

78th CONGRESS
1st Session

H. R. 3311

IN THE HOUSE OF REPRESENTATIVES

SEPTEMBER 22, 1943

Mr. HÉBERT (by request) introduced the following bill; which was referred to the Committee on the District of Columbia

A BILL

To amend an Act entitled "An Act to regulate the hours of employment of children employed in the District of Columbia", approved May 29, 1928.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That section 2 of the Act entitled "An Act to regulate the
4 hours of employment of children employed in the District
5 of Columbia", approved May 29, 1928, be amended as
6 follows: By changing the period at the end of section 2
7 to a colon and inserting the following: "*Provided, That*
8 during the existence of the present war in which the United
9 States is engaged and for six months thereafter boys between
10 sixteen and eighteen years of age may be employed as pin

1 setters in any public bowling alley until the hour of mid-
2 night, and boys between fourteen and sixteen years of age
3 may be employed as pin setters in any public bowling alley
4 until the hour of 11 o'clock in the evening."

75TH CONGRESS
1st Session

H. R. 3311

A BILL

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the hours of employment of children em-
ployed in the District of Columbia," ap-
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By Mr. HERRERT

SEPTEMBER 22, 1933

Referred to the Committee on the District of Columbia

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WEDNESDAY, NOVEMBER 24, 1943

HOUSE OF REPRESENTATIVES

SUBCOMMITTEE ON NATIONAL DEFENSE
OF THE
COMMITTEE ON THE DISTRICT OF COLUMBIA

Washington, D. C.

The Subcommittee on National Defense of the Committee on the District of Columbia met in the Committee Room, 345 Old House Office Building, at 10:30 o'clock a.m., Hon. Sam H. Russell, (Subcommittee Chairman) presiding. Also present was Hon. Sid Simpson, appearing for Mr. LeFevre.

Mr. Russell. The Committee will please come to order.

I will say for the benefit of those appearing here this morning that all members of the Subcommittee on National Defense were notified last week of the meeting scheduled for 10:30 o'clock this morning. We find ourselves in the situation where Mr. D'Alesandre, Mr. Lesinski, Mr. Bates, and Mr. LeFevre are unable to attend because of other duties. Mr. Simpson is not on the subcommittee, but he is here today, appearing at the request of Mr. LeFevre, who is on the Committee and could not arrange to be present this morning.

Now, Congressman Simpson, we had a hearing about a month ago, wasn't it, General?

Mr. Cox. Yes.

Mr. Russell. The evidence has been filed and I believe Miss Kaller gave you a copy of that evidence, so that you

can inform yourself as to what happened at the previous meeting.

Our time this morning is limited, in view of the fact that the House meets at 11:00 o'clock, but we will proceed to hear as many witnesses as we can. My thought is that we would hear as many witnesses as we can and then discuss the matter, and then bring the bill with the report before the full committee without comment.

There have been some recommendations that this bill singles out one particular line of work and that if the bill is passed, it should be amended whereby it would apply to all industries. I do not know whether or not there would be any objection to that on the part of anyone present here today.

We will now proceed to hear the witnesses who have given their names signifying their desire to be heard.

The first witness will be Mrs. Ernest Howard. Is she present? (No response.)

We will pass her up for the present. Is Mr. G. W. Shaffer present? (No response.)

I am calling the names of those who asked to be notified when the hearing was held so that they could come and testify, or rather make statements either for or against this bill.

Is Mrs. W. A. Roberts present? (No response.)

Is Mrs. Joseph Gurley present? (No response.)

Those are the names of all the persons who have asked for an opportunity to appear before the Committee. Apparently none of them are present.

We will now hear any of you who desire to be heard on this bill, which is H.R. 3511.

Gen. Cox, do you wish to say something?

Mr. Cox. You do not care to wait for the other members to appear?

Mr. Russell. Our time is limited and we had better proceed.

Mr. Cox. I would like, Mr. Chairman, if you would hear hear Mr. Robert L. McKeever, proprietor of the New Recreation Alleys at 918 "G" Street, North-West.

Mr. Russell. You may proceed.

ADDITIONAL STATEMENT OF ROBERT L. McKEEVER
New Recreation Bowling Alleys, 918 "G" Street, N. W.,
Washington, D. C.

Mr. Russell. For the record give your name and address and state your occupation.

Mr. McKeever. I am Robert L. McKeever, proprietor of the New Recreation Bowling Alleys, 918 "G" Street, North-West.

Mr. Russell. We would be glad to hear any statement you may care to make.

Mr. McKeever. Gentlemen, I think I am a living example of the results of going to work at 12 years of age. I had to go to work when I was 12 years of age because my father died. I worked not eight hours a day, but about twelve hours a day. Along when I was 16 years of age I was trucking freight on a railroad, not six days a week but nearly seven days a week. I managed to live 36 years since then without any ill effects that I know of, so I want to offer myself as a living example of the supposed harm that comes from a person having to go to work at a rather young, tender age.

You have been told of the necessity for having boys or young men work in these times when the older men have been drafted into the Army or have been taken into other work. These bowling alleys cannot continue to exist and furnish

recreation to the men in the service on vacation or the other people here in the District of Columbia who need recreation unless they are able to get pin setters. The shortage of the available manpower has been more and more evident as the weeks and months have gone by, and we find that practically the only way we can get a sufficient number of pin setters is by using the young boys.

Up to the present time we have been able to get a few of these young boys by having them go to the school authorities and get work permits. The difficulties have been that those boys cannot work the hours that bowling alleys ordinarily operate, that is, in the evening hours. The boys are not permitted to work after 7 o'clock in the evening. So we took it up some time ago with the school authorities. I personally talked with a young lady inspector for the school board and she was quite in agreement that there was no objection to their working other hours, but that the law was so written that it was her duty to see that they did not work other hours, that is, after 7 o'clock in the evening. She agreed with me that school boys and girls would be far better off working under the conditions that surround bowling alleys, which are certainly healthful and clean, than to be out running the streets getting into difficulties of all kinds.

I understood that the District Commissioners also approved the bill at that time and had a bill of their own, although they feel that if a bill is passed it should apply to all kinds of industry rather than just particularly to bowling alleys. In that I certainly agree. I do not see why bowling alleys should have been picked out for any special favors. It seems to me that a drug store or anything else

that is operating should have the same privileges as a bowling alley, and I think that there should be an amendment to this bill providing that it be applied generally. That would be a good amendment.

You know that child delinquency has increased greatly recently. I have seen a good many reports on it. It has increased materially in the last few months and the police chiefs of the country at a recent session were very much concerned about the increase in delinquency. These boys and girls—we have few girls, because girls do not desire to do that kind of work—if boys and girls are permitted to work these hours, they would be doing something to earn money; they would be in a healthful occupation; they would be off the streets. If they are not working, where are they? They are out playing around, every one knows that. The inspectors know it, and I think it is for that reason that the inspector agreed with me that the law should be changed.

Now I do not know any one who would know better than the School Board inspector whether or not a change in the law of this kind would be advantageous, and when they said it would be advantageous they certainly knew what they are talking about.

I have a suggestion about this bill that might make it more palatable to the school authorities—that is, that a clause could be written into the bill that "Nothing herein contained should permit children to be kept out of school." The hours of employment should be restricted to those hours when school is not in session. That would certainly take care of our case and I think it would help industry generally. It would mean that the boys and girls would be able to work

after school hours and before whatever hour is fixed at night to earn some money. Of course, you know most of the pin setters are actually colored boys. Many of them are going to school; some of them are going to the trade schools. They are able to earn from \$3 to \$5, working comparatively short hours a day, and they can take that money home and help their families meet the rising cost of living.

Of course, when I was a boy and working there were no restrictions of this kind. I think when I first went to work at the age of 12, I think I had to get some sort of a school permit, which was automatically granted. I went to the same place that the boys go now, Franklin School, and got that permit. After that there came a time when we were in the middle of a depression and it was thought by having children work, boys under a certain age, that it was taking work away from men with families. Therefore, gradually the ages were increased and a boy could not work in some jurisdictions unless he was 18 years old, so that a boy would not be working at low wages taking work away from a man, and the unions naturally objected to boys working. I think that was logical and we had to spread the work, and it was far better to have a man working and taking care of his family, rather than to have boys working and preventing a man from having a job and making it necessary to put that man and his family on relief.

However, that condition does not appear to exist today. Therefore, it would seem to me to be perfectly logical to have the law relaxed during the duration of this emergency and for a reasonable period thereafter.

I am not asking, and I do not think the bowling alley industry as a whole are asking that this be a permanent relax-

ation of the law. We merely want relief so that these alleys may continue to operate during the present emergency.

I think that is the principal thing that I can tell you this morning. I would be glad to try to answer any questions that may be in your mind about the necessity, although I think most of it was covered at the previous hearings and I tried to avoid repeating the things that were presented at that time.

Mr. Russell. Congressman Simpson, do you wish to ask any questions?

Mr. Simpson. I have no questions.

Mr. Russell. Mr. Witness, I agree with you on the principle of having children work. I think it is just as necessary for them to be educated and in their education to be taught the glory and honor of working as it is to be taught the three R's.

I, like you, worked all my life. I started three years before you did, at the age of 9. At 12 I did a man's work. I stood up with any man who came along and I have been working along ever since; and, of course, you see I am a runt, too, and it "hurts me".

I abhor this idea prevalent among some people that children and even some grown folks should not work. We were taught when I was a boy that it was an honor and a glory for a man to work and we were taught that a boy that was a good worker developed good character and there was something to a boy that could work.

However, the question of bowling alleys, as I explained to the Committee the other day, is this: In my section of the country there is a prejudice against them. In my section

practically only the toughs hang out there and that is the situation even to this day. I think you will find that condition prevalent throughout my home town. You will find a gambling hall attached to the old frontier saloon with the bowling alley attached to it, and the people there have not gotten over it.

Now I understand the situation is different here, entirely different. Any way, we are glad to have you and have your testimony.

Are there any other persons here who desire to be heard on the bill?

Mrs. Norton. I would like to be heard.

Mr. Russell. State your name and address and business for the reporter.

STATEMENT OF MRS. THOMAS F. NORTON
Secretary, Division of Family and Child Welfare of the
Council of Social Agencies, Washington, D. C.

Mrs. Norton. I am Mrs. Thomas F. Norton, Secretary of the Division of Family and Child Welfare of the Council of Social Agencies, 1101 "M" Street, North-West. We did ask to be heard and we were called.

The Division of the Council of Social Agencies which I represents consists of 70 agencies in this community which are dealing with family and child welfare.

We realize that in this emergency some concessions have to be made in regard to child labor. However, we think anything that is done should not be done just to benefit one industry or to take care of the emergency of one industry, but we think it should be a community-wide plan which would be based on the necessity for children working longer hours and at an earlier age. We also think that any plan which you set up should be very carefully supervised in order to give proper protection to the interests of the children from a physical, mental, and educational standpoint.

I was interested in what both you gentlemen said about going to work at an early age. If you will think back a moment you will realize that our civilization was not anywhere near as complicated forty years ago as it is today, and you will also realize that you could get a job then and work at it without much education or training. But in our present civilization, outside of this war emergency, the child that does not have something in the way of training is out of luck, as a rule, in getting a job; and that is one of the reasons why we like to see that children stay in school as long as they can benefit by the school program,

However, we see no objection to children having a combined school-work program, provided it is not too long and they are properly paid.

I happen to be from Virginia, Richmond originally, and I happen to have a friend there who is manager of one of the best establishments of this kind in the city; and I know that for years, although he had the reputation of having the best place in the city, he would not let a boy under 18 years of age come in that place because he thought the older men and the type of persons coming there were someone that the younger boys should not get mixed up with. That is along the line you said, Mr. Chairman.

I think there is a very real question and there should be some protection for the children employed in that line of activity, and this should not be a blanket provision for this industry but you should provide protection for the children and have adequate safeguards; and I think it would be better to have the same benefits apply to other industries in the community. I think other industries could also benefit by the work of the children, if it were properly supervised and adequate safeguards taken.

Are there any questions?

Mr. Russell. Mr. Simpson, have you any questions?

Mr. Simpson. Mrs. Norton, do you feel that this law should just apply to bowling alleys, or should it be extended to take in retail stores and the like?

Mrs. Norton. I think it should apply to anywhere where there is a real manpower shortage, and I think that some agency of the community, some one, should really be able to pass on whether a given industry needs them.

Mr. Simpson. Would the 70 agencies in your organization approve this legislation, if it were amended the way you suggested?

Mrs. Norton. I think our agencies would approve this bill if it were amended in that respect. We would send such a law back to them, and I do know that for years there were tremendously interested in child welfare and child labor. We all realize there are unusual times and appreciate the effort to be made, but we think it is poor legislation to single out one particular industry, whether it be this or what not, if it does not take into consideration the whole community need and program.

Mr. Simpson. There is no question about that.

Mr. Russell. That is all. Thank you, Mrs. Norton.

STATEMENT OF MR. A. L. EBERSOLE
402 Evans Building, Washington, D. C.

Mr. Ebersole. Mr. Chairman, there are one or two things I would like to add to what I have said before. I just came from Toledo, Ohio, and in Toledo and also in Milwaukee, Wisconsin, they have a very fine arrangement for, you might say, policing the working of the boys in the bowling alleys, where the law allowed them to work from the ages of 18 and up in Toledo and Milwaukee, and also in Cleveland from 14 years and up.

I want to say that they have a representative on the so-called policing board, comprising one member from the School Board, one member from the local alley owners' association, and one member from the police department. So far the school boards there seem to be very, very pleased the way things are working out. They do definitely see that the boys leave the alleys at the time their employment ends and are taken home. The report cards are signed by the parents, which this committee gives them, so that the boys are known to be home at a reasonable time after work ends and are not on the streets. I think that is one thing that could very well be done here, if in the wisdom of the committee we are granted relief. I think it is sorely needed here, where there is a shortage of labor for this necessary service, not only to the local citizens of the community but to the hundreds of thousands of service men who use the facilities in the short time they have for their recreation.

Mr. Simpson. In those other jurisdictions do they take in other lines of endeavor?

Mr. Ebersole. In Ohio, yes; but in Milwaukee only bowling alleys, where the law I am referring to applies to the

bowling alleys. That law was amended, although I am not certain, to allow the employment of boys from the age of 14 up to 11 o'clock at night.

Mr. Russell. Is there a special law in the District of Columbia that covers bowling alleys, or is this just general law against boys or children working at night?

Mr. Ebersole. Yes, sir.

Mr. Russell. It does not prevent them working in the daytime, but does prevent children under a certain age from working after certain hours at night.

Mr. Ebersole. That is right, but here in the District there is an exception which I think is well worth consideration by this Committee. The law here does not permit minors to work after certain hours at night, but I think there are any number of boys who serve newspaper routes. They get up at 4 o'clock in the morning and work until 6 or 7, and there are some of those boys that are anywhere from 8, 9, or 10 years old, and I have known of some of them that have to undergo very hard, rigorous conditions. Certainly that is true in the winter time, when those young children are out in the snow and cold, and that certainly is harder on them than if they were working in a warm place at night and they lose the same amount of sleep.

Mrs. Norton. The law does not permit it.

Mr. Ebersole. It may be that the law prohibits it, but they do it. My understanding is that the boys can get the routes from 12 years on. The kid of my next door neighbor is 8 years old and he handles a route. Now the law may say from 12 on, but we have cases of children under 12 handling the route. What we are asking for is reducing from 16 to 14 so

that boys from 14 to 16 can work until 11 o'clock at night, and those from 16 to 18 can work up to 12 o'clock at night. Certainly that is less hard on the boys than delivering papers in the early morning hours from the age of 12 on.

Mr. Simpson. Do the bowling alleys in Washington have any other revenue than from their pins?

Mr. Ebersole. No, sir.

Mr. Simpson. That is the only revenue they have?

Mr. Ebersole. It is a situation for which we are very thankful. There are no liquor or beer rooms in connection with bowling alleys.

Mr. Simpson. Are there any card-playing places?

Mr. Ebersole. There is nothing except the actual bowling itself. There are one or two places that have lunch counters but they are the exception and of the 34 establishments, I do not think more than four or five have lunch counters which are attached to the bowling alley. Off-hand I can only recall two lunch counters operated by the owners of the bowling alleys. There are two or three that have them in adjacent buildings.

Mr. Russell. Are there any other questions?

Mr. Simpson. That is all.

Mr. Russell. Mr. Cox, have you any other witnesses?

Mr. Cox. That is all. I would like to make a statement about the school situation, if I may.

Mr. Russell. You may proceed.

STATEMENT OF ALBERT L. COX, ESQ.
821 Fifteenth St., North-West, Washington, D. C.

Mr. Cox. Mr. Chairman, while we have not been furnished with any of the letters from the school authorities and the President of the Board of Commissioners of the District of Columbia, we understand, Mr. Chairman, that there is opposition expressed by them and we heard the observation expressed by a school representative at the last hearing. With regard to their opposition, we are of the opinion that the school authorities probably misunderstand the meaning and purpose of this bill.

Before the bill was ever introduced, a rough draft was taken to the school authorities and to the Child Labor Division of the Department of Labor, and gone over very carefully with those representatives, and an effort was made to eliminate from the rough draft any objections which they then had.

It was thought that that had been done and until the opposition developed at the last hearing we were of the opinion that we had met any objection that the school authorities or the Child Labor Division had raised.

Now there is a very definite law in the District of Columbia with reference to the employment of children which this bill in no sense interferes with. I think it would be well for the purpose of this hearing if I should read the provisions of that law. It is section 203 of Title 36—Labor, of the District of Columbia Code, 1940 edition, which says:

"No minor shall be employed, permitted, or suffered to work in any place of employment, or at any employment, dangerous or prejudicial to the life, health, safety or welfare of such minor. It shall be the duty of the Board of Education of the District of Columbia, and the said board shall have power,

jurisdiction, and authority, after hearing duly held, to issue general or specific orders prohibiting the employment of such minors in any employment or at any place of employment dangerous or prejudicial to the life, health, safety, or welfare of such minors."

No certainly we are attempting in no respect to change that law in any particular; and then, Mr. Chairman, I believe you asked about the authority of the school authorities over the minors in employment, and that likewise is covered in the law of the District of Columbia, which further says:

"No minor between fourteen and eighteen years of age shall be employed, permitted, or suffered to work in, about, or in connection with any gainful occupation, except in agricultural work or housework as specified in section 36-201, unless his employer procures and keeps on file and accessible to any attendance officer, inspector, or other person authorized to enforce this chapter a work or vacation permit issued as hereinafter prescribed, except that children between fourteen and eighteen years of age may be employed without a permit outside of school hours in irregular casual work usual to the home of the employer:"

The proposed legislation in this bill, H.R. 3311, merely authorizes the employment of minor of the age of 16 to 18 to 12 o'clock at night and minors of the age of 14 to 16 to 11 o'clock at night, and in no respect takes from the Board of Education their full power and authority to regulate and to prescribe whatever rules they may find that are right, justified, or may hereafter be justified by any change in the hours of labor prescribed in this bill:

I understand that the District Commissioners have stated

it is detrimental to the health if this bill should be passed. Well, if it is detrimental to the health and the Board of Education so finds, the Board of Education can prevent these children from working in bowling alleys or in any other establishments.

I just wanted to make that clarification for the purposes of the record.

Mr. Simpson. Is it necessary to obtain the parents' permission before the child can work, those that are 14 years old?

Mr. Cox. Is it necessary for them to obtain a permit from the parents?

Mr. Russell. He asked if it is necessary to secure a permit from the parents for a 14 year old child to work.

Mr. Cox. Yes, the parents apply for the permit on behalf of the child.

Mr. Simpson. I see.

Mr. Russell. Are there any other questions you wish to ask Mr. Cox? Is there any one else who wishes to be heard?

Is Mrs. Joseph Gurley present? (No response.)

The District Commissioners are opposed to this bill and under date of November 16, 1943, President Young of the Board wrote Chairman Randolph as follows:

"My dear Mr. Randolph: The Commissioners have for report H.R. 3511, 78th Congress, 1st Session, entitled 'A Bill to amend an Act entitled "An Act to regulate the hours of employment of children employed in the District of Columbia", approved May 29, 1928.'

"The purpose of this bill is to amend Section 2 of the Child Labor Act of the District of Columbia, approved May 29,

1928 (Sections 36-201 to 36-227, inclusive, D. C. Code 1940 Edition), so as to permit, during the period of the war and for six months thereafter, boys between sixteen and eighteen years of age to be employed as pin setters in any public bowling alley until the hour of midnight, and boys between fourteen and sixteen years of age to be so employed until the hour of 11 o'clock in the evening. Under the provisions of Section 2 of the Child Labor Act (Section 36-202 D.C. Code 1940 Edition), boys under sixteen years of age are prohibited from working between the hours of 7 o'clock in the evening and 7 o'clock in the morning and boys between sixteen and eighteen years of age are prohibited from working between the hours of 10 o'clock in the evening and 6 o'clock in the morning.

"The Board of Education of the District of Columbia is of the opinion that to extend these hours would affect the health of the boys involved and would interfere with the successful performance of their school work. The Commissioners are in accord with this view and therefore report adversely upon the bill and recommend the same be not passed.

"The bill and report thereon have been submitted to the Bureau of the Budget and the Director of the Budget advises that there is no objection on the part of that office to the position taken by the Commissioners in connection with this matter.

"Respectfully, (signed) John Russell Young

"President, Board of Commissioners, D.C."

The history of this legislation dates to April 23, 1943, when Mr. Cox wrote Chairman Randolph as follows:

"My dear Mr. Chairman: I enclose proposed bill to amend the Child Labor Law of the District of Columbia so as to

permit the employment of boys from fourteen years and eighteen years of age as pin boys in bowling alleys. I have submitted a copy of this bill to the Children's Bureau, U. S. Department of Labor, and to Mrs. Sheldon in the office of the Superintendent of Schools for the District of Columbia. In preparing the bill I have endeavored to meet the wishes of those who for a long time have been principally interested in child welfare.

"Will you be good enough to introduce the measure and to set a hearing on it. If you will notify Mrs. Alice Sheldon of the office of Superintendent of Public Schools for the District of Columbia, and Miss Beatrice O'Connell of the Children's Bureau, Department of Labor, I will greatly appreciate it.

"Sincerely yours, (signed) Albert L. Cox."

The Chairman of the District Committee sent copies of the proposed bill to the Minimum Wage and Industrial Safety Board of the District of Columbia, and under date of May 8, 1945, received the following reply in regard to this bill:

"Dear Mr. Randolph: Thank you for letting us see the proposed bill relative to amending the act regulating the hours of employment of children in the District.

"We are much disturbed over the proposed amendment as we feel it will only add to possible child delinquency and to a falling off in school attendance.

"Captain Rhoda Milliken tells me that in Virginia where children in some localities have been transported by bus to and from bowling alleys to work at night over the week-ends only, the school authorities report that practically none of the children come to school on Mondays and on Tuesdays are

listless and inattentive. She also says that such children, like their elders, are not ready to return home directly after their evening work is over and remain on the streets to play.

"The War Manpower Commission statement of 'a policy of employment of youth under 18 years of age' of January 30, 1943, states that 'in school youth be employed only to the extent that the combined school and work hours, at least for youth under 16 years, not exceed 8 a day.'

"We cannot feel that 'pin boys' come under the list of war emergencies.

"Furthermore, we understand that, because of the strenuous nature of the work and because of the dust that is necessarily in the air at the end of the alley where the boys stand, a real health hazard is involved over and above that of the lateness of the hour. We feel also that the comparatively large wage paid to 'pin boys' at this time will tend to demoralize the younger boys.

"If we continue to let down the bars for child labor we shall be left after the war with a large number of uneducated youngsters who will be difficult to fit into the community.

"Therefore, the Minimum Wage and Industrial Safety Board wishes to go on record as opposing the proposed bill.

"Sincerely, (signed) Mrs. Albert W. Atwood, Chairman."

Mr. Russell. After considering the proposed legislation, Miss Katharine F. Lenroot, Chief of the Children's Bureau, United States Department of Labor, wrote Chairman Randolph under date of May 11, 1943, as follows:

"My dear Congressman Randolph: Your letter of May 3, enclosing a proposed bill to amend the District of Columbia

child-labor law, and requesting the views of the Department of Labor on such bill, has been referred to me for answer.

"This bill would relax the night work prohibition in the child-labor law so as to permit the employment as pin setters in public bowling alleys of boys between 16 and 18 years of age until midnight, and boys between 14 and 16 years of age until 11 p.m. At the present time such work is prohibited after 10 p.m. for boys between 16 and 18 years of age, and after 7 p.m. for boys between 14 and 16 years of age.

"Because other industries offer better job opportunities for boys who have left school than do bowling alleys, this bill, if enacted, will no doubt result in the use of school boys for work after school hours. As you may know, Mr. Albert L. Cox, Attorney for the Washington Duckpin Association, discussed a proposed amendment with a member of my staff, and made some change in his proposal as a result. Notwithstanding this change, I believe that the employment of school boys for the hours contemplated, combined with their school work, would be detrimental to their health and welfare. If the District of Columbia night work prohibition is relaxed for employment in bowling alleys, it will become increasingly difficult to maintain the established standard for some of the more essential industries. Moreover, because legislation for the District of Columbia is enacted by Congress, I am deeply concerned that any action reducing standards in the District of Columbia may set a pattern for a general reduction in child-labor standards throughout the country.

"Employment in bowling alleys has long been the subject of special regulation in State child-labor laws. Because of the hazards involved this employment has been singled out in

many laws for the application of a 16, and sometimes of an 18-year minimum age. In most of the remaining States, as in the District of Columbia, night work prohibitions have resulted in keeping minors at least under 16 years of age out of such employment during night hours.

"Wartime labor shortages are causing a definite pull in many places on school boys to work as pin setters, especially during evening and night hours when the alleys are in greatest demand. This has resulted in a number of States lowering standards for such work. Reports of the effect of attempting to combine school with late night work in bowling alleys are coming in to the Children's Bureau. These indicate that such work is strenuous, and, following a full school day, may result in excessive fatigue. This carries over into the boy's school work. Boys have been reported falling asleep at their desks. Such night work is seriously interfering with school attendance. It is causing boys to drop out of school because of the difficulty in keeping up both work and school. Employment late at night may also subject the boy to moral hazards. These boys are often released from work late at night in groups, and in seeking recreation for themselves after work, drift into situations that contribute to their delinquency.

"Although I recognize the value of bowling as a recreation for the public, I seriously question that it should be obtained at the expense of the health and welfare of school youth.

"Sincerely yours, (signed) Katharine F. Lenroot,
 Chief."

 Mr. Russell. Under date of May 12, 1943, Mr. Francis W. McPeck, Director, Department of Social Welfare of the Wash-

ington Federation of Churches, wrote Chairman Randolph expressing their unqualified opposition to this legislation. Their letter is as follows:

"My dear Mr. Randolph: It is our understanding that a bill is about to be proposed which would change existing Child Labor Laws in favor of late evening employment of minors in bowling alleys.

"The Social Welfare Committee of the Washington Federation of Churches wishes to express its unqualified opposition to the introduction of such legislation. It does not appear that children of fourteen will be in any sense benefitted by work that continues until eleven o'clock at night; on the contrary, their presence in places of adult, public recreation is prejudicial to their health and morals.

"The strict enforcement of present Child Labor Laws is of particular urgency at this time in view of rising delinquency. The age groups affected by this particular proposed change are precisely those in which the most considerable rise is apparent. If there are to be any changes, therefore, they should be toward strengthening, rather than toward relaxing, the present laws governing child employment.

"The Committee desires us to express its gratitude to you for your often manifested interest in the welfare of Washington, and to express also its hope that you will oppose most fully this and other measures inimical to the life of our children.

"Respectfully yours, (signed) Francis W. McPeak, Director

"Approved by the Committee, May 7, 1943

(signed) P. Bland Tucker-SSE, Chairman."

Mr. Russell. I also have two letters from Mr. Cox to

Mr. Randolph under date of September 13 and 21, 1943, in regard to this legislation. The letters are as follows:

"My dear Mr. Chairman: You will recall my handing you a proposed bill to amend the Child Labor Law of the District of Columbia so as to permit the employment of boys from fourteen to eighteen years of age as pin boys in bowling alleys. This I did on April 23rd. Action on the bill was deferred as the District Commissioners desired to put in your hands a bill prepared by them. Sometime in July I was furnished a copy of the Commissioners' bill entitled 'A bill to permit the additional employment of minors in the District of Columbia during the present emergency'.

"The members of the bowling alley association in the District of Columbia are willing to go along with the Commissioners' bill. I sincerely hope that such bill will be introduced at an early date and hearings had in order that the bowling alley proprietors may experience some relief from the very critical situation which has confronted them for some time due to the shortage of pin boys.

"Won't you be good enough to give this matter your early attention.

"With warm personal regards, I am

"Faithfully yours, (signed) Albert L. Cox."

"My dear Mr. Chairman: On April 23rd last I submitted to you a proposed bill to amend the Child Labor Law of the District of Columbia so as to permit the employment of boys from fourteen to eighteen years of age as pin boys in bowling alleys. At that time I stated that a copy of the bill had been submitted to the Children's Bureau, U. S. Department of

Labor, and to Mrs. Sheldon in the Office of the Superintendent of Schools for the District of Columbia, and that the bill was prepared in an endeavor to meet the wishes of those interested in child welfare. You later advised me that you were holding up the introduction of the bill in question as the Commissioners of the District of Columbia had advised you that they desired to propose such legislation. Congress recessed with nothing having been done about this matter. Upon the reconvening of Congress, I wrote you under date of September 15th calling your attention to the proposed bill, and had your acknowledgment under date of September 15th stating that the Committee had not received from the Commissioners the proposed legislation.

"It now appears that there will be no immediate effort on the part of the Commissioners to amend the Child Labor Law as was anticipated. In the meantime, the condition of the bowling alley operators has become worse and worse. They feel that they are entitled to helpful legislation as has been obtained in many of the States of the Union. They request at this time that the proposed legislation be introduced and a hearing held in order that their position may be made plain and that the opposition to the legislation, if there is any, may be developed.

"With warm personal regards and trusting that this will have your immediate consideration, I am

"Very sincerely yours, (signed) Albert L. Cox."

Mr. Russell. For the information of members of the Committee, I submit the following statement concerning the age limit and working hours of pin boys in various eastern

States in duckpin alleys:

New Hampshire - No age limit;

Massachusetts - Law has just been amended allowing employment from 14 years until 10 p.m.;

Pennsylvania - Under 16 years until 11 p.m. for the period of the war;

Delaware - 14 years until midnight;

West Virginia - 16 years until midnight. Law also says minors under 16 cannot work after midnight;

Connecticut - Governor Baldwin granted emergency powers for war period, promises relief by lowering age limit to 14 until 11 p.m. for war period and 6 months thereafter, on petition of majority of establishments in State;

Rhode Island - Governor McGrath promises to grant relief to 14 years until 11 p.m. until six months after war. Hearing to come up October 20th;

New Jersey - Bill pending asking for 15 years until 1:30 a.m., on approval after physical examination by school authorities;

Wisconsin - Law amended allowing employment 15 years until 11:15 p.m.;

Illinois - Bill pending allowing employment of 15 years until 11:15 p.m.;

Montana - No restrictions 14 years and over;

Nevada - No restrictions 14 years and over;

Colorado - After 8 p.m. by special permit, under 16;

Indiana - Until 11 p.m. for war period; no age limit;

New Mexico - No restrictions for 14 years and over for war period, providing no other amusement is run in connection with bowling alley;

Texas - 10 p.m., 15 years and under; no age restrictions up to 10 p.m.;

Washington - Age 15, two nights from Monday to Friday and Saturday and Sunday; if no school next day, until midnight;

Kansas, Mississippi, and South Dakota - Have no minimum age restrictions for pin boys and no restrictions on employment of minors other than in mercantile establishments and workshops at any hour;

Wisconsin - No age limit on pin boys except that minors under 16 cannot work after 7 p.m. (any age prior to that time).

The following States allow the employment of boys as pin setters at 14 years of age during school hours and at the age of 10 outside school hours:

Idaho - Until 9 p.m.;

Maine - Until 6 p.m.;

Kansas - See other note;

Montana - See other note;

Nebraska - 14 years at all times until 8 p.m.;

Nevada - See other note;

New Mexico - See other note;

New York - 16 years during school hours; 14 years outside until 6 p.m.;

North Carolina - 15 years during school hours, 14 years outside until 6 p.m.;

Oklahoma - 14 years at all times until 6 p.m.

Oregon - Until 8 p.m.;

Pennsylvania - See other note;

South Carolina - 15 years during school hours, 10 years outside school hours until 8 p.m.;

Tennessee - Until 7 p.m.;

Rhode Island - See note;

Vermont - Until 7 p.m.

Utah - 16 years during school hours, 14 years outside school hours until 6 p.m.;

Washington - 18 years at all times—see note.

Is there any one else who wishes to make a statement at this time?

Miss Haller. Mr. Chairman, we just received word that the Columbia Heights Citizens Association met and approved this legislation.

Mr. Russell. If there is nothing further, the meeting is adjourned and the Committee will go in executive session.

(Thereupon the Committee went into executive session.)
