

## LET US GIVE OUR KIDS A HEAD START ON LIFE

(Mr. McGOVERN asked and was given permission to address the House for 1 minute and to revise and extend his remarks and include extraneous material.)

Mr. McGOVERN. Mr. Speaker, last week I joined with several of my colleagues in attending a White House Conference on Early Childhood Development. This conference focused on new scientific research that confirms what many parents have suspected for a long time: that the first few years of a child's life are critical, absolutely critical to that child's intellectual, emotional, and social development.

Last week I joined with the gentlewoman from Connecticut [Ms. DeLAURO] and the gentleman from Maryland [Mr. HOYER] in introducing H.R. 1373, the Early Learning and Opportunity Act. One key component of our bill is increased Federal funding for the Head Start and Early Start programs, two true success stories in the effort to prepare our children for a lifetime of education.

I have taken to this well many times to speak of my support for improving the scope and quality of American education. But we must never forget that a child starts learning long before they enter their first classroom. If one believes, as I do, that education is truly the key to our Nation's economic future, we must begin early. The DeLauro-Hoyer-McGovern bill takes a solid first step in ensuring that our Nation's children can learn, share, and mature to their fullest potential.

Mr. Speaker, I include the following material for the RECORD that contains some additional facts regarding early childhood development.

### THE EARLY LEARNING AND OPPORTUNITY ACT

(Original cosponsors: DeLauro, Hoyer, McGovern)

#### FINDINGS

The first three years of life are a critical period of brain development, intellectual growth, and emotional, social, affective, and moral development, which prepares a child for later life.

Scientific research shows that how individuals function from preschool through adolescence and adulthood hinges to a significant extent on the experiences children have in their first three years.

One in three victims of physical abuse is under one year old.

The National Educational Goals Panel has reported that nearly half of infants do not have what they need to grow and thrive.

High quality care from a parent or other adult is necessary to facilitate growth and development before the age of three.

More than half of mothers with babies under one year of age are working outside the home.

More than 50% of working women are not covered by the Family and Medical Leave Act, which provides a twelve week, unpaid maternity leave.

The United States is the only industrialized country in the world which does not provide paid maternity leave. 30 developing countries provide paid maternity leave.

5 million children under age three are in the care of other adults while their parents work outside the home.

According to the Carnegie Foundation "Starting Points" report, most parents of babies have few child care options. Many cannot afford to stay home with their children, or to pay for safe, high quality developmental child care.

State-wide and multi-state studies have found that less than 20% of child care for babies is of good quality; nearly half is so substandard that it adversely affects infant and toddler development and may put babies' health and safety at risk.

Families with children under the age of three are the single largest group living in poverty. 25% of children under the age of three—3 million children—are living below the poverty line, and are at greater risk for malnutrition, poor health, and maltreatment, and are less likely to receive the care they need from parents or other child care providers to grow and develop normally.

### EARLY LEARNING AND OPPORTUNITY ACT STATUS OF AMERICAN INFANTS AND TODDLERS FACT SHEET

Poor developmental outcomes early in life have been shown to be significant risk factors for academic failure, teen pregnancy, and juvenile delinquency later in life.

In 1993, the National Educational Goals Panel reported that nearly half of infants in the United States do not have what they need to grow and thrive.

According to the Carnegie Foundation "Turning Points" report, most parents today have few choices for infant and toddler care. Even middle class parents cannot afford to stay at home with their children, and yet cannot afford high quality child care which will promote normal development.

Fewer than half of America's working women are covered by the Family and Medical Leave Act, which provides a 12-week, unpaid leave to parents of companies which employ more than 50 employees.

The United States is the only industrialized country in the world which does not provide paid maternity leave.

Thirty developing countries provide paid maternity leave.

More than half of mothers with babies under one year of age are working outside the home.

More than 5 million American children under age 3 are in the care of other adults while their parents work outside the home.

Studies of care for very young children show that less than 20 percent of such care is of good quality.

One multistate study showed that 40 percent of child care for babies was so poor that it adversely affected the babies' development and threatened their health and safety.

One in three victims of physical abuse is a baby less than one year of age.

Families with children under age 3 are the single largest group living in poverty.

Three million children—25% of all children under age 3—are living below the poverty line, at greater risk for malnutrition, poor health, and maltreatment, and are less likely to receive the care they need from parents or other child care providers to grow and develop normally.

### SPECIAL ORDERS

The SPEAKER pro tempore (Mr. NEY). Under the Speaker's announced policy of January 7, 1997, and under a previous order of the House, the following Members will be recognized for 5 minutes each.

The SPEAKER pro tempore. Under a previous order of the House, the gen-

tleman from California [Mr. RIGGS] is recognized for 5 minutes.

[Mr. RIGGS addressed the House. His remarks will appear hereafter in the Extensions of Remarks.]

### COMMUNICATION FROM THE CHAIRMAN OF THE COMMITTEE ON THE BUDGET REGARDING CURRENT LEVELS OF SPENDING AND REVENUES REFLECTING AC- TION COMPLETED AS OF MARCH 25, 1997 FOR FISCAL YEARS 1997- 2001

The SPEAKER pro tempore. Under a previous order of the House, the gentleman from Ohio [Mr. KASICH] is recognized for 5 minutes.

Mr. KASICH. Mr. Speaker, on behalf of the Committee on the Budget and pursuant to sections 302 and 311 of the Congressional Budget Act, I am submitting for printing in the CONGRESSIONAL RECORD an updated report on the current levels of on-budget spending and revenues for fiscal year 1997 and for the 5-year period fiscal year 1997 through fiscal year 2001.

This report is to be used in applying the fiscal year 1997 budget resolution (H. Con. Res. 178), for legislation having spending or revenue effects in fiscal years 1997–2001.

HOUSE OF REPRESENTATIVES,  
COMMITTEE ON THE BUDGET,  
Washington, DC, April 11, 1997.

Hon. NEWT GINGRICH,  
Speaker, U.S. House of Representatives, Wash-  
ington, DC.

DEAR MR. SPEAKER: To facilitate application of sections 302 and 311 of the Congressional Budget Act, I am transmitting a status report on the current levels of on-budget spending and revenues for fiscal year 1997 and for the 5-year period fiscal year 1997 through fiscal year 2001.

The term "current level" refers to the amounts of spending and revenues estimated for each fiscal year based on laws enacted or awaiting the President's signature as of February 28, 1997.

The first table in the report compares the current level of total budget authority, outlays, and revenues with the aggregate levels set by H. Con. Res. 178, the concurrent resolution on the budget for fiscal year 1997 as adjusted pursuant to 606(e) of the Budget Act for continuing disability reviews. This comparison is needed to implement section 311(a) of the Budget Act, which creates a point of order against measures that would breach the budget resolution's aggregate levels. The table does not show budget authority and outlays for years after fiscal year 1997 because appropriations for those years have not yet been considered.

The second table compares the current levels of budget authority, outlays, and new entitlement authority of each direct spending committee with the "section 602(a)" allocations for discretionary action made under H. Con. Res. 178 for fiscal year 1997 and for fiscal years 1997 through 2001. "Discretionary action" refers to legislation enacted after adoption of the budget resolution. This comparison is needed to implement section 302(f) of the Budget Act, which creates a point of order against measures that would breach the section 602(a) discretionary action allocation of new budget authority or entitlement authority for the committee that reported the measure. It is also needed to implement section 311(b), which exempts committees that comply with their allocations from the point of order under section 311(a).

The third table compares the current levels of discretionary appropriations for fiscal year 1997 with the revised "section 602(b)" sub-allocations of discretionary budget authority and outlays among Appropriations subcommittees. This comparison is also needed to implement section 302(f) of the Budget Act, because the point of order under that section also applies to measures that would breach the applicable section 602(b) sub-allocation. The revised section 602(b) sub-allocations were filed by the Appropriations Committee on September 27, 1996.

Sincerely,

JOHN R. KASICH,  
Chairman.

Enclosures.

REPORT TO THE SPEAKER FROM THE COMMITTEE ON THE  
BUDGET—STATUS OF THE FISCAL YEAR 1997 CON-  
GRESSIONAL BUDGET ADOPTED IN HOUSE CONCUR-  
RENT RESOLUTION 178

[Reflecting action completed as of March 25, 1997—On-budget amounts, in  
millions of dollars]

	Fiscal years—	
	1997	1997–2001
Appropriate Level (as amended by P.L. 104–93):		
Budget authority .....	1,314,935	6,956,507
Outlays .....	1,311,321	6,898,627
Revenues .....	1,083,728	5,913,303
Current Level:		
Budget authority .....	1,331,836	( <sup>1</sup> )
Outlays .....	1,323,900	( <sup>1</sup> )
Revenues .....	1,104,262	5,975,917
Current Level over (+)/under (–) Appropriate Level:		
Budget authority .....	16,901	( <sup>1</sup> )
Outlays .....	12,579	( <sup>1</sup> )
Revenues .....	20,534	62,614

<sup>1</sup> Not applicable because annual appropriations Acts for Fiscal Years 1997 through 2001 will not be considered until future sessions of Congress.

BUDGET AUTHORITY

FY 1997 budget authority exceeds the appropriate level set by H. Con. Res. 178 as amended by P.L. 104–93. Enactment of measures providing any new budget authority for FY 1997 would be subject to point of order under section 311(a) of the Congressional Budget Act of 1974.

OUTLAYS

FY 1997 outlays exceed the appropriate level set by H. Con. Res. 178 as amended by P.L. 104–93. Enactment of measures providing any new outlays for FY 1997 would be subject to point of order under section 311(a) of the Congressional Budget Act of 1974.

REVENUES

Enactment of any measure that would result in any revenue loss in excess of \$20,534,000,000 for FY 1997 (if not already included in the current level estimate) or in excess of \$62,614,000,000 for FY 1997 through 2001 (if not already included in the current level) would cause revenues to be less than the recommended levels of revenue set by H. Con. Res. 178.

DIRECT SPENDING LEGISLATION—COMPARISON OF CURRENT LEVEL WITH COMMITTEE ALLOCATIONS PURSUANT TO BUDGET ACT SECTION 602(a), REFLECTING ACTION COMPLETED  
AS OF MARCH 25, 1997

[Fiscal years, in millions of dollars]

	1997			1997–2001		
	BA	Outlays	NEA	BA	Outlays	NEA
House Committee:						
Agriculture:						
Allocation .....	0	0	0	0	0	4,996
Current Level .....	5	5	5	55	55	55
Difference .....	5	5	5	55	55	–4,941
National Security:						
Allocation .....	–1,579	–1,579	0	–664	–664	0
Current Level .....	–102	–102	–21	–289	–289	–34
Difference .....	1,477	1,477	–21	375	375	–34
Banking, Finance and Urban Affairs:						
Allocation .....	–128	–3,700	0	–711	–4,004	0
Current Level .....	0	–6	0	0	0	0
Difference .....	128	3,694	0	711	4,004	0
Economic and Educational Opportunities:						
Allocation .....	–912	–800	–152	–3,465	–3,153	7,669
Current Level .....	1,967	1,635	1,816	11,135	10,296	8,852
Difference .....	2,879	2,435	1,968	14,600	13,449	1,183
Commerce:						
Allocation .....	0	0	370	–14,540	–14,540	–41,710
Current Level .....	3	3	492	242	195	1,430
Difference .....	3	3	122	14,782	14,735	43,140
International Relations:						
Allocation .....	0	0	0	0	0	0
Current Level .....	–1	–1	0	–1	–1	0
Difference .....	–1	–1	0	–1	–1	0
Government Reform and Oversight:						
Allocation .....	–1,078	–1,078	–289	–4,605	–4,605	–1,668
Current Level .....	0	0	0	0	0	0
Difference .....	1,078	1,078	289	4,605	4,605	1,668
House Oversight:						
Allocation .....	0	0	0	0	0	0
Current Level .....	0	0	0	0	0	0
Difference .....	0	0	0	0	0	0
Resources:						
Allocation .....	–91	–90	–12	–1,401	–1,460	–59
Current Level .....	–19	–20	0	–144	–167	0
Difference .....	72	70	12	1,257	1,293	59
Judiciary:						
Allocation .....	0	0	0	–357	–357	0
Current Level .....	3	3	0	45	45	0
Difference .....	3	3	0	402	402	0
Transportation and Infrastructure:						
Allocation .....	2,280	0	0	125,989	521	2
Current Level .....	2,345	65	12	4,748	121	56
Difference .....	65	65	12	–121,241	–400	54
Science:						
Allocation .....	0	0	0	–13	–13	0
Current Level .....	0	0	0	0	0	0
Difference .....	0	0	0	13	13	0
Small Business:						
Allocation .....	0	0	0	0	0	0
Current Level .....	0	0	0	0	0	0
Difference .....	0	0	0	0	0	0
Veterans' Affairs:						
Allocation .....	–90	–90	224	–919	–919	3,475
Current Level .....	0	0	3	0	0	–52
Difference .....	90	90	–221	919	919	–3,527
Ways and Means:						
Allocation .....	–8,973	–9,132	–2,057	–134,211	–134,618	–10,743
Current Level .....	8,338	8,302	–2,840	73,457	73,476	–38,717
Difference .....	17,311	17,434	–783	207,668	208,094	–27,974
Select Committee on Intelligence:						
Allocation .....	0	0	0	0	0	0
Current Level .....	0	0	0	0	0	0
Difference .....	0	0	0	0	0	0
Total Authorized:						
Allocation .....	–10,571	–16,469	–1,916	–34,897	–163,812	–38,038
Current Level .....	12,539	9,884	–533	89,248	83,731	–28,410
Difference .....	23,110	26,353	1,383	124,145	247,543	9,628

## DISCRETIONARY APPROPRIATIONS FOR FISCAL YEAR 1997—COMPARISON OF CURRENT LEVEL WITH SUBALLOCATIONS PURSUANT TO BUDGET ACT SECTION 602(b)

[In millions of dollars]

	Revised 602(b) suballocations (Sept. 27, 1996)				Current level reflecting action completed as of Mar. 25, 1997				Difference			
	General purpose		Violent crime		General purpose		Violent crime		General purpose		Violent crime	
	BA	O	BA	O	BA	O	BA	O	BA	O	BA	O
Agriculture Rural Development .....	12,960	13,380	0	0	13,009	13,373	0	0	49	-7	0	0
Commerce, Justice, State .....	24,493	24,939	4,525	2,951	24,838	25,065	4,526	2,954	345	126	1	3
Defense .....	245,085	243,372	0	0	243,851	242,887	0	0	-1,214	-485	0	0
District of Columbia .....	719	719	0	0	719	719	0	0	0	0	0	0
Energy & Water Development .....	19,421	19,652	0	0	19,973	19,923	0	0	552	271	0	0
Foreign Operations .....	11,950	13,311	0	0	12,267	13,310	0	0	317	-1	0	0
Interior .....	12,118	12,920	0	0	12,503	13,178	0	0	385	258	0	0
Labor, HHS & Education .....	65,625	69,602	61	38	71,026	71,517	61	39	5,401	1,915	0	1
Legislative Branch .....	2,180	2,148	0	0	2,170	2,132	0	0	-10	-16	0	0
Military Construction .....	9,983	10,360	0	0	9,982	10,344	0	0	-1	-16	0	0
Transportation .....	12,190	35,453	0	0	12,080	35,519	0	0	-110	66	0	0
Treasury-Postal Service .....	11,016	10,971	97	84	11,620	11,292	97	83	604	321	0	-1
VA-HUD-Independent Agencies .....	64,354	78,803	0	0	64,522	79,196	0	0	168	393	0	0
Reserve/Offsets .....	768	219	0	0	-2,750	-5,850	0	0	-3,518	-6,069	0	0
Grand total .....	492,842	535,849	4,683	3,073	495,810	532,605	4,684	3,076	2,968	-3,244	1	3

Note: Amounts in Current Level column for Reserve/Offsets are for Spectrum sales and BIF/SAIF. Those items are credited to the Appropriations Committee for FY 1997 only.

U.S. CONGRESS,  
CONGRESSIONAL BUDGET OFFICE,  
Washington, DC, April 10, 1997.

Hon. JOHN KASICH,  
Chairman, Committee on the Budget, House of  
Representatives, Washington, DC.

DEAR MR. CHAIRMAN: Pursuant to section 308(b) and in aid of section 311 of the Congressional Budget Act, as amended, this letter and supporting detail provide an up-to-date tabulation of the on-budget current levels of new budget authority, estimated outlays, and estimated revenues for fiscal year 1997. These estimates are compared to the appropriate levels for those items contained in the 1997 Concurrent Resolution on the Budget (H. Con. Res. 178) and are current through February 28, 1997. A summary of this tabulation follows:

[In millions of dollars]

	House current level	Budget resolution (H. Con. Res. 178)	Current level +/- resolution
Budget authority .....	1,331,836	1,314,935	+16,901
Outlays .....	1,323,900	1,311,321	+12,579
Revenues:			
1997 .....	1,104,262	1,083,728	+20,534
1997-2001 .....	5,975,917	5,913,303	+62,614

Since my last report, dated March 4, 1997, there has been no action to change the current level of budget authority, outlays, or revenues.

Sincerely,

JUNE E. O'NEILL,  
Director.

PARLIAMENTARIAN STATUS REPORT-105TH CONGRESS,  
1ST SESSION, HOUSE ON-BUDGET SUPPORTING DETAIL  
FOR FISCAL YEAR 1997, AS OF CLOSE OF BUSINESS  
APRIL 9, 1997

[In millions of dollars]

	Budget authority	Outlays	Revenues
PREVIOUSLY ENACTED			
Revenues .....			1,101,533
Permanents and other spending legislation .....	855,751	814,110	
Appropriation legislation .....	753,927	788,263	
Offsetting receipts .....	-271,843	-271,843	
Total previously enacted .....	1,337,835	1,330,530	1,101,533
ENACTED THIS SESSION			
Airport and Airway Trust Fund Tax Reinstatement Act of 1997 (H.R. 668) .....			2,730
APPROPRIATED ENTITLEMENT AND MANDATORIES			
Budget resolution baseline estimates of appropriated entitlements and other mandatory programs not yet enacted .....	-5,999	-6,630	
TOTALS			
Total Current Level .....	1,331,836	1,323,900	1,104,262
Total Budget Resolution .....	1,314,935	1,311,321	1,083,728

PARLIAMENTARIAN STATUS REPORT-105TH CONGRESS,  
1ST SESSION, HOUSE ON-BUDGET SUPPORTING DETAIL  
FOR FISCAL YEAR 1997, AS OF CLOSE OF BUSINESS  
APRIL 9, 1997—Continued

[In millions of dollars]

	Budget authority	Outlays	Revenues
Amount remaining:			
Under Budget Resolution .....			
Over Budget Resolution .....	16,901	12,579	20,534
ADDENDUM			
Emergencies:			
Funding that has been designated as an emergency requirement by the President and the Congress .....	1,806	1,228	
Funding that has been designated as an emergency requirement only by the Congress and is not available for obligation until requested by the President .....	323	305	
Total emergencies .....	2,129	1,533	
Total current level including emergencies .....	1,333,965	1,325,433	1,104,262

RECOGNIZE CUSTOMS AND INS INSPECTORS AS LAW ENFORCEMENT OFFICERS

The SPEAKER pro tempore. Under a previous order of the House, the gentleman from California [Mr. FILNER] is recognized for 5 minutes.

Mr. FILNER. Mr. Speaker, I rise today to honor the work of the officers and inspectors of the U.S. Immigration and Naturalization Service and the U.S. Customs Service and ask that they be accorded full Federal law enforcement status as outlined in H.R. 1215, which I recently introduced.

My bill will finally grant the same status to U.S. INS and Customs inspectors as all other Federal law enforcement officers and firefighters. It is in the public's interest to end the unfair, unsafe and expensive practice of excluding the inspectors from the law enforcement category. Because of the current lopsided law, INS and Customs lose vigorous, trained professionals to other law enforcement agencies. These agencies also lose millions of dollars in training costs and revenues that experienced inspectors help to generate.

Customs and Immigration inspectors are law enforcement officers. They carry firearms and are the country's

first line of defense against terrorism and the smuggling of drugs at our borders. In my district, 200,000 people a day cross through the San Ysidro port of entry, making it the busiest port of entry and border crossing in the world. These inspectors face dangerous felons daily and disarm people carrying sawed-off shotguns, switch blade knives, and handguns. They have been run over by cars and have had shoot-outs with drug smugglers.

Just last week in Calexico, Customs inspectors Robert Labrada, Jr. and Nicholas Lira were shot by a man that they escorted to an inspection area reserved for those suspected of carrying illegal weapons or drugs. Before they had a chance to search him, the man pulled out a semiautomatic handgun and shot one inspector in the face and the other in the chest. The inspectors fired back to protect themselves. Both inspectors are now recovering from surgery, but they are lucky. Other Customs and INS inspectors have been killed in the line of duty, and their names are listed on the wall of the Law Enforcement Officers Memorial.

The shoot-out at Calexico last Friday is not an isolated incident. The callous, single-minded ruthlessness of drug smugglers put Customs and Immigration inspectors' lives at risk every single day.

One INS inspector at the San Ysidro port, Paul Cannon, has had to draw his service revolver four times in the last four years. In a recent case a criminal was trying to break through the inspection gates. Even at gunpoint, it took four inspectors to disarm and subdue him.

Yet the Federal Government does not classify these employees as law enforcement officers. United States Immigration and Customs inspectors daily put their lives on the line. It is time that we value those lives. I urge support of H.R. 1215 to correct the unequal treatment of these Federal law enforcement officers.