

Moscow actually never exercised its reciprocal right to continuously monitor a U.S. missile production facility by deploying inspectors, according to a DTRA fact sheet. In April 2001—a year after Thiokol Corp. stopped making Peacekeeper missiles at a plant in Promontory, Utah—the Russian right to maintain such inspectors in the United States came to an end.

That left Votkinsk as the only operating strategic-missile production facility in either nation, and the only site to host continuous monitoring. The START accord also allows for 12 types of intrusive verification measures that include suspect-site inspections to confirm that clandestine weapons production is not occurring, according to the U.S. defense agency.

Even as hosting the only remaining monitoring mission at a production facility has evolved into an irritant for Moscow, it is unclear how useful the U.S. presence at Votkinsk has been for Washington. Intelligence officials have prized the U.S. opportunity to observe Russian manufacturing operations at Votkinsk, but how much militarily useful information has been gleaned is uncertain, some experts said.

For many of the U.S. civilian and military inspectors who served at the remote Russian location, there were apparently few surprises.

"It was very monotonous. We could have months go by without inspecting a missile," a former U.S. inspector at Votkinsk told GSN in an interview. "It all seemed like the whole process was very ridiculous, in a way."

A photograph posted on a Facebook page for the "Votkinsk Portal Monitoring Facility" shows a group of U.S. personnel wearing swimsuits and big smiles, posing on beach chairs in several inches of snow. A Defense Threat Reduction Agency building appears in the background.

"It always felt like an episode from 'M*A*S*H,'" said the former inspector, referring to the television comedy series about an Army medical unit during the Korean War. "There's people from all over the country just thrown in there to do this job. It was very surreal at times."

Military duty officers would cycle through the facility on three- or six-week rotations, this source said. Civilians typically served much longer tours—many on DTRA contract with Raytheon Technical Services, or Hughes before that—on duty for nine-week stretches, with three weeks of leave in between.

Under the START accord, the U.S. government could deliver food and other goods to the inspection and support teams at Votkinsk in two cargo aircraft flights a year.

The defense agency describes a typical inspection team as including a team chief and deputy, two linguists, a weapons specialist and other experts. Government and contracted support personnel include translators, technicians, cooks and medical staff, according to defense officials.

The former inspector said the U.S. team at Votkinsk used relatively little advanced technology for its monitoring operations, and the staff's computers or other electronics could likely be moved using a single cargo aircraft. Most furniture and office supplies would likely be disposed of or left behind, officials speculated.

RUSSIA HINTS AT DELAY IN START II NEGOTIATIONS

WASHINGTON—A report from Interfax news agency has quoted the Russian Foreign Ministry as saying that the provisions of the Strategic Arms Reduction Treaty (START) can remain in force even after it expires on December 5.

To some, the pronouncement looks problematic for the administration of U.S. President Barack Obama, which was hoping to sign a new treaty with Russian President Dmitry Medvedev when Obama goes to Europe to accept his Nobel Peace Prize on December 10.

At a November 15 meeting with Medvedev in Singapore after the close of the Asia-Pacific Economic Cooperation forum, Obama said that the two men's "goal continues to be to complete the negotiations and to be able to sign a deal before the end of the year."

He added that he was "confident" that with "hard work and a sense of urgency," it could happen.

But as Russian and U.S. weapons negotiators continue to meet in Singapore, it has emerged that a key sticking point is how each country inspects the other's nuclear weapons facilities.

"If you believe the leaks that have been coming out over the past couple of days, the issue is now about disagreements over the systems and processes of how things are checked," Fyodor Lukyanov, the editor of the journal "Russia in Global Affairs," told RFE/RL's Russian Service. "For its part, the Russian side is opposed to the proposals that the Americans have put forward."

Lukyanov said that one point of disagreement could bring the talks to a crashing halt.

"Nothing is agreed on until everything is agreed on," he said.

"WORKING THROUGH ISSUES"

Obama may have been referring to that issue in Singapore when he said he felt "as if both sides are trying to work through some difficult technical issues but are doing so in good faith."

Obama and Medvedev met in Moscow in July and agreed to reduce the number of nuclear warheads that each country could possess to between 1,500 and 1,675 within seven years.

Kennette Benedict, executive director of the Bulletin of Atomic Scientists, which focuses on the consequences of nuclear weapons, thinks the statement by the Russian Foreign Ministry about allowing the original START treaty to remain in force is a positive sign from Moscow.

"I take this as a very positive sign because the START Treaty does expire on December 5—and there are provisions for extending it, and the reason it's so important to extend is because it has such robust verification measures in it. We have inspectors now in Russia and they have inspectors here in the United States," Benedict said. "If START I is not extended, then our inspectors would need to leave. Russia and their inspectors would need to leave the U.S., and the trust that we've built may make it more difficult to come to a final agreement."

Benedict said she expects that Obama and Medvedev will sign a START II Treaty soon, perhaps by the end of the year. The hard part, she said, will be persuading getting the U.S. Senate to ratify it.

DOMESTIC POLITICS

For the past decade, Benedict said, the Senate has been reluctant to ratify any international treaties, regardless of subject matter.

"As I understand it, they think that the United States can go it alone on any number of things, and that we have a right to have as many weapons as we want, and they believe, I guess, that all weapons are useful," Benedict said. "So they think that military might is the best way for the United States to proceed."

Gary Schmitt, director of advanced strategic studies at the American Enterprise In-

stitute, a private policy-research center in Washington, agreed that Senate ratification will be difficult, but for a more nuanced reason.

"It's not going to be a slam-dunk [in the Senate] because the actual agreement's going to reduce the number of warheads and platforms," Schmitt said. "And if it's really a substantial cut, there'll be a serious debate about what the nature of our deterrent looks like."

In fact, Schmitt said he's surprised that Obama is acting as if the United States needs a START II Treaty. One of the snags in the negotiations so far, he noted, is that Moscow wants to cut weapons further than Washington does.

"I think one of the problems with the Obama administration's approach was that they actually acted like we needed this arms-control agreement, when, in fact, it was the Russians who were looking for it because, first of all, it costs a lot of money to develop new weapons, and the second thing is that a lot of what they have is extremely old and should be taken out of commission," Schmitt said. "Somebody was telling me that at the most recent military parade in Moscow they were driving some of the missiles by and they were noticeably rusty, which is not what you want when you have ICBMs."

Ultimately, Schmitt said, it is good news that both Russia and the United States aren't arbitrarily standing by the December 5 deadline.

Give the two sides plenty of time to talk, he said, because both sides can easily live with an extension of START I.

RUSSIA NOT PREPARING INTERIM AGREEMENT AT START TALKS

MOSCOW, Nov. 17.—The United States and Russia are not preparing some interim agreement on strategic offensive weapons, the Russian Foreign Ministry said.

"According to the instructions that were given our delegation is working on a new agreement on the reduction and limitation of strategic offensive weapons and not some interim documents," Russian Foreign Ministry spokesman Andrei Nesterenko said at a briefing in Moscow on Tuesday.

Nesterenko was commenting on the statement by U.S. presidential aide Michael McFaul that Moscow and Washington need to prepare an interim agreement on strategic offensive weapons, as the main agreement will not be ratified by December 5 when the current one expires.

CHANGES TO S. CON. RES. 13 PURSUANT TO SECTION 301(a)

Mr. CONRAD. Mr. President, section 301(a) of S. Con. Res. 13, the 2010 budget resolution, permits the chairman of the Senate Budget Committee to adjust the allocations of a committee or committees, aggregates, and other appropriate levels and limits in the resolution, and make adjustments to the pay-as-you-go scorecard, for legislation that is deficit-neutral over 11 years, reduces excess cost growth in health care spending, is fiscally responsible over the long term, and fulfills at least one of eight other conditions listed in the reserve fund.

I find that the Patient Protection and Affordable Care Act of 2009, an amendment in the nature of a substitute to H.R. 3590, fulfills the conditions of the deficit-neutral reserve fund

to transform and modernize America's health care system. Therefore, pursuant to section 301(a), I am adjusting the aggregates in the 2010 budget resolution, as well as the allocation to the Senate Finance Committee.

I ask unanimous consent that the following revisions to S. Con. Res. 13 be printed in the RECORD.

There being no objection, the material was ordered to be printed in the RECORD, as follows:

CONCURRENT RESOLUTION ON THE BUDGET FOR FISCAL YEAR 2010—S. CON. RES. 13; REVISIONS TO THE CONFERENCE AGREEMENT PURSUANT TO SECTION 301(a) DEFICIT-NEUTRAL RESERVE FUND TO TRANSFORM AND MODERNIZE AMERICA'S HEALTH CARE SYSTEM

[In billions of dollars]

Section 101	
(1)(A) Federal Revenues:	
FY 2009	1,532.579
FY 2010	1,623.888
FY 2011	1,944.831
FY 2012	2,145.835
FY 2013	2,322.917
FY 2014	2,560.488
(1)(B) Change in Federal Revenues:	
FY 2009	0.008
FY 2010	-42,098
FY 2011	-143,800
FY 2012	-214,558
FY 2013	-192,420
FY 2014	-73,170
(2) New Budget Authority:	
FY 2009	3,675.736
FY 2010	2,910.707
FY 2011	2,842.766
FY 2012	2,829.808
FY 2013	2,983.128
FY 2014	3,193.867
(3) Budget Outlays:	
FY 2009	3,358.952
FY 2010	3,021.741
FY 2011	2,966.921
FY 2012	2,863.655
FY 2013	2,989.852
FY 2014	3,179.417

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[In millions of dollars]

Current Allocation to Senate Finance Committee:	
FY 2009 Budget Authority	1,178.757
FY 2009 Outlays	1,166.970
FY 2010 Budget Authority	1,237.336
FY 2010 Outlays	1,237.842
FY 2010–2014 Budget Authority	6,857.897
FY 2010–2014 Outlays	6,857.305
Adjustments:	
FY 2009 Budget Authority	0
FY 2009 Outlays	0
FY 2010 Budget Authority	12,500
FY 2010 Outlays	11,500
FY 2010–2014 Budget Authority	-33,100
FY 2010–2014 Outlays	-38,400
Revised Allocation to Senate Finance Committee:	
FY 2009 Budget Authority	1,178.757
FY 2009 Outlays	1,166.970
Pt 2010 Budget Authority	1,249.836
FY 2010 Outlays	1,249,342
FY 2010–2014 Budget Authority	6,824.797
FY 2010–2014 Outlays	6,818,905

INTRODUCTION OF BILLS AND JOINT RESOLUTIONS

The following bills and joint resolutions were introduced, read the first and second times by unanimous consent, and referred as indicated:

By Mr. BUNNING (for himself, Mr. NELSON of Nebraska, Mr. BROWNBACK, Mr. BURR, Mr. CASEY, Mr. CHAMBLISS,

Ms. COLLINS, Mr. ENZI, Mr. INHOFE, Mr. ISAKSON, Mr. JOHNSON, Mr. ROBERTS, Mr. THUNE, and Mr. VITTER):

S. 2816. A bill to repeal the sunset of the Economic Growth and Tax Relief Reconciliation Act of 2001 with respect to the expansion of the adoption credit and adoption assistance programs and to allow the adoption credit to be claimed in the year expenses are incurred, regardless of when the adoption becomes final; to the Committee on Finance.

SUBMISSION OF CONCURRENT AND SENATE RESOLUTIONS

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

By Mr. REID:

S. Res. 359. A resolution to make temporary appointments to the Select Committee on Ethics; considered and agreed to.

By Mr. DODD (for himself, Mr. CORNRYN, Mr. KERRY, Mr. LUGAR, Mr. LIEBERMAN, Mr. KIRK, Mrs. SHAHEEN, Mr. MENENDEZ, Mr. BROWNBACK, Mr. MCCAIN, Mr. BROWN, Mrs. FEINSTEIN, Mr. WICKER, Mr. VOINOVICH, Mr. ISAKSON, Mr. BOND, Mr. CASEY, Ms. MIKULSKI, and Mr. FRANKEN):

S. Res. 360. A resolution honoring the Prime Minister of India, Dr. Manmohan Singh, for his service to the people of India and to the world, and welcoming the Prime Minister to the United States; considered and agreed to.

ADDITIONAL COSPONSORS

S. 2097

At the request of Mr. BROWNBACK, his name was added as a cosponsor of S. 2097, a bill to authorize the rededication of the District of Columbia War Memorial as a National and District of Columbia World War I Memorial to honor the sacrifices made by American veterans of World War I.

STATEMENTS ON INTRODUCED BILLS AND JOINT RESOLUTIONS

By Mr. BUNNING (for himself, Mr. NELSON of Nebraska, Mr. BROWNBACK, Mr. BURR, Mr. CASEY, Mr. CHAMBLISS, Ms. COLLINS, Mr. ENZI, Mr. INHOFE, Mr. ISAKSON, Mr. JOHNSON, Mr. ROBERTS, Mr. THUNE, and Mr. VITTER):

S. 2816. A bill to repeal the sunset of the Economic Growth and Tax Relief Reconciliation Act of 2001 with respect to the expansion of the adoption credit and adoption assistance programs and to allow the adoption credit to be claimed in the year expenses are incurred, regardless of when the adoption becomes final; to the Committee on Finance.

Mr. BUNNING. Mr. President, today is National Adoption Day, and there could be no more fitting day to introduce legislation that will help American families achieve their dream of adopting a child.

For too many families, the high cost of adoption makes this dream difficult and sometimes impossible to reach. That is why Congress acted in 2001 to

strengthen the adoption tax credit and make welcoming a child into a family more affordable. Unfortunately, this important tax relief will expire at the end of next year.

The legislation I am introducing today with Senator BEN NELSON, the Adoption Tax Relief Guarantee Act, will permanently extend and improve the 2001 adoption incentives. By easing this financial burden, we will encourage the development of more stable families and provide a brighter future for countless children for years to come.

The Adoption Tax Relief Guarantee Act will allow adoptive families to receive a tax credit of up to \$10,000 and guarantees the maximum \$10,000 credit for families who adopt children with special needs. This legislation will help middle-income families break the financial barriers and successfully adopt a child, especially those children with special needs who are in particular need of a loving home. In addition, this bill will allow families to receive the credit in the year an adoption expense is paid or incurred. Currently, those who adopt a child must wait until the following taxable year before receiving a tax credit for an adoption expense. This important change will expedite financial relief, putting money back into the pockets of middle-income families who struggle through the lengthy and costly adoption process.

I am pleased that Senators from both sides of the aisle have cosponsored this legislation, and that it has received endorsements from the National Council for Adoption and RESOLVE: the National Infertility Association, the National Council for Adoption, and the American Academy of Adoption Attorneys. The adoption tax credit and assistance programs have already helped countless children and families by making adoption more affordable. We owe it to future generations of children in need to make these provisions permanent.

Our entire society benefits when children are placed with loving, permanent families. I urge my colleagues to support critical legislation.

Mr. President, I ask unanimous consent that the text of the bill be printed in the RECORD.

There being no objection, the text of the bill was ordered to be printed in the RECORD, as follows:

S. 2816

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. SHORT TITLE.

This Act may be cited as the "Adoption Tax Relief Guarantee Act".

SEC. 2. REPEAL OF APPLICABILITY OF SUNSET OF THE ECONOMIC GROWTH AND TAX RELIEF RECONCILIATION ACT OF 2001 WITH RESPECT TO ADOPTION CREDIT AND ADOPTION ASSISTANCE PROGRAMS.

Section 901 of the Economic Growth and Tax Relief Reconciliation Act of 2001 is amended by adding at the end the following new subsection:

"(c) EXCEPTION.—Subsection (a) shall not apply to the amendments made by section