

federal government lawyers are charged; and it is easy to imagine instances where a number of their members may have an affirmative stake in frustrating that enforcement.

Perhaps my concerns will turn out to be misplaced. I understand that one important concession the Senate obtained in the negotiations leading up to the inclusion of this provision in the omnibus legislation is a 6 month delay in the provision's effective date. This will give us some opportunity to see whether the result of the adoption of this provision is a greater effort by the State bars to accommodate federal interests, or the opposite. It will also give us a better opportunity to assess what the real impact of applying existing State rules in the context of federal prosecutions will be. In the long run, however, it seems to me that the right answer here is not for the federal government to abdicate to State bars the important responsibility of establishing these rules, but, at least with respect to its own officers, to perform that responsibility itself.●

#### TRIBUTE TO 1999 MARYLAND TEACHER OF THE YEAR

● Mr. SARBANES. Mr. President, I rise to recognize the remarkable achievements of one of my constituents, Rachael Younkens, who has won the title of 1999 Maryland Teacher of the Year. This honor is a tribute to her dedication to and mastery of the art of teaching seventh and eighth grade students at Plum Point Middle School, and is even more impressive by the fact that this 27-year-old is the youngest person ever to win the award in its twelve year history. I am so proud to congratulate Mrs. Younkens, the first winner from Southern Maryland, for being named the 1999 Maryland Teacher of the Year from 23 other Maryland candidates.

Mrs. Younkens is a native of Calvert County who, according to students and peers alike, brings a unique energy to her classes which serves to excite her students about social studies topics that may otherwise seem dull or out-of-date. Through the use of innovative teaching techniques, including learning games and exploration of the internet, Mrs. Younkens has brought a fresh perspective to her teachings.

It has always been my firm belief that the education and training of our young people is one of the most important tasks in a democratic society. Mr. President, I would like my colleagues to join me in recognizing the hard work that has led Mrs. Younkens to receive this recognition. I ask unanimous consent that an article from the Southern Maryland Extra to the Washington Post be inserted into the RECORD immediately following my remarks, and I yield the floor.

(From the Washington Post, Southern Maryland Extra, Oct. 22, 1998)

In Room, 216 at Plum Point Middle School, social studies teacher Rachael Younkens is

quizzing her students on the great European explorers: Christopher Columbus, Vasco da Gama, Sir Francis Drake and so forth. You wouldn't think a roomful of 13-year-olds would be interested in a bunch of long-dead strangers, but that's clearly not the case in this class.

Hand after hand shoots up in the air, students eager to supply the appropriate answers. Later, when the class adjourns to the library, the youngsters rush about looking for the needed information. There's a certain excitement in the air, a feeling that school and learning and even homework can be, well, fun.

Plum Point Principal Michael Reidy sums up the situation this way: "Mrs. Younkens has a spirit about her that creates magic in the classroom."

That spirit has won Younkens the title of 1999 Maryland Teacher of the Year. Younkens, 27, is the youngest teacher to win the award in its 12-year history and the first from Southern Maryland. She received the award—which includes a \$5,000 check and other prizes—at a ceremony Friday evening in Baltimore.

Younkens has taught seventh- and eighth-grade social studies at the Huntingtown school for five years, her entire career in education. Younkens, a native of Calvert County, said her inspiration in teaching has been her mother, a social studies teacher at Northern High School. One of the most important lessons her mother passed along was the importance of actively involving students in their education, she said.

"My teaching philosophy is based on an ancient Chinese proverb: 'Tell me, I forget. Show me, I remember. Involve me, I understand,'" Younkens said.

And involve her students she does. During a class on Tuesday, Younkens divided her 28 eighth-graders into teams and dispatched them to the library to research a specific explorer. Among their tasks: Finding the explorer's photograph on the Internet, drawing a detailed picture of his ship and writing a daily log of weather conditions during his voyage. The students even had to compose a letter to the king and queen explaining why they should fund the explorer's trip.

"Learning is not a spectator sport," Younkens said. "The kids are the actual players in the game, and they need to be actively involved in their own learning. I see myself as a partner in their education, and that's how we win."

Her students seem to like the technique. "It's not like we're talking about a lot of dead guys," said Nathan Bowen, an eighth-grader from Prince Frederick. "She really brings it to life."

Nathan said he especially likes all the fun games Younkens comes up with, including baseball and basketball matches that are played in the classroom and adapted to the subject being studied. Treasure hunts and "Social Studies Jeopardy" also are frequent occurrences in Room 216.

Larkin Jones, also an eighth-grader, said she admires her teacher's personality. "She's always smiling and happy, and she knows a lot about you." And that fact that she's young makes it "really easy to talk to her," Jones said.

Indeed, Younkens has made such an impression on Larkin that she recently confided in her mother that she might want to be a social studies teacher when she grows up, "just like Mrs. Younkens."

"She's been a tremendous influence on her," said Donna Jones, Larkin's mother. Jones, a guidance counselor at Plum Point added that Younkens has a unique ability to help all students—whether they're honor roll or in need of remedial instruction. "As a counselor, it's very comforting to know that

no matter what level a student is, if they have Mrs. Younkens, they'll have a wonderful year."

Younkens beat out 23 state semi-finalists, who were chosen from among Maryland's 49,000 teachers. She now advances to the national Teacher of the Year competition.

For the national contest, she must adopt an issue that she will advocate. Younkens said she will work to encourage the best and the brightest students to become teachers. Maryland, like other states, will face a severe teacher shortage in coming years, and, as Younkens said, "Our students deserve to learn from highly qualified instructors."

The national Teacher of the Year will be selected in the spring. In the meantime, Younkens is maintaining a rigorous speaking tour—talking to other educators, as well as politicians—and her students are getting used to the extra media attention and the parents who stop by with gifts and words of praise.●

#### THE 90TH ANNIVERSARY OF ST. MARY'S BANK IN MANCHESTER, NH

● Mr. GREGG. Mr. President, on November 24th, we will be celebrating the 90th anniversary of the birth of credit unions. St. Mary's Bank of Manchester, New Hampshire opened its doors in 1908 as a true local establishment serving the community on which it was built. St. Mary's Bank was formed by Manchester's French-Canadian immigrant and working class families to help other working class families. I want to congratulate St. Mary's Bank on being the pioneer in the field of credit unions and for continuing to grow and provide community support for the last 90 years.

In these times of bank mergers and takeovers designed to expand markets beyond boundaries of local communities, St. Mary's has always stood by its roots and the people of Manchester. St. Mary's Bank exemplifies a community institution built on local values and relationships. It continues its tradition of donating to community causes and has begun a \$10 million investment in the Manchester community to help low and moderate income families purchase and rent homes, and to provide assistance in emergency situations.

I wish to recognize St. Mary's Bank of Manchester, New Hampshire for its 90 years of service to the community of Manchester's West Side and for marking the beginning of credit unions nationwide.●

#### OMNIBUS CONSOLIDATED AND EMERGENCY SUPPLEMENTAL APPROPRIATIONS FOR FISCAL YEAR 1999—CONFERENCE REPORT

(In the RECORD of October 21, 1998, on page S12785, a page of the text of Mrs. FEINSTEIN's remarks was inadvertently omitted. The permanent RECORD will be corrected to reflect the following:)

#### QUINCY LIBRARY GROUP LEGISLATION

● Mrs. FEINSTEIN. Mr. President, I am very pleased that the Quincy Library Group bill has been included in

the Omnibus Appropriations bill. This legislation embodies the consensus proposal of the Quincy Library Group, a coalition of environmentalists, timber industry representatives, and local elected officials in Northern California, who came together to resolve their long-standing conflicts over timber management on the national forest lands in their area.

The Quincy Library Group legislation is a real victory for local consensus decision making. It proves that even some of the most intractable environmental issues can be resolved if people work together toward a common goal.

I first met the Quincy Library Group back in 1992 when I was running for the Senate, and was then very impressed with what they were trying to do.

The members of the Quincy Library Group had seen first hand the conflict between timber harvesting and jobs, environmental laws and protection of their communities and forests, and the devastation of massive forest fires. Their overriding concern was that a catastrophic fire could destroy both the natural environment and the potential for jobs and economic stability in their community. They were also concerned the ongoing stalemate over forest management was ultimately harming both the environment and their local economy.

The group got together and talked things out. They decided to meet in a quiet, non-confrontational environment—the main room of the Quincy Public Library. They began their dialogue in the recognition that they shared the common goal of fostering forest health, keeping ecological integrity, assuring an adequate timber supply for area mills, and providing economic stability for their community.

One of the best articles I have read about the Quincy Library Group process recently appeared in the *Washington Post*. Mr. President, I ask unanimous consent that this article be printed in the *RECORD* at the end of my statement.

THE PRESIDING OFFICER: Without objection, it is so ordered.

(See Exhibit 1.)

Mrs. FEINSTEIN. Mr. President, after dozens of meetings and a year and a half of negotiation, the Quincy Library Group developed an alternative management plan for the Lassen National Forest, Plumas National Forest, and the Sierraville Ranger District of the Tahoe National Forest.

In the last five years, the group has tried to persuade the U.S. Forest Service to administratively implement the plan they developed. While the Forest Service was interested in the plan developed, they were unwilling to fully implement it. Negotiations and discussions began in Congress. This legislation is the result.

#### THE QUINCY LIBRARY GROUP LEGISLATION

Specifically, the legislation directs the Secretary of Agriculture to implement the Quincy Library Group's for-

est management proposal on designated lands in the Plumas, Lassen and Tahoe National Forests for five years as a demonstration of community-based consensus forest management. I would like to thank Senators MURKOWSKI, BUMPERS, and CRAIG, Representatives HERGER and MILLER, as well as the Clinton Administration, for the thoughts they contributed to the development of the final bill.

The legislation establishes significant new environmental protections in the Quincy Library Group project area. It protects hundreds of thousands of acres of environmentally sensitive lands, including all California spotted owl habitat, as well as roadless areas. Placing these areas off limits to logging and road construction protects many areas that currently are not protected, including areas identified as old-growth and sensitive watersheds in the Sierra Nevada Ecosystem Project report.

However, in the event that any sensitive old growth is not already included in the legislation's off base areas, the Senate Energy and Natural Resources Committee provided report language when the legislation was reported last year, as I requested, directing the Forest Service to avoid conducting timber harvest activities or road construction in these late successional old-growth areas. The legislation also requires a program of riparian management, including wide protection zones and streamside restoration projects.

The Quincy Library Group legislation directs the Forest Service to amend the land and resource management plans for the Plumas, Lassen, and Tahoe National Forests to consider adoption of the Quincy Library Group plan in the forest management plans. The legislation does not require the Forest Service to continue implementing the Quincy Library Group pilot project once the forest plans are revised. The Senate Energy and Natural Resources Committee adopted an amendment, which I supported, to ensure that there is no conflict between the pilot project and the most current and best science reflected in any new forest plans.

#### MISINFORMATION ABOUT THE LEGISLATION

There have been a number of inaccurate statements made the Quincy Library Group legislation. I want to clear up three important points:

First, every single environmental law, including the National Environmental Policy Act and the National Forest Management Act, will be followed as this proposal is implemented. The legislation explicitly states, "Nothing in this section exempts the pilot project from any Federal environmental law."

The legislation requires an environmental impact statement to be completed before any resource management activities occur. It also provides for full public participation and input throughout the pilot project's implementation.

Second, the Quincy Library Group legislation does not double the volume of logging on the affected national forests. The intent of this proposal has always been to replace, not supplement, current logging activity, and the legislation will provide for timber harvests similar to current levels.

In a letter to me dated October 22, 1997, Ronald Stewart, Deputy Chief of Programs and Legislation for the Forest Service, states, "based on the agency's current estimates, the potential timber outputs that would be generated by this bill, if fully funded with additional appropriations, would not double but would remain consistent with the outputs provided from these forests over the last five years."

Third, the legislation explicitly prohibits the funding of Quincy Library Group projects through reallocation of funds from other national forests. The legislation explicitly states, "The Secretary may not conduct the pilot project using funds appropriated for any other unit of the National Forest System."

The bottom line is that the Quincy Library Group legislation will provide strong protections for the environment while preserving the job base in the Northern Sierra—not just in one single company, but across 35 area businesses, many of them small and family-owned.

This Quincy Library Group legislation is strongly supported by local environmentalists, labor unions, elected officials, the timber industry, and 27 California counties. The House approved the Quincy Library Group legislation by a vote of 429 to one last year. The Senate Energy Committee reported the legislation last October. The legislation has been the subject of Congressional hearings and the focus of nationwide public discussion.

I thank my colleagues for ensuring that this worthy pilot project has a chance.

#### EXHIBIT NO. 1

[From the *Washington Post*, Oct. 11, 1998]

#### GRASS-ROOTS SEEDS OF COMPROMISE

(By Charles C. Mann and Mark L. Plummer)

Every month since 1993, about 30 environmentalists, loggers, biologists, union representatives and local government officials have met at the library of Quincy—a timber town in northern California that has been the site of a nasty 15-year battle over logging.

Out of these monthly meetings has emerged a plan to manage 2.4 million acres of the surrounding national forests. Instead of leaving the forests' ecological fate solely to Washington-based agencies and national interest groups, the once-bitter adversaries have tried to forge a compromise solution on the ground—a green version of Jeffersonian democracy. When the House of Representatives, notorious for its discord on environmental legislation, approved the plan 429-1 in July 1997, the Quincy Library Group became the symbol for a promising new means of resolving America's intractable environmental disputes.

The Quincy Library Group is one of scores of citizens' associations that in the past decade have brought together people who previously met only in court. Sometimes called

"community-based conservation" groups, they include the Friends of the Cheat River, a West Virginia coalition working to restore a waterway damaged by mining runoff; the Applegate Partnership, which hopes to restore a watershed in southwestern Oregon while keeping timber jobs alive, and Envision Utah, which tries to foster consensus about how to manage growth in and around Salt Lake City.

Like many similar organizations, the Quincy Library Group was born of frustration. In the 1980s, Quincy-based environmental advocates, led by local attorney Michael B. Jackson, attempted with varying success to block more than a dozen U.S. Forest Service timber sales in the surrounding Plumas, Lassen and Tahoe national forests. The constant battles tied the federal agency in knots and almost shut down Sierra Pacific Industries, the biggest timber company there, imperiling many jobs. The atmosphere was "openly hostile, with agitators on both sides," says Linda Blum, a local activist who joined forces with Jackson in 1990 and aroused so much opprobrium that Quincy radio hosts denounced her on the air for taking food from the mouths of the town's children.

Worn down and dismayed by the hostility in his community, Jackson was ready to try something different. He got a chance to do so late in 1992, when Bill Coates, a Plumas County supervisor, invited the factions to talk to each other, face to face. Coates suggested that the group work from forest-management plans proposed by several local environmental organizations in the mid-1980s. By early 1993, they were meeting at the library and soon put together a new proposal. (The Forest Service eventually had to drop out because the Federal Advisory Committee Act, which places cumbersome requirements on groups who meet with federal agencies.) Under this proposal, timber companies could continue thinning and selectively logging in up to 70,000 acres per year, about the same area being logged in 1993 but drastically lower than the 1990 level. Riverbanks and roadless areas, almost half the area covered by the plan, would be off-limits.

The Quincy group asked the Forest Service to incorporate its proposal into the official plans for the three national forests, but never got a definite answer. Convinced that the agency was too dysfunctional to respond, in 1996 the group took its plan to their congressman, Wally Herger, a conservative Republican. Herger introduced the Quincy proposal in the House, hoping to instruct the agency to heed the wishes of local communities. It passed overwhelmingly—perhaps the only time that Reps. Helen Chenoweth (R-Idaho), a vehement property-rights advocate, and George Miller (D-Calif.) one of the greenest legislators on Capitol Hill, have agreed on an environmental law. Then the bill went to the Senate—and slammed into resistance from big environmental lobbies.

From the start, the Quincy group had kept in touch with the Wilderness Society, the Natural Resources Defense Council and the Sierra Club. The three organizations offered comments, and the Quincy group incorporated some. Still, the national groups continued to balk, instead submitting detailed criteria necessary to "merit" their support. When the Quincy plan became proposed legislation, the national groups stepped up their attacks. The Quincy approach, said Sierra Club legal director Debbie Sease, had a "basic underlying flaw" using a cooperative, local decision-making process to manage national assets. Jay Watson, regional director of the Wilderness Society, said: "Just because a group of local people can come to agreement doesn't mean that it is good public policy." And because such parochial ef-

forts are inevitably ill-informed and always risk domination by rich, sophisticated industry representatives, the Audubon Society warned, they are "not necessarily equipped to view the bigger picture." Considering this bigger picture, it continued, "is the job of Congress, and of watchdog groups like the National Audubon Society."

Many local groups regard national organizations as more interested in protecting their turf than in achieving solutions that advance conservation. "It's interesting to me that it has to be top-down," said Jack Shipley, a member of the Applegate Partnership. "It's a power issue, a control issue." The big groups' insistence on veto power over local decision-making "sounds like the old rhetoric—either their way or no way," Shipley says. "No way" may be the fate of the Quincy bill. Pressured by environmental lobbies, Sen. Barbara Boxer (D-Calif.) placed a hold on it in the Senate.

Despite the group's setback, community-based conservation efforts like Quincy provide a glimpse of the future. Under the traditional approach to environmental management, decisions have been delegated to impartial bureaucracies—the Forest Service, for example, for national forests. Based on the scientific evaluations of ecologists and economists, the agencies then formulate the "right" policies, preventing what James Madison called "the mischief of faction."

But today, according to Mark Sagoff of the University of Maryland Institute for Philosophy and Public Policy, it is the bureaucrats who are beset by factions; big business and environmental lobbies. For these special-interest groups, he argues, "deliberating with others to resolve problems undermines the group's mission, which is to press its purpose or concern as far as it can in a zero-sum game with its political adversaries." The system "benefits the lawyers, lobbyists and expert witnesses who serve in various causes as mercenaries," he says, "but it produces no policy worth a damn."

In contrast, community-based conservation depends on all sides acknowledging the legitimacy of each other's values. Participants are not guaranteed to get exactly what they want; no one has the power to stand by and judge the "merit" of the results. Although ecology and economics play central roles, ecologists and economists have no special place. Like everyone else, they must sit at the table as citizens, striving to make their community and its environment a better place to live.

In short, Quincy's efforts and those like it represent a new type of environmentalism: republican environmentalism, with a small "r." This new approach cannot address global problems like climate change. Nor should it be routinely accepted if a local group decides on irrevocable changes in areas of paramount national interest—filling in the Grand Canyon, say. But even if some small town would be foolish enough to decide to do something destructive, there's a whole framework of national environment laws that would prevent it from happening. And, despite the resistance of the national organizations, the environmental movement should not reject this new approach out of hand. Efforts to protect the environment over the past 25 years have produced substantial gains, but have lately degenerated into a morass of litigation and lobbying. Community-based conservation has the potential to change things on the ground, where it matters most. ●

#### THE INTERNATIONAL RELIGIOUS FREEDOM ACT

● Mr. NICKLES. Mr. President, on October 9, 1998, the Senate, by a vote of

98-0, passed the International Religious Freedom Act. As the sponsor of the International Religious Freedom Act, I am providing this statement which gives some guidance as to what I tried to accomplish in crafting this Act.

#### BACKGROUND

With enactment of the International Religious Freedom Act, there will be a major increase in the amount of information on the nature and extent of violations of religious freedom in foreign countries, in the actions taken by the U.S. government in response to those violations and in the scrutiny of the steps taken by the U.S. government to combat them. Sadly, events around the world demonstrate the need for the International Religious Freedom Act.

It has been reported that more than half of the world's population lives under governments that place restrictions or outright prohibitions on the ability to practice one's religion. While the end of the Cold War saw a significant increase in religious freedom in many countries, in others there has been no change. Totalitarian governments either continue to stamp out religion or subject it to state controls through arrest, torture, beatings, imprisonment and unemployment.

One such government has used massacre, starvation, and forced resettlement as a tool in the effort to crush resistance in its mostly Christian region. There have been reports of the crucifixion of Christians, although these reports cannot be confirmed. What has been confirmed is the revival of slavery, abduction and mutilation. Displaced refugees have been confronted with forced conversion or starvation.

In other countries, reports abound of attacks by extremists or by government forces on Christians, and on their homes, businesses, and churches. Converts to Christianity are imprisoned and tortured. In several countries no overt practice of any religion but the state religion is permitted, and conversion is illegal. These prohibitions affect virtually every religion around the world.

#### THE INTERNATIONAL RELIGIOUS FREEDOM ACT

This is the backdrop which led to the International Religious Freedom Act. The International Religious Freedom Act was crafted with four core principles. First, the International Religious Freedom Act is comprehensive both in the scope of covered violations, and in the full range of tools it provides to address the violations. By crafting a definition of violations of religious freedom that focuses on the most common types of violations as well as the most egregious, the Act attempts to resolve the problem before these violations escalate into torture, imprisonment and even death.

Second, the International Religious Freedom Act was crafted to require action while preserving necessary flexibility for the President. The International Religious Freedom Act contains a menu of options, including eight diplomatic and seven economic measures, from which the President must choose for each country that engages in violations of religious freedom. The Act also allows the President to calibrate any economic measure. The President can, for instance, suspend or limit foreign assistance, rather than cut it off entirely. The Act gives the President an additional option of taking commensurate action for any of the 15 options if the President determines that by doing so he can further the policy of the United States set forth in this Act. Finally, the President can exercise a waiver if important national interests require it, or if it would be harmful to those the Act seeks to help.

The provisions of the International Religious Freedom Act give the President economic and diplomatic tools to use that will