

the Committee on International Relations by a vote of 31 for, only 5 against.

Why is this legislation needed?

In the past decade, the Government of Sudan has killed or allowed to starve over 1 million of its own people. Starvation is that government's weapon of choice, liberally spiced with high-altitude bombing and mass murder, and even selling Sudanese boys and girls as slaves.

In China, as we all know, Catholic priests and bishops are imprisoned, some for decades, simply for practicing their faith. Protestant pastors are thrown in jail just for holding house church services. Muslims suffer persecution, as do Buddhist monks and nuns.

My office adopted Bishop Zeng Jingmu. Sunday's Washington Post reported that the Bishop was released 6 months early by the Chinese Government in anticipation of President Clinton's June visit. Bishop Zeng is currently out of prison, yet remains not completely free, but under house arrest, and is allowed to see no one but his close relatives. Still, the fact that he is out of prison is a good development, and a sign that pressure on repressive governments works.

Mr. Speaker, this legislation is supported by a large number of broad-based groups in the Nation. It is supported by the National Association of Evangelicals, by the U.S. Catholic Bishops Conference, by the Family Research Council, by the Anti-Defamation League, by the Southern Baptist Convention Ethics and Religious Liberty Commission, by the International Campaign for Tibet, by the National Jewish Coalition, by the Christian Coalition, by the Religious Action Center for Reformed Judaism, by Empower America, by Prison Fellowship Ministries, by the Union of Orthodox Congregations of America, by Concerned Women of America, by Campus Crusade for Christ, by the Seventh Day Adventist Church, by the Christian Legal Society, by the Catholic Alliance, by the Ethics and Public Policy Center, by the National Religious Broadcasters, by B'nai B'rith, by the American Family Association, by the Salvation Army. So we can see this has broad-based support.

On Thursday the House will take up the bill, and this bill will set up a system to monitor religious persecution around the world; and when egregious acts are found, limited sanctions will be imposed unless waived by the President. Again, under this legislation, the President has total, complete ability to waive everything and anything in the bill.

In closing, Mr. Speaker, when this bill becomes law, America will reaffirm again, as it has so many times in the past, for all the world that we still honor those ringing words in the Declaration of Independence, authored by Thomas Jefferson, where he said, We hold these truths to be self-evident, that all men and women are created

equal, endowed by their creators with certain unalienable rights; that among these are life, liberty, and the pursuit of happiness.

When this bill passes, in small villages in southern Sudan, people with their little crystal radio sets, people in villages in China with their crystal sets, when they hear that the United States Congress, the people's House, the House of Representatives, has voted for this legislation, it will send a message to the people who are being persecuted around the world that this Congress and this country stands with them.

TRIBUTE TO JIM ANDERSON

The SPEAKER pro tempore. Under the Speaker's announced policy of January 7, 1997, the gentlewoman from Idaho (Mrs. CHENOWETH) is recognized for 60 minutes as the designee of the majority leader.

Mrs. CHENOWETH. Mr. Speaker, I lost a very good friend a little while ago, in a very, very tragic accident. Jim Anderson was a man that I have known for about 25 years. He was a good man, a good father to his two children, a good husband, a good steward of the land, and a heck of a horseman.

It was my honor to have known Jim Anderson, to be his friend, and it is my honor to tell you a little bit about Jim Anderson today. Jim Anderson was a rancher. It wasn't only what he did as a rancher, but it was who he was.

He was killed in a tragic accident on his ranch on the border of Malheur County in Oregon and Owyhee County in Idaho, in the southwestern edge of my congressional district in Idaho. Jim's grazing allotment was far, far out in the Owyhee Desert, in a wide-open, sweeping land of grasses, of sagebrush, a few hardy juniper trees, a whole lot of rattlesnakes, but a land that cut deeply into the Owyhee River Canyon. It is a rugged, beautiful, brutal country far, far from the nearest cities.

The grassland, the hills, valleys, creeks, are heartbreakingly beautiful. The Owyhee River Canyon is one of the most magnificent wonders of my district and of this Nation. It carves through this beautiful high desert for hundreds of miles, cutting a deep, straight-walled gorge into the desert. The Owyhee can appear benign to the casual observer, but it can suddenly change from a meandering stream to a raging torrent, and from a foot deep to a bottomless pit.

□ 1415

Jim loved this country with his whole heart. It was in his blood. It was where he was born and raised, and where he had lived his entire life. It was where he wanted to raise his two sons, Patrick and Jeff.

Jim was riding the Owyhee River alone 3 weeks ago, gathering his cattle and pushing them onto spring range

when the accident occurred. While crossing the river and pushing a small group of cattle ahead of him, Jim's horse stumbled and fell, crushing him underneath it, under the water. The horse struggled back to its feet, waded to a nearby island, and turned back to wait for his master. The cows wandered on. Jim's dog waited near the horse, but their master did not emerge from the river.

The horse and the dog were still waiting there on the island a day later when family and friends came in search of the missing man. When they saw the dog and the horse, they knew what happened to Jim. They knew from that rugged country and the ways of that rugged country that you always believe the animals. Five days later, divers found Jim Anderson's body miles downstream in the river, drowned. Even though Jim was raised there beside the river and was a heck of a horseman, he never learned how to swim. I just pray that he did not die in pain. But he did die alone, far, far from the family he loved, from his friends and from any help. I pray that he died without knowing what happened.

Jim's death was very tragic and incomparably lonely and saddening to his family and friends and every one of us who knew him. Yet every one of the people who knew Jim had a tremendous respect for the man that he was, the life that he led and the way he died.

You see, Jim died doing what he loved. He loved his family but he also loved his work, and he loved the land that he worked. He always knew that if we are good to the land, the land will be good back to us. Many people do not understand this today, when we do not live on the land and when we try to live our lives as comfortably as possible and eliminate every danger, inconvenience and hardship; but inconvenience and hardship and danger was Jim's way of life.

That morning, like every morning, Jim had gotten up before the sun and he went outside into the cold morning and saddled up his horse, called his dog and loaded his animals into the truck for a long, bumpy rough drive out into his grazing allotment. Jim unloaded his horse at dawn and began a wide sweep of his range alone, through some of the most beautiful, most brutal and unforgiving country on God's earth. Physically the work is very hard, demanding, tiring and rough, but that was the life that Jim Anderson wanted and he accepted this hard work with it and did not complain. He was college educated and had a high intelligence.

Jim could have been anything he wanted to be, a teacher, a physician, a stockbroker, a lawyer. He certainly could have been a Congressman. But he chose the way of life of a rancher.

Jim never stopped learning nor did he stop teaching others around him. He read the Wall Street Journal every single day, and other magazines such as National Review and Forbes magazine

every day. They shared their places with other magazines like *Range*, even like *TV Guide*.

At Jim's funeral, one of Jim's college roommates mentioned total surprise the day that he went out to Jim's cow camp and found a one day old copy of the *Wall Street Journal* on the cow camp table, many, many, many miles from town.

Jim was always ready to launch into a debate on any number of issues, armed with facts and figures; whether it was corn futures, public land policy, politics, you name it, he was well read on it. Jim embraced his life as a rancher. He accepted the risk, too. He knew anything could happen when riding alone so far from people and so far from help. But it was part of his job; it was part of his way of life.

Jim embraced that risk, that work and that way of life totally. It was what made him who he was and made him a part of our very proud western heritage. The family, the friends, the acquaintances, neighbors and strangers who turned out to aid in the search and to comfort the family after the body was found and to support and help the family through their tough times without Jim's presence are another part of our proud western heritage.

I mentioned the efforts of a search party, as well I should. Five days the community searched for Jim. They knew what happened to him because, like I said, the animals never lie. The animals would not leave the river where they lost their master. But hour after hour, day after day, volunteer searchers traveled on foot, on horse, by four-wheel drive, by ATV, by airplane, by helicopter and back and forth over the Owyhee River canyons, literally searching every crack, every crevice, every ravine, behind every bush, rock, and stump looking for Jim. It was a monumental job but they were tireless.

No government agency or professional search and rescue team could have done the job those friends and neighbors did, searching for Jim. No one else knows the land like they do, and no one else cares like they do. When they found him, though, no one went home. They gathered Jim's cattle. They moved them to where they needed to go. They cared for the family and the area cattlemen made plans to help Jim's family get through the rest of the year. With Jim gone, the community picked up his work and is going to take care of his family, not through charity but through respect for the man he was and because it is the right thing to do. It is the way things are done out there. It really is the American way. It is what makes a community. It is what makes our country great, people like Jim Anderson and the people in the Jordan Valley community that drew together to help this family through their very hard time.

Jim Anderson was a fiercely independent man. His widow and his children will tell you that, and those of us who were his friends will tell you that.

Yet, they will also tell you that Jim was a man who worked with his neighbors and helped them out in times of need, too. I first met Jim Anderson in a circumstance when he and his friends and neighbors had pulled together to work on something that they believed in. I owned a natural resource consulting business in Boise, Idaho when Jim Anderson and the Owyhee cattlemen came to me for help in working out a better relationship with the Bureau of Land Management. That was way back in 1979.

We are still working to accomplish that same thing today, a better relationship with the Bureau of Land Management. The BLM manages 74 percent of Owyhee County and 73 percent of Malheur County and has tremendous influence over the lives and the livelihoods of the ranchers in that area. For years the relationship has been declining with the BLM, and Jim Anderson and others were looking for a better way. For the last 25 years I have been working with Jim and the cattlemen in my district to try to help them find a better way. Today, as a Member of Congress, we are still working on finding a better way. I will not stop now.

But always, through all these years, in the battles and the discussions, I have seen the same thing that I saw with the events around Jim's death. I saw people of integrity and people who care really draw together to help each other through a rough time. They care about their families, their neighbors, and they love the land on which they make a living. They have rough, tough jobs, dangerous jobs, but these jobs are not just a way of making a living for them. They are a chosen way of life. In past years their livelihood and their way of life has been threatened. With Jim Anderson and the ranchers in my district, we have fought to protect this unique western heritage and the communities that have developed in the West. These communities still exist and remain strong through the kind of personal integrity, dependability, honor and respect for themselves and their neighbors that we see continue to work for those of us who live in the West.

I said Jim Anderson grew up on a ranch. Indeed he was a fourth-generation rancher. Many of the families who have lived down there have carved their ranches out of the wilderness when Owyhee County was first settled. They brought in long horned cattle from Texas to start their herds and began a long process of improving their range and building homes in some of the most rugged, hostile yet beautiful, country in the world.

You might have heard of the grazing rights these cattlemen have developed. Yes, over time they filed claims on water and they homesteaded lands under various homestead acts, and they proved up on the homesteads and they settled down to raise their families.

I am sure my colleagues have heard of the range wars of the late 1800s and

the early 1900s. These range wars raged in my district, and people like Jim Anderson could tell you stories about the challenges their ancestors faced during these times from increasing settlement but, even more, from transient stockmen. The range was open in those days, unfenced and unrestricted. Homestead laws were designed for the East where 160 acres would support a family.

In the arid West, the rugged West, these small parcels were totally inadequate. By looking at a property map, it is readily apparent that the ranchers filed on the best and most valuable lands, those that there were out there in these arid lands, the land with water. Private land winds up and down the creeks and is located on springs or water holes across the landscapes. By homesteading on the creek bottoms where ranchers raised hay for the winter and by owning the water, ranchers were able to graze the open range in their vicinity.

Their goal was to consolidate the range into a workable ranch with the private land and the open grazing land inextricably interlinking elements of the ranch. But other transient cattlemen and transient sheepmen routinely trailed herds back and forth across the land, overgrazing and then moving on, devastating the land. They owned no private land, had no stake in the health of the land, but they simply ravaged the land and then they moved on. The Andersons and many of the old families I mentioned attempted to protect the range they had settled and to keep it in good condition for continued use. They wanted to pass it on to their children in better condition than they got it.

They fought to protect and guard the range and the integrity of the ranch under the provisions of prior beneficial use. But they had no legal basis to exclude others from overgrazing. Well, what resulted was a period of terrible destruction to the land. Transient stockmen ruined the range and prior settled stockmen had no ability to protect their range and no incentive to improve the range or ability to exclude over grazers.

As Members may know, it was cattlemen like Jim Anderson's family who fought for an end to this destructive, degenerating system. It was cattlemen who lobbied for and passed the Taylor Grazing Act of 1934.

The Taylor Grazing Act did four very, very important things. Number one, it eliminated the transient stockmen. Number two, it created grazing allotments out of undesigned lands. Number three, it tied that grazing allotment to a rancher's nearby private property. And, number four, it recognized and guaranteed ranchers prior existing use right to this land in perpetuity. The grazing allotment became appurtenant to the rancher's private land. The grazing allotment was recognized by courts and by banks, by local taxing districts and, yes, by the Internal Revenue Service. Indeed today the

value of the grazing allotment is commonly a majority of the value of the ranch.

□ 1430

Grazing allotments are taxed and used as collateral for bank loans. But besides tying private property and the grazing allotment together in one inextricable ecological and economic unit, the Taylor Grazing Act also gave ranchers the ability and the incentive to improve the range.

And ranchers responded with their hearts and their souls and their hard work. The results were absolutely astounding. With the legal ability to exclude the transient stockman and the right to use the land and improve the land, the entire dynamics of the Western livestock industry's grazing changed.

Today, Mr. Speaker, today I can say that we have one of the Nation's finest California big horn wild sheep populations in that very area, well taken care of by not only our Idaho Fish and Game, but also by our ranchers. That population has grown and proliferated so much that we are now able to take some of those wild sheep out and plant them in other States. It is because of the ranchers and the cooperation that we are seeing results such as that.

Ranchers began fencing to hold their cows in different pastures and to divide their range to facilitate proper grazing allotments and rotation. They began developing springs and water holes away from the creeks, to draw the cattle off the riparian areas and spread them across the range to protect those riparian areas and to spread the grazing more evenly. They began improving roads and building ponds, clearing brush, eradicating weeds and improving the land. Very, very hard work.

Jim Anderson, his family and the families that I have mentioned began working to improve their land and perfect their grazing operations. They have been working on it literally for generations, and the results have been incredible.

Think about it. The cumulative knowledge of generations was contained in Jim Anderson's mind. The knowledge of animals, the knowledge of weather, the knowledge of plants, the knowledge of wildlife and of proper stewardship of that land. All this knowledge was resident in Jim Anderson's mind and in his every action. It was this knowledge that he was passing on to his children as it had been passed on to him.

But what kind of life has Jim Anderson passed on to his two young sons? We fought shoulder to shoulder for 25 years to make it a better life and to guarantee them the best opportunities possible. But what have these fine two boys actually inherited?

A legacy of burgeoning bureaucracy, of strife and conflict in management of public lands, of science with a political agenda, and a legacy of continued restrictions and limitations on the way

of life that their family has cherished for generations, a way of life that is pictured in movies, in songs, in dress, in poetry, in novels. But it is being regulated out of our existence in America.

I feel for those boys. Their father and their ancestors left them a proud and wonderful legacy, a rich and strong heritage. Our government, on the other hand, has left them a bitter draught, a sad and heartbreaking regulatory stew, and a lifetime of struggle and strife to just continue the family tradition and maintain their way of life.

Unlike the thousands of youngsters before them, I hope that they are not driven from this land in desperation, hoping to be able to pursue a reasonable living somewhere else without continual government intrusion.

The day Jim was out before dawn to gather his cattle along the Owyhee River, the BLM land managers who manage this area were still in bed. Federal land managers are not members of Jim's community, although they would be welcome and, from time to time, some of them do make themselves part of the community and, indeed, they are personally welcomed.

Most of the managers, though, who manage and make the decisions that affect them live in Washington, D.C. They do not live out there on the ranch and they rarely work out there. Long, regular spells of pushing paper in the office are only occasionally punctuated with short and infrequent visits to the actual land that they manage.

Like in old Ireland, ranchers very rarely see their Federal landlords, except carrying bad news or bringing new regulations or restrictions. It is very little wonder that Jim Anderson and the community of Owyhee ranchers feel a great deal of frustration and are calling for better, more responsive land management. They are also calling for more range monitoring, yes, more scientific range monitoring.

Some allotments in Owyhee County are 8 hours of steady driving from the nearest BLM office. Some are 4 hours driving. But no allotment in Owyhee County is nearer than 1 hour of steady driving, about 50 highway miles from the nearest BLM office.

Today, we rarely see the BLM land managers out there on the ground with the cattlemen, yet Jim Anderson knew and I knew that critical, important decisions that affect our ranchers' livelihoods and their children's futures are being made every day by these government land managers. These decisions are often based on faulty information, poor science or science with a political agenda, and are heavily influenced by the litigation and pressure of urban environmental groups who have limited, if any, knowledge or understanding of the dynamics of the Western range.

Our ranchers today are struggling for a small say in the management of the land they have lived on, the land they have loved for generations. And what they are calling for is better land management through science and on-the-

ground range monitoring. They are asking for decisions made on the basis of what the range will actually support, and the cattle stocking levels based on clear scientific standards. But that is not what they are getting, and they and the land deserve far better.

Mr. Speaker, I want my colleagues to know that even here in Washington, D.C., I always carry with me the memories of people like Jim Anderson. I am sure my colleagues know what I am talking about. Their faces and their histories and their families and their struggles are always on my mind. I know the names of their children, they have told me their dreams, and they have shared their frustrations with me.

Today I wanted to share it with my colleagues. I wanted my colleagues to know about a person in my district, a man with hopes and dreams, a man we could have helped to have a better life and to give his children a better future, a person who we have needed to consider in our debates and in our discussions for America's future.

But Jim Anderson is now gone and I ask that my colleagues remember, like I do, who he was and what were his hopes and his dreams; remember his children, that we might treat them with greater respect and more thoughtfully in the future.

Today, all I can say is, goodbye, my friend. We will keep working.

SPECIAL ORDERS GRANTED

By unanimous consent, permission to address the House, following the legislative program and any special orders heretofore entered, was granted to:

(The following Members (at the request of Mr. BENTSEN) to revise and extend their remarks and include extraneous material:)

Mr. BENTSEN, for 5 minutes, today.

(The following Members (at the request of Mr. WOLF) to revise and extend their remarks and include extraneous material:)

Mr. BOB SCHAFFER of Colorado, for 5 minutes, May 12.

Mr. HERGER, for 5 minutes, May 12.

Mr. FOX, for 5 minutes, May 13.

Mr. WOLF, for 5 minutes, today.

Mr. JONES, for 5 minutes, May 12.

EXTENSION OF REMARKS

By unanimous consent, permission to revise and extend remarks was granted to:

(The following Members (at the request of Mr. BENTSEN) and to include extraneous matter:)

Mr. KIND.

Mr. WAXMAN.

Mr. KUCINICH.

(The following Members (at the request of Mr. WOLF) and to include extraneous matter:)

Mr. PORTMAN.

Mr. NEY.

Mr. BOB SCHAFFER of Colorado.

Mr. DOOLITTLE.

(The following Members (at the request of Mrs. CHENOWETH) and to include extraneous matter:)