

# TO AMEND THE SUGAR ACT OF 1937

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## HEARING

BEFORE THE

COMMITTEE ON FINANCE

UNITED STATES SENATE

SEVENTY-SEVENTH CONGRESS

SECOND SESSION

ON

## H. R. 7632

AN ACT TO PROVIDE THAT DURING THE PRESENT WAR  
PAYMENTS WITH RESPECT TO ANY CROP OF SUGAR  
BEETS OR SUGAR CANE SHALL NOT BE SUBJECT  
TO DEDUCTIONS ON ACCOUNT OF THE  
EMPLOYMENT OF CHILDREN

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OCTOBER 21, 1942

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Printed for the use of the Committee on Finance



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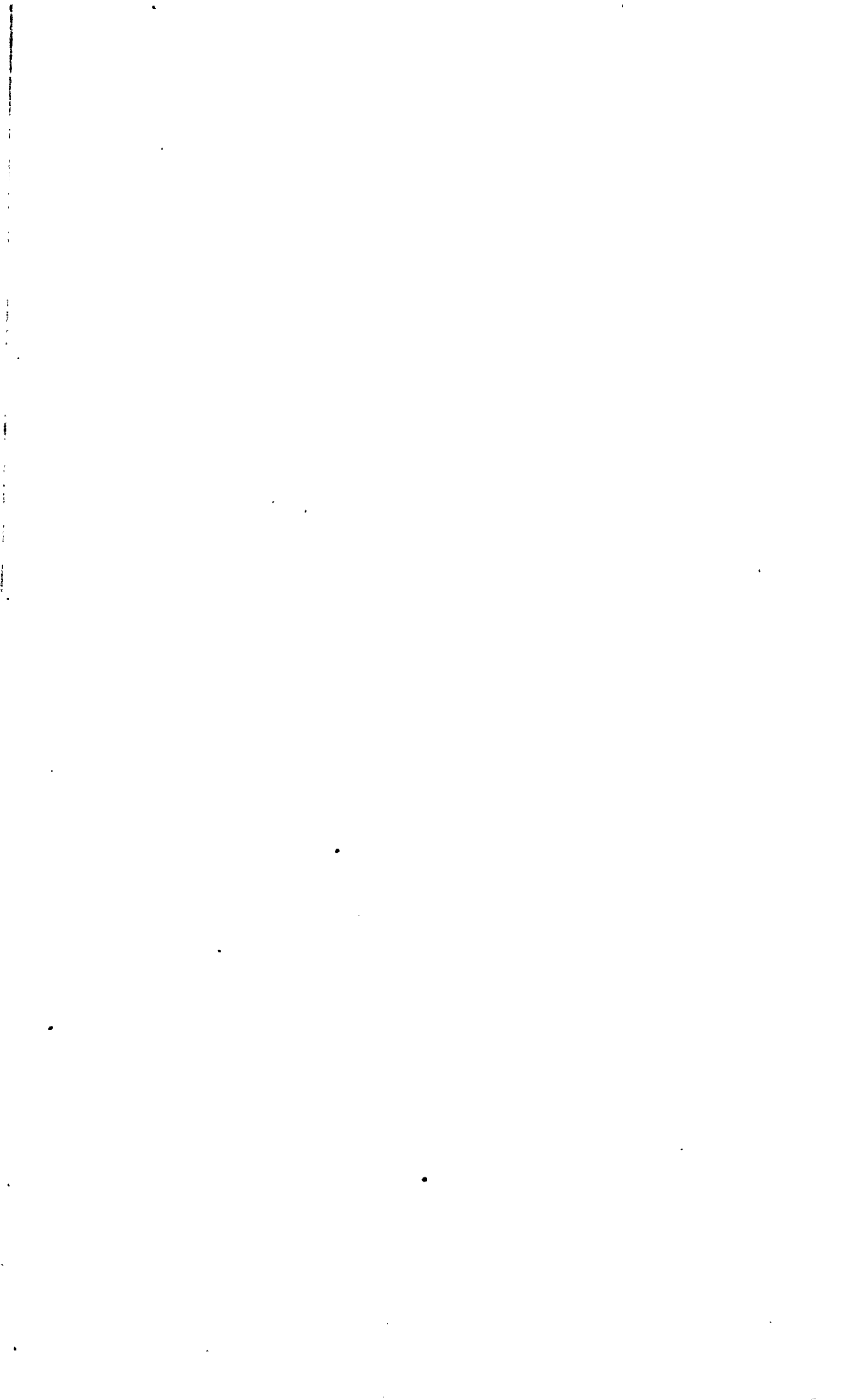
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# TO AMEND THE SUGAR ACT OF 1937

WEDNESDAY, OCTOBER 21, 1942

UNITED STATES SENATE,  
COMMITTEE ON FINANCE,  
Washington, D. C.

The committee met, pursuant to call, at 10:30 a. m. in Room 310, Senate Office Building, Senator Walter F. George (chairman), presiding.

The CHAIRMAN. We haven't a quorum of the committee this morning. A sufficient number of members of the committee have authorized me to count them present for a quorum but we do not have an actual quorum. I think the only feasible thing to do is to make up a record on this bill, if there are representatives of the departments who wish to be heard, and then submit the matter to the committee one day next week if we have a quorum. There are some other matters that must be taken up by the committee but which cannot very well be taken up in the absence of Senators Clark and Walsh--veteran matters, and such bills.

(H. R. 7632 is as follows:)

[H. R. 7632, 77th Cong., 2d sess.]

A BILL To provide that during the present war payments with respect to any crop of sugar beets or sugarcane shall not be subject to deductions on account of the employment of children

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the provisions of section 301 (a) of the Sugar Act of 1937, as amended, shall not apply with respect to the present crop of sugar beets and sugarcane or with respect to any subsequent crop thereof harvested during the present war or during the calendar year in which the present war is terminated.*

[H. R. 7632, 77th Cong., 2d sess.]

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Passed the House of Representatives October 19, 1942.

Attest:

SOUTH TRIMBLE,  
Clerk.

The CHAIRMAN. The meeting was called on H. R. 7632, a bill which passed the House yesterday, or the day before yesterday, and suspends

the provisions of section 301-A of the Sugar Act of 1937, for the duration of the war and for the calendar year in which the war is terminated.

The Secretary of Agriculture, through the Under Secretary, Mr. Appleby, submitted a report to the House committee on H. R. 7350, which was an identical bill, and I understand that the Agriculture Department wishes this report to stand on this particular bill. This report is adverse. The Secretary does not recommend the legislation. It indicates that the Department might be willing to reexamine its position if adequate labor cannot be otherwise supplied and upon conditions.

Without objection, this report will be inserted in the record on this particular bill, H. R. 7632.

(The report referred to is as follows:)

SEPTEMBER 14, 1942.

HON. H. P. FULMER,

*Chairman, Committee on Agriculture,  
House of Representatives.*

DEAR MR. FULMER: Acknowledgment is made of your letter of July 6, 1942, enclosing a copy of H. R. 7350, a bill to suspend for the duration of the present war the penalty for use of the labor of children in the production, cultivation, or harvesting of sugar beets or sugarcane.

Section 301 (a) of title III of the Sugar Act of 1937 as originally passed by the Congress authorized the Secretary of Agriculture to make payments to sugar beet and sugarcane producers who complied with certain conditions, one of which was full compliance with the child-labor provisions. This prevented any payment being made to a producer on a farm where a child under the age of 14 years was permitted to work in the production, cultivation, or harvesting of a crop of sugar beets or sugarcane, excepting children of the immediate family of a person who was the legal owner of 40 percent of the crop at the time such work was performed. It also prevented payment where children between 14 and 16 years of age were employed for more than 8 hours in any one day with the exception noted.

An amendment to the Sugar Act was passed by the Congress in June 1940 applicable for the years 1937, 1938, and 1939, and renewed in December 1941 for subsequent years, authorizing the Secretary to make payments to growers notwithstanding a failure to comply with the child-labor requirements provided a deduction of \$10 was made for each child for each day, or portion of a day, during which such child was employed or permitted to work contrary to the prescribed conditions.

It will be noted from the foregoing that under the present provisions of the Sugar Act, producers may employ children of certain ages but with limitations as to the hours of employment. They may also employ their own children of any age without limitation as to hours of employment if they own a 40-percent or greater interest in the crop. The changes proposed in the bill H. R. 7350 would permit the employment of children generally without limitations as to age or to hours of work and without payment deductions.

In the statement of administration policy with regard to the employment of young workers for wartime agriculture issued on February 18, 1942, the Children's Bureau of the United States Department of Labor expressed the view that children under 14 years of age should not be employed in agriculture outside of the home farm.

The planting and cultivating work in sugar beets has been completed in all areas of sugar-beet production for the current crop. The possibility of the use of children below 14 years of age in the work of harvesting this fall is, therefore, exceedingly limited. Taking these factors into consideration along with the undesirability of even temporary abrogation of standards, especially for the young children of the Nation upon whom its future depends, the Department does not recommend the suspension of section 301 (a) of title III of the Sugar Act at this time. We take this position even though we recognize that, under existing conditions which necessitate economy in travel of the field staff, reliance for compliance with this provision of the act must be placed largely upon the cooperation of growers and laborers themselves.

The attention of the Department is focused on the problem of adult agricultural labor supply. In its day-by-day checking of requirements—a continuing process entrusted to the Farm Security Administration in collaboration with other Government agencies under the United States-Mexican agreement on agricultural labor, which itself prohibits the employment of children under 14—circumstances may subsequently be found which call for a reexamination of the position herein set forth. The Department will be diligent in watching developments and will be ready to revise its judgment when facts warrant.

The Bureau of the Budget advises that it has no objection to the submission of this report.

Sincerely yours,

PAUL H. APPELBY,  
*Under Secretary.*

Senator VANDENBERG. Does this include the attitude of the Sugar Section of the Department of Agriculture? Have they anything to say on the subject?

Senator LA FOLLETTE. I might say that I discussed the matter over the telephone yesterday with Dr. Bernhardt and he indicated his complete approval at the present time of the position taken by the Department in Mr. Appleby's letter.

The CHAIRMAN. Miss Lenroot, we would be very glad to hear from you on this bill. Just have that seat there.

#### STATEMENT OF MISS KATHERINE LENROOT, CHIEF OF THE CHILDREN'S BUREAU OF THE UNITED STATES DEPARTMENT OF LABOR

MISS LENROOT. I am very glad to accept the invitation of the committee to present the views of the Children's Bureau on H. R. 7632, passed by the House October 19.

This bill amends the Sugar Act of 1937 as amended, so as to suspend for the duration of the war the child-labor provisions with which producers of sugar beets and sugarcane must comply in order to receive benefit payments under the act. These provisions contain only a minimum of protection for children employed by such producers—a 14-year-minimum age and a maximum 8-hour day for children between 14 and 16. Members of the immediate family of the legal owner of at least 40 percent of the crop at the time the work was performed are exempted from these child-labor standards.

The suspension of these provisions will permit children of any age to work in the sugar beet and sugarcane fields, and will permit them to work without any protection from excessive hours of labor. It will mean a return to the same child-labor abuses that have existed in employment where there are no standards set to govern employment of children. The standards incorporated in the present act were the successful culmination of efforts extending over more than a decade to correct child-labor abuses in this area of employment. Many of you will recall that Senator Costigan, of Colorado, made one of his last speeches on the floor of the Senate in favor of these provisions.

The first effort to control child labor by means similar to that in the Sugar Act occurred in 1934 under the Jones-Costigan amendment to the Agricultural Adjustment Act. This amendment was preceded by the action of the President in connection with approval of the N. R. A. code for the beet-sugar manufacturers in October 1933, when he pointed out the detrimental practices existing as to the employment of

children in the sugar-beet fields. He then authorized the Secretary of Labor to appoint a committee to make a survey of labor conditions in the beet fields and take immediate steps to formulate a plan for reorganization of labor policies in the beet fields on a reasonable and equitable basis. The committee included representatives of the Departments of Labor, Agriculture, and Justice, the Federal Emergency Relief Administration, and the National Recovery Administration.

The Jones-Costigan Act when passed in 1934 followed to a considerable extent the recommendations of this committee. It made sugar beets and sugarcane basic commodities under the Agricultural Adjustment Act and gave the Secretary of Agriculture power to prescribe child-labor conditions and fix minimum-wage standards for workers as a prerequisite to the payment of benefits to producers of these crops. Under the production-control contracts entered into by the Government with sugar beet growers for the 1935 season, it was provided that no child under 14 years of age should be employed and that children between 14 and 16 years should not be permitted to work longer than 8 hours a day, children on their parents' farms being exempted from these provisions.

After the Agricultural Adjustment Administration production-control contracts were declared unconstitutional in 1935, there was no further Federal action in this field until the enactment of the Sugar Act of 1937. This act, as indicated, above, contained practically the same child-labor standards as those incorporated in the production control contracts under the Jones-Costigan Act.

Under the act, as originally passed, failure to comply with the child-labor conditions as with any other conditions set up by the act, resulted in a complete loss of benefits. In 1940, Senator Ellender introduced a bill which amended the act to substitute for this complete loss of benefits a deduction of \$10 for each day or portion of day during which any child was illegally employed. This amendment brought the penalty for employing children contrary to the conditions specified in the act more into conformity with penalty provisions in other types of child-labor control. It was enacted into law, and is included in the act as extended and continued up to and including 1944.

The present act, as did the standards developed under the Jones-Costigan amendment, has been instrumental in improving the very serious child-labor conditions which had been for many years a characteristic feature of the sugar-beet industry.

Studies of the employment of children in the sugar-beet industry at a time when there were no legal restrictions on such work showed that children, many of them very young, worked for long hours in thinning, hoeing, and topping beets. In a survey of children under 16 years of age employed in the cultivation of sugar beets in Colorado and Michigan made by the Children's Bureau and published in 1929, 85 percent of the Colorado children included in the survey and 67 percent of the Michigan children worked from 9 to 14 or more hours a day in the thinning process. The source of this information is *Children in Agriculture* (p. 24, Children's Bureau Publication No. 187, United States Department of Labor, Washington, 1929).



Studies made by the National Child Labor Committee, in cooperation with the Colorado Agricultural College and Colorado College, covering children engaged in the cultivation and harvesting of sugar beets and other crops, showed average hours of 9 per day for all children and 9½ for those working on beets. In pulling and topping beets, at which the largest proportion of the children worked, almost 60 percent reported hours of work from 9 to 14 a day. The source of this information is Child Labor in Agriculture and Farm Life in the Arkansas Valley of Colorado, Colorado College Publication, General Series, No. 164, Studies Series No. 2 (pp. 20, 55, Colorado Springs, 1929).

Another study of 995 children under 16 (240 under 10) working in the beet fields of Nebraska, made by the committee, reported average daily hours of 11½ for bunching and thinning, 10 for hoeing, and 11 for pulling and topping.

The source of this information is Child Labor, report of the Subcommittee on Child Labor (p. 240), White House Conference on Child Health and Protection, New York, 1932.

Many of the children working for these long hours were very young. Findings of a group of studies made by the Children's Bureau, the Bureau of Labor Statistics, and the National Child Labor Committee shows the following ages for a total of 6,519 children under 16 years of age engaged in the cultivation of sugar beets:

	Number children	Cumulative percent
Total .....	6,519	-----
Under 10.....	1,635	25
10, under 12.....	1,590	49
12, under 14.....	1,748	76
14, under 16.....	1,546	100

The source of this data is Child Labor, report of the Subcommittee on Child Labor (p. 224), White House Conference on Child Health and Protection, New York, 1932.

A more recent study of child labor in sugar-beet fields made in 1935 by the Children's Bureau showed that the prohibitory provisions in the contracts under the Jones-Costigan Act had been of considerable effect in preventing employment of very young children even though the provisions were new and not widely understood and even though there was little administrative machinery for enforcement. When families that had done beet work both in 1934 and in 1935 were compared, it was found that of the children between 6 and 14 years of age 48 percent had worked in the beet fields in 1934 as compared with 19 percent of the children of these ages in the group studied in 1935, and 28 percent of the group between 6 and 12 had worked in 1934 as compared with 9 percent in 1935. Nevertheless, even in 1935 very young children were working in the fields and for very long hours. The reference in this case is, Welfare of Families of Sugar-Beet Laborers (pp. 4, 6, 31-35), Children's Bureau Publication No. 247, United States Department of Labor. This study was made by the Children's Bureau

in the fall and early winter of 1935. It covered 946 families each of which had performed hand labor in the sugar-beet field in that year.

Following these studies, the Children's Bureau worked out with the Department of Agriculture at the request of the Sugar Section a plan for making available under the Sugar Act of 1937 proof-of-age cards for children working in the beet fields. It is generally known that the key to the enforcement of any child-labor provision is the proof of age that is required before an employer can employ a child. Such proof-of-age cards greatly facilitate the enforcement of the act. The Children's Bureau entered into agreements with other agencies issuing certificates under State child-labor laws to make available proof-of-age cards for children in the beet fields, and we now have agreements in 18 States under which these cards are furnished, usually by local school officials. Those States are, of course, the leading sugar States.

Senator VANDENBERG. May I interrupt? Your comments seem to be confined entirely to beet workers. This legislation seems to originate in the cane-sugar area. Do the same conditions exist in the cane-sugar area?

Miss LENROOT. Children are employed, to some extent, in the cane sugar area. The same program for proof-of-age cards has been worked out in sugarcane as in sugar beet areas. Recent figures indicate 119 proof-of-age cards for 14- and 15-year-old children, the youngest age legally employable at the present time, have been issued recently in Louisiana.

The early studies of the conditions related more to the sugar beet processes because, in those years, I believe the prevalence of employment of very young children was greater in the sugar beets than in sugarcane; but, as I said, sugarcane does enter into the picture very definitely.

Another serious aspect of unrestricted work of children in sugar beet fields, apart from the work itself, is the loss of schooling for the child workers. Since the harvesting or pulling and topping of the beets usually does not begin until about the 1st of October and continues thereafter for 3 or 4 weeks, school attendance is often badly interrupted.

One-fourth of the children under 16 years of age who had assisted in the harvesting of beets in the fall of 1935, according to the Children's Bureau study above referred to, worked for 30 or more days; and altogether, two-thirds worked 20 or more days which meant an appreciable loss of school attendance. Absence from school for topping work, moreover, frequently involved an absence for a longer period of time than the days actually spent at work, since the harvest season customarily begins a few weeks after the schools open and the children often do not enter school during that interim period. Serious retardation in school is found among beet laborers' children and doubtless is related to their interrupted school attendance. More than one-half of the children between 10 and 16 years of age who had worked on beets in 1934, according to this study, were retarded one or more grades, assuming normal progress to be an advance of one grade a year after entering school at 7 years of age and a fifth of these children were retarded three or more grades.

The source of this information is Welfare of Families of Sugar Beet Laborers (Childrens Bureau Publication No. 247, pp. 41-53), and it is summarized in hearings before a special subcommittee of the Committee on Agriculture, House of Representatives, Seventy-fifth Congress, first session, H. R. 5326, March 15-22, 1937 (pp. 368-369).

I have inserted these figures, even though they represent old studies, because it seemed to me important to do so, to show the conditions existing prior to the regulations, to the standards, incorporated in the Sugar Act.

Even in Great Britain, where the manpower shortage is far more acute than it is in this country, where practically the whole adult population not under arms is being called upon for essential work, the employment of children under 14 in agriculture is very strictly limited and surrounded by safeguards.

The war agricultural executive committees have been asked to discourage employment of children under 14 so long as any other source of labor is available and local education authorities are asked to grant exemptions from school only to meet urgent seasonal needs and to make every effort to see that children between 12 and 14 do not in fact work for more than 4 hours a day. Although, according to the Board of Education regulations put into effect in May 1942, school children of 12 and over may be exempted from compulsory school attendance to help with seasonal agricultural work, this exemption is limited to 10 full or 20 half school days. Such employment is permitted only on a determination of the labor exchange that no other labor is available. Hours of work are limited to 7 in any full day and 36 in any week.

It is urged also that the work be spread over such a number of children as will enable individuals to be employed for half days only at a time. If children spend a half day at school, only 4 hours' employment is allowed, and there must be an interval of at least 1½ hours between school and work.

The principle that young children should not be utilized until all other sources of labor have been tapped and that their emergency employment—if permitted—should be subject to restrictions, has been recognized by Federal agencies and by private organizations alike. These include groups interested in the most effective use of all sources of manpower as well as in the welfare of children and their place in the war picture. Policy statements formulated or approved by these agencies relating to employment standards for children during the war have all proceeded on the basis that children under 14 should not be utilized as a part of the hired labor force.

The first official statement issued after Pearl Harbor relating to employment standards for children in agriculture—contained in Policies on the Recruitment of Young Persons for Wartime Agriculture was issued by the Children's Bureau and approved by the Office of Education, the Department of Agriculture, and the United States Employment Service.

It is very brief and I should like permission to insert it in the record. The CHAIRMAN. It may be inserted in the record.

(The statement referred to is as follows:)

**POLICIES ON RECRUITMENT OF YOUNG WORKERS FOR WARTIME AGRICULTURE**

**THE PROBLEM**

As this year's crops ripen many young people not now living on farms may be called upon to help with the harvest. It therefore becomes a matter of great urgency to determine proper standards and procedures to protect them from exploitation, from overwork, from interference with their education, and with their rights as children of a democracy. Properly managed, the experience can become an educational one, contributing to the young person's appreciation of what democracy means, because it gives him a part in the effort democracy is making. Badly managed, it can damage the health and stamina of children, deprive them of needed preparation for life, and cruelly disillusion them. Badly managed, it can also break down opportunities for decent wages and full employment for their elders.

The necessity to produce abundant foodstuffs during this war period is a challenge to the Nation to utilize its resources of manpower with intelligence and forethought; and the Bureau, facing this challenge, has realized that definite standards should be established to serve as a guide to people throughout the United States in determining at what ages young people may properly be asked to engage in work on the crops, and under what conditions.

It is important that the development of national policy and standards on the use of young people in agricultural work in wartime recognize the interests of (1) those concerned with education, (2) those concerned with protection of children from exploitation, and (3) those concerned with meeting agricultural labor needs. With this in view the Children's Bureau invited into conference representatives of the Office of Education, the Department of Agriculture, and the United States Employment Service and, with their cooperation, prepared the following statement of principles for the recruitment of young workers for agricultural employment.

**STATEMENT OF POLICY**

Prepared in conference with representatives of the Office of Education, the Department of Agriculture, and the United States Employment Service, and approved by these agencies

As the Nation's all-out war effort progresses, it may be necessary in some areas to recruit young people not ordinarily in the agricultural labor force for assistance in harvesting the crops. In all such cases their recruitment for agricultural work needs to be so planned as to assure safeguards for their health and welfare and to protect them from unnecessary interference with their education. Policies for the employment of young workers should be developed with full regard to laws on child labor and school attendance and to safeguards necessary to protect the health and well-being of these young workers and the continuity of their education. Specifically, the recruitment of young workers for agriculture should be planned and conducted in accordance with procedures providing that—

All plans for the use of young workers are developed as part of broad programs for meeting the needs of agricultural labor based on consideration of all available sources of labor and the wages and working conditions offered to adults;

State departments or agencies dealing with education, labor, health, and agriculture participate in the development of policies regarding recruitment of young workers and possible modification of school programs, and in the application of these policies to local situations;

Proposals for employment of young workers during normal school terms are approved only after the Farm Placement Service of the United States Employment Service for the several States determines, on the basis of full information on the labor situation, that the anticipated need for labor cannot be filled by older persons resident in the locality or reasonably available from outside the locality.

In recruiting young people from school when a real need for agricultural workers has been found to exist—

Youth 16 years of age and older should be engaged before children aged 14 and 15 are called upon; the schools should make every effort to develop pro-

grams that will wisely dovetail school activities with agricultural work and will result in no curtailment of school terms;

Children 14 and 15 years of age should not be released from school nor their school programs modified unless it is found that the need for farm labor is an essential one and cannot be met in any other practicable way; in such case adjustment in school attendance and programs should be arranged to interfere as little as possible with normal school opportunities and progress.

School work and home duties should constitute the only work activities of children under 14 years of age; and such children should not be employed in agriculture outside the home farm.

When young workers are placed in agricultural work, provision should be made for safeguarding their health and welfare through reasonable hours of work; wages at not less than established prevailing rates; safe and suitable transportation where needed; and, for those living away from home to be near their work, provision of fully adequate housing accommodations, supervision, medical care, and leisure-time activities.

This statement of national policy is made in the belief that the principles presented are essential for safeguarding children, are fully compatible with the needs of wartime production, and will facilitate the constructive participation of youth in the Nation's great productive effort. (Reprint from the Child—Monthly Bulletin, vol. 6, No. 9, March 1942.)

This statement expressly recognizes the need for young people to aid in harvesting crops and outlines the basic principles essential to safeguarding them and at the same time facilitating the constructive participation of youth in the Nation's productive effort. It recommends that school youth should not be recruited until the Farm Placement Service of the United States Employment Service for the various States has determined that the need cannot be filled by older persons. When such need is determined, youth of 16 and 17 should be first utilized and those 14 and 15 should not be released from school unless the need for farm labor is an essential one and cannot be met in any other practicable way.

School work and home duties were recognized as constituting the work activities of children under 14 and they should not be employed in agriculture away from their home farms.

The Children's Charter in Wartime was adopted in March 1942. This charter, drawn up by the Children's Bureau Commission on Children in Wartime, consisting of 56 leaders in civic, labor, farm, and professional groups, outlines the Nation's responsibility to children during the war period. Included in this Commission are Henry P. Carstensen, of the National Grange; Mrs. Charles W. Sewell, of the Associated Women of the American Farm Bureau Federation; and Mrs. Gladys Talbot Edwards, of the Farmers Educational and Cooperative Union of America.

I should like leave to insert this charter into the record, with the list of persons.

The CHAIRMAN. That may be done.

(The charter referred to is as follows:)

#### A CHILDREN'S CHARTER IN WARTIME

We are in total war against the aggressor nations. We are fighting again for human freedom and especially for the future of our children in a free world.

Children must be safeguarded—and they can be safeguarded—in the midst of this total war so that they can live and share in that future. They must be nourished, sheltered, and protected even in the stress of war production so that they will be strong to carry forward a just and lasting peace.

Our American republic sprang from a sturdy yearning for tolerance, independence, and self-government. The American home has emerged from the search for freedom. Within it the child lives and learns through his own efforts the meaning and responsibilities of freedom.

We have faith in the children of the New World—faith that if our generation does its part now, they will renew the living principles in our common life and make the most of them.

Both as a wartime responsibility and as stepping-stones to our future—and to theirs—we call upon citizens, young and old, to join together to—

- I. Guard children from injury in danger zones.
- II. Protect children from neglect, exploitation, and undue strain in defense areas.
- III. Strengthen the home life of children whose parents are mobilized for war or war production.
- IV. Conserve, equip, and free children of every race and creed to take their part in democracy.

A CHILDREN'S CHARTER IN WARTIME—PUT IN TERMS OF THE CHILDREN OF THE UNITED STATES

*I. Danger zones, "Guard children from injury in danger zones"*

These danger zones line our coasts along the Atlantic, the Pacific, and the Gulf—especially where there are military targets, industrial plants, business centers, oil tanks, or the like; also, closely built home areas which might be bombed in an effort to break the morale of defense production workers.

These zones are a first charge on our civilian defense program but there is no certainty that inland districts and communities will not be subject to air raids or other forms of attack.

Children first in all plans for protection. The first step is their registration and identification.

Evacuation of children from such zones, if needed, as a sound precaution; advance plans for adequate reception and care in their places of refuge. Mothers to go with their children whenever possible.

"War vacations" for city children: By the expansion of summer vacation camps conducted under proper supervision, staffed in part by volunteers, and utilizing surplus commodities and other aids, great numbers of children can be removed from exposed districts at relatively little expense. These camp demonstrations would be an admirable test of evacuation methods and an investment for health.

Appropriate immunization of all children against communicable disease.

Helping children to meet the anticipations and realities of wartime: Childhood anxiety can be as devastating as disease. Not only parents, but doctors, nurses, teachers, recreation leaders, settlement workers, child-welfare and child-guidance workers can help to preserve the child's sense of security, which is his greatest need.

*II. Defense areas, "Protect children from neglect, exploitation, and undue strain in defense areas"*

Vital to the cause of the United Nations is an ever-increasing stream of guns, tanks, and planes and other war equipment and materials from the United States. A thousand communities are involved in their production. Broken working time, due to sickness of the worker, or his wife or child, or to disturbed family life, handicaps production at countless points.

Therefore, the following are essential:

Adequate health, education, and welfare services must be maintained for children and their parents in each of the thousand communities where war production or military camps are established. To accomplish this will require proper staffing with doctors, health officers, nurses, social workers, teachers, recreation leaders, and librarians. It will call for adequate hospitals, clinics, schools, playgrounds, recreational facilities, and day-care centers. Each of these communities will need to mobilize all of its resources within a coordinated plan. Many will need assistance to supplement existing staff and equipment.

The assignment of obstetricians and pediatricians to defense areas should be given special consideration.

Child-guidance clinics should be provided wherever possible to help parents and children overcome insecurity associated with dislocations in family life. Such dislocations exaggerate the normal anxieties of children and create situations that require special service.

School opportunities must be expanded to meet the new demands of expanding populations. This should include nursery schools for young children.

Recreation leaders, group workers, and child-welfare workers are urgently needed in defense communities, where crowded conditions mean overtaxing of facilities for play of little children and of recreation centers for older boys and girls; increase in harmful employment of children; and mounting juvenile delinquency.

### *III. Homes in wartime, "Strengthen the home life of children whose parents are mobilized for war or war production"*

To children in wartime the home is vital as a center of security and hope and love. To our fighting men the safety and protection of their families is the center of what they fight for. To men on the production front the welfare of their families and homes is basic to morale.

Migration to new and crowded communities, the absence of the father in military service, priorities unemployment on the one hand, and the employment of mothers on the other, are creating problems in homes that affect every member of the family.

Children of our fighting men: Full provision must be made for the economic needs of children whose fathers are in the service and for medical and hospital care for wives and children.

A Government insurance program for civilians injured or killed as a result of war activities should supplement our social-security program.

Adequate housing is essential to the protection of home life. In housing projects, facilities should be provided for health services and group activities for children.

Employment of mothers and day care of children: As plans develop for the participation of women in war industry, it must be recognized that the care of young children is the first responsibility of mothers. For children whose mothers are employed or planning to enter employment, it is the responsibility of the community, through adequate planning and support, to see that parents have assistance in planning for their needs and that the children have the best possible care—not forgetting health supervision, opportunity for nursery education and play for the youngest, recreation outside of school hours for those who attend school.

Day care for children in crowded areas where home facilities are limited: Such children should have opportunities similar to those provided for children of working mothers.

Economic security: To all parents economically unable to maintain a home for their children, Government help should be extended through such measures as aid to dependent children, general assistance, and benefits for temporary and permanent disability.

### *IV. Children the country over, "Conserve, equip, and free children of every race and creed to take their part in democracy"*

The children's charter drawn up at the White House conference in 1930 and the recommendations of the 1940 conference are still a challenge to the people. Here it is only in point to single out certain factors that take on new significance in the present war crisis.

Health and children: Good health in childhood lays the foundation for good health in later life. Children should have health supervision from the prenatal period through adolescence. Special planning is needed to overcome present and future shortages of doctors and nurses. As soon as possible every county in the United States should have public-health-nursing service, prenatal clinics, delivery care, child-health conferences, and clinic and hospital service for sick children.

Food for children: The needs of children must be considered first in the event of national or local shortages of foods, especially of milk and the other protective foods. If our country is to be strong, all children must have the food they need for buoyant health and normal growth, and information must be available to parents concerning the family food requirements. Family incomes should be

sufficient to assure to each member of the family the right amounts and the right kinds of food. School meals are an effective means of supplementing home nutrition and educating children and their families in good food habits. The extension of penny milk to all children is an important aid in assuring to them their full share of this essential food.

*Social services for children:* Communities should be equipped to supplement the care and training given by home and school when the welfare of the child demands it. Child-welfare and child-guidance resources of the State, county, and city governments should be expanded to provide appropriate service and care for all children with special needs.

*The right to play:* More than ever in wartime, recreation must be assured for children and youth through the full use and expansion, as needed, of all public and private leisure-time activities.

*School and work:* It is essential that children and youth be sound and well prepared in body and mind for the tasks of today and tomorrow. Their right to schooling should not be scrapped for the duration. Demands for the employment of children as a necessary war measure should be analyzed to determine whether full use has been made of available adult manpower and to distinguish between actual labor shortage and the desire to obtain cheap labor. The education and wholesome development of boys and girls should be the first consideration in making decisions with regard to their employment or other contribution to our war effort. This means that no boy or girl shall be employed at wages that undermine the wages for adult labor; none under 14 years of age shall be part of the labor force; none under 16 shall be employed in manufacturing and mining occupations; none under 18 in hazardous occupations.

*Health and education:* A measure urgently needed at this time is complete medical examinations of all boys and girls of high-school age at regular intervals, with provision for correction of remediable defects. Provision should be made for a Nation-wide extension of health services for school children, including medical care as needed and health instruction, developed through the cooperation of health and education authorities. The need for health supervision and medical care for youth has been demonstrated until there is no longer any possibility of disregarding it.

*Young children:* In the war period special consideration should be given to the needs of all young children for security in the home and for opportunity to grow through association with other children in play and through the reassurance given by adults who have learned to understand their needs. Opportunity for nursery education should be made increasingly available to help meet situations created by the war.

*Children in rural areas:* More than half of the children of the Nation live in country districts. Far more than city children they are likely to be handicapped by early and harmful employment, inadequate schools, and lack of other community facilities. The war effort must not increase these handicaps.

*Participation in civilian-mobilization programs:* Boys and girls should participate in home and community efforts for the war through activities appropriate to their age and ability.

Every city, county, and State should review the needs of its children and youth in the light of these principles through a children's wartime commission or council or an existing organization designated to serve in this capacity, and should devise means to meet evident needs through the cooperative action of Federal, State, and local governments and private agencies.

Every effort should be made to keep the public informed of activities and needs in all phases of service for children and to provide for participation of professional associations, organized labor, farm groups, and other organizations of citizens concerned with children, in the planning and development of these programs.

Provision should be made as rapidly as possible for training the professional workers needed to provide for extension of community programs to increasing numbers of children.

There should be no State lines nor barriers of race or creed impeding what we do for children in our war effort. They may not live in danger zones or defense areas; they will still be subject to the strains of these times. They should not be forgotten Americans. Their future is our future.



## CHILDREN'S BUREAU COMMISSION ON CHILDREN IN WARTIME

The Commission held its first meeting March 16-18, 1942, adopted the Charter, and made plans for continuing work to make it effective.

*Members of the Commission as of March 1942*

Chairman, Leonard W. Mayo, Cleveland, Ohio.	Fred K. Hoehler, Chicago, Ill.
Elith Abbott, Chicago, Ill.	Mrs. Anne Sarachon Hooley, Washington, D. C.
Fred L. Adair, M. D., Chicago, Ill.	Howard W. Hopkirk, New York, N. Y.
David C. Adie, Albany, N. Y.	Mrs. Harriet Houdlette, Washington, D. C.
Frederick H. Allen, M. D., Philadelphia, Pa.	Ruth Houlton, New York, N. Y.
Mrs. Rose H. Alschuler, Washington, D. C.	Mrs. J. Horton Ijams, New York, N. Y.
Mildred Arnold, Indianapolis, Ind.	Charles S. Johnson, Nashville, Tenn.
Reginald M. Atwater, M. D., New York, N. Y.	Paul U. Kellogg, New York, N. Y.
Leona Baumgartner, M. D., New York, N. Y.	Mrs. William Kletzer, Portland, Ore.
M. O. Bousfield, M. D., Chicago, Ill.	Mrs. Clara Savage Littledale, New York, N. Y.
John Brophy, Washington, D. C.	Mrs. Betty Eckhardt May, New York, N. Y.
Robin C. Buerki, M. D., Philadelphia, Pa.	Frieda Miller, New York, N. Y.
Charlotte Carr, Chicago, Ill.	Neville Miller, Washington, D. C.
Henry P. Carstensen, Seattle, Wash.	Ellen C. Potter, M. D., Trenton, N. J.
Horton Casparis, M. D., Nashville, Tenn.	Emma C. Puschner, Indianapolis, Ind.
Elizabeth Woodruff Clark, New York, N. Y.	Floyd W. Reeves, Washington, D. C.
Grace L. Coyle, Cleveland, Ohio.	Mrs. Horace B. Ritchie, Athens, Ga.
Courtenay Dhwiddle, New York, N. Y.	Mrs. Charles W. Sewell, Chicago, Ill.
Loula Dunn, Montgomery, Ala.	DeWitt Smith, Washington, D. C.
Mrs. Gladys Talbot Edwards, Jamestown, N. Dak.	Richard M. Smith, M. D., Boston, Mass.
Marshall Field, New York, N. Y.	J. Edward Sproul, New York, N. Y.
Homer Folks, New York, N. Y.	George S. Stevenson, M. D., New York, N. Y.
Willard E. Givens, Washington, D. C.	Mrs. Nathan Straus, New York, N. Y.
Mrs. Sldonie M. Gruenberg, New York, N. Y.	Carroll P. Streeter, Philadelphia, Pa.
Percy F. Guy, M. D., Seattle, Wash.	Linton Swift, New York, N. Y.
Henry F. Helmholz, M. D., Mayo Clinic, Rochester, Minn.	Felix J. Underwood, M. D., Jackson, Miss.
	Robert J. Watt, Washington, D. C.
	Albert W. Whitney, New York, N. Y.
	Herbert D. Williams, Warwick, N. Y.
	Archibald B. Young, Pasadena, Calif.

The charter emphasizes the need for careful analysis of demands for the employment of children as a necessary war measure to determine whether full use has been made of all available adult manpower, and states that no child under 14 should be employed as a part of the labor force, none of them under 16 in manufacturing or mining occupations and none under 18 in hazardous occupations. The charter stresses that the right of schooling should not be scrapped for the duration.

In August a program of State action for our children in wartime was adopted by this Commission in consultation with the Office of Defense Health and Welfare Services and the Office of Civilian Defense. In meeting the manpower needs for the participation of war production it recommends that the following guiding principles should be followed:

1. No child under 14 years of age used as a part of the hired labor force;
2. None under 16 employed in manufacturing or mining occupations;

3. None between 14 and 16 employed in other occupations that involve release from school or readjustment of school programs unless it has been determined that labor shortages cannot be met otherwise.

4. Guidance of youth 16 to 18 years of age whose work is essential to the war effort into occupations suited to their age and capacity, in which they can make the greatest contribution with the least hazard to their own health and safety.

It is especially significant that the agreement between the United States and the Mexican Government, announced by the State Department on August 7, 1942, for the importation of Mexican workers, establishes as one of the conditions under which Mexican workers will be imported for employment in this country, the requirement that no child under 14 be employed, and that such children coming in with their families have the same schooling opportunities as those enjoyed by the children of other agricultural workers.

This bill has been passed by the House without the full investigation and consideration which should attend the repeal of important legislation affecting the health and welfare of our children and the future manpower reserve of the Nation.

It deals with a subject which is one part of the larger manpower problem which is now receiving the attention of all branches of the Government. One point on which all are agreed is that this problem of manpower must be solved by a coordinated program which will supply manpower in accordance with needs and importance to the war program and from groups able to supply it with a minimum of dislocation of our civilian life and with full recognition of the health and welfare of children, and the importance of educational opportunity which will equip them for the future needs of the war program and the reconstruction period.

Projections of the War Manpower Commission indicate that about 4.5 million workers over and above normal additions to the labor force will be needed by the end of 1943. There are more than 16,000,000 homemakers without children under 16 years of age not now in the labor market. This group represents a source of labor which can be used to much better advantage and without as much injury as in the case of children under 14.

Legislative action letting down the bars without any regard to age and hours of work should not be taken until careful estimates of manpower needs indicate that every other source of labor supply will be exhausted and even then there must be safeguards to prevent the use of the very young, or excessive hours of work, or their use because they constitute an easily accessible and inexpensive source of labor. I note in the Federal Register for October 14 that minimum rates of pay fixed for harvesting Louisiana sugarcane during the next season would permit the employment of children at rates of approximately 12 cents an hour. It is obvious that if the limitation is withdrawn no effort would be made to use children only as a last resort.

In conclusion, I wish to urge very strongly the retention of the present child-labor standards in the Sugar Act not only as a necessary means of preserving a bare minimum of protection for child workers in the sugar industry, but also as a recognition by the legislative branch of this Government of the importance of maintaining legislative protection of young children during the war emergency. The

people all over the country look to Congress for leadership in policy and action during this crisis. The action of the Senate Finance Committee on this bill will be of far-reaching importance to the children of this Nation during the entire war period.

Any action taken by Congress in letting down child-labor standards will inevitably have a disastrous effect on State standards and add greatly to the difficulty of holding the great social gains that have been built up over many years. The greatest resource of the Nation is its children. We must conserve that resource so that, not only the present needs of the children may be met, but that they may be equipped for the very difficult tasks involving in many instances, highly technical skills, and a considerable degree of education, with which children will be confronted perhaps in the later years of the war, and certainly in the reconstruction period.

The CHAIRMAN. Are there any questions?

Senator LA FOLLETTE. I would like to ask Miss Lenroot whether or not, if it becomes necessary to have some sort of a compromise on this proposal, if she would care to submit, for the consideration of the committee, a provision granting power to the President during the war emergency to suspend these provisions, under certain conditions.

Miss LENROOT. Well, Senator La Follette—

Senator LA FOLLETTE. Or, are you so opposed to the bill that you would not care to submit anything?

Miss LENROOT. Well, I do not think, Senator La Follette, that we can take a position at this time that there may never come a time during the war emergency when some arrangement might not be necessary. I would hope that even such action would not be taken until there has been a very careful study of the estimated manpower needs of the country and the extent to which alternatives—alternative sources of labor were available, because I think that even a proposal for administrative discretion if adopted by Congress, would have a prejudicial effect on attempts, we will say, in the States to hold up standards.

Senator LA FOLLETTE. May I ask if you have any estimates of the available womenpower, adult womenpower?

Miss LENROOT. Yes, Senator La Follette, I believe you were out of the room at the moment. I covered it in my statement.

Senator LA FOLLETTE. Very well. You need not repeat it.

Miss LENROOT. It is estimated that there are large resources of womenpower that can be tapped and which, in my opinion, should be tapped.

Senator LA FOLLETTE. Before the young children are employed?

Miss LENROOT. Yes. In further answer to your question, Senator La Follette, I should say that if it should be determined, after careful study, or if the time should come later when it would be desirable to vest administrative discretion in the President or the Secretary of Agriculture, I would suggest that, in so doing, there would be certain conditions prescribed. For example, that children under 12 years of age should not be employed, that children should not be employed for more than 8 hours a day, that they should be employed only on certification of some agency, preferably the Farm Placement Service, that locally the work of children is necessary and that other sources of labor supply have been exhausted; and that we should consider

very seriously the experience in England in improving conditions about school attendance so that they should not be deprived for undue periods of school opportunity.

Senator VANDENBERG. Speaking generally, Miss Lenroot, do you find the sugar industry as a whole, sympathetically cooperative with these child-labor restrictions?

Miss LENROOT. On the whole, I think they have been cooperative, Senator Vandenberg.

Senator VANDENBERG. That has been my observation.

Miss LENROOT. Yes.

Senator VANDENBERG. The thing that struck me in your testimony was that all of your emphasis was put upon the sugar beet end of the sugar industry, rather than the cane sugar end, whereas, so far as I know, I have not heard even a suggestion from the beet-sugar area of any interest in this sort of thing.

Miss LENROOT. That is true.

Senator VANDENBERG. It's genesis is completely Louisiana and the cane sugar.

Miss LENROOT. That is true; I have not heard of any complaints from the sugar beet.

The CHAIRMAN. Thank you very much, Miss Lenroot.

Mr. Harper! Mr. Harper, will you have a seat, please?

#### STATEMENT OF FOWLER HARPER, VICE CHAIRMAN, WAR MANPOWER COMMISSION

Mr. HARPER. Thank, you, Mr. Chairman. Mr. McNutt asked me to communicate to you the views of the War Manpower Commission of this proposed legislation, which, in general, conform to the views which I have just heard Miss Lenroot express.

We do not see, nor do we anticipate in the near future, a farm-labor shortage which would justify any legislation of this type, which will permit children below the age of 14 to be employed in this type of work. We have, it is true, experienced great difficulty in supplying adequate labor for the farms. This difficulty, in some instances, has been forced upon the sugar industry, and particularly the beet sugar industry. We have certified the need for the importation of 3,000 Mexicans.

Senator LA FOLLETTE. Do you mean beet or cane

Mr. HARPER. For beet sugar. Most of the pressure that was brought upon the War Manpower Commission for the importation of Mexicans was based upon the representation that it was extremely difficult to find American labor to do this type of work, that in the thinning and topping season, it is largely stoop labor, and in the harvest season, it is pretty heavy labor; so that, although there might be agricultural workers available, it was very difficult to induce them to go into the sugar-beet fields.

Obviously, work as arduous as that, as hard as that, as exacting physically, would have a dilatory effect upon the health of children below 14 years of age.

As Miss Lenroot pointed out, the agreement with the Mexican Government forbids the importation for agricultural labor, of Mexican children below 14 years of age, for the reasons I have indicated.

So that, in spite of the fact that there have been rather acute shortages and difficulties in supplying adequate labor for the farms, we do not anticipate that that shortage is so acute and likely to become so acute that it would justify imperiling the health of children.

Senator VANDENBERG. In the the request from the beet-sugar area, with respect to their labor shortage—and of course, they do have a very serious one—have you had any requests for a relaxation in child-labor restrictions?

Mr. HARPER. No; we have not, Senator.

Senator VANDENBERG. I just do not know of any such thing in that area. What have you to say about the cane-sugar labor shortage? That seems to be the only issue here.

Mr. HARPER. There is some shortage in the cane-sugar field. At least there have been very heavy demands for labor in certain areas.

We find that, by and large, there is adequate farm labor. It is a question of getting the farm labor to the place where the shortages are most acute. In some instances—in many instances, wages have been so low that it is difficult to induce workers to go from one area to another and leave their homes and work for the wages offered.

Our impression is that the wage problem is largely responsible for the difficulty we have in finding adequate labor for the farms.

That goes for the sugar industry as well as any other type of agriculture.

Senator VANDENBERG. You think that is the prime difficulty in the cane-sugar labor shortage?

Mr. HARPER. I think that is one of the prime difficulties. It is not the only one but it is certainly one of the major ones.

The CHAIRMAN. What can a child of 12 to 14 years of age do in cane sugar?

Senator GUFFEY. Yes; just what can a child that age do?

Mr. HARPER. I don't know what they could do, Senator.

The CHAIRMAN. From my observation—I am not from a sugar-producing State—but there is very little work that children under 14 years can do in cane-sugar production, very little.

Mr. HARPER. I should think so, from what little I know about the industry.

The CHAIRMAN. Outside of children of the owner of the farm, which is not prohibited under the Sugar Act—this is simply a bald provision to commercialize child labor under 14.

Any other questions?

Senator VANDENBERG. What I am trying to emphasize is that the sugar-beet area has carried a pretty bad name on the subject for a long time and my observation has been that they have been trying to be pretty good boys lately, and I do not want them used as the whipping boy in this particular situation.

Senator LA FOLLETTE. I don't either, Senator—I will say that for the record—but I agree with Senator George, that this is a matter which should be very carefully considered. It affects the whole country.

Senator VANDENBERG. I agree with that. As it stands, I am against the bill.

The CHAIRMAN. Any other questions?

Mr. HARPER. Senator, I would add this, that the interest and concern of the War Manpower Commission in this bill is primarily based upon the health factor. Consequently, since we regard the Children's Bureau as primarily responsible for safeguarding the health of children, any proposal by way of compromise, as suggested by Senator La Follette, that would receive the approval of the Children's Bureau, would be satisfactory with the War Manpower Commission.

Senator VANDENBERG. Miss Lenroot's position on this problem is going to be shortly canvassed by the Manpower Commission with a recommendation. Is that a justifiable prophecy?

Mr. HARPER. That is an accurate statement. With a statement.

Senator VANDENBERG. The answer from on high.

Mr. HARPER. Well, it is an answer.

The CHAIRMAN. Thank you very much, Mr. Harper.

Mr. Paul Scharrenberg, of the American Federation of Labor.

#### STATEMENT OF PAUL SCHARRENBERG, LEGISLATIVE REPRESENTATIVE, AMERICAN FEDERATION OF LABOR

Mr. SCHARRENBERG. I am legislative representative of the American Federation of Labor.

I need not tell you, gentlemen, that the American Federation of Labor stands pledged to cooperate with all agencies of our Government in the war effort. That fact is pretty well established.

However, this bill, although it cannot by any stretch of the imagination assist in the war effort, has had extraordinary speed since it was introduced on October 1. Its passage the day before yesterday by the House is rather an unusual performance, which directly reflects upon me, because my job is to see that good bills are passed and bad bills remain in committee.

Now, this bill was introduced on October 1, it did not have a hearing, it came out—

The CHAIRMAN. No hearing at all was had?

Mr. SCHARRENBERG. No hearing of which we can find any trace.

The CHAIRMAN. You know nothing of it?

Mr. SCHARRENBERG. No, sir.

Senator VANDENBERG. The debate was about 5 minutes long.

Mr. SCHARRENBERG. It came on the floor of the House by request of unanimous consent. Mr. Majority Leader inquired whether or not the Secretary of Labor had looked into this bill, and the author of the bill said, "I do not know," and he was asked if the Secretary of Agriculture had looked into it, and he said, "I do not know."

That is in the record, if you will consult it.

Now, if we had known the bill was coming up on that day by request of unanimous consent, I could have induced a dozen capable Members to object, a dozen or two, very easily. So the bill went through without any consideration whatever.

Now it is before you.

Fortunately, Mr. Chairman, I made an investigation of the labor problem in the Hawaiian sugar industry some years ago. You probably recall that they had a strike there of Japanese laborers, and the sugar plantations had a bill pending here authorizing the importation of 50,000 Chinese to offset the Japanese menace.

I was, at that time, secretary of the California Federation of Labor and a member of the State Immigration Commission. So Mr. Gompers, late president of the American Federation of Labor, asked me to go to Hawaii and look into the labor situation and I did.

I visited the four main islands and practically all of the plantations, and the only work that children performed was picking up loose cane, after the cane had been put on the trucks or the cars—they used various methods to get the cane from the field to the mill—and after the men and women were through loading the cane, the children would come along and pick up the stray pieces left on the field. That is the only work they performed over there. And I didn't overlook anything, or tried not to.

Now, we sincerely hope, Mr. Chairman, that a very thorough investigation will be made of alleged necessity of child labor in the sugar industry. And, if child labor should become necessary at some period in order to win the war, then there should be reasonable and necessary restrictions put into the bill.

In connection with the proposed legislation I have before me a rather unusual little item which comes from the Federated Press of New York. The Federated Press is a sort of small edition of the Associated Press. It supplies certain labor papers with news. The first item here is dated October 19, 1942, and is with respect to beet growers. I will read it to you. It is from Denver, Colo.:

BEET GROWERS THREATEN STRIKE UNLESS LABOR IS DRAFTED

The Western Beet Growers Association, representing the vast corporate farms of the West threatens to sabotage United States sugar production unless wages are frozen, labor conscripted, and Mexican workers imported at starvation pay.

This was evident at the association's annual conference in conjunction with the eleventh annual convention of the National Reclamation Association, which also heard speeches about "beets rotting in the fields" unless that Government does something to coerce labor into working for the beet operators at coolie wages.

"I know," Blaine Ferguson, the beet association president said, "that beet acreage in some western districts will be reduced in 1943 to 25 percent of this year's acreage unless growers can be assured an adequate supply of hand labor."

The cause of the labor shortage is high wages paid by war plants in the urban areas, said a declaration which the association sent to Washington demanding the Government remove restrictions from importation of Mexican labor.

In demanding job freezing, the growers said: "If we had to depend on kids and females to get in our crops, we might as well quit right now."

Mr. Chairman, your attention is especially directed toward the last paragraph.

I think that is all I have to say, Mr. Chairman.

The CHAIRMAN. Thank you very much.

Are there any questions?

Senator GUFFEY. What is labor paid today in Colorado in the beet-sugar fields?

Mr. SCHARRENBURG. I could not tell you, Senator. I could easily look it up because we have quite a number of local unions in that industry.

The CHAIRMAN. Mr. Ray, representing the American Legion. Will you please come around.

**STATEMENT OF L. S. RAY, ACTING EXECUTIVE SECRETARY, NATIONAL LEGISLATIVE COMMITTEE OF THE AMERICAN LEGION**

Mr. RAY. My name is L. S. Ray, Mr. Chairman, acting executive secretary of the national legislative committee of the American Legion.

Mr. Sullivan, our director, had another appointment before he got notice of this meeting and I will make a few remarks for him.

The American Legion, Mr. Chairman, has for many years, opposed the employment and exploitation of child labor in industry. Our most recent expression was from our national convention in Kansas City last month. We had a rather lengthy resolution coming out of that convention, one part of which was to protect children from neglect, exploitation, and undue strain in defense work.

It is our understanding that, under the present law, children 14 to 16 years old are permitted to engage in this work of the sugar-beet or sugarcane industry for 8 hours during an 8-hour day. We did not have a lot of information available on this subject, but I have a letter from Mr. Harry C. Kehm, national vice chairman of our child welfare committee, of Sioux Falls, S. Dak.

I understand considerable sugar beets are grown in that area. I would like to read briefly from this letter:

A hurried but rather thorough check of conditions in the beet fields in the western part of this State indicates that we are again facing an effort to break down our child-labor laws for profit rather than because of any acute labor shortage. In this area, there is always a labor shortage during harvest because of the short period for which labor is required and the great distance from a normal labor reservoir.

Under present laws, children from 14 to 16 may be employed for 8 hours. The harvest, meaning the pulling of the beets, is extremely hard work, even for adults. Certainly not work for children under 14 and most certainly an 8-hour day for the 14- and 16-year-old group is much more than should be permitted.

During the present emergency liberal interpretations should be given these laws where it is found that this labor is essential to the war effort and where the labor is not such as to injure the health of the child, but in this case, I do not believe that child labor is essential and certainly this class of labor is beyond the ability of children. I sincerely hope that the legislative committee will use every effort to defeat this measure.

We tried to get some information in regard to the sugarcane industry in Louisiana, but we have nothing in connection with that.

Mr. Chairman, we urge that the committee carefully study the numerous problems arising out of the employment of children as provided under the provisions of H. R. 7632 and which have been very ably outlined by Miss Lenroot.

From our study, Mr. Chairman, of all available information we are of the opinion that this proposed legislation is not necessary at this time.

The CHAIRMAN. Are there any questions?

Mr. RAY. Mr. Chairman, I would like to add that if the committee is of the opinion that this legislation should be enacted, proper safeguards should be provided for the protection of children so employed.

The CHAIRMAN. Thank you, Mr. Ray.

Mr. Dinwiddie.



**STATEMENT OF COURTENAY DINWIDDIE, GENERAL SECRETARY,  
NATIONAL CHILD LABOR COMMITTEE**

Mr. DINWIDDIE. Mr. Chairman, and members of the committee, this bill says, in effect, to all sugar producers, in the name of the United States Congress: "Gentlemen, it is open season on children for you. All restrictions are off. Do what you will with them for the duration and we'll look the other way and call it patriotism."

An intelligent and effective solution of our manpower problems is the most pressing question before the country today. All agree that the key to that question is proof of the urgency of the employer's need. And yet this bill proposes to remove every shred of protection afforded children by the Sugar Act with not one iota of proof of need for their services to be required of any employer who desires to use them. The inference is that our children are a commodity far less precious to us than adult labor. From the standpoint of cold, calculating efficiency, only, that is a very shortsighted point of view.

The child-labor clause in the Sugar Act did not just happen to get there. I wish I could reconstruct for you the scene at which the first worker from the sugar-beet fields got an opportunity to take the witness stand here in Washington in 1933 and tell of the strains on overyoung bodies and the denial of decent living conditions and of education that child labor in the beet fields meant for his own children and those of his fellow workers. As another witness of the same hearing remarked:

For 17 long years I've waited for some responsible body to listen to the facts as to what is happening to children in the sugar-beet fields.

With no public hearing the House, on Monday, suddenly passed this bill which throws children of any age, no matter how young, on the open market, for labor no matter how heavy in the sugar-beet and sugarcane fields, no matter how long their hours may be.

Members of Congress are entitled to know what are the conditions to which this bill would reconsign child workers. The National Child Labor Committee and the United States Children's Bureau have been studying the work of children in the sugar production for 26 years.

I have in my hand here a report which we made in March 1936 on those conditions. They varied very little up until the year 1933, when the first Jones-Costigan Sugar Act was passed. It was either that year or the following year, I have forgotten which.

I would like to quote from two of the reports that have been made on the conditions in the light of what Senator Vandenberg has said, and in the light of my own observation. I am not going to read the details of those reports to you because they relate primarily to the sugar-beet industry and I was very grateful to hear that there has been no plea from the sugar-beet industry for a change and modification in the terms of the Sugar Act, but I will leave that report for your consideration.

The National Child Labor Committee believes, as does every patriotic citizen, that we should adopt any measures that are really neces-

sary and really efficient for winning the war. But it also believes in an intelligent consideration of the facts. I submit to this committee my deliberate judgment that the most charitable interpretation that could be placed upon the hasty passage of a bill like this, with its complete disregard of the welfare of children of the most tender ages, would be that it is a product of hysteria, such as, so far as I know, has been exhibited in no other civilized country in the world no matter what the war pressures have been. Gentlemen, hysteria is not going to win this war. What we need is clear, sound reasoning on the basis of facts.

And I would subscribe very heartily to what Miss Lenroot said that, until there is real evidence of need, we see no proof that such a bill is required, or any similar bill is required—if there is evidence of need, after careful examination of the facts, we believe then the terms and conditions under which that need should be met, if adult labor is not available, should be scrutinized with the greatest care.

That is all I have to say, Mr. Chairman, unless there are some questions.

The CHAIRMAN. Any questions?

(No response.)

The CHAIRMAN. Thank you, Mr. Dinwiddie.

Mr. DINWIDDIE. Thank you.

The CHAIRMAN. Is there anyone else who wishes to be heard on this matter?

(No response.)

The CHAIRMAN. If not, why, when the record is prepared, we will submit it to the full committee and get their views upon the matter.

Senator LA FOLLETTE. Mr. Chairman, as I understand it, there is likelihood that as soon as the legislation amending the Draft Act is out of the way, there may be a 3-day recess taken until after the election.

The CHAIRMAN. Yes; I think that is likely.

Senator LA FOLLETTE. I most certainly hope that the committee will not attempt to take any action on this measure until after the election because I think it would be very difficult to get a quorum. I think that this is a very vital matter and I think we should have a quorum here to consider it.

The CHAIRMAN. I doubt whether we will have a quorum in the Senate after next week until the election is over. There are some other matters to be considered. Mr. Ray, you were interested in some veterans' matters?

Mr. RAY. Yes, sir.

The CHAIRMAN. They should be considered by the committee, if we have a quorum, next week.

It will have to be governed by conditions and circumstances. If it appears that there is a quorum in the Senate next week, why, we will call a meeting of the committee and consider one or two of these veteran bills. I have forgotten how many there are before the subcommittee at this time.

Mr. RAY. There are at least one or two that are very important.

The CHAIRMAN. They ought to be considered, but I am not sure that we can have a meeting next week.

Off the record.

(Discussion off the record.)

The CHAIRMAN. We will adjourn at this time. Thank you very much for coming, ladies and gentlemen.

(Whereupon, at 12:10 p. m. the committee adjourned.)

(The following communications were ordered printed in the record:)

WESTERN BEET GROWERS ASSOCIATION,  
Washington, D. C., October 22, 1942.

HON. WALTER F. GEORGE,

Chairman, Finance Committee, United States Senate,  
Washington, D. C.

DEAR SENATOR GEORGE: Our attention has recently been directed to the provisions of H. R. 7632, which passed the House October 19, and has been now referred to the Finance Committee of the Senate for consideration.

We wish to advise you that there is a very serious shortage of labor for harvesting late fall crops such as sugar beets and potatoes. The seriousness of the situation was called to the attention of western Senators and Congressmen on October 13 in telegrams from the Western Beet Growers Association and National Reclamation Association reading as follows:

"Shortage labor irrigated farming, particularly sugar beets, dairying, livestock, acute and alarming. Production program vital war crops in West imperiled. Under average weather conditions substantial percentage 1942 sugar beets will be frozen in ground, unless additional workers supplied immediately: Montana, 1,800; Utah, 2,000; Idaho, 2,500; South Dakota, 300; Colorado, 2,000; Wyoming, 500; Nebraska, 500; North Dakota-Minnesota, 300; Oregon, 500.

"Urge efforts remedial measures, such as deferment labor engaged beet, dairy, livestock production; stabilizing farm workers present jobs; more intensive efforts recruiting evacuee, alien, prison-camp labor; procurement Mexican workers."

At the time our wires were dispatched school authorities in most Western States had already acted releasing all children and young people over 14 years of age for harvest work.

We desire to respectfully advise your committee that children under 14 years of age are not physically fitted to engage in harvest of sugar beets, such harvest work requiring labor of full strength and maturity.

The Western Beet Growers Association, for itself and affiliated organizations the North Montana Beet Growers Association, Red River Valley Beet Growers Association, Minnesota-Dakota Beet Development Association, Sun River Beet Growers Association, Pondera Beet Growers Association, Southern Minnesota Beet Growers Association, Mason Beet Growers Association, advises that we are not interested in and do not desire legislation for the purpose of suspending the child-labor provisions of Sugar Act of 1937, as amended.

Respectfully,

E. W. RISING,

Executive Vice President, Western Beet Growers Association.

[Telegrams]

SALT LAKE CITY, UTAH, October 20, 1942.

HON. JOHN THOMAS,

United States Senate Office Building, Washington, D. C.:

Utah-Idaho Sugar Co., with factories in five States, is opposed to House bill introduced October 16 by Representative Domengeaux, of Louisiana, which proposes to suspend, for the duration of the war, the child-labor provisions of the Sugar Act of 1937. The beet-sugar industry has been unfairly accused of encouraging and exploiting the use of child labor. As a matter of fact, the use of child labor in the beet fields of the Nation would be of no benefit to the industry. The present law now permits boys and girls 14 years and older to work where needed; younger children may help out on the farms of their own parents. If child labor has been otherwise employed on the Nation's farms, it has been for other crops. Moreover, child labor if used in sugar beets could not possibly save the present crop nor thin and harvest next year's with desperate

shortage of farm labor now prevailing in beet areas, and with the Nation crying for greater beet-sugar production in 1943, the farm-labor problem can be met only if it is attacked vigorously by some single agency of the Federal Government having full power to act instead of being kicked about from one bureau to another as at present. Among remedies suggested, many additional thousands of Japanese evacuees still located in war relocation centers should be recruited for farm labor with more aggressive aid of the Government. From this vast reservoir of unused manpower approximately only 15 percent of the employables has been voluntarily recruited up to now.

—  
DOUGLAS SCALLEY,  
*General Manager, Utah-Idaho Sugar Co.*

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HINSDALE, MONT., *October 21, 1942.*

Hon. JAMES F. O'CONNOR, M. C. :

In behalf of the northern Montana Beet Growers Association, I am opposed to the repeal of the child-labor clause in 1937 Sugar Act.

AUG. J. HENTZ, *President.*