

to a sustainable and inclusive peace and why all elements of the U.S. Government need to work together toward common goals.

As in Yemen, the key to a successful strategy is the recognition that destabilizing factors in the region are linked to threats to the United States. Thus, separatism in the Ogaden or Somali region of Ethiopia, the ongoing Ethiopian-Eritrean border disputes, and the ways in which these tensions motivate the policies of these countries toward Somalia must factor into our broader regional strategy. This is complex, to be sure. But we simply have no other choice—we must recognize the complexity, understand it, and devise policies that address it.

This administration has a historic opportunity. And there are indications that lessons are being learned. The Director of the National Counterterrorism Center—whom the President rightly kept on from the previous administration—recently said the following:

This is a global struggle for al-Qaida, but if we think about it too much as a global struggle and fail to identify the local events that are truly motivating people to join what they view as a global struggle, we will really miss the boat. We have to try to disaggregate al-Qaida into the localized units that largely make up the organization and attack those local issues that have motivated these individuals to see their future destiny through a global jihad banner.

This is the strategic framework that we have been waiting for, and it is encouraging.

But statements such as these are only the beginning. To effectively fight the threat from al-Qaida and its affiliates, we have to change the way our government is structured and how it operates.

First, we need better intelligence. Recent reforms to our intelligence community have focused on tactical intelligence—on “connecting the dots.” We have not tackled the gaps in strategic intelligence. We need to improve the intelligence that relates directly to al-Qaida affiliates—where they find safe haven and why. But we also need better intelligence on the local conflicts and other conditions that impede or complicate our counterterrorism efforts. And we need better intelligence on regions of the world in which the increasing marginalization of communities, resentments against local government, or simmering ethnic or tribal tensions can result in new safe havens, new pools for terrorist recruiting, or simply distractions for one of our counterterrorism partners.

Second, we need to fully integrate our intelligence community with all the ways in which our government, particularly the State Department, openly collects, reports, and analyzes information. This integration, which was the goal of legislation that I introduced in the last Congress with Senator Hagel and that twice has won approval from the Senate Intelligence Committee, is a critical component of strategic counterterrorism. Without it,

we will never understand the conditions around the world—most of them apparent to experienced diplomats—that allow al-Qaida affiliates to operate, nor will we be able to respond effectively.

Third, this integration of clandestine intelligence community activities and open information gathering must include the allocation of real resources to the right people. This is fundamental. We can no longer afford to have budget requests driven by the equities and influence of individual agencies, rather than interagency strategies. And while Congress should do its part, real reform must be internalized by the executive branch.

Fourth, we need to recognize that when whole countries or regions are off limits to our diplomats, we have a national security problem. We know that regional tensions in Yemen, clan conflicts in Somalia, and violent extremism in Pakistan all contribute to the overall terrorism threat. But if our diplomats can't get there, not only will we never truly understand what is going on, we won't be able to engage with the local populations. In some cases, we can and should establish new embassy posts. For years, I have pushed for such an initiative in northern Nigeria, a region where clashes between security forces and extremists have taken hundreds of lives in recent weeks. In some cases, the security concerns are prohibitive. But there, we cannot just turn our backs; our absence doesn't make the threats go away. Instead, we should develop policies that focus on helping to reestablish security, for the sake of the local populations as well as for our own interests.

Fifth, we need strong, sustained policies aimed directly at resolving conflicts that allow al-Qaida affiliates to operate and recruit. These policies must be sophisticated and informed. We have suffered from a tendency to view the world in terms of extremists versus moderates, good guys versus bad guys. These are blinders that prevent us from understanding, on their own terms, complex conflicts such as the ones in Yemen or Somalia or, to inject two other examples, Mali and Nigeria. They have also led us to prioritize tactical operations—DOD strikes in Somalia, for example—without full consideration of their strategic impact. Conversely, we have viewed regional conflicts as obscure and unimportant, relegating them to small State Department teams with few resources and limited influence outside the Department. This must change. Policy needs to be driven by the real national security interests we have in these countries and regions, and our policies need to be supported by all elements of the U.S. Government. That includes a real recognition that, sometimes, policies that promote economic development and the rule of law really are critical to our counterterrorism efforts, and they need real resources and support from the whole of our government.

Mr. President, after 7 years of an administration that believed it could fight terrorism by simply identifying and destroying enemies, we now have an opportunity to take a more effective, comprehensive, long-term approach. The President, in his speech in Cairo, reached out to Muslims around the world. The Director of the NCTC has stressed the need to address local conditions in the global struggle against al-Qaida's affiliates. The Secretary of State has committed to aggressive diplomacy around the world. And the Secretary of Defense has acknowledged the need to increase the role and resources of other agencies and departments. Now, however, the real work begins. Changing the way the government, and Congress, for that matter, understands and responds to the national security threats facing us will not be easy. But we have no time to wait.

#### 45TH ANNIVERSARY OF THE WILDERNESS ACT

Mr. FEINGOLD. Mr. President, as founder of the Senate Wilderness and Public Lands Caucus, I led a Senate resolution commemorating the upcoming 45th anniversary of the Wilderness Act of 1964. I am delighted the Senate passed this resolution last night, and am very pleased that Senator MCCAIN joined me in leading this effort. I also thank our other colleagues for their support as cosponsors: Senators LAMAR ALEXANDER, EVAN BAYH, MICHAEL BENNET, BARBARA BOXER, SAM BROWNBACK, RONALD BURRIS, ROBERT BYRD, MARIA CANTWELL, BENJAMIN CARDIN, SUSAN COLLINS, CHRIS DODD, DICK DURBIN, DIANNE FEINSTEIN, JUDD GREGG, JOHN KERRY, JOE LIEBERMAN, ROBERT MENENDEZ, JEFF MERKLEY, PATTY MURRAY, MARK UDALL, TOM UDALL, GEORGE VOINOVICH and RON WYDEN.

This Wilderness Act was signed into law on September 3, 1964, by President Lyndon B. Johnson, 7 years after the first wilderness bill was introduced by Senator Hubert H. Humphrey of Minnesota. The final bill, sponsored by Senator Clinton Anderson of New Mexico, passed the Senate by a vote of 73-12 on April 9, 1963, and passed the House of Representatives by a vote of 373-1 on July 30, 1964.

The Wilderness Act of 1964 established a National Wilderness Preservation System “to secure for the American people of present and future generations the benefits of an enduring resource of wilderness.” The law gives Congress the authority to designate wilderness areas, and directs the federal land management agencies to review the lands under their responsibility for their wilderness potential.

Under the Wilderness Act, wilderness is defined as “an area of undeveloped federal land retaining its primeval character and influence which generally appears to have been affected primarily by the forces of nature, with the imprint of man's work substantially unnoticeable.” The creation of a

national wilderness system marked an innovation in the American conservation movement—wilderness would be a place where our “management strategy” would be to leave lands essentially undeveloped.

The original Wilderness Act established 9.1 million acres of Forest Service land in 54 wilderness areas. The support for wilderness has continued through the 111th Congress with the creation of 52 new wilderness areas in the Omnibus Public Land Management Act of 2009. Today, the wilderness system is comprised of over 109 million acres in over 750 wilderness areas, across 44 States, and administered by 4 Federal agencies: the Forest Service in the U.S. Department of Agriculture, and the Bureau of Land Management, the Fish and Wildlife Service, and the National Park Service in the Department of the Interior.

As we in this body know well, the passage and enactment of the Wilderness Act was a remarkable accomplishment that required steady, bipartisan commitment, institutional support, and strong leadership. The U.S. Senate was instrumental in shaping this very important law, and this anniversary gives us the opportunity to recognize this role.

As a Senator from Wisconsin, I feel a special bond with this issue. The concept of wilderness is inextricably linked with Wisconsin. Wisconsin has produced great wilderness thinkers and leaders in the wilderness movement such as Senator Gaylord Nelson and the writer and conservationist Aldo Leopold, whose “A Sand County Almanac” helped to galvanize the environmental movement. Also notable is Sierra Club founder John Muir, whose birthday is the day before Earth Day. Wisconsin also produced Sigurd Olson, one of the founders of The Wilderness Society.

I am privileged to hold the Senate seat held by Gaylord Nelson, a man for whom I have the greatest admiration and respect. He is a well-known and widely respected former Senator and former two-term Governor of Wisconsin, and the founder of Earth Day. In his later years, he devoted his time to the protection of wilderness by serving as a counselor to The Wilderness Society—an activity which was quite appropriate for someone who was also a cosponsor, along with former Senator Proxmire, of the bill that became the Wilderness Act.

The testimony at congressional hearings and the discussion of the bill in the press of the day reveals Wisconsin’s crucial role in the long and continuing American debate about our wild places, and in the development of the Wilderness Act. The names and ideas of John Muir, Sigurd Olson, and, especially, Aldo Leopold, appear time and time again in the legislative history.

Senator Clinton Anderson of New Mexico, chairman of what was then called the Committee on Interior and Insular Affairs, stated that his support

of the wilderness system was the direct result of discussions he had held almost forty years before with Leopold, who was then in the Southwest with the Forest Service. It was Leopold who, while with the Forest Service, advocated the creation of a primitive area in the Gila National Forest in New Mexico in 1923. The Gila Primitive Area formally became part of the wilderness system when the Wilderness Act became law.

In a statement in favor of the Wilderness Act in the New York Times, then-Secretary of the Interior Stewart Udall discussed ecology and what he called “a land ethic” and referred to Leopold as the instigator of the modern wilderness movement. At a Senate hearing in 1961, David Brower of the Sierra Club went so far as to claim that “no man who reads Leopold with an open mind will ever again, with a clear conscience, be able to step up and testify against the wilderness bill.” For others, the ideas of Olson and Muir—particularly the idea that preserving wilderness is a way for us to better understand our country’s history and the frontier experience—provided a justification for the wilderness system.

I would like to remind colleagues of the words of Aldo Leopold in his 1949 book, “A Sand County Almanac.” He said, “The outstanding scientific discovery of the twentieth century is not the television, or radio, but rather the complexity of the land organism. Only those who know the most about it can appreciate how little is known about it.”

We still have much to learn, but this anniversary of the Wilderness Act reminds us how far we have come and how the commitment to public lands that the Senate and the Congress demonstrated 45 years ago continues to benefit all Americans.

I would like to recognize the following organizations for their efforts to continue protecting our wild places: American Rivers, Alaska Wilderness League, Campaign for America’s Wilderness, Earthjustice, Natural Resources Defense Council, Pew Environment Group, Republicans for Environmental Protection, Sierra Club, Southern Utah Wilderness Alliance, and The Wilderness Society.

#### WOMEN’S EQUALITY DAY

Mrs. McCASKILL. Mr. President, in observance of the upcoming Women’s Equality Day on August 26, 2009, I wish to pay tribute to the women soldiers and civilians of the U.S. Army who serve and defend our great country each day—whether in garrison communities here in the United States, like at Ft. Leonard Wood in my native Missouri, or on the front lines of battle in places like Afghanistan, Iraq, and other places around the world.

Although women did not receive equal treatment or recognition while serving in the military during the Civil War or the wars of the 20th century,

they now serve in many roles and capacities in the Active, Guard and Reserve components and perform equally as well as their male counterparts. Today’s Army fighting women are critical to the success of the Army’s mission, and their sacrifice on the battlefield demonstrates a clear call to duty that transcends any supposed gender limitations.

One such example of this bravery is Silver Star recipient SPC Monica Brown, who, when her convoy was attacked while on patrol in Afghanistan, disregarded a hail of enemy fire that threatened her own life and jumped into action in her role as a medic to pull wounded soldiers to safety and render lifesaving aid to them. I also think about the heroic actions of SGT Leigh Ann Hester, another Silver Star recipient and military police platoon leader. When Sergeant Hester and her fellow soldiers were ambushed south of Baghdad, she bravely led her unit through an insurgent “kill zone” and into a flanking position to assault the enemy with fire, killing three insurgents herself.

These acts of selflessness are also mirrored in the spirit of volunteerism and commitment that Army civilian women exhibit as they deploy to combat zones wherever the Army needs them. Like their male counterparts, these women are serving honorably and selflessly as architects, doctors, nurses, lawyers, structural engineers, logisticians, and in scores of other occupational specialties. And like our military women, they do justice to the millions of women who preceded them in history to fight for equal rights for women in America.

As we celebrate the great accomplishments of women in the military on Women’s Equality Day, it is imperative that our Nation and leaders continue to evaluate additional opportunities for military service by women. While women have achieved and contributed so much to the Army and the overall military mission, some barriers still exist.

I look forward to a day when more combat aviation and ground occupational specialties will be open to women, for instance. I look forward to a day when there will be more women in the general officer ranks to accompany my good friend GEN Ann Dunwoody, the Army’s first and only female four-star general in its entire 234-year history. Our military and government must never slow its commitment to giving women the access to the full range of opportunities that the military has to offer. In doing so, I am confident that these few remaining barriers will fall.

I strongly encourage my fellow members to honor Women’s Equality Day on August 26 by thanking the military and civilian women of the U.S. Army and their families of their States for their commitment, bravery and unflinching support to our great Nation.