

when there is no reason for doing it. The Soviet threat is gone. The cold war is over. The defense budget should be leveling off, not going up. But I do not intend to debate that issue today. That is better debated when we are working on the appropriations and authorization bills for the Department. My purpose today is to suggest that we cannot make meaningful decisions on the defense budget until we get more reliable information.

I wish to talk about the soundness then of the Department of Defense information base. I wish to talk about the integrity of Secretary Perry's budget. The Department's financial records are the foundation for this budget. Like a house or building, if it is going to stand the test of time and if the building is going to serve its intended useful purpose, then a budget's foundation must likewise be built upon very solid rock.

Secretary Perry's accounting and budget numbers should be accurate and complete. Sadly, however, every shred of evidence I have tells me that Mr. Perry's budget structure is built on sand.

Do they understand that? I believe they do. I believe that there are some people over there intent upon changing this, who right this very minute are working toward doing that. But the point is that job is a long way from being done, because it is in such a sad state of affairs. We are going to be called upon in the next couple months to make a decision whether to spend \$50 billion more than what the President proposed on defense. I do not see how we can make that decision with the information on which the budget structure is formed if this is all built on a foundation of sand. I will document the basis for that assertion in a moment.

Mr. Perry's financial records, the Department's budget books and accounting books are in a shambles. Mr. Perry has no way of knowing which numbers are true and which are false.

Inaccurate and misleading budget numbers erode our process of checks and balances, and they undermine accountability.

Bad information leads to bad decisions and hence bad Government.

The accounting books should provide a full and accurate record of how the money was spent, what was purchased, and how much each item cost.

The accounting books should provide a historical record of past expenditures.

The budget, by comparison, is supposed to tell us what is needed in the coming year in the way of money and material.

The future years defense program, or FYDP, in turn, projects the future consequences of our budget decisions. All these books—the future year's defense program, the budget, as well as accounting book—should hang together.

The books should be bound together by a common thread—accurate, consistent data.

The budget should be hooked up to the accounting books, and the future year's defense program should be hooked up to the budget.

The books need to hang together for one very simple reason:

Much of what will be bought and done in the years ahead were bought and done last year and the year before.

If we do not know what we bought last year and how much it cost, it will be impossible to figure out what we need next year. You cannot craft a good budget with bad numbers. It is as simple as that.

There is no way to escape from this commonsense principle. If we do not know what last year's defense program cost, then how in the world can Mr. Perry figure out what he needs down the road—in the outyears?

That is it in a nutshell.

In the simplest terms, if we do not know where we have been and where we are, we cannot possibly figure out where we are going. We may be lost.

Mr. President, all the DOD budget chains are broken. The essential links between the accounting records and the budget, and the budget and the future year's defense program, are busted. We have mismatches within mismatches within mismatches.

Now, this is a very complicated subject, and my conclusions could be controversial. They could be challenged.

So it is important that I document my sources.

But I would like to warn my colleagues, these issues are not laid out in one single source. I have drawn on many different sources.

I will cite the main ones. There are others but the main ones are as follows:

First, U.S. General Accounting Office, "Financial Management: Status of Defense Efforts To Correct Disbursement Problems." (AIMD-95-7. October 1994.)

This work is continuing at the request of myself and Senators ROTH and GLENN. I have used some updated data on disbursements and unreconciled contracts that does not yet appear in published reports.

Second, DOD inspector general, "Fund Control Over Contract Payments at the Defense Finance and Accounting Service—Columbus Center." (Report No. 94-054. March 15, 1994.)

Third, U.S. Senate, Committee on Governmental Affairs. (Hearing on DOD Financial Management. April 12, 1994.)

Testimony by Comptroller General Bowsher and Senator GLENN provided most of my information on overpayments to contractors.

Fourth, DOD inspector general, "Consolidated Statement of Financial Position of the Defense Business Operations Fund for Fiscal Year 1993." (Report No. 94-161. June 30, 1994.)

Fifth, U.S. General Accounting Office, "Defense Business Operations Fund: Management Issues Challenge Fund Implementation." (AIMD-95-79. March 1995.)

Sixth, U.S. General Accounting Office, "Future Years Defense Program: Optimistic Estimates Lead to Billions in Overprogramming." (NSIAD-94-210. July 1994.)

The GAO's evaluation of the FYDP is continuing at the request of Senator ROTH and myself. The ongoing work has two objectives:

Evaluate the data and methodology presented in Mr. Chuck Spinney's latest study, "Anatomy of Decline" and the role of DOD's Office of Program Analysis and Evaluation [PA&E]; and

Review the fiscal year 1996 FYDP.

Seventh, this is also by Chuck Spinney: "Anatomy of Decline." Office of Program Analysis and Evaluation, Department of Defense. February 1995.

In order to save time, I will not make a detailed reference every time I draw data from one of these sources.

Instead, I will try to identify the source in a more general way as I go along.

Mr. President, that concludes my statement for today.

I will continue with more evidence tomorrow and Thursday and Friday. I yield the floor.

The PRESIDING OFFICER. Under the previous order the Senator from Alabama [Mr. HEFLIN] is recognized to speak for up to 10 minutes.

The Senator from Alabama.

Mr. HEFLIN. Mr. President, Senator FEINSTEIN wishes to make some remarks. In the event her remarks are not begun or finished when the hour of 10 arrives, I ask unanimous consent that time for morning business be extended to allow her to complete her remarks.

The PRESIDING OFFICER. Without objection, it is so ordered.

The Senator from Alabama is recognized.

Mr. HEFLIN. I thank the Chair.

(The remarks of Mr. HEFLIN pertaining to the introduction of S.J. Res. 31 are located in today's RECORD under "Statements on Introduced Bills and Joint Resolutions.")

The PRESIDING OFFICER. Under the previous order the Senator from California [Mrs. FEINSTEIN] is recognized to speak for up to 10 minutes.

Mrs. FEINSTEIN. I thank the Chair.

(The remarks of Mrs. FEINSTEIN pertaining to the introduction of S. 580 are located in today's RECORD under "Statements on Introduced Bills and Joint Resolutions.")

MEMORIALIZING JAMES LARRY BROWN OF PINE LEVEL, NC

Mr. FAIRCLOTH. Mr. President, I rise to pay tribute to James Larry Brown who died suddenly 2 weeks ago at the young age of 40.

Larry, as he was known by friends and family, was born and raised in

Johnston County, NC, and spent his entire life in that tight-knit community. The hundreds of people who mourned his untimely death offer testimony to his character and the value of his life that ended without warning.

As a young boy he sang in the choir at Carter's Chapel Baptist Church at Sunday services and for the sad occasion of a fellow parishioner's funeral. In 1970, when he was 16 years old, he sang at the funeral of Tammy Denise Woodruff, a 3-year-old child whose life was cut short. Each time he visited the grave site of that little girl who was buried next to his mother, Lyda Mae, he wept for her. Tammy's gravestone read "Picking Flowers in Heaven." Larry now rests next to her. The compassion he felt for a little girl he didn't even know is the finest example of the compassion Larry Brown felt toward all human beings.

Larry wasn't a renowned scientist, an outspoken community activist, or a political leader. Larry was an ordinary man who lived and worked in his community for his entire life. He was the type of man that you would want as a brother, as a father, as a neighbor and as a friend. Whether he knew you for 20 years or for 20 minutes, he would be there offering a shoulder to cry on, a helping hand, or a \$20 loan he never expected to be repaid.

Some of his neighbors knew him as Vicki's father, Mr. Larry, the one who was always there working for the North Johnston High School Band Boosters to help them raise money and organize activities so the high school could continue developing young minds and souls through music. Other Pine Level residents knew him as Megan's daddy, a devoted softball fan who never missed a single game his daughter played. Parents and friends at the softball game always turned to Larry to find out the score at any given point in time. He always knew the answer because he kept the score in the soil beneath his lawn chair which he would put in place at the start of the day's first game and not remove until all the games were over. He was every child's playmate and every parent's confidant. Most everyone knew him as a friend.

He married Colleen Kenney in 1975 after they met on a blind date when her family moved from Wisconsin to North Carolina. They would have celebrated their 20th wedding anniversary this October and both Larry and Colleen were looking forward to spending the rest of their lives together. Colleen, Pine Level's Girl Scout troop leader, relied on Larry to help her with the tremendous task of helping these girls grow and learn about life, responsibility and the importance of community service. It was a task he did well and with great dedication.

Almost as much as Larry loved his family, his friends and his community, he loved the University of North Carolina Tar Heels. He was known throughout Pine Level, Smithfield and Selma as one of the most devoted Heels' fans

in the State, never missing a game on television and invariably purchasing his cars and clothing in the Carolina Blue colors of the Tar Heels. He engaged in good hearted rivalry with his neighbors who were fans of the NC State Wolfpack, gaining a reputation as not only a practical joker but also as a good sport. Larry loved to laugh and loved to make others laugh—one of his extraordinary talents.

While family and friends were his first priority, Larry gained a reputation as a sympathetic, understanding and effective manager at Data General and at Channel Master in Selma where he was working when he died. Those that he worked with in the present and well over a decade ago were struck by his death and came to pay him tribute. While working to support his family over the past 20 years, he was also able to complete his bachelors degree at the Atlantic Christian College. His graduation day, just a few years ago, was a proud day for his family. It was supposed to be just the beginning.

James Larry Brown will be missed by all who knew and loved him. However, we are comforted in our loss by the knowledge that his was a life worthwhile, filled with compassion and kindness. We can only hope that his life and sudden death will make us better people.

CELEBRATING THE 19TH AMENDMENT

Mr. D'AMATO. Mr. President, I rise today to recognize the 75th anniversary of the passage of our Nation's 19th amendment. As my colleagues know, this important amendment placed in law the right for women in the United States to vote and is now a cause to celebrate the contributions and achievements of women.

The right to vote is indeed a precious right that we as Americans sometimes do not appreciate. Until 75 years ago, our forefathers did not recognize that this right also applied to women. Women fought hard to secure this right. The 19th amendment has since become a turning point symbolizing the remarkable contributions of women to our Nation's past, present, and future.

It is not an understatement that this amendment was the impetus for women to actively participate in politics, science, education, and commerce. Once opportunities were presented, women have, through hard work, excelled in their chosen professions.

This anniversary, therefore, marks the rise of women into positions of leadership. Women's History Month recognizes the achievements and the contributions of these prominent members of our past such as Susan B. Anthony and Elizabeth Cady Stanton. This becomes especially important as we look to our future.

Mr. President, it is in New York that Women's History Month has special meaning given that the formal begin-

ning of the suffrage movement began with a convention in Seneca Falls, NY. Today, Seneca Falls is the home of the Women's Rights National Historical Park and its history serves as an inspiration to all. I am pleased to lend my voice to celebrate this anniversary.

THE REGULATORY MORATORIUM BILL

Mr. STEVENS. Mr. President, I wish to take a moment to describe the effect of the amendment I authored and which is now part of the committee substitute for S. 219, the regulatory moratorium legislation.

My amendment modifies the definition of "significant regulatory action" to include "any action that withdraws or restricts recreational, subsistence, or commercial use of any land under the control of a Federal agency, except for those actions described under paragraph 4 (D) and (E)." The effect of this amendment is to impose the moratorium contained in the bill on any action by a Federal agency to withdraw or restrict commercial, recreational, or subsistence use of Federal lands.

The actions described in paragraph 4 (D) and (E) are "any agency action that establishes, modifies, opens, closes, or conducts a regulatory program for a commercial, recreational, or subsistence activity relating to hunting, fishing, or camping" and "the granting of * * * a license, * * * exemption, * * * variance or petition for relief * * * or other action relieving a restriction * * *." In other words, a Federal agency may continue to manage these activities, even if the management action involved would restrict the public's use of Federal lands. This means that a Federal agency may close wildlife refuges to duck hunting, limit the number of people permitted in the National Parks to the number of campsites available, or prohibit trawling in certain areas to protect crab and halibut.

In addition, my amendment defines "public property" to mean "all property under the control of a Federal agency, other than land." This definition is necessary because the bill provides that the moratorium shall not apply if the President finds that "the action is * * * principally related to public property * * *." Without this definition, the President could circumvent the purpose of my amendment by simply finding that the closing of Federal lands to grazing or of a National Forest to timber harvests is "principally related to public property" because the principal "public property" under the control of the Forest Service are National Forests. By limiting the definition of "public property" to "all property * * * other than land" my amendment would allow the President to exclude from the moratorium any action related to managing public property like motor pools, warehouses, and other buildings—including