going to have a problem of people coming to the State only to find themselves stranded far away from home, not eligible for assistance on the basis of residence, and their support not within the financial ability of the State.

As already indicated, the State department of public welfare knows that some of the persons who have gone off assistance during the past few months are marginal workers. Once there is not the shortage of labor which now exists, these people may very well be again unemployed. There is going to be a problem around this involving both residents and nonresidents of the State.

Another factor which needs attention is that the population now in the State is bound to have the usual problems which result from the ordinary hazards of existence, and in the working out of these some will need the services of a county welfare board.

The general areas in which these problems will occur are already known. There will be periods of temporary illness on the part of otherwise employable people, which for one reason or another they cannot meet out of their own resources. There will be deaths among wage earners, chronic illnesses, and prolonged disabilities, mental illness, and the need for special services, desertions of children by parents, etc. In the process of time this will become part of the permanent welfare problem of the State, since the workers will establish their residence here. Our public welfare department cannot contemplate an increase in the need for assistance and services with any assurance of being able to meet it. Therefore, we, like many other States, are taking steps to minimize the problem by means of resident requirements, which we recognize may not be very sound economically.

#### RETURN OF MIGRANT REQUESTED BECAUSE OF ILLNESS

Two case situations recently given attention by the State department of public welfare will serve to illustrate the nature of our problems. The first involves a request by a State in the far West to return a Maryland resident across the continent because he was temporarily in need of assistance, due to an acute illness. There was no difference between this and the other State about the place of residence of this applicant for general relief. The facts clearly showed that he had been absent from Maryland for less than 1 year and had lived for many years in the State. Looking beyond the technical aspects of the situation, however, we found ourselves wondering whether there was any economy in having anyone pay the transportation of this man and his wife back to Maryland. Except for this short period, he was employable, and may not have been in need of assistance at all if he had had a longer period of regular wages before his illness. Moreover, when the situation was discussed with the State employment service, we learned that arrangement for workers to go to places of available jobs was currently part of the planning done by that organization. What happens then when we participate in the moving of workers such as these from one State to another?

The second case situation represents a long-time problem, such as might normally occur in any portion of the population, whether resident or nonresident, but which, under the residence requirements, was transferred to the State of residence.



In this instance the head of the family came to Maryland from a southwestern State and worked for 6 months. Then he lost his job. He obtained another job and lost it. Investigation showed that the difficulty grew out of the mental illness of his wife, who went to his place of work and caused difficulties of such nature that the employer felt he could no longer keep him. It was learned that the wife had previously been in a mental hospital in the State from which the family came, and arrangements were made for the return of the family to obtain the further care which she needed. We are aware that moving this family back is not a certain way out of difficulties such as these. In 5 months more the family would have been the responsibility of this State as a resident here.

These are matters of grave concern to the State Department of Public Welfare of Maryland. We do not wish to move families about unnecessarily, or complicate too much the lives of workers whose services are vital to the defense industries of the country. On the other hand, the funds of the State department are limited to the provisions of a budget which has already been determined by the legislature for the next biennium, as is the budget of other State departments and the State institutions. While it is obvious that we do not know the extent of the problem which is within the future, we do know from past experience that any change in the labor market will materially affect our program.

#### FEDERAL AID ESSENTIAL IN MIGRATION PROBLEM

It is our belief in Maryland that we cannot meet the problems presented on a State basis, but need the assistance of the Federal Government. This could well be given in a form already established for the various social security categories, that is, grants-in-aid to the State for general relief.

In closing, I wish to emphasize that what we need is a more adequate general relief program in which the Federal Government will share for residents and pay the entire cost for nonresidents, and not a transient program specifically designed to take care of the people on the road. Our problem is that of individuals and families who have obtained work in the State, most of whom will probably stay to make this their home, or will return in another season to perform work necessary to the harvesting of our crops.

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#### EXHIBIT 24—TRAVELERS AID REPORT

BY MARIE C. JUDGE, EXECUTIVE SECRETARY, TRAVELERS AID SOCIETY OF BALTIMORE, INC.

JULY 11, 1941.

Vast numbers of new people have come and are still coming in the Baltimore area as a result of defense industries. The largest number of these people make no application to social agencies because they are more adequate than they have been for many years.

Those coming to Travelers Aid Society have in general just two types of problems. First, is housing; the second is need for funds to carry them till the first pay day.

Travelers aid, of course, maintains a thoroughly investigated list of rooms and gives particular attention to trying to fill definitely the individual request of each person making application. We rarely give list of rooms, as we have discovered that such a procedure merely adds to the distress of the newly arrived.

The problem in this area, however, belongs in that group of agencies and organizations concerned with housing.

The numbers of defense workers making application for funds to carry them to first pay, has not been large.

The most notable feature in connection with travelers aid and the defense situation is that our figures for returning clients either to legal residence or to relatives or friends in other cities have decreased almost to the vanishing point.

It would be our impression that the vast majority of people coming to Baltimore to work in the defense industries, are sensible, capable people. Generally speaking, they are not bringing their families until they have accumulated enough money to care for them on arrival and also until they have been able to get some place for them to live.

In connection with the whole philosophy of national-defense migration, it would seem to us to be a very good thing to begin to publicize the necessity for great care on the part of defense workers in saving a reasonable amount of their present income to take care of the time which will immediately follow cessation of defense industries.

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EXHIBIT 25—CHILDREN'S AID SOCIETY REPORTS

BY DOROTHY BRUFF, DIRECTOR, CHILDREN'S AID SOCIETY OF BALTIMORE COUNTY,  
TOWSON, MD., JUNE 25, 1941

At the present time a careful study of our case load produces no evidence of an increased activity on the part of this society, due to the defense program, and an influx of nonresidents. We do the travelers aid work in Baltimore County. In cases of nonresidents, the public relief department accepts them only on a relief basis, and then only if they will agree to return to their place of residence. By and large, the nonresident who is in need of relief or assistance turns to this agency, and we have only had 13 cases since the 1st of January; of these 13 cases, 3 were interstate, 8 were city, 2 intrastate. This would appear to be a fairly normal figure.

The comparison of figures for active cases in the fifteenth district, the twelfth, and upper fifteenth, and the eighth, and ninth districts, which would be particularly affected by defense population, show a family case load in April 1940 of 42, 26, and 25, and in April 1941, corresponding districts, 56, 21, and 30, and this increase cannot be specifically traced to defense employment, rather to the usual increase due to increase in population.

There is a definite shortage of moderate priced houses, although there has been a tremendous amount of building in the county. At the present time the improvement in the economic situation is reflected in a decrease in our relief expenditures and an improvement in employment opportunities for our adolescent boys and girls.

To sum up the situation, as it is seen by the agency and which has been discussed pro and con at our executive meetings, we feel that the problem in the defense industrial area of the county is one of living conditions, complicated by barracks for single men, and trailer camps at Glen Martin. It is a problem also of social implications, proper recreation, police protection, health, and schools, attendant on any overcrowded and congested area developing under such pressures.

The Children's Aid Society has indicated to the county commissioners their concern, and the need of a fact-finding committee, that we might coordinate and develop our various activities according to the needs.

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BY ELIZABETH A. WILLIAMS, COUNTY EXECUTIVE, CHILDREN'S AID SOCIETY OF CECIL  
COUNTY, ELKTON, MD.

JUNE 23, 1941.

Mr. McBride, superintendent of county schools: If the plant to build 250 new houses in this county for defense materializes, the school will have overcrowding to face. The high school can easily assimilate 100 additional students with slight addition in personnel. The elementary school would have to renovate the old high-school building. No plans are on paper and no money is available from local sources. Mr. McBride believes it would be necessary to ask for funds from the Federal Government.

Mr. Henry Constable, local attorney: Elkton has never had a boom like this. All available rooms are rented, and some people are living in Elkton, and commuting to Aberdeen.

Mr. Wholey Brown, foster father: The Triumph Fusee now has 1,400 employees. He is a guard and has to check on all persons entering the plant. It is his impression that this plant has persons flooding in from North Carolina and Virginia. All tourist houses on the outskirts of the town are full, and he tells of three nieces and an uncle living in one tourist shack, eating and sleeping there—as that is the only available place.

Mrs. Ira Scott, foster mother: A family has moved into a stone house in back of her home. This houses is in very poor condition—practically unlivable, holes in the roof, etc. They have it rent free, and are making it habitable.

Mrs. Coles, welfare board executive: The Cecil County Welfare Board has not lowered its request for the coming year although their case load is greatly reduced in proportion to some other counties in the State. Their department has strengthened their program by giving more adequate relief as the demands upon their funds are less. From April to May, the drop in cases was as follows:

Entire State:	<i>Percent</i>
Number of cases-----	1.7
Amount of money-----	3.8
Cecil County:	
O. A. A. number of cases-----	.5
Amount of money-----	.7
A. D. C. number of cases-----	3.7
Amount of money-----	2.6

Referrals to Work Projects Administration have dropped to practically nothing. G. P. A. seems affected very little.

Mrs. Blake, secretary in Work Projects Administration office: The secretary in this office was vague, and the office seemed to have few facts and figures completed and available. This office covers Harford and Cecil Counties. There are about 150 on Work Projects Administration; few new persons going on, and a few persons who go back and forth from private employment to Work Projects Administration. The secretary knows of no study of those on Work Projects Administration to see if they would fit industry in country or farm labor. The recent housing study was made from Washington, and was part of a plan to study 52 cities affected by defense industries.

Mr. Harrison, Maryland State employment office: There are around 400 registrations in his active file; 250 of these are recent graduates from high school. Of the other 150, most of them are unskilled or the sort of person no one wants. This office has placed many people from Delaware and Pennsylvania in local plants. They commute because of the shortage of houses. On the whole, Mr. Harrison has been able to meet the demand for labor, except in farm help, by drawing from the back parts of the county. Housewives are going to work, and others who previously did not work. Farm hands seem impossible to find. There is an increase in the use of machinery, and crops have been selected that would need the least labor. Farmers are helping each other during harvest time.

Mrs. Terrell, wife of postmaster: The volume of mail has nearly doubled in the past year, with no additional personnel in the post office.

Mr. Rollins, State's attorney: There have been more couples come to him for help with marital problems the last 6 months than ever before.

Children's aid worker: The changes in the economic picture have greatly affected family life in the community. Foster mothers have gone to work, giving up children. Neglect cases have been reported; mothers working and children are uncared for. Behavior-problem children are appearing; mothers have gone to work and auntie cannot manage 7-year-old Sonny.

The community is seemingly doing no coordinated planning to meet potential social problems caused by defense program changes.

The housing situation is acute. There is no planned recreation. There are no Young Men's Christian Association or Young Women's Christian Association chapters. Scattered troupes of Boy and Girl Scouts exist in the neighborhood of Elkton. 4-H Clubs serve rural communities. Family problems seem increasing, and the need for professional family case work is being felt. Foster homes are harder to find.

One think that has particularly impressed the worker as she has called in homes throughout the county is the amount of labor organization awareness on the part of persons employed on Government projects in Aberdeen, or employed by boating companies that have recently unionized. The local defense industries are not unionized, and people in the county 9 months ago seemed satisfied to work on their own without union organization.

Chamber of commerce: Mr. Henry Pippin, president, has no facts or figures completed.

BY HELEN HEVZOG, COUNTY EXECUTIVE, CHARLES COUNTY CHILDREN'S AID SOCIETY,  
LA PLATA, MD.

JUNE 26, 1941.

The effects of the defense program on Charles County, many and varied, may be seen in such diverse categories as the working population, housing, transportation, the school situation, agriculture, and the work of the various welfare agencies. The defense program has brought about a period of prosperity throughout the county with labor and the farmers, especially, and many other classes to a lesser degree, finding financial returns greater than has been the case since before the depression.

The defense program has brought about a definite increase in the full time working population of the county, chiefly through the construction work being done by the Du Pont Corporation at the Naval Powder Factory in Indian Head. This corporation is, at present, employing approximately 900 workers, and although the executives and a majority of the skilled workmen have been brought here from outside the county, the common labor, both white and colored, are being hired chiefly from this vicinity. This steady employment, in contrast with the usual part time work done by this type of labor, has raised their standard of living and the effects of their increased earning power may already be seen throughout the country. Another, although a much smaller group, is working on the completion of the Morgantown bridge across the Potomac River. These men, however, are almost entirely imported labor and have had little effect on the county's resident working population.

#### CRISIS IN HOUSING

The program has brought about a crisis in the housing situation, chiefly at Indian Head where the work is centered at present. Although the Federal Government has erected a large number of new houses in the vicinity the shortage has only been partially relieved. There is still a desperate need for adequate homes for families with more than two children as these families find their present quarters unsuitable because of overcrowding. This housing shortage has in some cases resulted in the men securing homes at great distances from the place of employment and traveling many miles each day. Some of the workmen are using trailers but this is not a problem at present as their number is too few to create a health hazard, the usual drawback in this type of housing.

The consequences of this immigration of workmen to the residents of the county have been that many homes are taxed in their attempt to provide living quarters for the newcomers, and hotel accommodations, always poor, are practically nonexistent now with the rooms usually available for transients being already occupied and, in many cases, being used by more than the usual number of occupants.

#### EFFECT ON TRANSPORTATION IN CHARLES COUNTY

The effect of the program on transportation in this county has been far-reaching. The county roads hereabouts have always been narrow and the great number of cars carrying workmen to and from their places of employment has created a major traffic hazard. Traffic jams on the road to Indian Head each morning and evening are the commonplace rather than the unusual. Traffic congestion has also been noted on the several occasions when troops of motorized military units traveling to or from the Potomac River bridge have seriously held up normal traffic because of this narrowness of the existing roads. The situation has proved to the county authorities that the roads must be improved and these improvements, if made, will be a lasting benefit to the county.

Another problem created by this influx of defense workers and their families is in the school situation and, although it has not become pressing up to the present time, there can be little doubt that with the beginning of the fall term some drastic measures will have to be taken. This is especially true in the case of Lackey School at Indian Head around which the majority of these new families will probably be housed. This problem will pertain mainly to the white population, as most of the new residents are white, although there may



be a shortage of educational facilities in the colored schools because of the present limited quarters.

#### SHORTAGE OF FARM LABOR IS SERIOUS

The agricultural situation in Charles County is rapidly becoming very serious, due to the shortage of farm labor. A great many of the men accustomed to working on the farms have either been drafted or gone into the defense industries. It is probable that this shortage of farm labor will mean many of the farms will rest idle, curtailing production to a marked degree. On the other hand, the program has definitely brought about a period of prosperity for farm owners and tenants throughout the county. Many of them, particularly in the vicinity of Indian Head, have accepted employment there and therefore have the necessary money to make improvements on their farms, supervising this work after their hours of industrial employment. Prices for their products have increased, very markedly in the tobacco market, which is the chief crop in this locality. Despite these facts the situation still remains critical because of the shortage of the necessary labor to work the farms of the county.

#### CASE LOAD OF WELFARE AGENCIES LIGHTER

The final effect of the program on county affairs is in the work of the welfare agencies. The increased income in family groups through this new source of employment has decreased the need for old-age assistance and aid to dependent children, thus lowering the case load of the welfare board. The number of men on Work Projects Administration projects has been reduced, the workers leaving this program to accept private employment. On the other hand, the facilities of the county health department have been seriously burdened with the additional task of draftee examinations being added to their usual work.

The work of the Maryland Children's Aid Society has been affected chiefly by the housing problem. Almost all of its foster homes are now housing boarders, seriously changing the environment in which the society is attempting to rear these children. The society's work is also meeting complications because of the situation of the Child Placement Division of the Board of Public Welfare in the District of Columbia. The Washington Welfare Board has found it impossible to secure foster homes in the District because of the great increase in the Government population and has turned to nearby counties in Maryland and Virginia. Prince Georges County, Md., and at least one Virginia county, have already barred these children from their overcrowded schools, forcing the District to travel further and into Charles County to find their foster homes. Inasmuch as the Washington Board is willing to pay 25 to 50 percent more for the board of these children than is allowed by local authorities, the society is faced with the problem of either increasing the board rate or having its work very much handicapped.

It is probable that these effects of the defense program on Charles County and its inhabitants will be lasting and, in the main, beneficial. The great immigration of workers and their families will in many cases bring about an end to the isolation in which many of the native residents were living. New roads and schools, which must be built if the program continues at its present pace, will better these conditions, not only for the present, but these improvements will remain after the program has been completed. The one effect which possibly may not be beneficial to the county is the increased earning capacity enjoyed by the county residents, chiefly the white and colored laboring class. At the completion of the program it is very improbable that this group will be satisfied to revert to the normal farm wages, the chief source of employment hitherto. Despite this one objection, the present and probable effects of the defense program have been toward the betterment of Charles County.

#### EXHIBIT 26—EFFECT OF DEFENSE ACTIVITIES ON TRAFFIC IN BALTIMORE<sup>1</sup>

REPORT BY GEORGE COBB, CHIEF ENGINEER, DEPARTMENT OF PUBLIC WORKS,  
BALTIMORE, MD.

The major defense activities are located first, in the area east of the central business district of Baltimore City, and, second, in the area located south of this district.

<sup>1</sup>The statements herein are based on observation, not on traffic counts or origin and destination surveys of the vehicles involved.



Access to Baltimore City proper from the eastern area is restricted because of the northwest branch of the Patapsco River and the main lines of both the Pennsylvania Railroad and the Baltimore & Ohio Railroad. The only thoroughfares to this area free from railroad grade crossings are Eastern Avenue and Philadelphia Road. The most serious traffic congestion occurs during the morning and afternoon rush hours on Eastern Avenue. Eastern Avenue at the underpass carries most of the traffic destined to Chevrolet Motors, Western Electric Co., Bethlehem Steel Corporation at Sparrows Point, and Glenn L. Martin, plus a heavy flow of traffic in the opposite direction consisting of workers living in this industrial area and working in the central business district.

Plans are being prepared for the extension of Ponca Street, north from Eastern Avenue to Lombard Street, and the construction of a viaduct on Lombard Street over the Pennsylvania Railroad, as well as the improvement of Lombard Street from Ponca Street to Haven Street. If this project is completed, traffic congestion at the Eastern Avenue underpass will be relieved.

The second step calls for the construction of a dual drive thoroughfare and the necessary underpasses under the Pennsylvania Railroad and the Baltimore & Ohio Railroad on North Point Road from the city line to the intersection of Philadelphia Road and Erdman Avenue and would divert from Eastern Avenue the majority of the Glenn L. Martin and the Bethlehem Steel Co.'s traffic.

The third step is the widening of Eastern Avenue from the city line to Ponca Street and the completion of the dual drive on Dundalk Avenue at the intersection of Eastern Avenue.

The city is without funds to undertake the three projects listed above and is looking for an outright grant from the Federal Government to construct these thoroughfares as access roads to plants engaged in defense work.

Defense activities located in the industrial area south of the central business district—Fairfield-Curtis Bay—are increasing. This increase is mostly due to the new shipbuilding plants locating in the Fairfield section. Access to this area is restricted because of the Middle Branch of the Patapsco River and the Patapsco River. The only direct route to the area is Hanover Street, which carries an equally heavy traffic flow in both directions during the morning and afternoon rush hours. Traffic congestion on this thoroughfare is caused mainly by the fact that most of the vehicles traveling this route are diverted to Light Street, which is heavily congested during the greater portion of the day because, in addition to being a highway, it serves as a terminal for the Baltimore Harbor. Some congestion is also caused by the opening of the bascule span in Hanover Street Bridge over the Middle Branch of the Patapsco River. Water traffic requiring the opening of this bascule span has increased because of the increase in industrial activity.

Studies are now being made to relieve congestion on Hanover Street by the banning of parking, loading, and unloading during rush hours, as well as restricting the opening of the bascule span of the bridge during these hours. The final solution of this problem lies in the construction of new thoroughfares, and studies along these lines are being made by the various Federal, State, and municipal agencies.

It is also apparent that there is a considerable increase of traffic in the central business district and on the main arterial thoroughfares leading from Baltimore City.

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#### EXHIBIT 27—CHECK OF VEHICLE VOLUME AT THREE INTERSECTIONS IN BALTIMORE, MD.

REPORT BY WALLACE L. BRAUN, TRAFFIC ENGINEER, POLICE DEPARTMENT, BALTIMORE, MD.

JUNE 28, 1941.

We have made 1-hour traffic checks and have prepared drawings which are attached herewith, based on peak-hour vehicle volume counts at the following locations:

Chesapeake Avenue and Hanover Street.

Eastern Avenue and Macon Street.

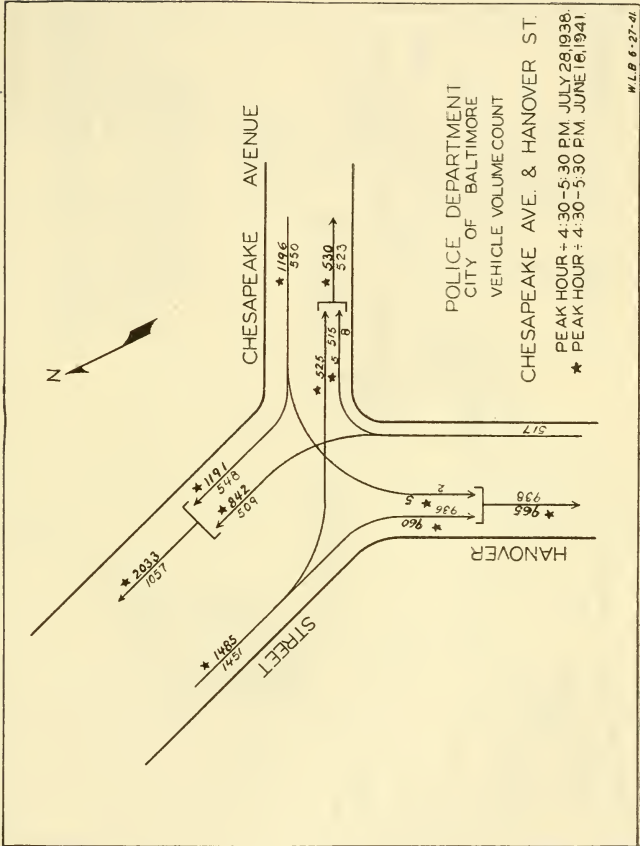
North Point Road and Philadelphia Road.

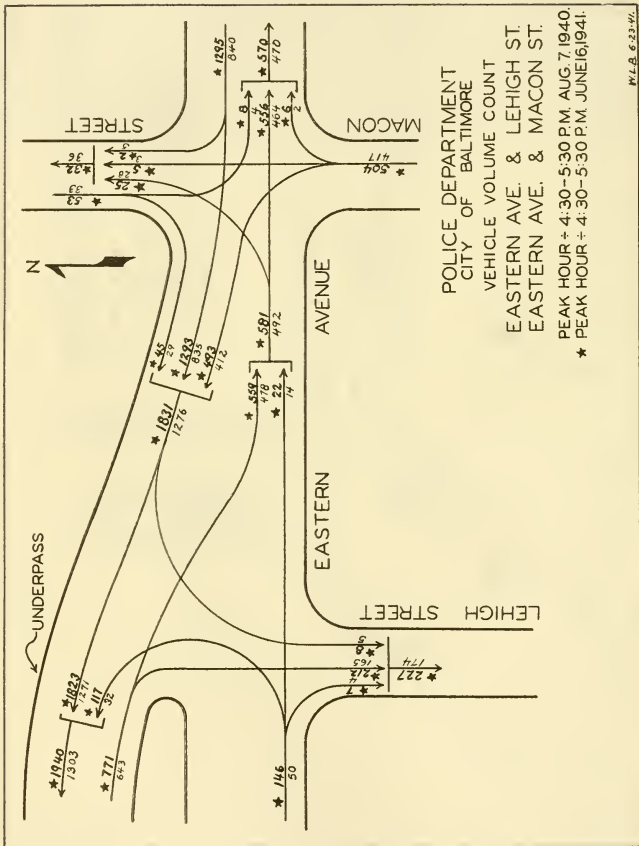
Unstarred numerals on the drawings indicate the vehicle volume as obtained approximately 1 year or more ago. Starred numerals indicate the vehicle volume obtained within the past 2 weeks.

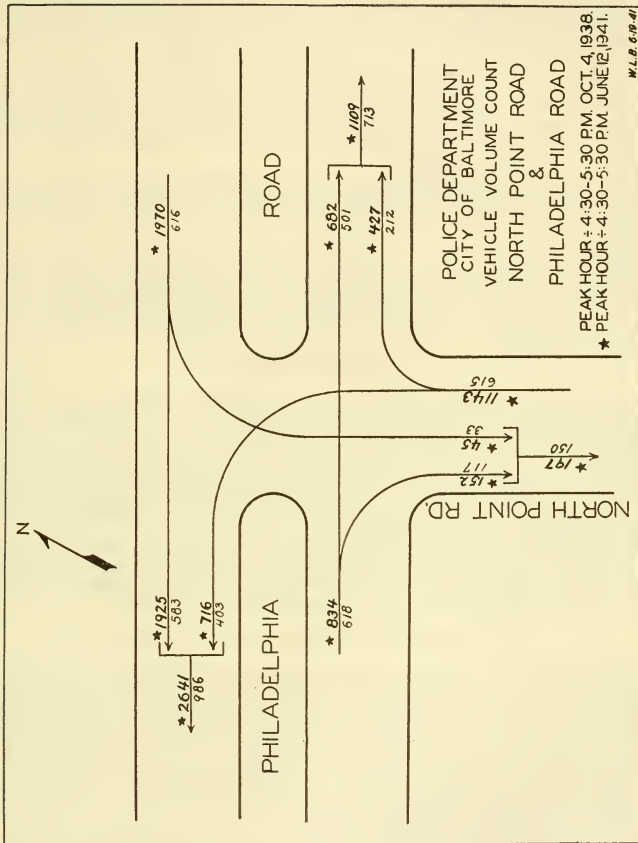
For the Eastern Avenue count, in addition to the traffic indicated, there were 23 streetcars east-bound and 34 streetcars west-bound on August 7, 1940. For the counts on June 16, 1941, there were 26 streetcars east-bound and 41 streetcars west-bound on the same street.

Likewise, for the intersection of Chesapeake Avenue and Hanover Street, in addition to the traffic indicated, there were 11 streetcars north-bound and 11 streetcars south-bound on July 28, 1938, and there were 18 streetcars north-bound and 16 streetcars south-bound on June 18, 1941.

It will be observed that there has been a large increase in traffic for each of the three locations submitted herewith. However, for Eastern Avenue the 50-percent increase in traffic west-bound during the peak hour was made possible by the elimination of parking, loading, and unloading on the north side of Eastern Avenue, which regulation was put into effect in the interim between the two counts. Prior to the passage of this ordinance it was quite apparent that in addition to streetcars the capacity of the street for west-bound traffic was approximately 850 vehicles per hour and with the elimination of parking, loading, and unloading, this capacity has been increased 50 percent. There is still considerable delay due to the fact that the demand, even with the existing restrictions, is greater than the capacity of the thoroughfare.









## EXHIBIT 28—EFFECT OF DEFENSE ACTIVITIES ON STATE ROADS SYSTEM

REPORT BY WILLIAM F. CHILDS, JR., DIRECTOR, STATE ROADS COMMISSION, DEPARTMENT OF PUBLIC WORKS, STATE OF MARYLAND

In any attempt to arrive at a fair and reasonable estimate of the increase in cost of Maryland highway improvement to meet the increased load imposed by defense activities, military as well as industrial, consideration must be given to several factors.

The roads included in the proposed strategic network comprise the more important highways of the State system. Most of these roads were below standards required to meet present and future normal traffic requirements without consideration to the increased need caused by the defense load.

The same is true to a lesser extent with some of the highways listed as military access roads. To estimate the increased cost of improving these highways due to defense activities, it is reasonable to say that this is the difference between the cost of improvement to meet normal present and future needs and the cost to meet defense needs and requirements plus the cost of road extensions and additions not normally required.

The cost is affected by design which in turn is affected by traffic volumes, which determine the number and width of traffic lanes, and by traffic loads and frequency of heavy loads which determine the type and thickness of surface.

Again, supply and demand affect costs—both labor and delivered price of materials.

Because of the strategic location of Maryland with respect to the National Capital, the eastern seacoast, and industries directly concerned with military and naval defense equipment and armament, there have been abnormal increases in volumes and weights of traffic on our highways and a tremendous increase in the demand for labor and materials, resulting in increased cost of highway and bridge construction.

## CHANGES IN TRAFFIC

The changes in traffic are shown on the accompanying tabulation which gives for several highways the percent increase of traffic for the first 5 months of 1941 as compared with the corresponding period in 1940.

The Glenn L. Martin plant at Middle River and the Bethlehem Steel Co. plant at Sparrows Point are examples of the increased demand for labor and indicative of the demand for materials. In the summer of 1939 the number of employees at the Martin plant was estimated at 12,000 which increased to 13,076 by actual count in September 1940, with an estimated 18,000 now employed and with a predicted growth to 40,000 ultimately.

At the Bethlehem Steel Co. there were a reported 8,000 employees in December 1937 with a pay roll of 24,343 persons in March 1941 with prospects of no fewer than 30,000 employees. Due to construction work expansion and enlistment there have been great increases at the cantonments in the State.

## COST OF STRATEGIC NETWORK PUT AT \$49,249,200

The estimated cost of the strategic network prepared by the State roads commission in April and submitted to the Public Roads Administration for War Department approval was \$49,249,200, while the estimated cost of the military access roads, exclusive of extensions through the reservations was \$14,842,000. These estimates were based on defense requirements covering the program submitted and apply to the systems as laid out at that time. Any changes in the proposed systems will naturally affect the costs.

Also, these estimates do not reflect the cost of improvement or widening of highways not on either of these proposed systems but which improvement or widening is attributed to the defense loading.

An approximate estimate has been prepared as follows to indicate the increased cost of the improvement of the highways in the proposed systems due to defense requirements:

Strategic network.....	\$10, 154, 991
Military access roads.....	10, 249, 500
Widening of roads outside defense systems affected by defense load...	1, 500, 000
Total.....	21, 904, 491

The above estimate is intended to show the increased cost of improvement for defense needs over normal requirements. Under existing abnormal conditions the need for the improvement of a large mileage of these roads is imminent, whereas under normal conditions their modernization would be accomplished to meet the needs over a number of years.

These estimates of increased cost pertain to all these roads tentatively set up in the schedules of strategic network and military access roads the total cost of the improvement and extension to meet military needs have been estimated by the State roads commission as previously given in this letter.

The traffic table attached shows clearly the increase of traffic on those highways within the area of influence of the defense activities compared to those outside this sphere.

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#### EXHIBIT 29—CURRENT TRANSPORTATION PROBLEMS IN BALTIMORE

REPORT BY P. L. HOLLAND, CHIEF ENGINEER, BUREAU OF ENGINEERING, STATE OF MARYLAND PUBLIC SERVICE COMMISSION, BALTIMORE, MD.

Located, as it is, on tidewater, with a large volume of water-borne traffic, at a confluence of numerous and important rail lines, on the main north and south coastal highway, in close proximity to the National Capital and between important army posts, Baltimore has recently become a hub of defense activities. As a natural and logical result, there has been an influx of workers from other territories less affected by the quickened industrial tempo. It was expected that the expansion of airplane, shipbuilding, steel, copper, and chemical plants in and near the city would necessitate added transportation facilities and more efficient use of existing vehicles, free and fixed wheel, public and private.

Being charged with the supervision of common-carrier transportation service, the Public Service Commission of Maryland, in the fall of 1940, after extended investigations and conferences with officials of transportation companies, arranged for additional rail and bus service from Baltimore to Camp George G. Meade, which is located approximately 12 miles south of the city. This revamped service has proved to be quite satisfactory in handling the construction forces engaged in building this cantonment and the army personnel now stationed there.

Conferences held about the same time with officials of the Pennsylvania Railroad Co. brought out the fact that the main line, double tracks, now available between this city and the Glenn L. Martin plant at Middle River, 8 miles to the east, the Edgewood Arsenal, and the Aberdeen Proving Ground, is currently being used to approximate capacity during certain hours of the day. The attention of the railroad officials was called to the extensions being made to the Martin plant and the prospective employment therein of over 50,000 men. It was pointed out that in all probability it would be impossible to handle more than three-fourths of these men by highway transport. Anticipating the probable increased rail traffic, the Pennsylvania Railroad Co. has made the necessary surveys and plans for completing the construction of a third track as far as the Martin plant, when traffic demands this added facility. The necessary signal changes are being made at this time.

Congestion on the highways leading to nearby camps and industrial plants is becoming quite serious. Certain additional facilities have been, and others are being, constructed at this time, but in all probability considerable expansion of the highway system will be necessary in the near future.

The chief engineer of the State roads commission reports that it will be some months before the principal additional improvements now under construction will be completed. Considerable difficulty is being experienced in obtaining trained engineers to fill positions in the expanded organization heretofore authorized. The highway construction forces are beginning to encounter delays in delivery of materials of certain kinds, delays which were predicted some time ago, but to date no serious difficulties or work stoppages have occurred. It is possible that the highway situation may become serious, as freight and passenger vehicular movement increases, before facilities are provided for this added burden.

The need for additional highway facilities is evidenced by the records of the two principal bus lines operating through Baltimore. Each of these lines handled, in April 1941, 91 percent more passengers than during April 1940, and in May of this year, despite a 5-day strike of bus drivers, the companies report increases of 54 and 60 percent, respectively, over May 1940. Delivery of additional vehicles now on order is being delayed, and existing equipment is barely sufficient for

week-end and holiday needs. Some of the companies are, in fact, leasing vehicles from sightseeing or other private carriers for use during temporary rush periods.

The construction of the large shipbuilding plant by the Bethlehem-Fairfield Shipbuilding Co. in South Baltimore, with employment possibly ultimately reaching 24,000 men, will require greatly augmented streetcar service in this area. The Baltimore Transit Co. has already purchased the necessary additional substation equipment and is now planning an extension of its tracks more conveniently to serve existing and prospective plants, in the Fairfield area. This company has on order a number of motor busses which are promised for delivery not later than September. It has reconditioned and converted for 1-man operation a large number of its older streetcars. So far as equipment is concerned, no shortage or bottleneck is anticipated. However, the problem of obtaining competent operators of streetcars is causing some concern and may become critical. A number of short extensions of urban transit lines are being made to serve such developments as the F. H. A. defense workers' homes on Philadelphia Road near the eastern city limits, and schedules have been altered to meet the expanding travel, which is running approximately 16 percent above the corresponding periods of last year.

Except for temporary peaks in bad weather and for a limited time on certain lines during the morning and afternoon rush hours, the urban and suburban mass transportation service is very good, and no serious impairment presently is anticipated.

The mayor's traffic committee, the commission on city plan, the transit company, the police department, and interested commercial and trade groups are endeavoring to work out a program of improvement in the traffic situation in the congested downtown area of the city in order to make possible more expeditious movement and more efficient usage of freight and passenger vehicles, particularly the mass transportation vehicles, the cars and busses, which are utilized only in the rush-hour periods. More expeditious movement through congested areas may permit of extra trips per vehicle during such rush peaks, a very important gain in utilization. Congestion in the downtown business area and on certain arterial streets and highways is the most pressing problem, for which a solution is now demanded. All interests involved are cognizant of the needs, and it is believed that a satisfactory solution can be found. Several ordinances pertaining to traffic control are now before the city council with the prospect of speedy enactment into law.

The amount of freight and merchandise being transported into and out of the city has increased greatly. One of the large over-the-road haulers reports an increase in weekly tonnage of 57 percent over the corresponding period of last year. This added tonnage is being handled with an increase of 30 percent in personnel. Officials of the industry report that at present no shortage of equipment, spare and repair parts, or personnel is being experienced, but they are somewhat fearful of developments in the near future. They have every reason to believe that the business will continue to grow by leaps and bounds as the defense program gathers momentum.

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#### EXHIBIT 30—STATEMENT OF COUNTY COMMISSIONERS

BY H. STREETT BALDWIN, PRESIDENT, COUNTY COMMISSIONERS OF BALTIMORE COUNTY,  
TOWSON, MD.

JUNE 30, 1941.

We have had within the last year and one-half 4,657 applications and permits granted for new homes in the fourteenth, fifteenth, and twelfth districts of Baltimore County which surround the defense projects of the Glenn L. Martin Co. and Bethlehem Steel Co. This is in addition to substantial building projects for sometime prior to 1940, most of which were from people working in the defense industries located in our county.

Due to the fact that a few years ago Baltimore County floated a bond issue for schools and due to the foresight at that time of building schools larger than necessary, we have been able to take care of the children up to this time. We have reached a point in the county where we are not able to provide for any further

enrollment in our public schools in those areas where defense industries are located and as we have no authority until the next legislature to borrow money for new school buildings, we must request the Federal Government to provide money for the construction of sufficient new buildings and additions to take care of the school children.

## SCHOOL BOARD PROGRAM

Our school board has estimated and gotten up a program of approximately a million and one-half dollars which they have forwarded to the proper officials in Washington. We will be able to assume in the future the expense, which in our estimation is \$50 per child but cannot finance the new construction. This is our most acute and important problem from the defense standpoint in the county.

## SEWAGE DISPOSAL

Another very pressing problem is the one of sewage disposal in the defense areas, for which we will have to ask Federal help. Our metropolitan engineer has forwarded a program to Washington calling for about \$300,000 for that purpose. We will be glad to and are able to furnish from the regular tax levies in the county, the other necessary governmental services.

We want to impress upon your committee the fact that we have spent a great deal of money, which was made necessary by the fact that those industries were located in our county, and we are willing to spend for the future, money required for the regular governmental services which any other section of the county gets.

## EXHIBIT 31—ENROLLMENTS IN DEFENSE TRAINING COURSES BY COUNTIES

REPORT BY JOHN J. SEIDEL, ASSISTANT STATE SUPERINTENDENT IN VOCATIONAL EDUCATION

STATE OF MARYLAND, DEPARTMENT OF EDUCATION,  
*Baltimore, Md., June 16, 1941.*

Attached is a copy of the enrollment in the various defense training courses in Maryland. In addition to the current enrollment as shown, there have been approximately 9,000 persons trained up to January 1.

The entire fund for financing this defense training program comes from a special appropriation through the United States Office of Education in Washington. Approximately \$1,200,000 will be used by Maryland for salaries of instructors, materials of instruction, maintenance and replacement, and purchase of new equipment.

No organized efforts are being made to bring into the State out-of-State workers and train them locally at the present time. The National Youth Administration is starting a regional resident project to cover trainees from five States.

All of our preemployment courses are directly coordinated with the State employment service. Before any trainee is enrolled, he must have registered with the State employment service to whom he is referred at the end of the training program and then the State employment service places him in employment. However, we find that about 40 percent of our trainees in industrial areas secure employment before completion of the course and obtain employment through their own efforts or through friends.

We have a functioning State advisory committee composed of two representatives of labor, two representatives of employers, two representatives of education, with the State director of employment service and the director of the defense training program meeting with the advisory committee at all times in order to formulate policies concerning the need, number, and type of training to be offered. Industry has very generously loaned us many of their own foremen to serve as instructors in our classes.

Approximately 600 Work Projects Administration workers have been trained in our program and placed in private employment. At the present time, the Work Projects Administration authorities inform us that there are no prospective trainees from their rolls.

## Comparison of enrollment January 1941 to April 1941

	Regular program (1)		Subtotal	Program (4): Out- of-State youth	Program (5): National Youth Adminis- tration	Total increase
	Preem- ployment	Supple- mentary				
<b>Baltimore City:</b>						
April .....	1,807	3,233	5,040		70	
January .....	460	1,997	2,457			
Increase .....	1,347	1,236	2,583		70	2,653
<b>Allegany:</b>						
April .....	104	36	140	25	299	
January .....	102	36	138			
Increase .....	2		2	25	299	326
<b>Anne Arundel:</b>						
April .....	14		14			
January .....	14		14			
Increase .....						
<b>Baltimore County:</b>						
April .....		1,650	1,650			
January .....		1,352	1,352			
Increase .....		298	298			298
<b>Caroline:</b>						
April .....				60		
January .....						
Increase .....				60		60
<b>Carroll:</b>						
April .....	14	15	29	50		
January .....	14	13	27	15		
Increase .....		2	2	35		37
<b>Cecil:</b>						
April .....		25	25			
January .....						
Increase .....		25	25			25
<b>Charles:</b>						
April .....				117	18	
January .....						
Increase .....				117	18	135
<b>Dorchester:</b>						
April .....				179		
January .....						
Increase .....				179		179
<b>Frederick:</b>						
April .....	74	13	87	121	12	
January .....						
Increase .....	74	13	87	121	12	220
<b>Garrett:</b>						
April .....				16		
January .....						
Increase .....				16		16
<b>Harford:</b>						
April .....				24		
January .....						
Increase .....				24		24
<b>Howard:</b>						
April .....				59		
January .....				33		
Increase .....				26		26



## Comparison of enrollment January 1941 to April 1941—Continued

	Regular program (1)		Subtotal	Program (4): Out-of-State youth	Program (5): National Youth Administration	Total increase
	Preemployment	Supplementary				
<b>Kent:</b>						
April .....				70		
January .....						
Increase .....				70		70
<b>Prince Georges:</b>						
April .....	71	192	263	99	79	
January .....	35		35			
Increase .....	36	192	228	99	79	406
<b>Somerset:</b>						
April .....				61	17	
January .....						
Increase .....				61	17	78
<b>Washington:</b>						
April .....	780	176	956	143	15	
January .....	350	114	464			
Increase .....	430	62	492	143	15	650
<b>Wicomico:</b>						
April .....				81		
January .....						
Increase .....				81		81
<b>Camp Meade:</b>						
April:						
Improving reading ability .....			176			
Spanish, stenography, typing, and general office practice .....			160			
Logan Field: April: Spanish .....			20			
Aberdeen Proving Ground: April: Teacher training .....			70			426
Total increase .....			426			5,710

## RECAPITULATION

Total present enrollment program:	Enrollment as of January program:	Increase program:	
(1)..... S. 630	(1)..... 4,487	(1).....	4,143
(4)..... 1,105	(4)..... 48	(4).....	1,057
(5)..... 510	(5).....	(5).....	510
Total..... 10,245	Total..... 4,535	Total.....	5,710

## EXHIBIT 32—ENROLLMENTS IN DEFENSE COURSES, BY TRAINING CENTERS

REPORT BY THELMA M'KELVEY, SPECIAL ASSISTANT, LABOR DIVISION, OFFICE OF PRODUCTION MANAGEMENT, WASHINGTON, D. C.

JUNE 28, 1941.

I am enclosing tabulations of the total and current enrollments as of March 31 in defense-training courses in the State of Maryland. The tabulations are as follows:

1. Summary of enrollment data in preemployment-refresher courses for Maryland, by training centers.
2. Summary of enrollment data in supplementary courses for unemployed workers, by training centers.
3. Summary of enrollment data in engineering defense-training courses, by institutions. (This information is as of April 30, 1941.)

I wish to call attention to the figures with reference to placement in private employment. These do not reveal the total placements which have resulted from defense preemployment-refresher training, inasmuch as an undetermined number

of the drop-outs have undoubtedly received employment. However, in many cases these individuals do not report back as to their employment status to either the vocational schools in which they were enrolled or to the local public employment service offices.

*Summary of enrollment data in program 1*

PREEMPLOYMENT-REFRESHER COURSES FOR MARYLAND, BY TRAINING CENTERS, AS OF MAR. 31, 1941

Training center	Total				Male white				Male colored				Female white			
	Total enrollment	Ending net	Placements	Drop-outs	Total enrollment	Ending net	Placements	Drop-outs	Total enrollment	Ending net	Placements	Drop-outs	Total enrollment	Ending net	Placements	Drop-outs
Total .....	5,475	921	1,036	1,508	5,325	852	1,036	1,437	150	69	---	71	---	---	---	---
Annapolis .....	132	12	49	36	132	12	49	36	---	---	---	---	---	---	---	---
Baltimore .....	3,502	562	726	1,040	3,352	493	726	969	150	69	---	71	---	---	---	---
Bladensburg .....	38	---	2	10	38	---	2	10	---	---	---	---	---	---	---	---
Catonsville .....	37	---	8	11	37	---	8	11	---	---	---	---	---	---	---	---
College Park .....	17	---	---	2	17	---	---	2	---	---	---	---	---	---	---	---
Cumberland .....	384	---	56	79	384	---	56	79	---	---	---	---	---	---	---	---
Frederick .....	31	31	---	---	31	31	---	---	---	---	---	---	---	---	---	---
Glen Burnie .....	27	---	19	8	27	---	19	8	---	---	---	---	---	---	---	---
Hagerstown .....	944	272	141	197	944	272	141	197	---	---	---	---	---	---	---	---
Hyattsville .....	256	44	15	101	256	44	15	101	---	---	---	---	---	---	---	---
Raspeburg .....	14	---	3	3	14	---	3	3	---	---	---	---	---	---	---	---
Sparrows Point .....	40	---	8	16	40	---	8	16	---	---	---	---	---	---	---	---
Towson .....	17	---	2	---	17	---	2	---	---	---	---	---	---	---	---	---
Westminster .....	36	---	7	5	36	---	7	5	---	---	---	---	---	---	---	---

SUPPLEMENTARY COURSES FOR MARYLAND, BY TRAINING CENTERS, AS OF MAR. 31, 1941

Total .....	9,027	2,996	---	5,125	9,027	2,996	---	5,125	---	---	---	---	---	---	---	---
Baltimore .....	4,083	1,687	---	2,030	4,083	1,687	---	2,030	---	---	---	---	---	---	---	---
Bladensburg .....	173	46	---	66	173	46	---	66	---	---	---	---	---	---	---	---
Catonsville .....	126	76	---	50	126	76	---	50	---	---	---	---	---	---	---	---
Cumberland .....	160	26	---	44	160	26	---	44	---	---	---	---	---	---	---	---
Elkton .....	37	18	---	19	37	18	---	19	---	---	---	---	---	---	---	---
Frederick .....	55	53	---	2	55	53	---	2	---	---	---	---	---	---	---	---
Hagerstown .....	417	96	---	104	417	96	---	104	---	---	---	---	---	---	---	---
Hyattsville .....	185	42	---	95	185	42	---	95	---	---	---	---	---	---	---	---
Raspeburg .....	2,950	548	---	1,429	2,950	548	---	1,429	---	---	---	---	---	---	---	---
Sparrows Point .....	622	322	---	269	622	322	---	269	---	---	---	---	---	---	---	---
Towson .....	181	70	---	56	181	70	---	56	---	---	---	---	---	---	---	---
Westminster .....	38	12	---	11	38	12	---	11	---	---	---	---	---	---	---	---

SUMMARY OF ENROLLMENT DATA IN ENGINEERING DEFENSE COURSES, BY INSTITUTIONS, IN MARYLAND, AS OF APR. 30, 1941

Institution	Total			Male white			Male colored			Female white		
	Total enrollment	Ending net	Concluded training	Total enrollment	Ending net	Concluded training	Total enrollment	Ending net	Concluded training	Total enrollment	Ending net	Concluded training
Total .....	1,626	1,142	303	1,625	1,141	303	---	---	---	1	1	---
Johns Hopkins University .....	736	572	89	736	572	89	---	---	---	---	---	---
University of Maryland .....	890	570	214	889	569	214	---	---	---	1	1	---

## EXHIBIT 33—RELIGION AS FACTOR IN EMPLOYMENT

REPORT BY LEON SACHS, EXECUTIVE DIRECTOR, BALTIMORE JEWISH COUNCIL, BALTIMORE, MD.

AUGUST 7, 1941.

I herewith respectfully submit the enclosed data pertinent to the practice of many public employment agencies, of asking and recording the religious affiliation of registrants.

The material gathered by the Bureau on Jewish Employment Problems of Chicago was not prepared for the purpose of advancing any legislation on the subject, and this bureau has given no official consideration to legislation in this field. I might also state that in addition to the State employment services mentioned in the enclosures, the Illinois State Employment Service only recently has removed the question of religion from its application forms.

[Enclosures submitted for the record with this report are as follows:]

PHOTOSTAT OF FORM USED BY MARYLAND STATE EMPLOYMENT AGENCY

LAST NAME			FIRST			MIDDLE			CODE		
ADDRESS									DEC. P. CLASS		
TEL. NO.									REL.		
IND. CODE									COLLEGE		
SCHOOL LAST ATTENDED									REG. DATE		
DATE LEFT									ACTIVE		
SPEC. COURSES REFERENCES-RATINGS									INACTIVE		
W N O			UNDER			EL. SCH.			SIGN		
DATE OF BIRTH			PLACE OF BIRTH			AGE			OTHER LANGUAGES		
MT.			LICENSE			EXPIRES			S. R. W.		
S M SE W D			OPER. EMPL.			BICYCLE			DATE LEFT		
T. P. D.			MOTORCYCLE			OPERATE			SPEC. COURSES REFERENCES-RATINGS		
CITIZEN			FIRST PAPERS			OWN HOME			SPEAKS		
IN CITY			WILLING			TO LEAVE CITY			DATE LEFT		
DEFECT OF SIGHT			HEARING			LAME OR BOD			SPEC. COURSES REFERENCES-RATINGS		
NATURE OF DEFECT			OWN TOOLS			OWN UNIFORM			TYPE OF FARM		
TYPING SPEED			PRACTICAL NURSING			CARE OF CHILDREN			LIVESTOCK LAP.		
STENO. SPEED			LAYOUT EXP.			WASH M. M. WGL. SHIRTS			MILKING EXP. MACHINE		
PROFESSIONAL SOCIETY			READ MICROPRINTS			COOKING LAP. SERVING			FARMHAND OWN FURN.		
MACH. OPER. LICENSES-B.L.C.			ESTIMATING LAP.			P.C. ASST. S.O.			TENANT OWN FURN.		
MACH. OPER. LICENSES-B.L.C.			DRAFTING EXP.			DATE			INTERVIEWERS		
MACH. OPER. LICENSES-B.L.C.			DATE			INT.			DATE		
APPLICANT'S SIGNATURE									INTERVIEWED BY		

Explanation : Arrow indicates query as to applicant's religion, abbreviated to letter "R," and answered by letter "P" for Protestant, "C" for Catholic, or "J" for Jew.

## STATEMENT BY BUREAU ON JEWISH EMPLOYMENT PROBLEMS, CHICAGO, ILL.

In the United States the operation of governmental employment services on a large scale is of relatively recent origin. Perhaps because of this, these agencies are still in a formative or developmental stage, during which they are experiencing numerous and fundamental changes in such areas as administrative control, general objectives, fields of service, and specific policies and practices. In the latter connection, it would appear that there has been insufficient time and stability as yet for the careful consideration of the social and legal implications of some of the detailed procedures in the employment services. It is essential, however, that some of these be examined and modified at the earliest possible time, lest continued usage make for habitude, tradition, and rigidity.

The social philosophy underlying the legislation creating the governmental employment agencies is the performance of a public service accorded in full measure to all people—regardless of religion or nationality—who ask assistance with their employment problems. This presumes that each applicant is considered as an individual requiring recognition of his needs, qualifications, and characteristics.

## SERVICES REQUIRE STATEMENT OF RELIGION

A number of State employment services require applicants to state their religion. The printed cards used for registering applicants contain space for this item, and employment-service interviewers assume that it is their duty to secure information on all such items included on the registration cards.

In general, an individual's religious belief rarely, if ever, is related to the operations, skills, or techniques of a given job. Public employment services are assumed to adhere to the policy of referring the best qualified worker for an available job, i. e., the applicant with the best work qualifications—physical, mental, and occupational.

While some employers may be somewhat interested in the religious belief of their employees, it is surely open to question whether such an interest has any legitimate relation to the requirements of a given job; and further, whether any governmental employment agency would desire to encourage or cater to such an interest.

## EQUAL FOOTING FOR MINORITY GROUPS

It is highly essential that the programs and policies of public employment services be so planned as to preclude the possibility of members of minority groups being denied equal employment opportunity merely because of their religious or cultural affiliation. The recording of information regarding religion makes possible the perpetuation of stereotypes and preconceived mental images of members of minority groups by the staff of the public employment service and a consequent continuation of procedures which definitely limit the opportunities of placement for such applicants.

The public employment services of the Federal and State Governments have a distinct responsibility in this sphere to preserve an atmosphere of impartiality and objectivity consonant with the professional attitude. This requires that each applicant be evaluated in terms of his individual work qualifications. Since most staff members have been conditioned by some of the popular misconceptions attributed wholesale to all members of certain minorities—their capacities, work habits, neatness, and integrity—it is not surprising that they frequently retain such associations when they note this identifying background item on a registration card. This immediately places the applicant at a decided disadvantage before the interviewer ever sees him.

## A DEEPLY ROOTED TRADITION

This practice seems to be contrary to one of the most fundamental principles of Americanism, whereby the Government has consistently dissociated religion as a consideration in any situation. So deeply rooted is this tradition that even in the taking of the census, where anonymity is assured, one's religion is not asked. Similarly, the United States Civil Service Commission, which has made notable achievement in furthering the principle of merit basis selection, has never used the item of religion.



The implications of the problem have been aggravated recently under the regulation which requires that individuals applying for unemployment benefits must be registered with their State employment services. Since in some States registration involves replying to a question about one's religion, it would seem that an applicant for unemployment benefits is being requested to State his religious belief as a condition to becoming eligible for such unemployment payments.

#### POLICIES AS REVEALED ON EMPLOYER ORDER CARDS

In the fall of 1939 the Bureau on Jewish Employment Problems wrote the various State employment services requesting copies of their applicant registration cards and of their employer order cards. Of the 46 units that responded, 19 used both of the old United States Employment Service forms (which include items on religion and nationality); 14 used 1 United States Employment Service form and 1 modified form; and 13 used original forms in both instances. Twenty-three services used a modified application card, of which 15 had eliminated the item of religion, finding it unnecessary in carrying on an effective program. These units include the following:

Arkansas	Rhode Island
Colorado	South Dakota
Florida	Virginia
Georgia	West Virginia
Kansas	Wyoming
Mississippi	Wisconsin
Montana	District of Columbia
North Dakota	

#### AVOID TAKING INITIATIVE IN INQUIRIES

These public employment services have studied this problem and have found that through corrective procedure, as well as by more thorough in-training staff programs, they are able significantly to ameliorate the situation. In the main, the measures used involve, first, not taking the initiative in determining whether employers have specific limitations regarding the religious or cultural background in their job orders, and second, the elimination of the item on religion from the applicant registration-card and job-order form.

With reference to the first procedure, the enclosed official bulletin of the Illinois State Employment Service provides that agency's enlightened viewpoint and practices. In regard to the second measure, numerous State services are finding it both expedient and constructive to refrain from inquiring into an applicant's religious affiliation. The service refers the best qualified applicant, regardless of religion or nationality background. Whether or not an employer indicates a religious preference or specifies a definite limitation, the service seeks to select the applicant who most nearly meets the requirements as to ability, attempting to "sell" the employer on the principle of merit basis hiring. In the few instances, however, where an employer insists that religious specifications take precedence over merit, and the service is unable to follow the above-mentioned preferred procedure, it may use the method of consulting its files and calling in the best qualified applicants for a reinterview, during which the question of religion can be asked informally, but never recorded. If there is a better qualified applicant from other than the preferred group, the placement worker may inform the employer and suggest that he interview that applicant; or if none of the applicants in the preferred group is available, a qualified applicant from another is selected and referred.

By such means the services are finding that they can effectively meet their responsibility in contributing toward the solution of this social problem. Similarly, the staff of a vital public agency may fulfill its function of intelligent leadership and improve relations among the citizens of its community, thus bettering the conditions of all. If we recognize the importance of preserving the economic interests of members of all minority groups in order to conserve the general welfare of the entire community, the role and duty of the public employment agency becomes clear.

#### COMMENTS FROM EMPLOYMENT SERVICES

Following are a few of the comments made by the heads of a number of the State employment services, illustrative of the more advanced and progressive views and practices relating to this matter:

*John W. Nelson, director of the Montana State Employment Service:*

"The Montana State Employment Service has not found it necessary to inquire or record the religious affiliations of applicants registering with this service. \* \* \* The reason the Montana State Employment Service does not require the religious affiliation of any applicants is due to the fact that we do not feel that this information has any bearing on the applicant's ability to perform work which we may refer him to. To the best of our knowledge, the religious affiliation of persons referred by us has never caused any embarrassment.

In conclusion, it is not felt that the elimination of the question of religion of the applicant constitutes any serious handicap to the operation of the Montana State Employment Service."

*L. P. Desmond, manager of the Wyoming State Employment Service:*

"We are primarily interested in placing persons on the basis of their qualifications for a given job, and that is paramount so far as our policy is concerned, to everything else.

"The question of employers stipulating age is particularly difficult, and we are not inviting further complications with any more additional 'strings attached' in the proper filling of an order if we can possibly escape 'another problem.'

"It is true that our recently adopted card makes no provision for stereotype information concerning religious affiliations. This is true, I believe, because of the comments passed by the various managers concerning their experience with what would scarcely be called a problem in this regard. Obviously, it was not considered worth while to devote space to \* \* \*."

*Director of the service in an eastern seaboard State:*

"So far as this office knows, there has been no instance where the lack of knowledge of the applicant's religion has been a cause of embarrassment or difficulty.

"We do not consider that the lack of knowledge concerning the applicant's religion constitutes a handicap to the placement of applicants. In securing information from an employer as to the qualifications which he requires, only the primary qualifications are secured, such as occupation, wage, sex, color, and certain special requirements, as in the case of a typist, the speed required."

*Frank A. Cavado, director of the Virginia State Employment Service:*

"The Virginia State Employment Service has never found it necessary to ask applicant's religion."

*W. L. Abbott, assistant director of the Georgia State Employment Service:*

"The question of religion of the applicant does not appear on our registration form because the Georgia agency tries when orders are received to select the best-qualified worker for referral and we do not consider religion a factor in determining qualifications to handle an individual job.

"No cases have reached my attention where lack of knowledge of applicant's religion has been cause of embarrassment to the applicant.

"In my opinion, the elimination of the question of the applicant's religion would constitute no handicap to the operation of the employment service in Georgia."

*D. Palmer Patterson, director of the Arkansas State Employment Service:*

"\* \* \* We do not find it necessary to ask applicants their religious affiliations, and have left that question off of the application cards recently that are now in use in our service. \* \* \*

"We discontinued the use of the space for religious affiliation due to the very small percentage of cases in which the employer expressed an interest in that question. We would have no interest in that question.

"We do not believe that the elimination of this question has constituted any serious handicap to the operation of our employment service."

*B. H. Thompson, district manager of the Wisconsin State Employment Service in Milwaukee:*

"The question of religious affiliations is not asked of applicants at the time of registration by interviewers in the Wisconsin State Employment Service; in fact, the application form now in use provides no space for this information. \* \* \*

"We have no evidence of any business ever being lost to the offices through our not having asked questions regarding religious preference of the employer."

*R. Mayne Albright, director of the North Carolina State Employment Service:*

"The registration card still in use by the North Carolina State Employment Service makes provision for the recording of the applicant's religious affiliation. Interviewers in our offices have been instructed to leave no item on the registration card blank, and for this reason information about the registrant's religion has been sought and recorded. However, rarely has it been necessary for us to make use of such information, and, as you have observed, this item has been eliminated from the new registration card soon to be employed by this service and other State services.

"The basic principle on which the employment service functions is that referrals to openings shall be made solely on the applicant's qualifications for the job. Because this principle is inherent in our philosophy, it seems a contradiction for the service to take into account nationality, race, creed, or affiliation with any kind of organization. It is perhaps for this reason that the matter of religion is being omitted from the new registration card.

"Glancing over our past 2 years' requisitions for workers, I find that only a negligible number have specified any religious requirements, and not once have our State-wide clearance orders stipulated a religious preference. You will therefore see that our interviewers and order takers make no practice of asking employers what their religious requirements are."

It is significant that in not a single instance do we know of any service which, after eliminating the item of religion from its applicant card, returned to the old form. Manifestly, the new procedure is found feasible and satisfactory.

#### OMISSION OF RACE AND NATIONALITY ON ORDER CARDS

LOCAL OFFICE BULLETIN OF DIVISION OF PLACEMENT AND UNEMPLOYMENT  
COMPENSATION, DEPARTMENT OF LABOR, STATE OF ILLINOIS

NOVEMBER 20, 1939.

To: All Office Managers.

Re: Omission of Race and Nationality on Order Cards—Forms ISES 180 and 181.

Index: Field visits.

Orders.

Placement.

Referrals.

Effective date: Immediately.

A few recent placement experiences have indicated that placement interviewers and field visitors are occasionally influencing, consciously or unconsciously, employers' statements regarding nationality, racial, or religious preferences.

After much consideration it has been determined that the employment service, when taking orders of employers, will not ask employers for their religious, racial, or nationality preferences. The two spaces provided for these items on the order card will ultimately be eliminated. When employers include race or nationality as one of their specifications, this information should be listed under "Remarks."

There are a number of reasons why this policy is desirable:

1. It gives applicants a more equal opportunity for placement.
2. It prevents the unintentional inference which sometimes transmits our own prejudices to the employer.
3. It provides a wider field of selection for the placement interviewer.
4. Experience in other agencies and other State employment services indicates that no serious difficulties are encountered when these questions are not asked.

In order that the staff may have the benefit of the experience and thinking of other groups, each local office manager is requested to devote one full training meeting to this problem. The personnel and training section has prepared or gathered the following materials to assist the local office in planning the meeting:

1. Suggested agenda for the meeting.
2. Copy of correspondence from the District of Columbia Employment Center and the Wisconsin State Employment Service, discussing this problem.

3. UC-ES (III.) TR. 19, "Minority Groups and the Employment Service."  
 4. List of references on employment statistics as mentioned in the last section  
 of UC-ES (III.) TR. 19.  
 Approved:

PETER T. SWANISH,  
*Commissioner.*

A. H. R. ATWOOD,  
*Director, Employment Service.*

Initiated by: Local office operations personnel and training section.

SUGGESTED AGENDA FOR TRAINING MEETING ON PROBLEMS OF MINORITY GROUPS

1. Statement of general problem as high lighted in Local Office Bulletin No. 508.
2. Distribution and study of UC-ES (III.) Tr. 19. Discussion of all statements made in this paper.
3. Systematic study of selected employment statistics to determine the general trends and characteristics of available labor supply.
4. Specific corrective action to be undertaken in the local office:
  - (a) Placement interviewers shall not ask employers whether they have racial, nationality or religious preferences. The specific sections of the order card providing for these entries shall not be filled in. If the employer volunteers such information enter it in "Remarks."
  - (b) Field visitors, in initial, or continued contacts with employers, shall discuss racial, nationality, or religious questions only when initiated by the employer. In such instances, the field visitor will take a neutral stand and state clearly the employment service policy in these matters.
  - (c) Whenever a previous order card or field visit card specifies racial, nationality, or religious preferences, the placement worker shall make an effort to determine whether those specifications still apply before being guided by them in making selection.

DISTRICT OF COLUMBIA EMPLOYMENT CENTER,  
 UNITED STATES EMPLOYMENT SERVICE,  
 Washington, D. C., June 22, 1939.

Mr. A. L. SUDRAN,  
*Executive Director, Bureau on Jewish Employment Problems,*  
 -  
*Chicago, Ill.*

DEAR MR. SUDRAN: In reply to your letter of June 20, I wish to submit the following information, which is the policy of this office with regard to the extent of preference for gentiles, protestants, etc., as they show themselves in the orders received at this office:

It is the policy of the District of Columbia Employment Center to refer only the best-qualified workers to an employer for his final selection, without regard to religion or nationality. The selection is made in our office, of course, on the basis of the qualifications set forth by the employer. We never ask an employer whether he has a religious preference and our job-order cards carry no special space for the recording of such preference. If such a preference is volunteered by an employer, this information is noted under "Remarks" and it is treated as a part of the general qualifications requested by the employer.

We feel very strongly that the question of religious preference is one that should not enter into the work of this office, unless specifically requested by the employer.

It is my belief that if the staff of any employment office has proper training in applicant and employer relations, few if any difficulties should arise regarding these questions.

If an employment service is to function as a central community personnel agency, the entire staff must possess a real human understanding of problems of this nature, and must handle each situation in a diplomatic and impartial manner.

If there is any further information that you may desire, please do not hesitate to get in touch with me.

Very truly yours,

C. E. LAMSON, *Director.*



JUNE 26, 1939.

Mr. C. E. LAMSON,

*District of Columbia Employment Center, Washington, D. C.*

DEAR MR. LAMSON: Thank you very much for your letter of June 22. Your views are encouraging to us and confirm some of our own beliefs.

I would appreciate the benefit of your experiences as to the possibility of difficulties arising through a policy such as yours. To clarify the matter, I am dividing it into a few questions:

1. Although your placement workers do not ask the question of religious preference, do you think that some of them tend to feel that even when an employer does not volunteer a preference that there may be one in his mind and that, therefore, it would be safer to refer only a Protestant? I do note your statement that it is the policy of the District of Columbia Employment Center to refer only the best qualified workers to an employer for his final selection, but I do wonder what you think about possible reservations and anxieties among your workers and the way they handle them.

2. Have you found to any appreciable extent that employers who did not volunteer religious preferences and to whom Jews and Catholics were referred call back afterward to complain? In cases where they do, are you able to handle the matter satisfactorily, without inconvenience or embarrassment to the employment center, the employer, or the applicant?

3. Do you think it is possible that some employers to whom the center, through not asking for religious preferences, may have referred a person of an undesired, religion, say nothing about it to either the applicant or the center, but simply take their business elsewhere afterward? If so, do you think that there is any appreciable loss of business in this way?

The Illinois State Employment Services has decided to initiate for a trial period the policy that you have been following, and since I am to be present at one of the staff meetings in which the policy is to be announced, it will be very helpful to me to be able to present your experience, if you will permit me to do so.

Thank you again for your interest in the problem.

Sincerely yours,

A. L. SUDRAN.

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DISTRICT OF COLUMBIA EMPLOYMENT CENTER,  
UNITED STATES EMPLOYMENT SERVICE,  
*Washington, July 1, 1939.*

Mr. A. L. SUDRAN,

*Executive Director, Bureau on Jewish Employment Problems,  
Chicago, Ill.*

DEAR MR. SUDRAN: In reply to your letter of June 26 regarding the possibility of difficulties arising through a policy such as we have in the District of Columbia Employment Center, as explained in my previous letter of June 22, I wish to say that the problems raised in your three questions are ones that we believe are overcome by a thorough understanding through our training program and by supervision, so that all employees have a thorough understanding of the fundamental policies and principles of the employment center.

I have found, over a period of years, that the policy of utter fairness and strict observance of our rule of the referral of only the best qualified workers does not bring embarrassment to the employment center.

Regarding your first question, we feel that through a training program and by supervision of the work of individuals in the office, and by a periodic spot check of each employee's work, that we eliminate, as much as humanly possible, a tendency for some individuals to feel that even when an employer does not volunteer a preference there may be one in his mind, thereby creating possible reservations and anxieties regarding the way to handle the situation.



In answer to your second question, we have, of course, had instances where employers who did not volunteer preferences have called back to discuss the situation. This, however, has not caused embarrassment to the employment office, as we explain to the employer that within the limits of the qualifications established by him, we refer the best qualified worker. We stress the fact that the more qualifications attached to the order, naturally the more limited our range of selection of qualified applicants will be.

I have known of many instances where even though certain qualifications outlined by the employer have precluded possibilities of referring certain individuals, the placement person has talked to the employer specifically about an individual who is exceptionally well qualified and by this approach has been able to refer people to the employer who otherwise would have been eliminated by certain preferences expressed by the employer.

In regard to your third question, it is possible that some employers may not again use the employment service, but I certainly do not feel that this causes any appreciable loss of business. I do not believe that there will ever be a time when all employers will use the employment service, but it is my firm conviction that over a period of years, as the employment service is able to develop its reputation for fair dealing in all situations, the vast majority of employers will use the employment service. There will always be certain employers who will not take advantage of the facilities offered by the employment service, no matter what policy is followed.

Very truly yours,

C. E. LAMSON, *Director.*

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WISCONSIN STATE EMPLOYMENT SERVICE,  
AFFILIATED WITH UNITED STATES EMPLOYMENT SERVICE,  
*Milwaukee, Wis., October 6, 1939.*

MR. A. L. SUDRAN,

*Executive Director, Bureau on Jewish Employment Problems,  
Chicago, Ill.*

DEAR MR. SUDRAN: The questions you raise in your letter of October 5 are ones which were discussed and settled at least 20 years ago in the Wisconsin State employment service. Order takers in our office do not ask the question, "What religious or nationality preference do you have?" of any employer, nor do our field visitors raise that question at any time in their conversations.

The question of religious affiliation is not asked of applicants at the time of registration by interviewers in the Wisconsin State Employment Service, in fact the application form now in use provides no space for this information. Cards formerly printed by the United States Employment Service did provide this space, but, even during the years these cards were used, the question was omitted from our interviews.

The question of nationality is provided for in our present application form and is asked of each applicant. The information noted here is either the country of birth of the applicant if other than America, or the country of origin of the applicant's parents.

The question of nationality or religious preference on the part of employers has never been a serious problem in Milwaukee. The few instances where it has entered the picture have been mainly in domestic or farm employment where the applicant was required to make his home with his employer. We have no evidence of any business ever being lost to the office through our not having asked questions regarding religious preference of the employer.

We are enclosing copies of our application, employer's order, and field visit record cards which you requested.

Yours very truly,

WISCONSIN STATE EMPLOYMENT SERVICE,  
B. H. THOMPSON, *District Manager.*

STATE OF ILLINOIS, DEPARTMENT OF LABOR, DIVISION OF PLACEMENT AND  
UNEMPLOYMENT COMPENSATION

NOVEMBER 17, 1939.

## MINORITY GROUPS AND THE EMPLOYMENT SERVICE

*I. Introduction*

International developments and subsequent local reactions have a way of reading themselves into our every-day thinking to the point where we cannot distinguish easily between attitudes and opinions developed as a result of logical analysis and those which have mysteriously entered our thoughts by unconscious transfer.

At present, world-wide interest is hinging around questions of national and racial animosities to the extent that the question of minority groups is perhaps the "hottest" social issue being paraded in the daily press, in street conversations, and in general political thinking. Again, we rarely know to what extent opinions expressed are valid and based on fact. Similarly, we do not know what colorations have been added by the private opinions and personal attitudes of the writer or commentator, and we seldom know the exact extent or import of the question under discussion. A minor incident may be enlarged to terrifying proportions and a major tragedy may be passed over by a brief paragraph of reference.

It is essential that employment service workers expel private opinions, press propaganda, and other unrelated attitudes from their placement activities. At this time, it is important to be wary of casual references to race and nationality preferences. There is no justification in assuming that because we read of racial persecutions in Europe employers in the United States are adopting similar attitudes. Certainly there is no overt evidence of growing prejudices here, and there is even the interesting possibility that the American, motivated by highly democratic ideals, may actually relax or control prejudices and preferences previously held.

*II. Probable extent of employer preferences*

The combination of heated interest in the question of minority groups, plus recent "depression" conditions in the labor market, have perhaps led us to attribute to prejudicial attitudes the plight of certain workers whose unemployment or nonacceptability should be traced to strictly economic factors. The particular hardships of foreign groups, like those of older workers, should, in general, be attributed to the ordinary workings of supply and demand factors in the labor market rather than to any supposition that employers have, in general, distaste for or discrimination against those groups.<sup>1</sup>

The status of such groups is to be explained in terms of their possible contributions to production more than to their racial or national background. For example, employers during the worst periods of the depression were generally reluctant to employ workers of advanced age, but current industrial activity has brought workers of certain occupations into universal demand *regardless* of their age. Tool and die makers would, perhaps, be one of the startling examples of occupations in which a qualified worker is now sought without regard to his age, possible handicaps, or racial status. It is altogether likely that racial and national preferences will tend to disappear in periods of high productive activity, just as does alleged age discrimination. Employers soon learn not to demand of the labor market more than they can expect to receive from it. This generalization relates to wages, hours, and working conditions just as it does to age requirements and racial or national preferences.

Present employment and pay-roll indices indicate our approach to a period of relative prosperity which will probably quickly diminish the number of particularized specifications made by employers relating to color, race, religion, and age. It is fatal to employment-service objectives if order takers, field visitors, or placement workers invent or assume such preferences unless they are specifically stated by the employer.

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<sup>1</sup> See the recent study of older workers in industry compiled by the National Association of Manufacturers, entitled "Workers Over Forty: A Survey of Member Companies to Determine the Status of Workers Forty and Over." New York City, 14 West 49th St., December 1938.

### III. Restatement of fundamental employment-service policy

The public employment service has always asserted the policy of referring only the best qualified worker. Qualification is construed to mean work qualifications and is the over-all estimate of the applicant's fitness, physically, occupationally, and mentally, for the employment to which he is being referred. Racial, political, or religious characteristics rarely relate to the operations, techniques, or skills of a given job. We should, therefore, consider only the physical, mental, and occupational qualifications of the applicant (as indicated by work experience and training) for the opening at hand, unless the employer has voluntarily specified other considerations.

### IV. Factors which may influence order takers

#### A. Conscious factors—

1. An original field visit may have elicited preference statements no longer applicable.

2. The original field visit may have conditioned the employer to make statements which do not represent his actual attitudes.

3. Such preference questions inserted into the taking of a specific job opening may have led to snap judgment or impulsive answers on the part of the employer.

4. Unfounded rumors concerning the personnel policies of large employers have a way of being accepted as true by the majority of people. Such rumors, if accepted in the placement process, may result in referrals which are contrary to the real wishes of the employer.

*B. Unconscious influences.*—Recognizing the subtlety of most national and racial preferences and prejudices, order takers, placement workers, and field visitors often infer attitudes which may not exist. Early field work or placement experience may have led the individual to believe that most employers have such preferences, and proceed subsequently to condition employer's responses. Many employers who have given no previous consideration to the matter of preferences, probably tend to form them if questioned on the subject. To insert into a field-work interview any question relating to these preferences implies that the employment service is able to provide qualified workers in any preference group indicated by the employer. Such implication is obviously false and may later lead to embarrassing situations wherein we have invited a statement of religious or national preferences, have led the employer to believe our referrals can satisfy him, and then find later that we must ask him to retract such specifications. It is reasonable to assume that if the individual employer actually looks upon racial or religious status as a work qualification he will so indicate without being invited to do so. For this reason it is important that employment service staff assume no such requirements unless specifically indicated by the employer.

### V. Corrective steps

Local office bulletin No. 508 has stated that placement interviewers shall not ask employers their racial, religious, or nationality preferences; therefore, the two places provided for these items on the order cards will ultimately be eliminated. When employers indicate race or nationality as one of their specifications this information should be listed under "Remarks."

Field visitors in initial or continued contact with employers shall discuss racial, national, or religious questions only when initiated by the employer. In such instances the field visitor will take a neutral stand and state clearly the employment service policy in these regards. Similarly, a placement worker who is using previous order cards and field-visit cards to fill an employer's order should, whenever he finds a definite statement regarding the employer's national, racial, or religious preference, attempt to determine whether such specifications still operate before being guided by them in his selection work.

The following list of periodicals will be found helpful in providing employment and pay-roll statistics for placement workers who are attempting to compare available supply and demand of occupational groups in the labor market: Federal Reserve Bulletin (monthly). United States Government Printing Office. Washington, D. C.

Survey of Current Business (monthly). United States Department of Commerce. Washington, D. C. (Also weekly supplement to same.)

Domestic Commerce (three times a month.) United States Department of

- Commerce, Bureau of Foreign and Domestic Commerce. Washington, D. C. (Free.)
- Business Conditions (monthly). Research and Statistics Department, Federal Reserve Bank of Chicago.
- Business Bulletin (monthly). The Cleveland Trust Co.
- Commerce (monthly). Chicago Association of Commerce.
- Economic Conditions (monthly). National City Bank of New York.
- Employment and Pay Rolls (monthly). United States Department of Labor, Bureau of Labor Statistics.
- Labor Information Bulletin (monthly). United States Department of Labor, Bureau of Labor Statistics. Washington, D. C.
- Steel Facts (monthly). American Iron and Steel Institute, 350 Fifth Avenue, New York City, N. Y.
- Review of Employment and Pay Rolls of Illinois Industries (monthly). Illinois Department of Labor, Division of Statistics and Research.
- Monthly Survey of Business of the American Federation of Labor (monthly). Washington, D. C. (Free.)
- The Index (quarterly). The New York Trust Co.
- Business Week (weekly). McGraw-Hill Book Co., 330 West Forty-second Street, New York City, N. Y.
- Statistical Review for the Year (yearly). Illinois Department of Labor, Division of Statistics and Research.

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EXHIBIT 34.—REPORTED FARM LABOR SHORTAGE, EASTERN SHORE, MD.

REPORT BY CORRINGTON GILL, ASSISTANT COMMISSIONER, WORK PROJECTS ADMINISTRATION, FEDERAL WORKS AGENCY, WASHINGTON, D. C.

Newspaper accounts have expressed considerable alarm about the possibility of a serious agricultural labor shortage in Maryland this year, particularly during the harvest season. A reduction in the available labor supply has been predicted as a result of migration of workers to industrial centers and military construction projects and induction into the armed forces. At the same time, it has been reported, demand for workers may become greater than normal because of increases in acreage.

The newspaper accounts were based in some measure on a report prepared by the Maryland subcommittee on farm labor of the State land use planning committee, which forecast a shortage of 16,000 farm workers in Maryland by July 1. Much of this shortage was expected to apply to the Eastern Shore. However, officials of the Maryland State Employment Service are now reported as believing that this estimate is very much too high.

A field investigation made during the first week in June by the Work Projects Administration Division of Research of the situation in the three southernmost counties of Maryland's Eastern Shore—Wicomico, Somerset, and Worcester—showed that no shortage had yet developed. The concentration of truck farming and canning in this area makes the supply of sufficient workers to meet the extremely seasonal and irregular character of its labor demand a matter of concern every year. It is not likely that the problem will reach more serious proportions this year than usual. Farmers who were questioned stated that they had "read in the newspapers" that there was going to be a shortage this season, but they did not appear to be alarmed over the prospects.

The larger farms and the canneries in the three counties depend chiefly on hired workers. Though there is some variation in types of workers needed, in general the same persons move from farm to farm and harvest one crop after another. Principal crops, in the order of their harvesting, are asparagus, strawberries, string beans, Irish potatoes, tomatoes, shell beans, and sweetpotatoes. Whole families, about three-quarters of them Negroes, are employed in the fields. In the canneries Negro and white adults are employed; women are in the majority.

The extent of the demand for harvest workers depends largely on the size of the crops, weather conditions during the picking season, and market prices. High market prices cause farmers to speed up the harvesting; on the other hand, when market prices drop so low as to make the harvesting unprofitable, some farmers plow their crops under. The farmers who have contracted with canneries are less influenced by price fluctuations than those who sell in the open market. The irregularity of the demand for workers and lack of coordination of labor supply and demand occasionally brings about a situation in which farmers in some localities cannot secure enough workers, while in other localities workers cannot find



Another factor which led to reports of labor shortages was this year's early harvest season, brought on by unusually warm weather. Thus the harvest of the enough employment. The "shortage of labor" aspect of this situation rather than that of "labor surplus" is usually publicized.

The size of the crops to be harvested, and thus the extent of the demand for workers during the coming picking season is still uncertain. A severe drought during May caused the strawberry crop to be small. Other crops, already in the ground in May, were undoubtedly damaged, although more recently heavy rains have improved the prospect for good yields. String beans, which were expected to be ready for picking during the week of June 10, should provide a test of the adequacy of the supply of both field and cannery workers.<sup>1</sup>

Estimates of the number of migrants usually employed vary somewhat, but it is generally agreed that they make up about half of all cannery and harvest workers hired during the peak season. Most of the migrants are Negro families from Virginia and farther South; others, both Negro and white, customarily come from Baltimore and nearby areas. This year an increase in the piece-wage rates for strawberry picking from 2 cents a box to 3 cents is believed to have provided the inducement for migrants to come in sufficient numbers from other States, chiefly from Virginia. At the time of this survey the piece rates for picking beans had not been set, partly because of uncertainty about the price of beans.

Although there has been some decrease in the available supply of local workers, losses have occurred mainly in the towns and among groups of workers not experienced in agriculture. The small defense contracts awarded in the three counties have not resulted in absorption of farm workers in defense industries, and State selective service officials have recommended deferment of agricultural workers needed for the harvest.

Concern has been expressed over the possibility of a decrease in the number of workers coming from Baltimore, where defense activity has resulted in expanded industrial employment. Although it is still too early in the season to make any definite predictions, one strawberry grower reported that the same 12 white men who, with few exceptions, have picked his berries for the past 18 years came from Baltimore this year as usual. Furthermore, it should be noted that agricultural and unskilled workers have not been absorbed in large numbers even in those industries in which defense production is causing shortages of certain types of skilled and semiskilled workers. Negroes, who probably constitute about 75 percent of all harvest and cannery workers, have been excluded from many types of defense employment, and until recently were not accepted for defense training in Baltimore.

Stricter enforcement of State laws governing labor contractors' activities in moving migrants from one State to another has also been a matter of concern to farmers in the southern counties of Maryland's Eastern Shore. Some contractors continue to operate, paying fines every time they are caught. In other cases, farmers who have a regular supply of workers whom they have employed year after year, send their own trucks to pick up groups of workers. This season the regular workers have come to the area in about the same number as previously.

Work Projects Administration rolls have been one source of labor supply for local farmers. Total employment on Work Projects Administration projects in the 3 southern counties of the Eastern Shore fell from 627 at the end of February to 388 at the end of May 1941. The awaiting-assignment file had fallen to 55 by the end of April 1941. Much of the seasonal decrease in the Work Projects Administration load has been due to separations to private employment, mainly agricultural, though reductions necessitated by inadequate funds have also made for decreases in the Work Projects Administration rolls. The remaining Work Projects Administration load consists largely of older men and women and those who have never done farm work. Although farmers sometimes hire inexperienced workers for some types of labor they are reluctant to employ such workers to pick crops lest they damage the plants and fail to pick clean.

Some cases of refusals of Work Projects Administration workers to accept farm employment have been reported, but in practically all such cases the workers had already left Work Projects Administration for private jobs or had been

<sup>1</sup> Subsequent information indicates that on June 15, when bean-picking was at its height, farmers were obtaining an adequate number of workers.



called to jobs expected to open within a few days. The district Work Projects Administration policy is to dismiss those who cannot satisfy the Employment Service as to their reasons for not answering calls for private employment. So far this year there have been very few terminations for this reason. Since direct relief is not granted to employables in these counties, harvest workers cannot be drawn from local direct relief rolls.

The Maryland State Employment Service, in an effort to provide channels for the more efficient placement and transfer of harvest hands, this year has set up a checking station for the registration of migrants on one of the main roads leading into the State near the Virginia line. By suggesting that the migrants go to the farms which are hiring pickers that day, the employment service prevents loss of time in looking for work. To facilitate transfer of migrant workers from farm to farm, the employment service has secured from farmers estimates of their labor requirements as well as information on the supply of workers.

Thus far the employment service has not sent out clearance orders for farm hands. The district office which serves the three counties had more than 1,800 persons registered in the active file during the last week of May; more than 700 workers were receiving unemployment benefits. As a safeguard against labor stringency during the tomato picking and canning season, the Maryland Employment Service has arranged with the Norfolk office of the Virginia Employment Service to provide clearance if this becomes advisable.

Any significant decrease in the number of farm workers available this year as compared with other years seems unlikely. Furthermore, there is little possibility of any substantial increase in the size of the crops to be harvested and canned. With the development of a more elastic placement procedure and improved coordination of supply of workers with the demand for workers, the employment service will probably be better able than before to meet the needs of both the farmers and the harvest workers.

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(Because of references made to it in the committee's hearings, the text of H. R. 5510, "A bill to regulate private employment agencies engaged in interstate commerce," is here reprinted for the record as Exhibit 35:)

EXHIBIT 35.—TEXT OF EMPLOYMENT AGENCY BILL

H. R. 5510—77TH CONGRESS, FIRST SESSION

[Substitute for H. R. 4675]

A BILL To regulate private employment agencies engaged in interstate commerce

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Employment Agency Act of 1941."*

FINDINGS AND DECLARATION OF POLICY

SEC. 2. (a) The Congress hereby declares that the migration from one place to another in interstate or foreign commerce of laborers and other persons seeking employment in numbers in excess of reasonable opportunities for employment and abusive practices of employment agencies, including the charging of excessive fees and the dissemination of false and misleading information regarding opportunities of employment (1) tend to aggravate the distress of such persons seeking employment; (2) lead to excessive concentrations of such persons with resulting depression of existing wage and hour standards at the places where such excessive concentrations occur and consequent labor disputes burdening and obstructing commerce; and (3) cast an excessive burden of support upon the communities to which such persons move in commerce and adversely affect the general welfare of the Nation.

(b) It is hereby declared to be the policy of this Act, through the exercise by Congress of its power to regulate commerce among the several States, and of its power to provide for the common defense and the general welfare, and of its power to control the use of the mails, to correct and eliminate the abuses result-

ing from such movements in interstate commerce by regulating the fees and practices of employment agencies engaged in inducing or assisting others to induce such interstate movements by use of the mails or otherwise.

## DEFINITIONS

SEC. 3. When used in this Act—

(a) The term "person" means an individual, partnership, association, corporation, legal representative, trustee, trustee in bankruptcy, or receiver.

(b) The term "fee" means anything of value, including money or other valuable consideration or services or the promise of any of the foregoing received by an employment agency from or on behalf of any person seeking employment or employees in payment for any service described or enumerated in subsection (f) hereof.

(c) The term "employer" means any person employing or seeking to employ any employee.

(d) The term "employee" means any person performing or seeking to perform work or service of any kind for hire.

(e) The term "employment" includes engagement.

(f) The term "employment agency" means any person who—

(1) for a fee offers or attempts to procure or procures employment for employees, or without a fee offers or attempts to procure or procures employment for common laborers (as defined by the Secretary); or

(2) for a fee offers or attempts to procure or procures employees for employers, or without a fee offers or attempts to procure or procures common laborers (as defined by the Secretary) for employers; or

(3) regardless of whether a fee is received offers or attempts to supply or supplies the services of common laborers (as defined by the Secretary) to any person:

*Provided, however,* That such term shall not include (1) any bona fide newspaper, magazine, or other publication of general circulation; or (2) any public employment agency established under any State law or law of the United States; or (3) any bona fide labor organization; or any charitable, religious, fraternal, or social welfare order, society or organization operating on a nonprofit basis and not operating primarily in the interest of an employer, as such terms are limited and defined by the Secretary; or (4) any employer who, by his own efforts or those of his own bona fide employee or employees, attempts to procure or procures employees to perform work or services for himself alone (and not as a labor contractor as such term is limited and defined by the Secretary), and who does not directly or indirectly charge or accept from an employee any fee therefor; or (5) any person who is engaged exclusively in offering or attempting to procure or in procuring employment for employees in any bona fide professional capacity (as such term is limited and defined by the Secretary).

(g) The term "Secretary" shall mean Secretary of Labor of the United States.

(h) The term "State" shall include, in addition to a State, the District of Columbia, Hawaii, Alaska, Puerto Rico, Guam, the Canal Zone, and all other Territories and possessions of the United States.

(i) The term "commerce" means commerce, transportation, transmission, or communication among the several States, from any foreign country to any State and from any State to any foreign country.

## ACTIVITIES OF UNREGISTERED EMPLOYMENT AGENCIES

SEC. 4. After one hundred and twenty days from the effective date of this Act, unless an employment agency is registered with the Secretary under section 5 hereof, it shall be unlawful for such employment agency, directly or indirectly—

(1) To transport or cause to be transported, or aid or assist in obtaining transportation for or in transporting in commerce any employee;

(2) To solicit or induce any person to move from one place to another in commerce for the purpose of obtaining employment;

(3) To furnish or make available any information which may tend to induce any person to move from one place to another in commerce for the purpose of obtaining employment;

(4) By use of the mails or any means or instrumentality of commerce, to perform any of the services enumerated in subsection (f) of section 3 hereof;

## REGISTRATION OF EMPLOYMENT AGENCIES

SEC. 5. (a) Every employment agency may register by paying the annual fee of \$100 required by section 5 (d) of this Act by filing with the Secretary the bond required by section 5 (e) and by filing with the Secretary a notification of registration in such form as the Secretary may by rules and regulations prescribe as necessary or appropriate in the public interest or for the protection of employees or employers. An employment agency shall be deemed to be registered upon receipt by the Secretary of such fee and notification of registration and upon receipt and approval of such bond.

(b) It shall be the duty of every registered employment agency to file with the Secretary, within such reasonable time and in such form as the Secretary shall by rules, regulations, or order prescribe as necessary or appropriate in the public interest or for the protection of employees and employers, a registration statement which shall include—

(1) a schedule of fees which registrant proposes to charge for all services described and enumerated in section 3 (f) hereof and all forms of contract and other instrument or writing used in registrant's relations with employees or employers, in such form as the Secretary may by rules, regulations, or order prescribe as necessary or appropriate in the public interest or for the protection of employees or employers: *Provided, however,* That a registered employment agency may at any time file with the Secretary an amended schedule of fees or revised forms of contracts and other instruments or writings which shall become effective not less than sixty days after the day of filing thereof;

(2) such information in such form and in such detail relating to, and copies of such document of or relating to, the registrant as the Secretary may by rules, regulations, or order prescribe as necessary or appropriate in the public interest or for the protection of employees or employers in respect of—

(A) the form of business organization and names and addresses of directors, officers, partners, and other managing officials thereof;

(B) the extent to which any employer or association of employers owns, controls, or has any direct or indirect interest in the business or activities of the registrant;

(C) the nature of the employment agency business carried on and of any other business or businesses carried on either directly or indirectly in connection therewith;

(D) the size and extent of the employment agency business carried on and the aggregate amount of fees received therefor during the last calendar year;

(3) such further information or documents regarding the registrant as the Secretary may by rules, regulations, or order prescribe as necessary or appropriate in the public interest or for the protection of employees or employers.

(c) Every registered employment agency shall file with the Secretary such annual, quarterly, or other periodic reports and such special reports necessary or appropriate to keep reasonably current the information filed under section 5 of this Act, as the Secretary may by rule, regulation, or order prescribe as necessary or appropriate in the public interest or for the protection of employees or employers.

(d) Every registered employment agency shall pay to the Secretary an annual fee of \$100.

(e) At the time of its initial registration every registered employment agency shall file with the Secretary a good and sufficient bond to the United States in the sum of \$3,000. Not less than six months after the enactment of this Act, the Secretary may, by rule, regulation, or order, prescribe different bond requirements for any or all registered employment agencies: *Provided, however,* That no bond of less than \$1,000 or more than \$25,000 may be required of any such agency. In fixing the amount of the bond for any agency the Secretary shall endeavor to furnish adequate protection for any person who might suffer loss or damage recoverable pursuant to section 15 of this Act and shall take into consideration the past record of such agency with respect to compliance with this Act, its financial stability, the volume of its activities and the demonstrated responsibility of its personnel. The condition of such bond shall be that the registered employment agency shall pay to any person any loss or damage recoverable pursuant to section 15 of this Act.

## PROHIBITED EMPLOYMENT PRACTICES

SEC. 6. (a) It shall be unlawful for any employment agency required to be registered under this Act, directly or indirectly—

(1) to make, publish, give, or circulate, or cause to be made, published, given, or circulated, any information, representing, or promise with respect to any material fact concerning employers, employees, or employment, or opportunities for employment which is, in the light of all the surrounding circumstances, false, fraudulent, or misleading, or which, in the light of all the surrounding circumstances may reasonably and foreseeably result in misleading employers, employees, or the public, or which omits to state therein any material fact which is, in the light of all the surrounding circumstances, necessary to make such information, representation, or promise not misleading;

(2) to charge or accept either directly or indirectly any fee other than the fee set forth in the schedule of fees filed with the Secretary pursuant to section 5 (b) (1) of this Act, or to use any form of contract or other instrument or writing other than that filed with the Secretary or after any form of contract or other instrument or writing has been prescribed by the Secretary pursuant to section 10 (b) of this Act to use any form other than that prescribed: *Provided, however,* That no fee set forth in any amended schedule of fees shall be charged or accepted and no revised form of contract or other instrument or writing shall be used until sixty days after the filing thereof with the Secretary;

(3) to charge or accept any fee for registering employers, or employees, or any fee except for employees or employment obtained directly through the efforts of such registered employment agency;

(4) to divide or share or offer to divide or share, either directly or indirectly, any fee received from any employee, with any employer or association of employers, or any person in the employment of any employer;

(5) to procure or attempt to procure the discharge of any employee;

(6) to send out any employee for employment without having first obtained either orally or in writing a bona fide request for an employee for such employment and without furnishing such employee with a true statement in respect to such employment;

(7) to send out any female or minor as a servant, employee, inmate, entertainer, or performer to any place of bad repute, house of ill fame or assignation, or to any house or place of amusement kept for immoral purposes;

(8) to place or assist in placing any person in any employment prohibited by any law of the United States or of any State where such placement is made or by any rule, regulation, or order prescribed under either;

(9) to send out any employee to any place where a strike or lock-out exists without furnishing such employee with a written statement of the existence of such strike or lock-out and retaining on file for one year after the date thereof a copy of such statement signed by such employee.

(b) It shall be unlawful for any employment agency required to be registered under this Act, directly or indirectly, except in compliance with such rules, regulations, or orders as the Secretary may prescribe as necessary or appropriate in the public interest or for the protection of employees or employers—

(1) to operate or have a financial or other proprietary interest in any lodging house, restaurant, store, labor camp, dispensary of intoxicating liquors or beverages or any business, pursuit, or facility serving persons seeking employment;

(2) to require any employee to subscribe to any publication or incidental service or contribute to the cost of advertising or to pay for any services except those described and enumerated in section 3 (f) of this Act.

## REVOCAION OF REGISTRATION

SEC. 7. (a) The Secretary may, after due notice and opportunity to be heard, revoke the registration of any registered employment agency whenever, at any time after the effective date of this Act, such agency shall fail to comply with any provision of this Act or any rule, regulation, or order issued thereunder, or with any provisions of any State law relating to employment agencies or Federal or State law relating to safety, health, or sanitation or any rule,



regulation, or order issued under any of such laws which is not in conflict with any provision of this Act; or whenever the Secretary, after investigation, shall find that such agency or any officer or managing official thereof or partner therein, or any person directly or indirectly owning or controlling such agency at any time has been grossly unreliable in any business dealings or convicted of a felony under Federal or State law.

(b) No person whose registration has been revoked pursuant to this section and no person directly or indirectly owned or controlled by a person whose registration has been revoked pursuant to this section shall be entitled to registration under section 5 hereof within three years of the date of such revocation except upon such terms and conditions as the Secretary may by rule, regulation, or order, prescribe.

#### REGULATION OF FEES

SEC. 8 (a) The Secretary shall have the authority (1) upon complaint, or at any time upon his own initiative, to investigate the reasonableness of all fees or amendments thereof filed by any registered employment agency or agencies pursuant to section 5 (b) (1) of this Act or charged or accepted directly or indirectly by any agency or agencies required to be registered under this Act, including fees established by any rule, regulation, or order of the Secretary; and (2) after due notice and hearing by rule, regulation, or order to prohibit the charging or accepting by any such agency or agencies of any fees, or classifications thereof, which he determines to be unjust, unreasonable, or discriminatory toward employers, employees, or the public and to prescribe and establish, for any such agency or agencies the maximum fees or classifications thereof which he determines to be just, reasonable, and nondiscriminatory toward employers, employees, and the public. In making any determination under this subsection the Secretary shall consider among other relevant factors the type of agency, the economic and competitive conditions involved, the type of employment procured or attempted or offered to be procured, the length of such employment and the wages to be paid for the same. At any hearing involving a fee sought to be increased, the burden of proof to show that the increased fee is just, reasonable, and nondiscriminatory toward employers, employees, and the public shall be upon the employment agency.

(b) Within sixty days after the filing of an amended schedule of fees pursuant to section 5 (b) (1) of this Act, whereby the fee or fees set forth in any schedule of fees or any part thereof effective on the date of the filing of such amended schedule are sought to be increased, the Secretary may at any time suspend the operation of such amended schedule of fees, or any part thereof, pending a hearing and the issuance of a rule, regulation, or order pursuant to subsection (a) of this section or an order dismissing the investigation: *Provided, however,* That such suspension shall become inoperative in any case where the registered employment agency or agencies file a good and sufficient bond to the United States in an amount and with a surety or sureties satisfactory to the Secretary. The condition of such bond shall be that the registered employment agency shall repay to employers and employees with interest the amount by which the fee or fees set forth in the amended schedule of fees and charged or accepted directly or indirectly by any such agency or agencies exceeds the fees which are determined by the Secretary to be just, reasonable, and nondiscriminatory pursuant to subsection (a) of this section or the fees which are effective on the date of the filing of the amended schedule of fees, whichever of said two fees are greater.

#### APPEAL FROM ACTION OF SECRETARY

SEC. 9. Any party aggrieved by any action of the Secretary in revoking a registration under section 7 (a) of this Act or in the prohibiting of a fee or the prescribing or establishing of a maximum fee under section 8 (a) of this Act may petition any circuit court of appeals of the United States in the circuit in which said party resides or transacts business for a review of said action of the Secretary. A copy of said petition shall forthwith be served upon the Secretary and thereupon the aggrieved party shall file in the court a transcript of the entire record in the proceeding, certified by the Secretary, including the pleading and testimony upon which the action complained of was based and the findings and order of the Secretary. Upon such filing, the court shall have jurisdiction of the



proceeding and of the question determined therein, and shall have power to make and enter upon the pleadings, testimony, and proceedings set forth in such transcript a decree affirming, modifying, or setting aside in whole or in part the action of the Secretary or directing it to reregister the aggrieved party. No objection that has not been urged before the Secretary shall be considered by the court, unless the failure or neglect to urge such objection shall be excused because of extraordinary circumstances. The findings of the Secretary as to the facts, if supported by evidence, shall be conclusive. If either party shall apply to the court for leave to adduce additional evidence and shall show to the satisfaction of the court that such additional evidence is material and that there were reasonable grounds for the failure to adduce such evidence in the hearing before the Secretary, the court may order such additional evidence to be taken before the Secretary and to be made a part of the transcript. The Secretary may modify his findings as to the facts, or make new findings, by reason of additional evidence so taken and filed, and he shall file such modified or new findings, which, if supported by evidence, shall be conclusive, and shall file his recommendations, if any, for the modification or setting aside of his original action. The jurisdiction of the court shall be exclusive and its judgment and decree shall be final, except that the same shall be subject to review by the Supreme Court of the United States upon writ of certiorari or certification as provided in sections 239 and 240 of the Judicial Code, as amended (U. S. C., title 28, secs. 346 and 347).

#### RULES AND REGULATIONS

SEC. 10. The Secretary shall have the authority from time to time to make, modify, and rescind such rules, regulations, and orders as he may deem necessary or appropriate in the public interest or for the protection of employers or employees to carry out the provisions of this Act or to effectuate any power or duty provided herein, including, but without limitation, rules, regulations, and orders:

(a) To require every employment agency required to be registered under this Act to make, keep, and preserve accurate records relating to the conduct of the business of such agency and to make reports therefrom to the Secretary.

(b) To prescribe the form of contracts and other instruments or writing used by an employment agency required to be registered under this Act.

(c) To require the posting of notices by employment agencies required to be registered under this Act and to prescribe the form, content, place, and period of display thereof.

(d) To require and regulate the return of fees or portions thereof to employees or employers where the employment or employee procured or attempted to be procured by an employment agency required to be registered under this Act is not as represented.

(e) To regulate the physical requirements and sanitation of the premises where the business of any employment agency required to be registered under this Act may be conducted.

#### INVESTIGATIONS AND ATTENDANCE OF WITNESSES

SEC. 11. (a) For the purpose of any hearing or investigation under this Act, the provisions of sections 9 and 10 (relating to the attendance of witnesses and the production of books, papers, and documents) of the Federal Trade Commission Act of September 16, 1914, as amended (U. S. C., 1934 edition, title 15, secs. 49 and 50), are hereby made applicable to the jurisdiction, powers, and duties of the Secretary.

(b) The Secretary or his designated representative may enter and inspect such places and such records and make such transcriptions thereof, question such persons and investigate such facts, conditions, practice, or matters as he may deem necessary or appropriate to determine whether any person has violated any provision of this Act or any rule, regulation, or order thereunder, or which may aid in the enforcement of the provisions of this Act or any rule, regulation, or order thereunder.

#### PERSONNEL, GOVERNMENT AGENCIES AND DISPOSITION OF FUNDS

SEC. 12 (a) Subject to the civil service and the Classification Act of 1923, as amended, the Secretary may appoint and fix the compensation of all officers, agents, and other personnel necessary to carry out his duties and functions

under this Act and may utilize such voluntary and uncompensated services as may from time to time be needed.

(b) For the purpose of effectuating the provisions of this Act the Secretary may utilize the services of any Federal department or agency, and, with the consent and cooperation of State agencies charged with the administration of State laws regulating employment agencies, may utilize the services of such State and local agencies and their employees, and, notwithstanding any other provision of law, may pay any such department or agency and their employees for services rendered for such purposes.

(c) The Secretary shall keep an account of all moneys coming into his possession by virtue of this Act and shall pay all such moneys, except any sums received or recovered for the use of any claimant as provided in section 15 of this Act, into the United States Treasury, as provided by law, to be credited to the general fund. Any sums received by the Secretary or recovered by the Attorney General for the use of any claimant as provided in section 15 of this Act shall be held in a special deposit account and shall be paid, on order of the Secretary, directly to the persons entitled thereto and on whose account such sums were received or recovered: *Provided*, That no claims by employees for such payments shall be entertained unless made within one year from the receipt thereof by the Secretary.

#### PENALTIES

SEC. 13. Any person who willfully violates any provision of this Act or any rule, regulation, or order issued thereunder, the violation of which is made unlawful or the observance of which is required under this Act, or any person who willfully in any statement, schedule, report, or information required to be filed with the Secretary by any provision of this Act or any rule, regulation, or order issued thereunder, makes or causes to be made any false or misleading statement of a material fact or omits to state therein any material fact required to be stated or necessary to make such statement not misleading, in the light of all the circumstances under which such statement is made shall, upon conviction thereof, be subject to a fine of not more than \$5,000 or to imprisonment for not more than one year, or both, for each offense.

#### INJUNCTION PROCEEDINGS

SEC. 14. The district courts of the United States and the United States courts of the Territories and possessions shall have jurisdiction, for cause shown, and subject to the provisions of section 20 (relating to notice to opposite party) of the Act entitled "An Act to supplement existing laws against unlawful restraints and monopolies, and for other purposes," approved October 15, 1914, as amended (U. S. C., 1934 edition, title 28, sec. 381), to restrain violations of any provision of this Act. All actions to restrain violations of this Act shall be brought by the Secretary.

#### ACTIONS FOR DAMAGES

SEC. 15. (a) Any employment agency required to be registered under this Act which violates any provision of section 6, subsection (a) (2), (3), (4), or (5), or subsection (b) (2), or any rule, regulation, or order issued thereunder, or any rule, regulation, or order issued under section 8 (a) or under section 10 (d), shall be liable to any person or persons for any loss or damage which reasonably and foreseeably results from such violation.

(b) Any employment agency required to be registered under this Act which shall make, publish, give, or circulate, or cause to be made, published, given, or circulated, any information, representation, or promise with respect to any material fact concerning employers, employees, or employment, or opportunities for employment which is, in the light of all the surrounding circumstances, false, fraudulent, or misleading, or which, in the light of all the surrounding circumstances, may reasonably and foreseeably result in misleading employers, employees, or the public, or which omits to state therein any material fact which is, in the light of all the surrounding circumstances, necessary to make such information, representation, or promise not misleading, shall be liable to any person or persons (not knowing of such omission or that such statement is false, fraudulent, or misleading) for any loss or damage which reasonably and foreseeably results from reliance by such person or persons upon such information, representation, or promise, unless such agency shall prove that it acted in good faith and had no

knowledge of, and with the exercise of reasonable diligence, could not have known of, such omission or that such information, representation, or promise was false or misleading.

(c) Any person or persons bound to an employment agency required to be registered under this Act by any form of contract or other instrument or writing which differs in any material respect from the form of contract or other instrument or writing filed with the Secretary by such employment agency pursuant to section 5 (b) (1) of this Act, or prescribed by the Secretary pursuant to section 8 (b) of this Act, shall be entitled, at his own election, to avoid, as to any such agency, or as to any other person not a bona fide purchaser for value, such contract, or such other instrument or writing, or any separable part or provision thereof, which differs in any material respect from the contract instrument or writing so filed or prescribed, and shall be entitled to recover loss or damage pursuant to subsection (a) of this section.

(d) Every person who, directly or indirectly, controls any person liable under any provision of this section shall also be liable jointly and severally with and to the same extent as such controlled person to any person to whom such controlled person is liable.

(e) Any person suffering loss or damage recoverable pursuant to subsections (a) and (b) of this section shall be entitled to an action for such amount on any bond filed with the Secretary by any such agency pursuant to section 5 (e) of this Act, which action shall be brought in the name of the United States for the use of such person. Action to recover liability under subsections (a) and (b) of this section and action on such bond may be maintained in any court of competent jurisdiction by any one or more persons suffering such loss or damage for and in behalf of himself or themselves and other employees similarly situated, or by an agent designated by such person or persons, or by the Attorney General in the name of the United States for the use of such person or persons. The court in such action, except in cases where the Attorney General is party plaintiff, shall, in addition to any judgment awarded to the plaintiff or plaintiffs, allow a reasonable attorney's fee to be paid by the defendant and costs of the action.

#### RELATION TO STATE LAWS

SEC. 16. No provision of this Act or of any rule, regulation, or order thereunder shall excuse noncompliance with any State law or municipal ordinance regulating employment agencies.

#### SEPARABILITY OF PROVISIONS

SEC. 17. If any provision of this Act or the application of such provision to any person or circumstance is held invalid, the remainder of the Act and the application of such provision to other persons or circumstances shall not be affected thereby.

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The CHAIRMAN. Mr. Reporter, you will keep the record open until the gentlemen who have appeared before the committee have an opportunity to file any supplemental papers that they desire.

The committee will stand adjourned.

(Whereupon, at 3:10 p. m., the committee adjourned, subject to the call of the chairman.)



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