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U.S. Agriculture and Foreign Workers

An Annotated Bibliography

Robert D. Emerson and Anita L. Battiste



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ABSTRACT

In this bibliography relating to alien labor and employment in agriculture, the primary focus is on the H-2 nonimmigrant program. Other legal foreign worker programs are included as well as items pertaining to alien labor (legal and illegal) in general. Basic literature on farm labor markets is also included. Theoretical literature pertaining to immigration and labor migration issues is also identified.

Keywords: H-2, farm labor, alien labor, Bracero, immigration, trade and migration, agriculture

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U.S. Agriculture and Foreign Workers

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INTRODUCTION

The United States has a long history of employing foreign workers in agriculture. Because of the substantial number of aliens in the United States without documentation, debate in recent years has focused not just on agriculture but has encompassed the whole economy. More people are both worried about the effect of large numbers of alien workers on the U.S. economy and concerned about the situation for humanitarian reasons. Their involvement has translated into policy initiatives at both legislative and executive levels, culminating in the Immigration Reform and Control Act (IRCA) of 1986 (Public Law 99-603), passed by the second session of the 99th Congress and signed by the President on November 6, 1986.

The new legislation has three major components:

- Employer sanctions and increased border enforcement;
- Provisions to legalize certain aliens who have resided in the United States continuously since January 1, 1982; and
- Provisions for foreign seasonal agricultural workers, including modifications to the H-2 program.

The Nation is now in transition to a new environment established by the new law. However, previous research has much to contribute about the process of adjustment and the potential results of the legislation. This bibliography will bring together the most important publications that are pertinent to agricultural labor markets in the context of employing foreign workers.

The legal foreign worker program in agriculture, known as the H-2 program, represents the major focus of the research project. The bibliography is organized to focus on publications pertaining to the H-2 program and to farm labor. Because it is impossible to consider this program without referring to the larger issue of alien labor, we have also included literature pertaining to numerous related topics. Because the literature is so vast and is somewhat peripheral to the H-2 program, however, we have annotated only a few items that are specific to this program.

Government programs pertaining directly to foreign workers in agriculture are the H-2 program and the Bracero program. The H-2 program, established under the Immigration and Nationality Act of 1952, authorizes certification for foreign workers in temporary agricultural employment in the United States if domestic workers are unavailable and the foreign workers will not have an

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adverse effect upon domestic workers similarly employed. IRCA specifically provides for a H-2A program which is intended to be a streamlined version of the previous H-2 program. The Bracero Program (Public Law 78 and its precursors) permitted workers to enter the United States from Mexico to do temporary agricultural work from 1942 to 1964.

A section of the bibliography is devoted to "green card" workers. In contrast to H-2 workers and Bracero workers, these are aliens who are admitted as permanent residents to the United States and are eligible to work. The term "green card" was adopted from the color of the alien registration card they receive. A section is also included on guestworkers. Guestworker programs refer quite generally to programs authorizing the admission of foreign workers, rather than to a specific program in the United States. The most frequently cited example is Europe starting after World War II. West Germany has been a major recipient of labor from lower income countries around the Mediterranean. The workers generally have fewer restrictions placed on them than is the case for programs in the United States.

We obtained the citations from many sources. Battiste supplemented previously collected references on the topic with extensive computerized bibliographic searching. The bibliographic files included AGRICOLA, CAB (Commonwealth Agricultural Bureaux) Abstracts, Dissertation Abstracts, Economic Literature Index, ERIC (Educational Resources Information Center), GPO Monthly Catalog (of the Government Printing Office), LC MARC (Library of Congress Machine Readable Catalog), NTIS (National Technical Information Service), PAIS (Public Affairs Information Service) International, POPLINE (Population Information Online), Population Bibliography, Social Scisearch, Sociological Abstracts, United States Political Science Documents, and Abstracts of Working Papers in Economics.

H-2 NONIMMIGRANT PROGRAM

General

Agricultural Employment Work Group. *Alien Workers in American Agriculture: Analysis and Recommendations*. Hum. Res. in Agr. Pub. 2. Div. Agr. Sci., University of California-Berkeley, Dec. 1982.

Summarizes the employment situation in agriculture as of 1982 and makes recommendations concerning the establishment of supplementary foreign worker admission similar to the H-2 program. Gives recommendations for revision of the existing H-2 regulations.

Briggs, Vernon M., Jr: "Nonimmigrant Labor Policy: Future Trend or Aberration?" in *The Unavoidable Issue: U.S. Immigration Policy in the 1980s*, (ed. Demetrios G. Papademetriou and Mark J. Miller). Philadelphia, PA: Institute for the Study of Human Issues, 1983, pp. 93-122.

Traces the history of nonimmigrant labor programs in the United States from the time of the Contract Labor Act of 1864. Gives particular attention to the West Indies and other agricultural labor programs and to immigration proposals.

_____. "Non-Immigrant Labor Policy in the United States," *J. Econ. Iss.*, Vol. 17, Sept. 1983, pp. 609-30.

Reviews nonimmigrant labor programs of the United States from the point of the Contract Labor Act of 1864 through the present time. Includes historic data on nonimmigrant labor programs. Considers nonimmigrant programs as an alternative to illegal immigration but rejects them as an undesirable approach to the problem.

Cohen, Irving J. "Productivity and Earnings of Apple-Harvest Workers," in *Farm Lab. Dev.*, Washington, DC: U.S. Dept. of Labor, Manpower Admin., Sept. 1967, pp. 9-19.

Reports on a special survey in 1966 of apple harvest workers in six Eastern States employing foreign workers in the harvest. The average production per domestic worker was 8.8 bushels per hour versus 9.1 bushels per hour for foreign workers. Productivity was affected by factors such as the picking method, the variety of the fruit, and the ultimate use of the fruit.

Coltrane, Robert. *Immigration Reform and Agricultural Labor*. AER-510. Washington, DC: U.S. Dept. of Agr., Econ. Stat. Coop. Serv., 1984. 38 pp.

Presents information on immigration proposals set forth in the 98th Congress, giving particular attention to the proposed H-2 program. Covers employer sanctions, legalization of illegals, and temporary employment. Uses census of agriculture data for 1978 to determine the potential effects of the immigration proposal on alternative types of farms and on different regions of the country.

Cowan, Edward. "Apples and Aliens: Growers Challenge Feds over Who Does the Picking," *Regulation*, Vol. 2, Nov./Dec. 1978, pp. 40-45.

Sets forth the alternative positions of the growers, legal action groups, and the Government regarding the apple harvest in Virginia. Includes a brief description of the operation of the H-2 system in this case. Discusses the controversy concerning the employment of Puerto Rican workers versus H-2 workers for the apple harvest.

Dellon, Howard N. "The Adverse-Effect Policy for Agricultural Labor," in *Farm Lab. Dev.* Washington, DC: U.S. Dept. of Labor, Bur. Empl. Sec., Manpwr. Admin., Aug. 1966, pp. 15-26.

Traces the development and evolution of the adverse-effect policy for agricultural workers under the H-2 program (P.L. 414) and the Bracero program (P.L. 78). Presents the development of the 90/10 rule and the user-nonuser criteria. Gives tabular data on the first Statewide adverse-effect wage rates in 1962 for areas employing Mexican nationals and those for States employing H-2 workers on the east coast for 1963. Gives adverse rates for 1965.

———. "Adverse-Effect Regulations Revised," in *Farm Lab. Dev.* Washington, DC: U.S. Dept. of Labor, Manpwr. Admin., Aug. 1967, pp. 23-25.

Sets forth a summary of changes in requirements for employing H-2 workers. Adverse-effect rates were raised 20 cents above the December 1964 rate for each State employing foreign workers. Summarizes other changes in certification and employment conditions.

———. "Geographic Variation in Productivity of Apple-Harvest Workers," in *Farm Lab. Dev.* Washington, DC: U.S. Dept. of Labor, Manpwr. Admin., Dec. 1967, pp. 19-24.

Examines variations in the productivity of apple harvest workers between States. Gives particular attention to a comparison of a survey of Michigan apple pickers done by the Rural Manpower Center at Michigan State University in comparison with the Bureau of Employment Security surveys done in the Northeastern States. Considers differences in working conditions, survey methodology, types of workers, and supervision.

Dougherty, Roger M. "Apple Harvest Productivity and Earnings in 1967," in *Farm Lab. Dev.* Washington, DC: U.S. Dept. of Labor, Manpwr. Admin., Sept. 1968, pp. 21-27.

Reports a summary of a Bureau of Employment Security special survey of six Northeastern States for apple harvest workers, which found that the average productivity of foreign and domestic workers was about the same. Productivity increased from 1966, and the increase was attributed to better yields in 1967.

Emerson, Robert D. "Critical Issues in Agricultural Labor Markets," *So. J. Agr. Econ.*, Vol. 17, 1985, pp. 89-98.

Identifies three major issues: immigration, the 1985 Food Security Act, and international trade. Considers immigration and foreign workers the most important of these issues. Concludes that, although restrictive changes in immigration policy could have significant short-term effects, agriculture over the longer term would be expected to adjust through the development and adoption of new technology and a movement away from labor intensive crops. Argues for the evaluation of foreign worker programs from a broader perspective than they have traditionally been viewed.

Fisher, Dennis U. "Apple Harvest Labor Productivity in the Champlain Valley: 1970-1975." Dept. Agr. Econ. Staff Pap. 77-24. Cornell University, 1977. 8 pp.

Presents testimony from a public hearing by the U.S. Department of Labor on the Regulations Governing the Temporary Employment of Aliens in Agriculture at Albany, NY, on June 14-15, 1977. Examines in tabular form the duration of work and productivity of local, migrant, and Jamaican workers in the Champlain Valley apple harvest from 1970 to 1975. During the 1975 season, domestic migrants had the highest rate of productivity, while Jamaicans had by far the highest number of boxes per season. Local workers represented 81 percent of the work force but harvested only 47 percent of the crop. Data were collected from employer records.

———. "Labor Productivity of Apple Harvest Workers in the Champlain Valley: 1970-1975," Dept. Agr. Econ. A. E. Res. 77-7. Cornell University, July 1977. 30 pp.

Gives a statistical analysis of the productivity of apple harvest workers according to farm records of 18 apple growers in Champlain Valley, NY. Finds a declining rate of productivity over time for the work force, although less so for the Jamaican workers. Although the Jamaicans worked more hours and days during the season, the domestic migrants had the highest hourly rate of productivity.

Gregory, David. "A United States-Mexican Temporary Workers Program: The Search for Co-Determination," in *Mexico and the United States*, American Assembly, Columbia University (ed. Robert McBride). Englewood Cliffs, NJ: Prentice-Hall, 1981, pp. 158-77.

Argues for careful consideration of a guestworker program with Mexico. Any agreement should be bilateral with the cooperation of government, employers, and workers. The importance of regional variations in the countries should be recognized. Any temporary worker program should contain a component of vocational training.

Harper, Michael C., and Mitchel Ostrer. "Aliens and the Apple Harvest," *New Leader*, Vol. 60, Sept. 12, 1977, pp. 7-9.

Chronicles the use of H-2 workers in the Eastern apple harvest. Presents primarily the labor viewpoint arguing against the program. Argues that the work should be done by domestic workers and that organization is necessary to protect the workers.

Keely, Charles B. "Temporary Workers in the United States," *Int. Mig.*, Vol. 13, 1975, pp. 106-111.

Summary data for temporary workers (H, J, L, and F visas) are represented for 1967-72. Includes selected data for 1961-72 for temporary agricultural workers by source country. Notes the relative decline in unskilled relative to skilled temporary workers over the study period.

Martin, Philip L. "Select Commission Suggests Changes in Immigration Policy: A Review Essay," *Mon. Lab. Rev.*, Vol. 105, Feb. 1982, pp. 31-37.

Reviews the activities and recommendations of the Select Commission on Immigration and Refugee Policy in conjunction with the current immigration situation.

———, and David S. North. "Nonimmigrant Aliens in American Agriculture," in *Seasonal Agricultural Labor Markets in the United States* (ed. Robert D. Emerson), Ames, IA: Iowa State University Press, 1984, pp. 168-93.

Discusses the Bracero and H-2 labor programs and their labor market effects. Considers guestworker programs as an alternative to the current situation. Finis Welch's discussion provides an alternative viewpoint.

McCoy, Terry L. "The Ambiguities of U.S. Temporary Foreign Worker Policy," *Pop. Res. Pol. Rev.*, Vol. 4, Feb. 1985, pp. 31-49.

Examines existing legislation covering the H-2 program and recent proposals for immigration reform. Refers to the operation of the H-2 program in the Florida sugarcane case. Argues that the existing H-2 policy is contradictory with respect to issues concerning domestic workers, such as its effect on foreign workers, local communities, and migrants and their native countries.

Morgan, Larry C., and Bruce L. Gardner. "Potential for a U.S. Guest-Worker Program in Agriculture: Lessons from the Braceros," in *The Gateway: U.S. Immigration Issues and Policies* (ed. Barry R. Chiswick). Washington, DC: American Enterprise Institute for Public Policy Research, 1982, pp. 361-411.

Presents an empirical model of farm labor markets for Southwestern States employing Bracero workers. Estimates the program's effect on wages and employment and on economic welfare of the United States and Mexico. Suggests that the United States and Mexico gained by the free flow of labor under the program.

North, David S. *Alien Workers: A Study of the Labor Certification Program*. Report No. DLMA-81-11-71-08-1 Washington, DC: U.S. Dept. of Labor, Aug. 1971. 207 pp.

The report is a study of the general labor certification process of which the H-2 program is only one part. Provides a history of the process and administrative data on labor certifications. Considers permanent farmworker certifications and temporary farmworker certifications. Distinguishes between two types of certifications.

———. *Nonimmigrant Workers in the U.S.: Current Trends and Future Implications*. Washington, DC: New TransCentury Foundation, 1980. 172 pp.

Extensively discusses the H-2 program for workers in agriculture and other sectors of the economy. Discusses other nonimmigrant programs. Includes the results of a survey of 120 H-2 workers in Florida sugarcane and of 48 nonrural H-2 workers. Reports survey data on other categories of nonimmigrant workers. Compares the H-2 workers in agriculture with nonimmigrant workers in other sectors of the economy.

———. "Nonimmigrant Workers: Visiting Labor Force Participants," *Mon. Lab. Rev.*, Vol. 103, Oct. 1980, pp. 26-30.

Summarizes the existing classifications of nonimmigrant workers including those in the H-2 category. Discusses controversies over nonimmigrant labor programs including the H-2 farm labor program. Draws inferences on the effects of nonimmigrant labor programs on the U.S. labor market.

Pollack, S. L., R. Coltrane, and W. R. Jackson, Jr. *Farm Labor Wage Issues*. EDD Staff Rep. No. AGES820615. Washington, DC: U.S. Dept. of Agr., Econ. Res. Serv., June 1982. 19 pp.

Estimates the employment costs due to unemployment insurance and social security that employers would be required to pay according to the number of H-2 workers employed and their hours of work if domestic workers had been employed in 1980. Estimates nonwage costs such as

transportation, housing, and meals for the H-2 workers. The per-worker costs ranged from an estimated \$484 for Maryland apple growers to \$1,198 for Virginia tobacco growers.

Reubens, Edwin P. *Temporary Admission of Foreign Workers: Dimensions and Policies*. Spec. Rep. 34. Washington, DC: National Commission for Manpower Policy, Mar. 1979. 122 pp.

Summarizes the current H-2 program and gives a historical perspective. Presents the competing views of the interested parties with respect to farmworkers and the H-2 program. Presents various policy options: (a) filling of residual vacancies with foreign workers, (b) all-American worker policy, (c) a temporary foreign worker program, (d) modification of current H-2 regulations, and (e) a tariff on incoming foreign workers.

Social, Educational Research and Development, Inc. *Aliens in the United States Virgin Islands: Temporary Workers in a Permanent Economy*. Report prepared for College of the Virgin Islands, Silver Spring, MD, 1968. 64 pp.

Describes the labor market and the role of alien labor in the Virgin Islands. In 1966, 42 percent of the civilian work force were temporary alien workers. Gives a modest amount of related data, suggesting that the economy was growing at phenomenal rates and was experiencing labor shortages. Recommends curtailing the alien worker program.

U.S. Congress, House of Representatives, Committee on Education and Labor, Subcommittee on Agricultural Labor. *Oversight Hearing on Department of Labor Certification of the Use of Offshore Labor*. 94th Cong., 1st sess., Mar. 20, 1975. 460 pp.

Contains extensive detailed information on the operation of the H-2 program. Includes a U.S. Department of Labor detailed employer and wage survey in Florida sugarcane for the 1973-74 season. Includes cost items such as transportation expenses paid by the employer.

U.S. Congress, House of Representatives, Committee on the Judiciary. *The "Immigration Reform and Control Act of 1986" (P.L. 99-603): A Summary and Explanation*. Committee print. 99th Cong., 2nd sess., Dec. 1986.

This brief document provides a simple summary and explanation of the recent immigration act. Focuses on the H-2 program and special provisions for replenishing seasonal agricultural workers. Includes a schedule of when the Government is to take certain actions stipulated in the act.

U.S. Congress, House of Representatives, Committee on the Judiciary, Subcommittee on Immigration, Citizenship, and International Law. *Nonimmigrant Alien Labor Program on the Virgin Islands of the United States*. Committee print. 94th Cong., 1st sess., Oct. 1975. 77 pp.

Reports a study visit to the Virgin Islands examining the employment of temporary foreign workers. Includes some historical analysis and data related to temporary worker policy.

U.S. Congress, House of Representatives, Committee on the Judiciary, Subcommittee on Immigration, Citizenship, and International Law. *The Use of Temporary Alien Labor on Guam*. Committee print 24 (prepared by J. C. Violet). 95th Cong., 2nd sess., 1979, 59 pp.

Provides a history of temporary alien labor use on Guam from the 1940's to the late 1970's. Examines the program's effect from the social, political, and economic perspectives.

U.S. Congress, Senate, Committee on Human Resources, Subcommittee on Employment, Poverty, and Migratory Labor. *Canadian Labor in the Maine Woods, 1977: Hearing*. 95th Cong., 1st sess., Apr. 14, 1977, 491 pp.

Contains testimony by interested governmental and private parties on the use of nonimmigrants in Maine woodwork. Includes selected research papers on the Maine program detailing the operation of the program and data on the number of employers and workers.

U.S. Congress, Senate, Committee on the Judiciary. *Temporary Worker Programs: Background and Issues*. Committee print (prepared by the Congressional Research Service, Library of Congress, Joyce C. Vialet and Barbara McClure). 96th Cong., 2nd sess., Feb. 1980.

Gives a history of temporary worker programs in the United States including the H-2 program and the Bracero Program. Discusses European guestworker programs as an alternative to the illegal problem. Includes an annotated bibliography.

U.S. Congress, Senate, Committee on the Judiciary, Subcommittee on Immigration. *The West Indies (BWI) Temporary Alien Labor Program, 1943-1977*. Committee print (prepared by Joyce C. Vialet). 95th Cong., 2nd sess., 1978. 44 pp.

Gives a detailed history of the H-2 program including a legislative and legal history. Includes annual data for the number of foreign workers admitted for temporary agricultural work by country of origin. Relates the program to the Bracero Program and the latter's termination.

U.S. Congress, Senate, Committee on the Judiciary, Subcommittee on Immigration and Refugee Policy. *The H-2 Program and Nonimmigrants: Hearing*. 97th Cong., 1st sess., Nov. 30, 1981. 373 pp.

Provides a transcript of a hearing on entry requirements for temporary workers including H-2 workers. Testimony was presented by Government agencies and producer groups on the effect of various provisions on the interests of different groups.

U.S. Congress, Senate, Committee on the Judiciary, Subcommittee on Immigration and Refugee Policy. *Temporary Workers: Hearing on a New Temporary Worker Program with Mexico*. 97th Cong., 1st sess., Oct. 22, 1981. 285 pp.

Contains extensive testimony by administration officials, private business, labor, and academic persons on a new H-2 type program with Mexico as part of an immigration reform bill. Focuses on agriculture and a proposal to permit 50,000 workers to enter for temporary agricultural work.

U.S. Congress, Senate, Select Committee on Small Business. *Agricultural Labor Certification Programs and Small Business: Hearings*. 95th Cong., 1st sess., Feb. 10-13 and Dec. 20, 1978.

Includes testimony by employer and worker groups on the H-2 program. Focuses on agriculture and problems in the apple-producing areas employing foreign workers. Focuses on H-2 regulations rather than on small businesses or small farms.

U.S. Department of Labor. "Adverse Effect Actions, 1963," in *Farm Labor Market Developments*. Washington, DC, June 1964, pp. 12-14.

Presents information on adverse-effect actions pertaining both to areas employing Mexican workers and east coast areas employing H-2 workers. Gives State adverse-effect rates for 1962 and 1963.

U.S. General Accounting Office. *Information on Aliens Admitted into the United States as Nonimmigrant Workers*. Gen. Gov. Div. Rep. GAO/GGD-85-27. Dec. 26, 1984. 21 pp.

Gives the General Accounting Office's estimates of nonimmigrant workers in the United States for 1979, 1981, and 1983, when the Immigration and Naturalization Service did not publish the data.

U.S. General Accounting Office. *Recruiting and Placing Puerto Rican Workers with Growers during the 1978 Apple Harvest Were Unsuccessful: Report to the Honorable Robert C. Byrd*. 1980. 41 pp.

Represents a General Accounting Office (GAO) Review of the Department of Labor's efforts to recruit Puerto Rican workers for the 1978 apple harvest. The GAO was highly critical of the effort, finding poor preparation for the recruitment in Puerto Rico and no preparation of workers selected for the apple harvest. Of the 992 Puerto Rican workers referred to growers in four States, 97 were working after 15 consecutive days. Of the 554 Puerto Rican workers who went to Virginia and West Virginia, 47 remained after 15 days and 19 remained to complete the harvest. The recruitment and referral effort used \$275,000 of CETA (Comprehensive Employment and Training Act) funds.

U.S. Public Law 97-271. *Virgin Islands Nonimmigrant Alien Adjustment Act of 1981*. 1982.

The act terminates the H-2 temporary worker program in the U.S. Virgin Islands.

Agriculture and Caribbean Source Workers

Dellon, Howard N. "The Adverse-Effect Policy for Agricultural Labor," in *Farm Lab. Dev.* Washington, DC: U.S. Dept. of Labor, Bur. Empl. Sec., Manpwr. Admin., Aug. 1966, pp. 15-26.

Traces the development and evolution of the adverse-effect policy for agricultural workers under the H-2 program (P.L. 414) and the Bracero Program (P.L. 78). Explains the development of the 90/10 rule and the user-nonuser criteria. Gives tabular data on the first Statewide adverse-effect wage rates in 1962 for areas employing Mexican nationals and those for States employing H-2 workers on the east coast for 1963. Gives adverse rates for 1965.

Emerson, Robert D., and Rekha Mehra. "Monopsony and the Foreign Worker Program in Agriculture," *Amer. J. Agr. Econ.*, Vol. 67, 1985, p. 1282. Abstract.

Analyzes the H-2 foreign worker program in agriculture within the context of the theory of monopsony in accordance with program regulations. Presents empirical results for Florida sugarcane. Examines implications of income distribution for alternative levels of the adverse-effect wage rate.

Emerson, Robert D., Thomas S. Walker, and Chris O. Andrew. "The Market for Citrus Harvesting Labor," *So. J. Agr. Econ.*, Vol. 8, July 1976, pp. 149-54.

Reports on an econometric model of the Florida citrus-harvesting labor market including the period when H-2 workers were employed in the harvest. The model including a domestic labor supply equation, foreign and domestic labor demand equation, and a wage equation suggested a highly elastic domestic supply of labor. A qualitative variable (for the termination of the Bracero Program and the change in governmental attitude toward foreign workers) suggested that the more restrictive stance against foreign worker certification after the termination of the Bracero Program shifted wages above what they would have been.

Fisher, Dennis U. "Apple Harvest Labor Productivity in the Champlain Valley: 1970-1975." Dept. Agr. Econ. Staff Pap. 77-24. Cornell University, 1977. 8 pp.

Presents testimony from a public hearing by the U.S. Department of Labor on the Regulations Governing the Temporary Employment of Aliens in Agriculture at Albany, NY, on June 14-15, 1977. Examines in tabular form the duration of work and productivity of local, migrant, and Jamaican workers in the Champlain Valley apple harvest in 1970-75. During the 1975 season, domestic migrants had the highest rate of productivity, while Jamaicans had by far the highest

number of boxes per season. Local workers represented 81 percent of the work force but harvested only 47 percent of the crop. The data were collected from employer records.

———. "Foreign Workers - A Question of Property Rights," in *Proceedings of the 124th annual meeting of the New York State Horticultural Society*, 1979, pp. 92-96.

Juxtaposes the conflicting interests of apple producers needing a dependable harvest labor force and domestic workers seeking employment. Examines the potential effects on producers of a termination of access to foreign workers under the H-2 program. Examines the potential for mechanization. Discusses an alternative scenario of employing Puerto Rican workers and earlier experiences of employing Puerto Rican workers in the New York apple harvest.

———. "Labor Productivity of Apple Harvest Workers," *J. Noest. Agr. Econ. Council*, Vol. 7, 1978, pp. 43-46.

The regression analysis explains the productivity of apple harvest workers in the Champlain Valley over the 1970-75 seasons. Regressions were fit for hourly and per-season productivity and for alternative measures of duration of work. Among the explanatory variables were the types of worker: local, migrant, or Jamaican. Jamaican workers worked the most hours during the season, migrant workers had the highest rate of productivity, and local workers worked the least hours per worker. The report also attempts to determine necessary changes in the labor force if foreign workers were to be phased out.

———. "Labor Productivity of Apple Harvest Workers in the Champlain Valley: 1970-1975." Dept. Agr. Econ. A. E. Res. 77-7. Cornell University, July 1977. 30 pp.

Gives a statistical analysis of the productivity of apple harvest workers according to farm records of 18 apple growers in Champlain Valley, NY. Among the findings are the declining rate of productivity over time for the work force, although less so for the Jamaican workers. The Jamaicans worked more hours and days during the season, but the domestic migrants had the highest hourly rate of productivity.

Foner, Nancy, and Richard Napoli. "Jamaican and Black-American Migrant Farm Workers: A Comparative Analysis," *Soc. Prob.* 25, June 1978, pp. 491-503.

Contrasts the experiences of Jamaican H-2 workers harvesting apples on a New York farm with the experiences of domestic black migrant workers (as related by Friedland and Nelkin). According to the personal experiences and observations of one of the authors who lived and worked in the camp with the Jamaican workers, the Jamaicans were indeed more motivated and industrious. Foner and Napoli attribute the difference primarily to the relative position in society of the two groups. The Jamaicans see the employment as an opportunity for advancement whereas black domestic migrants see it as no opportunity for advancement. The relative value of the wages is substantially different to the two groups.

Griffith, David C. "International Labor Migration and Rural Development: Patterns of Expenditure among Jamaicans Working Seasonally in the United States," *Stan. J. Int. L.*, Vol. 19, Summer 1983, pp. 357-70.

The author draws upon his dissertation research summarizing the patterns of expenditure of migrants to the Florida sugarcane harvest under the H-2 program, arguing that the program has not had the expected effect on development in the home country. Argues that the United States should exercise its developmental responsibility in continuing the program. Labor contracts should be modified to include stipulations that a greater proportion of workers return to the harvest for more than four seasons.

———. "The Promise of a Country: The Impact of Seasonal U.S. Migration on the Jamaican Peasantry." Ph.D. thesis, University of Florida, 1983. 253 pp.

Compares Jamaican workers under the H-2 program who harvest Florida sugarcane with Jamaican small farmers who have not participated in the H-2 program. Tries to determine whether foreign earnings have contributed to the capital base of H-2 workers by comparing them with their countrymen who have not migrated. Concludes that the H-2 program has neither enhanced development nor led to the accumulation of capital.

———. "Social Organizational Obstacles to Capital Accumulation Among Returning Migrants: The British West Indies Temporary Alien Labor Program," *Hum. Org.*, Vol. 45, Spring 1986, pp. 34-42.

Focuses on social networks in relation to the question of capital accumulation. The study is based on a survey of 134 peasant households in Jamaica, about one-third of which had one member participating in the labor migration program. The author argues that the additional earnings from those who have migrated have not significantly added to the capital base or production at the home location. Two-thirds of those who have migrated for four or more seasons, however, have managed to accumulate capital.

Holt, James S. *An Assessment of Factors Affecting Employment of Temporary Foreign Labor in the East Coast Apple Harvest*. Rep. No. DLETA-20-51-79-39-1. Washington, DC: Report prepared for Employment and Training Administration, Office of Research and Development, Mar. 1981. 90 pp.

Analyzes labor employment practices by U.S. apple growers to determine why some apple-producing areas employ H-2 workers and others do not. In addition to this final report, there are separate reports for each major apple-producing area. Concludes that temporary foreign workers were employed in areas of low population density and high seasonal demand. Illegal aliens were not commonly employed in the H-2 areas.

———. "Labor in Florida Agriculture," in *Migrant Labor in Agriculture: An International Comparison* (ed. Philip L. Martin). Giannini Found. Agr. Econ., University of California, 1985, pp. 19-30.

Describes the Florida farm labor situation, and extensively discusses the H-2 program in the context of Florida agriculture. Discusses the sugarcane industry's employment of H-2 workers and the operation of the H-2 program. Discusses potential economic effects of the H-2 program. Focuses on political choice, international product and labor considerations, and ancillary domestic employment.

Martin, William E. "Alien Workers in United States Agriculture: Impacts on Production," *J. Farm Econ.*, Vol. 48, Dec. 1966, pp. 1137-45.

Analyzes the effects of the reduced number of foreign workers employed in U.S. agriculture as a result of the termination of the Bracero Program and the apparent change in attitude by the Government toward the importation of workers under P.L. 414. Examines the changes in production and acreage of crops where foreign workers were employed and finds little reduction in output in the aggregate, although location of production changed somewhat. Found only modest changes in the employment of domestic workers in agriculture, suggesting that the reduction in foreign workers was compensated for by the substitution of capital for labor, in addition to other technological and location changes. Concludes that the abrupt termination of the Bracero Program only hastened changes already taking place.

McCoy, Terry L. "The Ambiguities of U.S. Temporary Foreign Worker Policy," *Pop. Res. Pol. Rev.*, Vol. 4, Feb. 1985, pp. 31-49.

Examines both the existing legislation covering the H-2 program and recent proposals for immigration reform. Refers to the operation of the H-2 program in the Florida sugarcane case. Argues that the existing H-2 policy is contradictory with respect to issues concerning domestic

workers, the value of foreign workers, and the effect on local communities and on migrants and their native countries.

_____, and C. H. Wood. "Caribbean Workers in the Florida Sugar Cane Industry." Occ. Pap. 2. *Carib. Mig. Prog., Cntr. Lat. Amer. Stud.*, University of Florida, 1982. 75 pp.

Reports the findings of a survey of Caribbean cane cutters in the Florida sugarcane industry under the H-2 program as surveyed during the 1980-81 season. Summarizes the characteristics of the workers and reports on the disposition of workers' earnings, particularly remittances to their home countries. Describes the formal program under which this labor migration is sanctioned.

Mehra, Rekha. "International Labor Migration and Florida Sugarcane Production: A Political-Economic Analysis." Ph.D. thesis, University of Florida, 1984. 175 pp.

Develops a political-economic model of the legislative-bureaucratic process of the H-2 program as it applies to the Florida sugarcane industry. Examines the issues within the context of the distributional welfare consequences of employing nonimmigrant workers on sugar producers and workers. Calculates worker earnings and producer surplus, according to results derived from estimating the parameters of a simultaneous equations model of the Florida sugarcane harvest labor and product market.

Miller, Mark J., and William W. Boyer. "Foreign Workers in the USVI: History of a Dilemma," *Carib. Rev.*, Vol. 11, Winter 1982, pp. 48-51.

Draws on the experiences in the Virgin Islands with temporary nonimmigrant labor to predict the effect of expanded temporary labor programs in the United States. The experience suggests that an underclass of people without full rights in the host country may evolve. Authors question the presumption that such a program reduces illegal immigration.

NACLA (North American Congress on Latin America). "The Cane Contract: West Indians in Florida," *Report on the Americas*, Vol. 11, Nov./Dec. 1977, pp. 11-17.

Describes the British West Indies workers who cut sugarcane in Florida. Describes the contracting process between the employers and the home government and some terms of these contracts. Briefly overviews the H-2 program as it applies to the Florida sugarcane industry.

North, David S. *Nonimmigrant Workers in the U.S.: Current Trends and Future Implications*. Washington, DC. New TransCentury Foundation, 1980, 172 pp.

Discusses the H-2 program for workers in agriculture with some historical perspective. Includes results of a survey of 120 H-2 workers in Florida sugarcane. Compares H-2 workers in agriculture with nonimmigrant workers in other sectors of the economy.

Saffran, H. William. *Seasonal Hired Agricultural Workers in the Hudson Valley Apple Harvest, 1968: A Study of Worker Earnings, Wage Rates and Productivity*. Res. Bull. 1971 No. 1. Albany, NY: New York State Dept. of Labor, Div. of Employment, Res. and Stat. Office, Jan. 1971. 44 pp.

Analyzes employer payroll records of Hudson Valley apple growers for the 1968 apple harvest. Focuses on a comparison of domestic workers and foreign workers in the apple harvest and a comparison of employers who used a mix of foreign and domestic workers and those who used only domestic workers.

U.S. Congress, House of Representatives, Committee on Education and Labor, Subcommittee on Labor Standards. *Job Rights of Domestic Workers: The Florida Sugar Cane Industry*. 98th Cong., 1st sess., July 1983. 47 pp.

Report is based on hearings held in Belle Glade, FL, on April 11, 1983. The report is critical of the H-2 program, employer practices, and the Department of Labor's regulation of the program. Includes an opposing view as a minority report in the document.

U.S. Congress, Senate, Committee on the Judiciary, Subcommittee on Immigration. *The West Indies (BWI) Temporary Alien Labor Program, 1943-1977*, (Prepared by Joyce C. Vialet.) 95th Cong., 2nd sess., 1978, 44 pp.

Provides a detailed history of the H-2 program including legislative and legal history. Includes annual data for the number of foreign workers admitted for temporary agricultural work by country of origin. Relates the program to the Bracero Program and the latter's termination.

U.S. Department of Labor. "The End of Public Law 78," in *Farm Lab. Dev.* Washington, DC: Bur. Emp. Sec., Manpwr. Admin., Jan. 1965, pp. 1-10.

Traces the history of the Bracero Program and the legislative developments leading to its termination. Briefly addresses experiences under the program. Documents the early transition to a domestic labor force where braceros were employed. Presents related information for eastern seaboard States employing H-2 workers in light of the more restrictive attitude toward the employment of foreign agricultural workers.

———. "Long Term Trends in Foreign Worker Employment," in *Farm Lab. Dev.* Washington, DC: Manpwr. Admin., Jan. 1967, pp. 20-24.

Summarizes the employment of foreign workers in agriculture by source country for 1942-66. Gives tabular data on employment of foreign workers.

———. "Reduction in Use of Foreign Farmworkers Affects Employment Trends," in *Farm Lab. Dev.* Washington, DC: Bur. Emp. Sec., Manpwr. Admin., Nov. 1965, pp. 1-23.

Summarizes changes in the employment of foreign and seasonal domestic workers in U.S. agriculture between 1964 and 1965. Tries to determine the effect of terminating the Bracero Program and implementing more restrictive conditions for employing foreign workers in agriculture. Gives employment by commodity and by State for selected States.

Walker, Thomas S. "Economic Analysis of the Domestic and Foreign Hired Agricultural Labor Market in Florida." M.S. thesis, University of Florida, 1975.

Presents a supply and demand analysis of the Florida farm labor market. Includes limited results for the aggregate Florida farm labor market and gives more complete results for the Florida citrus-harvesting labor market. Finds the supply of labor to be highly elastic, but the demand is inelastic, confirming results in earlier studies that economic conditions in the nonfarm labor market are the major determinant of conditions in the farm labor market.

Wood, C. H., and T. L. McCoy. "Migration, Remittances and Development: A Study of Caribbean Cane Cutters in Florida," *Int. Mig. Rev.*, Vol. 19, 1985, pp. 251-77.

Summarizes the results of a 1981 survey of 302 Caribbean workers employed in the Florida sugarcane harvest. The average cane cutter earned \$4,000 per season. Workers in total remitted \$19 million to their home countries. Finds little evidence that harvest earnings in the United States expand agricultural production on their own farms or that the earnings contributed significantly to the ownership of land, although repeat migrants were more likely to own their homes. Estimates that the remittances generated about 1,000 full-time equivalent jobs in the rural areas of Jamaica.

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Coltrane, Robert. *Immigration Reform and Agricultural Labor*. AER-510. Washington, DC: U.S. Dept. of Agr., Econ. Res. Serv. Apr. 1984. 31 pp.

Presents information on immigration proposals set forth in the 98th Congress, giving particular attention to the proposed H-2 program. Covers employer sanctions, legalization of illegals, and temporary employment. Uses 1978 Census of Agriculture to determine the potential effects of the immigration proposal on alternative types of farms and on different regions of the country. Gives considerable detail on regional and national agricultural employment.

Daberkow, Stan G., and Leslie A. Whitener. *Agricultural Labor Data Sources: An Update*. AH-658. Washington, DC: U.S. Dept. of Agr., Econ. Res. Serv. Aug. 1986.

Describes existing data sources on agricultural employment. Presents the major sources of data and some of the minor sources. Briefly describes each source. Focuses on differences among the data sources, particularly the different concepts that are measured by alternative sources.

Emerson, Robert D. "Critical Issues in Agricultural Labor Markets," *So. J. Agr. Econ.*, Vol. 17, 1985, pp. 89-98.

Identifies three major issues affecting agricultural labor markets: immigration, the 1985 Food Security Act, and international trade. Finds that immigration and foreign workers are the most important of these issues. Concludes that, although restrictive changes in immigration policy could have significant short-term effects, agriculture would adjust over the long term by developing and adopting new technology and by moving away from labor-intensive crops. Argues for the evaluation of foreign worker programs from a broader perspective than traditionally used.

——— (ed.). *Seasonal Agricultural Labor Markets in the United States*. Ames, IA: Iowa State University Press, 1984. 564 pp.

The collection of papers documents current knowledge on farm labor markets. Topics include seasonality, migration, nonfarm work, technology, occupational structure, labor relations and laws, farmworker programs, and farm policy. Presents each topic from the perspective of both what is known and what research needs to be done.

Holt, J. S. "Labor Market Policies and Institutions in an Industrializing Agriculture," *Amer. J. Agr. Econ.*, Vol. 64, Dec. 1982, pp. 999-1006.

Traces the developments in farm labor markets over the past two decades and suggests important changes that require policy modifications. Focuses on existing legislation. Suggests potential effects of changes in the immigration situation.

Martin, Philip L. (ed.). *Migrant Labor in Agriculture: An International Comparison*. Giannini Found. Agr. Econ., University of California, 1985. 226 pp.

Includes numerous papers describing migrant labor in agriculture in three areas of the United States and in other areas of the world. Includes papers on mechanization and on trade in fruits and vegetables.

U.S. Department of Agriculture. *Farm Labor*. Washington, DC: Agr. Stat. Brd., Natl. Agr. Stat. Serv., Quarterly.

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Documents the state of knowledge on farm labor markets. Covers migration, nonfarm work, technology, occupational structure, labor relations and laws, farmworker programs, and farm policy, each of which is focused on the peculiarities presented by a highly seasonal labor market. Presents each topic from what is known and suggests what research should be done.

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- Craig, Richard B. *The Bracero Program: Interest Groups and Foreign Policy*. Austin, TX: University of Texas Press, 1971. 233 pp.

Examines the Bracero Program from the perspective of political group pressures: agricultural producers, the Mexican Government, Congress, the Executive Branch, and public anti-bracero groups. Concludes that the bracero experience provides an excellent example of the theory of countervailing powers, and offers insights into group conflict and the administrative process.

Dellon, Howard N. "The Adverse-Effect Policy for Agricultural Labor," in *Farm Lab. Dev.*, Washington, DC: U.S. Dept. of Labor, Bur. Empl. Sec., Manpwr. Admin., Aug. 1966, pp. 15-26.

Traces the development and evolution of the adverse-effect policy for agricultural workers under the H-2 program (P.L. 414) and the Bracero Program (P.L. 78). Explains the development of the 90/10 rule and the user-nonuser criteria. Presents tabular data on the first statewide adverse effect wage rates in 1962 for areas employing Mexican nationals and data for States employing H-2 workers on the east coast for 1963. Gives adverse rates for 1965.

Driscoll, Barbara A. "The Railroad Bracero Program of World War II." Ph.D. thesis, Notre Dame University, 1980. 239 pp.

Documents the history of the relatively short (2-year) history of the railroad Bracero Program with Mexico. Discusses events leading up to the adoption of the program, during the program, at the end of the program, and the return of the workers to Mexico. This case is the only example of migration of nonagricultural workers to the United States that was governmentally administered.

Galarza, Ernesto. *Merchants of Labor: The Mexican Bracero Story*. Santa Barbara, CA: McNally and Loftin, 1964. 284 pp.

Traces the history of Mexican migration for work in agribusiness, primarily in California, concluding with the termination of the Bracero Program in 1964. Discusses the history of employment of other nationals as well as Mexicans. The book is quite readable, covering the historical, political, social, and economic considerations involving seasonal migration and the braceros. Focuses on the prevailing wage and administered wages under the programs. Discusses intergovernmental agreements and politics.

———. *Strangers in Our Fields*. 2nd ed. Washington, DC: Joint United States-Mexico Trade Union Committee, 1956. 80 pp.

Chronicles the experiences of workers in the Bracero Program based on their observations. Focuses on abuses in the program and is highly critical of it. Covers working conditions, payment practices, and living conditions.

García y Griego, Manuel. "The Importation of Mexican Contract Laborers to the United States, 1942-1964: Antecedents, Operation, and Legacy." Work. pap. in U.S.-Mex. Stud. 11. Prog. in U. S.-Mex. Stud., University of California-San Diego, 1981, 59 pp.

Traces the history of the Bracero Program including a brief history of Mexican migration to the United States prior to the Bracero Program. Touches on some economic aspects of the program, but focuses primarily on the continuing negotiations over the program. Examines the conflicts between the United States and Mexican governments over terms of the contracts and program.

Gilmore, N. Ray, and Gladys W. Gilmore. "The Bracero in California," *Pacif. Hist. Rev.*, Vol. 32, 1963, pp. 265-82.

Gives an overview of the Bracero Program in California. Describes earlier versions of the program such as those during World War I. Discusses the terms and conditions of the contracts. Examines political considerations and events modifying the program in depth.

Haas, Lisbeth. "The Bracero in Orange County: A Work Force for Economic Transition." Work. pap. in U.S.-Mex. Stud. 29. Prog. in U.S.-Mex. Stud. University of California-San Diego, 1981, 54 pp.

Gives a historian's view of the experience of a local labor market, Orange County, CA, during the Bracero Program. Focuses on "...the relationship between the Bracero Program and the industrialization of the county" (p. 3). Argues that the program permitted the release of local labor formerly employed in agriculture into the developing industrial labor market providing a ready labor supply. Agricultural employers benefited from the program by having an administered labor supply that was less expensive than otherwise.

Hawley, Ellis W. "The Politics of the Mexican Labor Issue, 1950-65," *Agr. Hist.*, Vol. 40, July 1966, pp. 157-76.

Discusses the political coalitions that maintained the Bracero Program during the fifties and the subsequent shift of political coalitions that brought about its demise. Treats the Bracero Program analogously to other farm subsidies and programs conferring special consideration to agriculture. As such, the Bracero Program was readily supported by other commodity groups and agricultural interests not directly benefiting from the program. Attributes the demise of the program to the shift of political power and thinking in the Kennedy and Johnson administrations.

Hirsch, Hans G. *Termination of the Bracero Program: Foreign Economic Aspects*. FAER-34. Washington, DC: U.S. Dept. of Agr., Econ. Res. Serv., 1967. 51 pp.

Examines the termination of the Bracero Program from the perspective of the foreign sector, considering trade in goods as an alternative to labor migration. Examines balance of payments considerations, in both the trade and the capital accounts.

Jenkins, J. Craig. "The Demand for Immigrant Workers: Labor Scarcity or Social Control?" *Int. Mig. Rev.*, Vol. 12, Winter 1978, pp. 514-35.

Argues that labor scarcity has had little to do with the influx of foreign workers for unskilled labor. Finds that Mexican immigrants do not form a simple upward curve as would be necessary for the scarcity argument to be valid; the level of immigration has been continually high. Argues instead that immigration is a result of social control through desire by employers in the United States for a highly dependable labor force. Illustrates the argument largely with the braceros in Southwestern agriculture.

Jones, L. B., and G. R. Rice. "Agricultural Labour in the Southwest: The Post Bracero Years," *Soc. Sci. Q.*, Vol. 61, June 1980, pp. 86-94.

Analyzes the effect of the termination of the Bracero Program on U.S. agricultural labor markets. Focuses on wage trend equations for the United States and selected Southwestern States using a dummy variable to distinguish the post-bracero period. Finds no statistically significant difference in the wage structure between the bracero period and the post-bracero period.

Kirstein, Peter N. *Anglo Over Bracero: A History of the Mexican Worker in the United States from Roosevelt to Nixon*. San Francisco, CA: R and E Research Associates, 1977. 113 pp.

Gives an extensive history of the Bracero Program. The author's premise is that domestic labor supplies would have been adequate without the Bracero Program, except during World War II. The report is based on the author's review of Government documents and papers covering domestic negotiations as well as international negotiations for the Bracero Program. Emphasizes the interplay of interest groups and government agencies. Devotes a chapter to the Farm Security Administration.

Lessard, David R. "Agrarianism and Nationalism: Mexico and the Bracero Program, 1942-1947." Ph.D. thesis, Tulane University, 1984. 250 pp.

Analyzes the Bracero Program from the perspective of Mexico. Argues that Mexico's choice to participate in the program was an outgrowth of the Mexican Revolution and was consistent with its avowed principle of helping the people. Mexico rationalized participation on the basis of securing protection for Mexican workers and hoped they would return with new skills that could increase domestic production. Addresses the role of the war and the development of favorable international relations.

Majka, Theo J. "Problems of Undocumented Workers and the 'Guest Worker' Solution: Lessons from U.S. Agricultural History." Pap. presented to Rur. Sociol. Soc., Guelph, Ont., 1981.

Considers the establishment of a guestworker program as a solution to the large number of illegal workers. Draws upon U.S. experiences with the Bracero Program to argue that such a program is not a solution. Considers the abuse of workers under the Bracero Program and its effects on domestic workers. Argues that the program did little to reduce the inflow of illegals.

Martin, William E. "Alien Workers in United States Agriculture: Impacts on Production," *J. Farm Econ.*, Vol. 48, Dec. 1966, pp. 1137-45.

Analyses the effects of the reduced number of foreign workers employed in U.S. agriculture as a result of the termination of the Bracero Program and of the Government's apparent change in attitude toward importing workers under P.L. 414. Examines the changes in production and acreage of crops where foreign workers were employed; finds little reduction in output in the aggregate, although there were some changes in location of production. Finds only modest changes in the employment of domestic farmworkers, suggesting that the reduction in foreign workers was compensated for by the substitution of capital for labor, in addition to other technological and location changes. Concludes that the abrupt termination of the Bracero Program only hastened the changes already taking place.

Mason, John D. "The Aftermath of the Bracero: A Study of the Economic Impact on the Agricultural Hired Labor Market of Michigan from the Termination of Public Law 78." Ph.D. thesis, Michigan State University, 1969. 273 pp.

Analyzes the effect of the termination of the Bracero Program on the labor market for the Michigan pickle industry. Contrary to the industry predictions, domestic workers accepted employment harvesting pickles in 1965. Wages did rise, and employment conditions did improve. The farm wage rate for all hired farmworkers in Michigan significantly increased from 1964 to 1965. Although the acreage in pickles fell somewhat for 1965 and 1966, 1967 acreage returned to the 1964 level partly because of mechanization.

McElroy, Robert C., and Earle E. Gavett. *Termination of the Bracero Program: Some Effects on Farm Labor and Migrant Housing Needs*. AER-77. Washington, DC: U.S. Dept. of Agr., Econ. Res. Serv., June 1965. 29 pp.

Attempts to estimate the number of workers necessary to replace the bracero work force following termination of P.L. 78. Examines implications for housing.

Morgan, Larry C., and Bruce L. Gardner. "Potential for a U.S. Guest-worker Program in Agriculture: Lessons from the Braceros," in *The Gateway: U.S. Immigration Issues and Policies* (ed. Barry R. Chiswick). Washington, DC: American Enterprise Institute for Public Policy Research, 1982, pp. 361-411.

Presents an empirical model of farm labor markets for Southwestern States employing bracero workers. Estimates the effect of the program on wages and employment, and on economic

welfare of the United States and Mexico. Suggests that both countries gained by the free flow of labor under the program.

Padfield, Harland, and William E. Martin. *Farmers, Workers and Machines: Technological and Social Change in Farm Industries of Arizona*. Tucson: The University of Arizona Press, 1965.

Studies the interplay of social, economic, and technological systems pertaining to harvesting agricultural crops in Arizona. Presents observations on workers based on primary survey data. Although the emphasis is on the harvesting system rather than on the Bracero Program, makes observations about the program.

Rasmussen, Wayne D. *A History of the Emergency Farm Labor Supply Program 1943-47*. Agr. Mon. 13. Washington, DC: U.S. Dept. of Agr., Bur. Agr. Econ., Sept. 1951. 298 pp.

Presents a detailed history of the precursor to the Bracero Program. Deals not only with legislative authority for the program but also with recruitment and placement of labor. Investigated the operation of the program by several agencies. Considers agreements with Barbados, Jamaica, the Bahama Islands, and Canada for entry of agricultural labor under the terms of the program.

Salandini, Victor P. "The Short-Run Socio-Economic Effects of the Termination of Public Law 78 on the California Farm Labor Market for 1965-1967." Washington, DC: Catholic University of America, June 1969. 315 pp.

Deals with the political and economic events surrounding the Bracero Program. Emphasizes the effects of the program on the California farm labor market, giving particular attention to social and economic effects. Concludes that the Bracero Program resulted in excess fruit and vegetable production, lowering farm market prices. Concludes that the program reduced domestic employment opportunities, depressed wages, and lowered living standards.

Scruggs, Otey M. "The Bracero Program Under the Farm Security Administration," *Lab. Hist.*, Vol. 3, Spring 1962, pp. 149-68.

Describes the initial year of the farm labor program with Mexico as it was administered by the Farm Security Administration. Details the conflict between the Farm Bureau and the activities of the Farm Security Administration. Discusses the events leading up to the demise of the Farm Security Administration and the legislative events leading to renegotiation of the international agreement.

———. "Evolution of the Farm Labor Agreement of 1942," *Agr. Hist.*, Vol. 34, July 1960, pp. 140-49.

Chronicles the development of the initial labor agreement between the United States and Mexico. Explains the interests and positions of both the United States (workers and employers) and Mexico. Describes the negotiation process between the United States and Mexico and the terms on which each country acceded. Portrays the positions of the various U.S. departments and agencies.

———. "Texas and the Bracero Program, 1942-1947," *Pacif. Hist. Rev.*, Vol. 32, 1963, pp. 251-64.

Details the struggle between the Texas State government (and its growers) and the Government of Mexico over access to Mexican workers by Texas growers under P.L. 45. Focuses on discrimination against Mexicans in Texas. Discusses events leading to the development of the Good Neighbor Commission.

U.S. Department of Labor. "Braceros, Mexico, and Foreign Trade," in *Farm Lab. Dev.* Washington, DC: Bur. Emp. Sec., Manpwr. Admin., July 1966, pp. 19-24.

Assesses the effects of terminating the Bracero Program on exports and imports of agricultural products, for example, a labor shortage and a more restrictive attitude toward employing foreign contract workers in U.S. agriculture in 1965. The report responded to critics who argued that production would shift to Mexico where labor was more abundant and less costly. Imports of fruits and vegetables rose from 1964 to 1965, as did exports of fruits and vegetables. Concludes that the net trade balance in fruits and vegetables changed little from 1964 to 1965.

———. "Farm Labor Costs and Food Prices, 1964-65," in *Farm Lab. Dev.* Washington, DC: Bur. Emp. Sec., Manpwr. Admin., Apr. 1966, pp. 19-24.

Compares the increase in labor costs for fresh fruits and vegetables resulting from termination of the Bracero Program with a change in their retail price. Finds that only asparagus and strawberries showed sharp changes in the retail price, although labor costs did generally rise. The retail price of most other fruits and vegetables changed little.

———. "Adverse Effect Actions, 1963," in *Farm Lab. Dev.* Washington, DC, June 1964, pp. 12-14.

Presents information on adverse effect actions pertaining both to areas employing Mexican workers and east coast areas employing H-2 workers. Gives adverse effect rates for States for 1962 and 1963.

———. "The End of Public Law 78," in *Farm Lab. Dev.* Washington, DC: Bur. Emp. Sec., Manpwr. Admin., Jan. 1965, pp. 1-10.

Traces the history of the Bracero Program and the legislative developments leading to its termination. Briefly addresses experiences under the program. Documents the early transition to a domestic labor force where braceros were employed. Presents related information for eastern seaboard States employing H-2 workers in light of the more restrictive attitude toward the employment of foreign agricultural workers.

———. "Long Term Trends in Foreign Worker Employment," in *Farm Lab. Dev.* Washington, DC: Manpwr. Admin., Jan. 1967, pp. 20-24.

Summarizes the employment of foreign workers in agriculture by source country for 1942-66. Gives tabular data on employment of foreign workers.

———. "Reduction in Use of Foreign Farmworkers Affects Employment Trends," in *Farm Lab. Dev.* Washington, DC: Bur. Emp. Sec., Manpwr. Admin., Nov. 1965, pp. 1-23.

Summarizes changes in the employment of foreign and seasonal domestic workers in U.S. agriculture in 1964-65. Tries to determine the effect of the termination of the Bracero Program and of the more restrictive conditions for employing foreign workers in agriculture. Gives employment data by commodity and by State for selected States.

Verdugo, Naomi. "The Bracero Program: A History of Foreign Contract Labor in California," *AGENDA*, Vol. 11, 1981, pp. 9-13.

Chronicles the Bracero Program and the farm labor situation in the Southwest. Gives some program details and discusses alternatives, such as mechanization. Briefly addresses P.L. 414, and undocumented immigration. Concludes that domestic workers are unavailable because remuneration is inadequate.

Wise, D. E. "The Effect of the Bracero on Agricultural Production in California," *Econ. Inq.*, Vol. 12, Dec. 1974, pp. 547-58.

Tests the stoop labor hypothesis, that is, that farmworkers do not respond to wage incentives, for two California crops: melons and strawberries. The econometric results strongly reject the

stoop labor hypothesis, suggesting an upward-sloping supply curve for harvest labor. Following the termination of the Bracero Program, total employment, acreage, and output declined, whereas prices, wages, and domestic employment increased.

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Gonzalez, Juan L. *Mexican and Mexican American Farm Workers: The California Agricultural Industry*. New York: Praeger, 1985.

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Analyzes the West German guestworker program as it operated until the early seventies. Pays careful attention to the institutional structure. An econometric analysis focuses on the industry by industry composition of guestworkers and on the source distribution of guestworkers.

Krauss, Melvyn B., and William J. Baumol. "Guest Workers and Income-Transfer Programs Financed by Host Governments," *Kyklos*, Vol. 32. 1979, pp. 36-46.

Examines the effect of income transfer programs on the presence of guestworkers. Demonstrates that extending the transfer benefits to guestworkers will result in a loss to the host country and that efforts to improve the welfare of domestic workers will be futile. The welfare of domestic

workers can be improved only if guestworkers are either restricted in some way or excluded from receiving transfer payments.

Morgan, Larry C., and Bruce L. Gardner. "Potential for a U.S. Guest-Worker Program in Agriculture: Lessons from the Braceros," in *The Gateway: U.S. Immigration Issues and Policies* (ed. B. R. Chiswick). Washington, DC: American Enterprise Institute for Public Policy Research, 1982, pp. 361-411.

Presents an empirical model of farm labor markets for Southwestern States employing bracero workers. Estimates the impact of the program on wages and employment and on economic welfare of the United States and Mexico. Suggests that the United States and Mexico gained by the free flow of labor under the program.

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The report is based on a random sample of 93 Mexican alien workers in the Hood River, OR, apple harvest in 1978. Presents information on the experiences of the workers in Mexico and entering the United States to work. Their U.S. earnings averaged \$3,053 for 18 weeks, and they expected to earn an additional \$800 by the end of the season. The average earnings differential between U.S. net earnings and Mexican gross earnings was estimated at \$1,879 for the year. Most workers had taxes deducted from their earnings, but most made no use of government services in the United States.

Ethier, Wilfred J. "Illegal Immigration: The Host-Country Problem," *Amer. Econ. Rev.*, Vol. 76, Mar. 1986, pp. 56-71.

Develops a theoretical model of illegal immigration from the perspective of the United States. Focuses on unskilled labor. Considers two primary policy variables: border enforcement and domestic enforcement. Draws numerous implications from the model on employment rates, wage rates, national income, and domestic versus foreign worker gains.

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APPENDIX: JOURNAL ABBREVIATIONS

<i>AFL-CIO Amer. Fed.</i>	<i>The AFL-CIO American Federationist</i>
<i>AGENDA</i>	<i>AGENDA</i>
<i>Agr. Hist.</i>	<i>Agricultural History</i>
<i>Amer. Behav. Sci.</i>	<i>American Behavioral Scientist</i>
<i>Amer. Econ. Rev.</i>	<i>American Economic Review</i>
<i>Amer. Hist. Rev.</i>	<i>American Historical Review</i>
<i>Amer. J. Agr. Econ.</i>	<i>American Journal of Agricultural Economics</i>
<i>Amer. Soc. Rev.</i>	<i>American Sociological Review</i>
<i>Amer. Veg. Grow. Grnhs. Grow.</i>	<i>American Vegetable Grower and Greenhouse Grower</i>
<i>Ann. Amer. Acad. Pol. Soc. Sci.</i>	<i>The Annals of the American Academy of Political and Social Science</i>
<i>Ann. Reg. Sci.</i>	<i>Annals of Regional Science</i>
<i>Appld. Econ.</i>	<i>Applied Economics</i>
<i>Asian Dev. Rev.</i>	<i>Asian Development Review</i>
<i>Atl. Econ. J.</i>	<i>Atlantic Economic Journal</i>
<i>Banca Naz. Lavoro Quart. Rev.</i>	<i>Banca Nazionale del Lavoro-Quarterly Review</i>
<i>Bang. Dev. Stud.</i>	<i>Bangladesh Development Studies</i>
<i>Ber. Land.</i>	<i>Berichte über Landwirtschaft</i>
<i>Bull. Int. Fisc. Doc.</i>	<i>Bulletin for International Fiscal Documentation</i>
<i>Bus. Forum</i>	<i>Business Forum</i>
<i>Calif. Agr.</i>	<i>California Agriculture</i>
<i>Can. J. Afr. Stud.</i>	<i>Canadian Journal of African Studies</i>
<i>Can. J. Agr. Econ.</i>	<i>Canadian Journal of Agricultural Economics</i>
<i>Can. J. Econ.</i>	<i>Canadian Journal of Economics</i>
<i>Carib. Rev.</i>	<i>Caribbean Review</i>
<i>Carib. Stud.</i>	<i>Caribbean Studies</i>
<i>Challenge</i>	<i>Challenge</i>
<i>Citrograph</i>	<i>Citrograph</i>

<i>Comp. Educ. Rev.</i>	<i>Comparative Education Review</i>
<i>Contemp. Pol. Iss.</i>	<i>Contemporary Policy Issues</i>
<i>Curr. Hist.</i>	<i>Current History</i>
<i>Daedalus</i>	<i>Daedalus</i>
<i>Demog.</i>	<i>Demography</i>
<i>East Eur. Q.</i>	<i>East European Quarterly</i>
<i>East. Econ. J.</i>	<i>Eastern Economic Journal</i>
<i>East. Eur. Econ.</i>	<i>Eastern European Economics</i>
<i>Econ. Dev. Cult. Chng.</i>	<i>Economic Development and Cultural Change</i>
<i>Econ. Inq.</i>	<i>Economic Inquiry</i>
<i>Econ. Internaz.</i>	<i>Economia Internazionale</i>
<i>Econ. J.</i>	<i>Economic Journal</i>
<i>Econ. Plan.</i>	<i>Economic Planning</i>
<i>Econ. Rec.</i>	<i>Economic Record</i>
<i>Economet.</i>	<i>Econometrica</i>
<i>Economia</i>	<i>Economia</i>
<i>Economica</i>	<i>Economica</i>
<i>Empir. Econ.</i>	<i>Empirical Economics</i>
<i>Env. Plan. C. Govt. Pol.</i>	<i>Environment and Planning: Series C, Government and Policy</i>
<i>Equilibrium</i>	<i>Equilibrium</i>
<i>Eth. Rac. Stud.</i>	<i>Ethnic and Racial Studies</i>
<i>Eur. Econ. Rev.</i>	<i>European Economic Review</i>
<i>Eur. Rev. Agr. Econ.</i>	<i>European Review of Agricultural Economics</i>
<i>Explor. Econ. Hist.</i>	<i>Explorations in Economic History</i>
<i>Farm Lab. Dev.</i>	<i>Farm Labor Developments</i>
<i>Fed. Resrv. Bank Dallas Econ. Rev.</i>	<i>Federal Reserve Bank of Dallas Economic Review</i>
<i>Fin. Dev.</i>	<i>Finance and Development</i>
<i>Food Res. Inst. Stud.</i>	<i>Food Research Institute Studies</i>

<i>G. Wash. Law Rev.</i>	<i>George Washington Law Review</i>
<i>Grk. Econ. Rev.</i>	<i>Greek Economic Review</i>
<i>Grth. Chng.</i>	<i>Growth and Change</i>
<i>Hisp. J. Behav. Sci.</i>	<i>Hispanic Journal of Behavioral Sciences</i>
<i>History</i>	<i>History</i>
<i>Hum. Org.</i>	<i>Human Organization</i>
<i>Humanist</i>	<i>The Humanist</i>
<i>ICMC Mig. News</i>	<i>ICMC Migration News</i>
<i>Ind. Econ. Rev.</i>	<i>Indian Economic Review</i>
<i>Ind. Lab. Rel. Rev.</i>	<i>Industrial and Labor Relations Review</i>
<i>Ind. Rel.</i>	<i>Industrial Relations</i>
<i>Int. Econ. Rev.</i>	<i>International Economic Review</i>
<i>Int. Lab. Rev.</i>	<i>International Labour Review</i>
<i>Int. Mig.</i>	<i>International Migration</i>
<i>Int. Mig. Rev.</i>	<i>The International Migration Review</i>
<i>Int. Organiz.</i>	<i>International Organization</i>
<i>Int. Perspect.</i>	<i>International Perspectives</i>
<i>Int. Reg. Sci. Rev.</i>	<i>International Regional Science Review</i>
<i>Int. Stud. Q.</i>	<i>International Studies Quarterly</i>
<i>Inter-Amer. Econ. Affrs.</i>	<i>Inter-American Economic Affairs</i>
<i>Interchange</i>	<i>Interchange on Education</i>
<i>Intercom: Int. News. Pop.</i>	<i>Intercom: The International Newsletter on Population</i>
<i>Intermnt. Econ. Rev.</i>	<i>Intermountain Economic Review</i>
<i>J. Child. Contemp. Soc.</i>	<i>Journal of Children in Contemporary Society</i>
<i>J. Com. Mkt. Stud.</i>	<i>Journal of Common Market Studies</i>
<i>J. Dev. Area.</i>	<i>Journal of Developing Areas</i>
<i>J. Dev. Econ.</i>	<i>Journal of Development Economics</i>
<i>J. Dev. Stud.</i>	<i>Journal of Development Studies</i>
<i>J. Econ. Hist.</i>	<i>Journal of Economic History</i>

<i>J. Econ. Iss.</i>	<i>Journal of Economic Issues</i>
<i>J. Econ. Lit.</i>	<i>Journal of Economic Literature</i>
<i>J. Econ. Th.</i>	<i>Journal of Economic Theory</i>
<i>J. Eth. Stud.</i>	<i>The Journal of Ethnic Studies</i>
<i>J. Farm Econ.</i>	<i>Journal of Farm Economics</i>
<i>J. Hum. Res.</i>	<i>The Journal of Human Resources</i>
<i>J. Ind. Econ.</i>	<i>Journal of Industrial Economics</i>
<i>J. Int. Affrs.</i>	<i>Journal of International Affairs</i>
<i>J. Int. Econ.</i>	<i>Journal of International Economics</i>
<i>J. Intergr. Rel.</i>	<i>Journal of Intergroup Relations</i>
<i>J. Lab. Econ.</i>	<i>Journal of Labor Economics</i>
<i>J. Lab. Res.</i>	<i>Journal of Labor Research</i>
<i>J. Noest. Agr. Econ. Council</i>	<i>Journal of the Northeastern Agricultural Economics Council</i>
<i>J. Pol. Econ.</i>	<i>Journal of Political Economy</i>
<i>J. Pub. Econ.</i>	<i>Journal of Public Economics</i>
<i>J. Reg. Sci.</i>	<i>Journal of Regional Science</i>
<i>J. Soc. Pol. Econ. Stud.</i>	<i>Journal of Social, Political, and Economic Studies</i>
<i>J. Sociol. Soc. Welf.</i>	<i>Journal of Sociology and Social Welfare</i>
<i>J. Urb. Econ.</i>	<i>Journal of Urban Economics</i>
<i>Jb. Nat. Stat.</i>	<i>Jahrbücher für Nationalökonomie und Statistik</i>
<i>Jb. Soz.</i>	<i>Jahrbuch für Sozialwissenschaft</i>
<i>Kriminalistik</i>	<i>Kriminalistik</i>
<i>Kyklos</i>	<i>Kyklos</i>
<i>Lab. Hist.</i>	<i>Labor History</i>
<i>Lab. Law J.</i>	<i>Labor Law Journal</i>
<i>Lat. Amer. Res. Rev.</i>	<i>Latin American Research Review</i>
<i>Law Contemp. Prob.</i>	<i>Law and Contemporary Problems</i>
<i>Manch. Sch. Econ. Soc. Stud.</i>	<i>Manchester School of Economics and Social Studies</i>

<i>Mig. News</i>	<i>Migration News</i>
<i>Mig. Today</i>	<i>Migration Today</i>
<i>Milbank Mem. Fund Q.</i>	<i>The Milbank Memorial Fund Quarterly</i>
<i>Minn. Law Rev.</i>	<i>Minnesota Law Review</i>
<i>Mitt. Öst. Geog. Gesell:</i>	<i>Mitteilungen der Österreichischen Geographischen Gesellschaft</i>
<i>Mon. Lab. Rev.</i>	<i>Monthly Labor Review</i>
<i>Mozam. Stud.</i>	<i>Mozambican Studies</i>
<i>Natl. Hist.</i>	<i>Natural History</i>
<i>OECD Obs.</i>	<i>OECD Observer</i>
<i>Osaka Econ. Pap.</i>	<i>Osaka Economic Papers</i>
<i>Öst. Zeit. Polit.</i>	<i>Österreichische Zeitschrift für Politikwissenschaft</i>
<i>Osteuropa</i>	<i>Osteuropa</i>
<i>Oxf. Econ. Pap.</i>	<i>Oxford Economic Papers</i>
<i>Pacif. Hist. Rev.</i>	<i>Pacific Historical Review</i>
<i>Pacif. Soc. Rev.</i>	<i>Pacific Sociological Review</i>
<i>Pers. J.</i>	<i>Personnel Journal</i>
<i>Phi Del. Kap.</i>	<i>Phi Delta Kappan</i>
<i>Pol. Soc.</i>	<i>Politics and Society</i>
<i>Pop. Bull.</i>	<i>Population Bulletin</i>
<i>Pop. Dev. Rev.</i>	<i>Population and Development Review</i>
<i>Pop. Res. Pol. Rev.</i>	<i>Population Research and Policy Review</i>
<i>Pop. Rev.</i>	<i>Population Review</i>
<i>Pov. Hum. Res. Abstr.</i>	<i>Poverty and Human Resources Abstracts</i>
<i>Prob. Desar.</i>	<i>Problemas del Desarrollo</i>
<i>Proc. Acad. Pol. Sci.</i>	<i>Proceedings of the Academy of Political Science</i>
<i>Pub. Int.</i>	<i>The Public Interest</i>
<i>Pub. Pol.</i>	<i>Public Policy</i>
<i>Q. J. Econ.</i>	<i>Quarterly Journal of Economics</i>

<i>Qual. Quant.</i>	<i>Quality and Quantity</i>
<i>Race Rel. Reporter</i>	<i>Race Relations Reporter</i>
<i>Reg. Sci. Urb. Econ.</i>	<i>Regional Science and Urban Economics</i>
<i>Reg. Stud.</i>	<i>Regional Studies</i>
<i>Regulation</i>	<i>Regulation</i>
<i>Report on the Americas</i>	<i>NACLA Report on the Americas</i>
<i>Res. Urb. Econ.</i>	<i>Research in Urban Economics</i>
<i>Rev. Afr. Polit. Econ.</i>	<i>Review of African Political Economy</i>
<i>Rev. Econ. Stat.</i>	<i>Review of Economics and Statistics</i>
<i>Riv. Int. Sci. Econ. Commerc.</i>	<i>Rivista Internazionale di Scienze Economiche e Commerciali</i>
<i>Rur. Soc.</i>	<i>Rural Sociology</i>
<i>S. Afr. J. Econ.</i>	<i>South African Journal of Economics</i>
<i>S. Afr. Lab. Bull.</i>	<i>South African Labour Bulletin</i>
<i>Scand. J. Econ.</i>	<i>Scandinavian Journal of Economics</i>
<i>Schl. Rev.</i>	<i>School Review</i>
<i>Schweiz. Zeit. Volks. Stat.</i>	<i>Schweizerische Zeitschrift für Volkswirtschaft und Statistik</i>
<i>Sci.</i>	<i>Science</i>
<i>Sci. Pub. Affrs.</i>	<i>Science and Public Affairs</i>
<i>Scient. Amer.</i>	<i>Scientific American</i>
<i>So. Econ. J.</i>	<i>Southern Economic Journal</i>
<i>So. J. Agr. Econ.</i>	<i>Southern Journal of Agricultural Economics</i>
<i>Soc. Econ. Stud.</i>	<i>Social and Economic Studies</i>
<i>Soc. Netwk.</i>	<i>Social Networks</i>
<i>Soc. Prob.</i>	<i>Social Problems</i>
<i>Soc. Sci. Q.</i>	<i>Social Science Quarterly</i>
<i>Society</i>	<i>Society</i>
<i>Sozial. Schrift. Agrar.</i>	<i>Sozialökonomische Schriften zur Agrarentwicklung</i>
<i>Stan. J. Int. L.</i>	<i>Stanford Journal of International Law</i>

<i>Sthw. Econ. Soc.</i>	<i>Southwest Economy and Society</i>
<i>Sthw. Soc. Sci. Q.</i>	<i>The Southwestern Social Science Quarterly</i>
<i>Stud. Comp. Int. Dev.</i>	<i>Studies in Comparative International Development</i>
<i>Studi Emigr.</i>	<i>Studi Emigrazione</i>
<i>U. Mich. J. L. Ref.</i>	<i>University of Michigan Journal of Law Reform</i>
<i>UCLA Law Rev.</i>	<i>UCLA Law Review</i>
<i>Univ. Pitt. Law Rev.</i>	<i>University of Pittsburgh Law Review</i>
<i>Urb. Leag. Rev.</i>	<i>Urban League Review</i>
<i>Welt. Arch.</i>	<i>Weltwirtschaftliches Archiv</i>
<i>Wilson Q.</i>	<i>The Wilson Quarterly</i>
<i>World Affrs. J.</i>	<i>World Affairs Journal</i>
<i>World Dev.</i>	<i>World Development</i>
<i>Worldview</i>	<i>Worldview</i>
<i>Zeitgeschichte</i>	<i>Zeitgeschichte</i>
<i>Zeits. Pädag.</i>	<i>Zeitschrift für Pädagogik</i>
<i>Zeits. Staats.</i>	<i>Zeitschrift für die gesamte Staatswissenschaft</i>

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