SUBMISSION OF CONCURRENT AND SENATE RESOLUTIONS

The following concurrent resolutions and Senate resolutions were read, and referred (or acted upon), as indicated:

By Mr. GRAMS (for himself and Mr. GORTON):

S. Con. Res. 16. A concurrent resolution expressing the sense of the Congress that the Government National Mortgage Association guaranty fee should not be increased to provide increased revenues or the Federal Government to offset other expenditures; to the Committee on Banking, Housing, and Urban Affairs.

STATEMENTS ON INTRODUCED BILLS AND JOINT RESOLUTIONS

By Mr. GRASSLEY (for himself and Mr. KERREY):

S. 553. A bill to provide additional trade benefits to countries that comply with the provisions of the ILO Convention; to the Committee on Finance.

THE INTERNATIONAL CHILD WELFARE PROTECTION ACT

Mr. GRASSLEY. Mr. President, I rise today, on behalf of myself and Senator KERREY, to introduce legislation that will chart a new United States approach to the terrible problem of child exploitation in overseas labor markets.

This legislation, the International Child Welfare Protection Act, will target new, additional trade benefits to countries that comply with the provisions of the International Labor Organization's Convention Number 138 concerning the Minimum Age for Admission to Employment, also known as the Minimum Age Convention.

The aim of the Minimum Age Convention is to abolish child labor throughout the world by establishing a minimum age at which children may be employed.

Our legislation will do two things:

It will give the President the authority to grant a country that complies with the Minimum Age Convention up to a fifty-percent tariff rate cut on items produced in that country that would not otherwise be eligible for preferential tariff rates.

It will also permit the President to waive current limitations on the amounts of additional goods that countries complying with the Minimum Age Convention may export to the United States. If, in the unlikely event the President finds that domestic industries are hurt because of these special, targeted trade benefits, the President also has the authority to suspend, limit, or withdraw the benefits.

This legislation is important for three reasons.

First, it is a tragic fact that child labor is rampant in many places in the world, despite more laws aimed at stopping this inhumane practice. International Labor Organization statistics show that between 100 million and 200 million children worldwide are engaged in providing goods and services. Ninety-five percent of these children, according to the ILO, work in developing countries. Why are children pressed into service as low-paid or un-paid workers? Because, according to the ILO, children are ''generally less demanding, more obedient, and less likely to object to their treatment or conditions of work.'' We must all do what we can to stop this unconscionable practice.

The second reason we need this legislation is because it is clear that regulation and enforcement alone will not work. Incentives are needed as well. The reason that it is so tough to enforce child labor standards is that it is often very difficult to trace specific products to specific plants in specific countries. The Department of Labor's Bureau of International Labor Affairs says that quantifying the extent of child labor in a particular country's export industry ''can seldom be done with specificity.'' If you can't even trace the goods or services with certainty, you can't expect enforcement alone to be the answer.

Finally, we need this legislation because even though the ILO Minimum Age Convention was adopted in 1973, only twenty-one developing country member states out of 173 ILO member states have ratified the Convention to stop child labor. Out of the twenty-one developing country member states that have ratified the Convention, none are from Asia, where over half of all working children are to be found. If even one additional ILO member state ratifies the Convention because of the trade incentives this legislation offers, we have achieved a great deal.

I encourage all my colleagues to join me in this effort.

Mr. KERREY. Mr. President, earlier this morning, Senator GRASSLEY of Iowa introduced a bill that I am a cosponsor of called the International Child Welfare Protection Act. I would like to talk about that piece of legislation and the objective of that legislation.

I first became aware of this problem through the efforts of the junior Senator from Iowa, TOM HARKIN, who came before the Finance Committee earlier this year to describe the need to put in our trade authority language that would have the negotiators negotiating for the purpose of reducing the use of child labor worldwide. I support that. I believe the Finance Committee should, when we mark up the normal trade authority, put that language in. My hope is that this piece of legislation will provide a stimulus to do that.

This legislation Senator GRASSLEY and I are introducing says that economic growth is not just about the bottom line; it is about improving human lives.

I believe this piece of legislation can help do that, Mr. President, by taking an incentive-based approach to encourage developing countries to do the right thing on child labor. Instead of threatening them with access to U.S. markets, this bill says we are going to hold out an incentive and offer them U.S. markets at a price they currently can't access.

Now, the action we ask them to take in exchange is to sign the International Labor Organization's Convention on Child Labor. That convention states that the minimum age for admission to employment shall not be less than the age of completion of compulsory schooling: either 14, 15, or 16 years of age. For that agreement, we will provide preferential access to the world's largest consumer market for additional products.

As I said, I believe this is a good move for the United States to make. I think it does provide incentives, for developing nations especially, to change their own policies toward child labor. But I also think it is important to try to get into our negotiating authority language that directs our negotiators to keep child labor in mind and try to negotiate for the purpose of reducing the use of child labor in nations with which we trade. There should be a connection between trade and growing the middle-class worldwide.

Unfortunately, all too often, trade is measured only in terms of the dollars that we export and the dollars we import. For me, it is far better and more likely that we will have public support for good, open trade policies, if we use trade as a means to an objective, not just to produce a better bottom line, not just to produce higher trade numbers, but to increase the standard of living of people in the United States and to increase the standard of living of people throughout the world.

The single best way for us to assure access for U.S. goods overseas is for us to help the middle class grow in other countries. The only way to do that is for people to produce and sell goods that other countries want to buy and their own people can afford. It is a very difficult process for developing nations. We went through it in the United States of America. But for those developing nations to lift their middle class, they have to open up their markets and subject their businesses to competition. Otherwise, their standard of living will constantly be depressed as a result of simply saying that we are only going to complete up to the standard of our domestic marketplace.

When I talk about international trade issues, Mr. President, that is the fundamental truth with which I began. Free trade—reducing tariffs both here and abroad—will help the middle class to grow. And a prosperous and growing middle class has a positive effect on the issues we face in trade policy today. Indeed, I argue that it is one of the reasons we have struggled to get