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# INTERIOR NOMINATION

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HEARING  
BEFORE THE  
COMMITTEE ON  
INTERIOR AND INSULAR AFFAIRS  
UNITED STATES SENATE  
NINETY-FIRST CONGRESS  
FIRST SESSION  
ON  
THE NOMINATION OF LOUIS R. BRUCE, OF NEW YORK,  
TO BE COMMISSIONER OF INDIAN AFFAIRS

AUGUST 11, 1969



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Committee on Interior and Insular Affairs

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CHARLES COOK, *Minority Counsel*

(II)



Committee on Interior and Insular Affairs  
U.S. HOUSE OF REPRESENTATIVES  
WASHINGTON, D.C.

## INTERIOR NOMINATION

MONDAY, AUGUST 11, 1969

U.S. SENATE,  
COMMITTEE ON INTERIOR AND INSULAR AFFAIRS,  
Washington, D.C.

The committee met at 10 a.m., pursuant to notice, in room 3110, New Senate Office Building, Senator Henry M. Jackson (chairman of the full committee) presiding.

Present: Senators Jackson, Anderson, Moss, Burdick, McGovern, Gravel, Allott, Fannin, Hansen, Hatfield, Stevens, and Bellmon.

Also present: Jerry T. Verkler, staff director; Stewart French, chief counsel; James H. Gamble, professional staff member; and Charles Cook, minority counsel.

The CHAIRMAN. The committee will come to order.

The purpose of the meeting this morning is to consider the nomination of Mr. Louis R. Bruce, of New York, to be Commissioner of Indian Affairs.

A biographical sketch furnished by the nominee is before each member of the committee and a copy will be inserted in the hearing record.

(The biographical sketch referred to follows:)

### BIOGRAPHICAL SKETCH OF LOUIS R. BRUCE

Born December 30, 1906, on the Onondaga Indian Reservation near Syracuse, New York. Raised on St. Regis Indian Reservation in Northern New York. Father—Mohawk; Mother—Ogalala Sioux, South Dakota.

### EDUCATION

Attended Reservation elementary schools and graduated from Cazenovia Seminary in 1926. Then on to Syracuse University for four years, majoring in psychology and Business Administration. Also, took noncredit courses in public speaking, marketing, group organization, public relations and personnel administration, and American Management Association's course in 1950.

### OCCUPATIONAL BACKGROUND

- 1930-32: Richfield Springs, New York. Operated farm (dairy).
- 1933-35: Rogers Peet men's clothing store, New York City.
- 1935-42: New York State Director, Indian Projects for National Youth Administration.
- 1942-46: Operated dairy farm with training programs; active in community and state with Youth Groups; initiated youth Council Programs.
- 1946-55: Member of Board of Directors, Dairymen's League Cooperative Association. Served as Education and Youth Director, conducting membership and employee meetings on marketing. Conducted Leadership Institutes for adults and youths. Testified at hearings. Represented League on national and state committees.
- 1955-59: A Vice President, Compton Advertising, New York City.

- 1959-61: Special Assistant Commissioner for Cooperative Housing, FHA, Washington, D.C.  
 1961-63: New York State Housing, Community Relations Consultant—Executive Department.  
 1963-64: Development Services Incorporated, Vice President, New York.  
 1964-66: Mid Eastern Cooperatives, Lodi, New Jersey. Public Relations and Promotions Director—a chain of 23 cooperative super markets.  
 1966-Present: Executive Director, Chairman of the Board of Trustees for Zeta Psi Educational Foundation and Fraternity of North America, Inc., New York City.

#### ORGANIZATION AFFILIATIONS

Board Member, Arrow, Inc.  
 Board Member, Yale Broadcasting Company, Ivy League Network  
 Association of American Indian Affairs  
 Indian Council Fire  
 Rotarian, Mason  
 Columbia University Club  
 Trustee and Lay Leader, Methodist Church  
 New York Board Syracuse University Alumni Association  
 Freedom's Foundation Award 1949 presented at Valley Forge by President Eisenhower  
 Indian Council Fire Indian Achievement Award  
 Farm Bureau Federation  
 National State and Local Grange  
 Boy Scouts of America  
 College Editors and Fraternity Secretaries Associations  
 Dairymen's League Cooperative Association  
 New York Extension Service  
 Mid Eastern Cooperatives  
 New York State Indian Village Associations  
 Syracuse University, Sigma Delta Chi Journalistic Honorary  
 Cooperative Institute Association  
 Chairman of Board of Trustees, Zeta Psi Educational Foundation  
 Member of and Executive Secretary for Zeta Psi Fraternity of North America, Inc.

#### FAMILY DATA

Married to the former Anna Jennings Wikoff of Richfield Springs, N.Y. Three children: Charles Wikoff Bruce, married, two children, Reserve Captain Air Corps, Professor, Physics (PhD) New Mexico State Univ., Las Cruces, N.M.; Mrs. William H. Huxtable and two children who resides with her husband, a former member of Peace Corps and State Trooper; Richfield Springs, N.Y.; Donald Kenneth Bruce and wife the former Mary Johanna Huxtable who manages the family farm at Richfield Springs, N.Y.

The CHAIRMAN. We are glad to have the distinguished senior Senator from New York, Senator Javits, here with us this morning. He will introduce the nominee.

As we all know, the Office of Indian Commissioner has been vacant for several months and the committee is desirous to act expeditiously on this nomination.

Senator Javits, we welcome you to this committee. I know that you have a statement that you wish to make in connection with the presentation of Mr. Bruce.

#### STATEMENT OF HON. JACOB K. JAVITS, A U.S. SENATOR FROM THE STATE OF NEW YORK

Senator JAVITS. Thank you, Mr. Chairman. I shall be very brief. The chairman really needs no introduction to this nominee but it is a gracious thing to do. We are glad that Manhattan Island, which got

quite a buy from the Indians, did not immediately turn them away from its door.

It is interesting, Mr. Chairman, and I am sure everybody gets a smile out of the fact that when New York finally got a commissioner of Indian affairs he comes from not only Manhattan Island but Greenwich Village, which is supposed to be the home of lots of people other than Indian commissioners. But we are very proud of Mr. Bruce. He has won his spurs without any regard to his origins, and yet his origins are uniquely applicable to the existing situation.

I am very honored to be able to introduce him and to represent the State which I think will have produced a very highly valued and fine servant for our country. I know the deep concern the chairman and the members of the committee have with Indian affairs, and on this occasion I pledge myself, since Mr. Bruce comes from our small town, to cooperate in every way possible in anything that he does and whatever the committee thinks I can do to be helpful. I honor the fact that the President has chosen a resident of New York, and of New York City, for this very sensitive and very sentimental post. I hope very much that Mr. Bruce may occupy the historic role which is reserved for some Commissioner of Indian Affairs to at last put our country on the right road as to what should be the status of the American Indian.

Thank you, Mr. Chairman.

The CHAIRMAN. Thank you, Senator Javits.

Secretary Loesch, do you wish to make any comments at this time? We are happy, of course, as always, to have you with us. The assistant secretaryship you hold will be following the work of Mr. Bruce. We would be glad to have any comments that you wish to make.

#### STATEMENT OF HARRISON LOESCH, ASSISTANT SECRETARY OF THE INTERIOR, PUBLIC LAND MANAGEMENT

Mr. LOESCH. Thank you very much, Mr. Chairman.

I have, of course, been very pleased to appear before this committee and the Indian Affairs Subcommittee at which, because of a lack of a Commissioner, I have been perhaps too frequent a visitor, so it is with very great pleasure that I am here today to observe the hearing for Mr. Bruce.

I want you and the members of the committee to know that Mr. Bruce has the full confidence of not only my area but of the Department of the Interior as a whole as well as the entire administration.

With that, thank you very much, Mr. Chairman.

The CHAIRMAN. Thank you, Mr. Secretary.

Mr. Bruce, we are happy to welcome you to the committee and we will be pleased to hear from you at this time.

#### STATEMENT OF LOUIS R. BRUCE, NOMINEE TO BE COMMISSIONER OF INDIAN AFFAIRS, DEPARTMENT OF THE INTERIOR

Mr. BRUCE. Mr. Chairman, distinguished members of this committee, I want to express my thanks and appreciation to each one of you, and I am pleased to have an opportunity to meet with you and talk to you.

I have prepared a statement, but I am not going to read it. I hope it may be printed in full at the end of my remarks. As most of you know, I have been in New York right along and not close to the Indian situation these last few years. I have been doing a lot of thinking about the kind of program that might come from my administration.

First, I would like to say because my good friend, Senator Javits, has mentioned New York City, and particularly the Village, there is no reservation in the Village. I would like to correct that. I was born and brought up on the Onondaga Indian Reservation, went to school there, and then my father moved, as a missionary, to the St. Regis Indian Reservation where I grew up, until I went to prep school and college. Except for a short period in the 1930's, when I was director of projects for the National Youth Administration, I never received money for any work I have done with my own people. This is the first time I have assumed responsibility for work with Indian people on a Government payroll.

There was a period when I served as Assistant Commissioner for Cooperative Housing, a short period, 1960-61. My primary purpose for wanting to serve in the Federal Housing Administration was to help correct some of the regulations which prevented Indian people from borrowing money to build their own homes. While few will give me the credit for bringing this about, actually I spent a lot of time in this area.

Because of the criticism against the Bureau of Indian Affairs by Indian people, the general public, and the press, one of my first tasks will be to restructure the Bureau to be more responsive to Indian needs, and then, to proceed with a strong public relations program to interpret what the Bureau and Indian people are doing together.

One last thing. I have been in business a long time and I hope to bring to the Bureau some good business and management practices.

I think that is all I have to say, except that I would appreciate your cooperation. I would welcome the opportunity to come and visit with you and talk over any problems. I hope to have a close relationship with each one of you and discuss the programs.

The CHAIRMAN. Thank you, Mr. Bruce. Your full statement will be included at this point and then we will turn to the questioning.

(The statement referred to follows:)

STATEMENT BY LOUIS R. BRUCE, COMMISSIONER-DESIGNEE FOR THE BUREAU OF INDIAN AFFAIRS

Mr. Chairman and members of the Committee, I appreciate the opportunity to present this statement in behalf of my nomination for Commissioner of the Bureau of Indian Affairs, Department of the Interior.

This post, in my view, offers to any nominee one of the most exciting and challenging public service assignments in our Government today. Not many appointments in the Administration embrace the breadth of responsibilities as that of the Commissioner's office. These myriad responsibilities include the full development of the human and natural resource potential of Indian people; and an opportunity to mobilize an array of new-found public and private aids hereto-

fore unavailable to Indians. And perhaps even more important than the programmatic and financial support to be found in the field today is the opportunity to capitalize on the readiness and willingness of the Indians themselves to become full participants in our efforts to improve their well-being.

The massiveness of the problem, of course, cannot be understated and is well illustrated by the following social indicators:

Indian infant death rates have declined 41 percent since 1955. Yet, the Indian rate of 40 per 1,000 live births is still 12 points above the national average.

Indian life expectancy has risen from 62.5 years to 63.9 years since 1960. Yet, it is still over 6 years under the life expectancy for Americans as a whole.

Indians are attending school in ever-increasing numbers. Yet, nearly 60 percent have less than an eighth grade education, and the dropout rate is 50 percent.

Over 150 industries have been encouraged to expand into Indian communities. Yet, the unemployment rate is almost 40 percent—ten times the national rate.

Considerable progress has been made in helping Indians overcome their basic health, education, and social problems. However, these stark facts underscore the need for a more aggressive Federal-Indian approach to alleviate these conditions.

We have during the past decade given firm reality to the fact that the Bureau as a single agency is incapable of meeting effectively the full range of problems manifested by Indians. As a result of landmark legislation enacted by Congress in recent years, many new social and economic development programs have been established to assist the disadvantaged of the Nation. Fortunately, Indians are deriving benefits from these programs, not so much on the basis of their being Indians, but more on the basis of their being people in need who by most standards qualify for such programs.

As a result of these developments, our Government's posture toward Indians has shifted dramatically from a single agency involvement in the Indian field by the Bureau to a multiagency involvement, including most of the major departments and agencies in the Executive Branch. This infusion of new funds and service in the field, while not solving all problems, has contributed to more meaningful and comfortable lives for thousands of Indians.

During the same period it seems to me that the Bureau of Indian Affairs' role has also undergone a significant change. While it continues to administer the trust responsibility over Indian lands and resources and provides selected community services, its public image has suffered severely. In light of history and circumstances, the Bureau has been a highly visible agency. It has been attacked and criticized by many for its seeming inability to really "come to grips" with the so-called Indian problem.

While I would be the first to concede that the Bureau is plagued by many shortcomings, I would further submit that many of these criticisms are unwarranted. The unfortunate effect of these criticisms has been to hold the Bureau responsible for many complex problems that are far beyond the reach of its basic authorities and financial resources. Many of these problems, as previously noted, are gradually diminishing through authorities, programs and resources of other departments and agencies of government—a process that must be accelerated and refined.

It is from this background that I propose to pursue a program and actions during my tenure as Commissioner of Indian Affairs. I propose to create a new focus for the Bureau of Indian Affairs. My predecessors have done a fine job of creating a climate for change and for greater participation by American Indians in the affairs of their communities.

The main goal of the Bureau of Indian Affairs under my administration will be to actively encourage, allow, and train Indian people to manage their own affairs under the trust relationship, and to make the Bureau more responsive to Indian needs. In order to do this, I intend to examine, redefine, and request from the Congress necessary authorities and clarification to make this possible.

We must introduce sound public administration concepts and modern management practices to the Bureau, such as, for example, systems analysis and cybernetic concepts to improve program and financial evaluations. Concomitantly, we must review and redefine personnel functions and tailor them to meet this goal.

A critical review of existing staff must be undertaken to determine the changes required. Through this process, the Bureau will operate within a framework of 20th Century public administration and management principles.

I recognize that there are a number of critical unresolved issues which might require legislation or high level executive decisions.

However, because of the complex nature of these issues, I want to draw upon some of the best Indian and non-Indian minds in and outside of Government in developing alternative approaches for solving these problems. These individuals will be invited to serve on several working task forces and assist me with this undertaking.

Specifically, the following issues will be examined by these task forces:

1. To restructure Bureau headquarters, area and local offices by functional redefinition and reorientation of staff, thereby maximizing performance to induce more response and flexibility into the system. The paramount objective in this study will be to restructure the Bureau to become more responsive to Indian needs.

- (a) To thoroughly study the Federal Trust Relationship including ways to better protect the natural resources, water rights, and trust land of the Indian people.

- (b) To develop an accurate portrayal of American Indians, their progress and problems for the Department, the Bureau of the Budget, the Congress, and the American public.

- (c) To strengthen further lines of communications between tribal, State, and local governments in order to optimize the array of programs and services now available to Indian citizens through the major Departments and agencies of our Government.

2. To undertake an impartial look at the Bureau boarding schools in terms of the quality of education given to Indian young people, the teachers and staff of these schools, and the alternatives available to Indians for gaining control of such schools.

3. To facilitate the involvement of young Indian people in American Indian affairs, to open up career horizons throughout the Government, and to help narrow the generation gap in Indian communities. I am impressed with the calibre and vitality of our young Indian men and women and their desire to make meaningful contributions to their communities and fellow tribal members, and the Nation.

4. To identify ways to strengthen the role and authorities of tribal governments and indicate the type of training needed to enhance the effectiveness of tribal and community leaders.

The above issues are illustrative, not exhaustive, of the kinds of areas that I believe warrant close attention, to arrive at forward-looking solutions.

I do not propose task forces of long duration to look at these issues. I would hope that an intensive review could be made within the first six months of my administration. This would permit the formulation of alternative solutions from which I might select those proposals which offer optimum solutions for the problems at hand.

I have chosen not to discuss in detail, other than through a new look at the trust relationship, the question of termination. It is my hope that our new efforts would be the catalyst which would cause the dynamic development of the Indian people and their communities so that they will no longer be viewed as representing a "unique problem" and their social development will no longer indicate that they are among the disadvantaged but are actively seeking to be the achieving citizens of our Nation.

I harbor no illusions about solving all the problems of the American Indian, but what I hope to achieve or be an influence on is bringing the Bureau into a proper perspective so that through an organizational restructuring it will become a dynamic and flexible organ responsive to the needs of the Indians, within the legal authority and financial resources.

Although I shall direct my efforts to seek a more efficient allocation of all resources, social and economic, now available to the Indian people, my primary thrust will be to help my people help themselves.

The CHAIRMAN. Do you have a priority list, so to speak, as to the areas of greatest concern as they pertain to the American Indians? I am thinking of health, education, housing, jobs.

Mr. BRUCE. Well, No. 1 on my program is to restructure the Bureau headquarters area, and local offices by functional redefinition and

reorientation of the staff, thereby maximizing performance to induce more responsiveness and flexibility into the system; to study thoroughly the Federal trust relationship, including ways to better protect and develop the natural resources, water rights, and trust lands of the Indian people; to develop an accurate portrayal of American Indians, their progress and problems, for the Department, the Bureau of the Budget, the Congress, and the American public; to strengthen further the lines of communications between tribal, State, and local governments in order to optimize the array of programs and services now available to Indian citizens; to undertake an impartial look at the Bureau boarding schools in terms of the quality of education given to Indian young people, the teachers and the staff of these schools, and the alternatives available to Indians for gaining control of such schools to facilitate the involvement of the young Indian people in American Indian affairs.

If you look at my record, I have spent a great deal of my life working with young people. I feel, because 50 percent of our Indian population is under 20 years of age, this is an area in which we ought to be working. I hope to do something in this area.

And, last, I would endeavor to identify ways to strengthen the role and authorities of tribal governments to indicate the type of training needed to enhance effectiveness of tribal governments and communities.

Mr. Chairman, this is a rough outline of what I hope to undertake as Commissioner of Indian Affairs. It is true I need to do a lot more studying and thinking, but that is the outline.

The CHAIRMAN. Well, it is a horrendous task that you are undertaking. I wish you well, but many have tried and few have yet succeeded.

Senator Allott?

Senator ALLOTT. I don't think I have any particular questions. I would make a couple of comments. First of all, Mr. Bruce, I want to welcome you here. The Chair has stated the situation, I believe, as you enter on what certainly will be one of the most complicated and difficult tasks of any in the Federal Government. Every member of this committee is aware of the many problems concerned with the entire Indian situation. There probably is no off-the-cuff answer that would serve to answer for all of the tribes, and all the reservations, and all the Indian situations in the country.

Probably more than anything else, we in this country have to agree, particularly in the Congress, upon a policy with respect to our Indians. There are those who insist that they stay as they are on the reservations and there are those who want to suddenly expose them to the 20th century life; many of the Indians have made the transition very successfully. It is an extremely complex situation and problem.

I am sure that the committee will be interested in any proposals or suggestions you have, and I think you will have the cooperation of this committee in any way that can better the overall situation of the American Indian.

The CHAIRMAN. Senator Anderson?

Senator ANDERSON. There has been some discussion about Navajo schools and some Navajos have started a college between Arizona and New Mexico, mostly in Arizona. Will that worry you at all?

Mr. BRUCE. No, Senator Anderson, it doesn't. You mean the fact that it will be attended only by Navajos?

Senator ANDERSON. There may be a few whites, but mostly it will be all Navajos. The purpose is highly praiseworthy, although I do question whether certain faculty members should be in that position. I think this college is a grand thing, and I want to call your attention to it.

Many years ago we had a battle over irrigation and the use of water. An analogy was drawn to the growing of bananas on Pikes Peak. Are you worried about the lack of irrigation as far as the Indians are concerned?

Mr. BRUCE. Absolutely. I have visited that area many times and I am concerned about it.

Senator ANDERSON. We welcome your appearance and testimony here today and I think you will find backing to help you along.

Mr. BRUCE. Thank you.

The CHAIRMAN. Thank you, Senator Anderson.

Senator Hansen?

Senator HANSEN. I don't have any questions, Mr. Chairman.

I would like to express my pleasure that the President has named a very distinguished Indian to head this very important office for our forgotten Americans.

My State has as its largest minority group Indians who are members of the Shoshone and the Arapaho Tribes. We have some 5,000 in Wyoming. I am conscious of the need to do a better job in educating these people, to do a better job in making available economic opportunity for them.

We have a reservation there that is endowed with many rich natural resources. It is unfortunate indeed that we have done so little through all the years that these two tribes have been on this reservation to provide for development of these resources so that the Indians can attain a far more rewarding life than they have had up to now.

As Senator Allott said, it is indeed a most difficult job and we certainly wish you well in getting on to the important tasks that are ahead of you.

Mr. BRUCE. Thank you, Senator.

The CHAIRMAN. Senator Moss?

Senator MOSS. Thank you, Mr. Chairman.

I, too, wish to welcome you here, Mr. Bruce, and wish you well in this assignment. As the chairman indicated, the Indian situation has been one of the most perplexing and difficult problems that has confronted the committee, and the Department of the Interior. We are most anxious to follow the proper course. We just can't seem to find it all the time.

We waver between emphasis on termination and absorption, on the one hand, and go to the other extreme of continuation of the Indian reservation system and protection of the culture of the Indians, which we do want to see preserved. But the need seems to be to provide them an opportunity to mingle in and compete in the society that has been built nationwide, so we are faced with a difficult and puzzling choice.

I think we are fortunate to find a man of your background and lineage which would indicate your deep involvement and sympathy and interest with the Indian people. No one, probably, can challenge you on that ground because quite often a person without that background is under some suspicion. We hope that you are not under any at all. I

would think there could be no doubt but that your interests are basically with the Indian people and that you want to aid them in the proper way.

The problem is to administer your department and to inform us of your legislative needs. I am sure you will find a sympathetic understanding in this committee if you can help us find the right course to follow. I suppose everybody on this committee will want to reiterate that plea to you. I have sat on this committee for 11 years now, and I find nothing that has been really more baffling to me than to try to determine which course we ought to follow in a constant manner in our dealing with the problems that arise concerning our Indian people. But I welcome you to the effort and I hope that you can help us find solutions.

Mr. BRUCE. Thank you, Senator.

The CHAIRMAN. Senator Hatfield?

Senator HATFIELD. Thank you, Mr. Chairman.

Mr. Bruce, I think it is amply clear to you that you have sympathetic and interested persons on this committee as it relates to Indian problems, and I would only have one thought to express to you.

There is a general tendency on the part of many to classify Indians as a single ethnic group and, therefore, expect the Indian people to all respond and react in uniformity and some single mode. I am sure you are quite aware there are as many distinctions and diversities within Indian people as there are between Indians and other ethnic groups.

I know in my own part of the country you can tell the difference between a Yakima at Warm Springs or Paiute, and a Nez Perce, and on down through the line there are different heritages, different cultures, I would suggest that in any of these programs where we seek to somehow restore to the Indians, the Indian people, some of that which we have taken from them—and I am not speaking purely in terms of lands or real estate.

We realize that the Indian programs must be very flexible so that we can adapt them to the individual needs of the tribes and even individuals within the tribes. I hope that your business experience in New York City, your ability to survive in the business world in New York City, enables you to bring unique qualifications to this particular office. It is my hope that you apply some of those skills to meeting some of the needs of the Indians.

We had a tribal program involving termination of Federal supervision over the Klamath Indian Tribe, and I am sure Congress thought it was the correct thing at the time when it enacted it. I was not a Member of the Congress at the time. But we learned through sad experience a lot of very important truths that I think would be applicable to considerations for termination of Federal supervision over other tribes. I hope, again that your programs will be characterized by flexibility and diversity. I don't think we are asking for any single program, but rather a program broad enough to cover the needs of the Indian people.

The members of this committee are most anxious to be helpful to you, but you will have to provide the kind of initiative and leadership to give us the clue as to what we can do to be helpful in your programs.

Mr. BRUCE. Thank you, Senator.

The CHAIRMAN. Thank you, Senator Hatfield. Senator McGovern, as you know, is chairman of the Subcommittee on Indian Affairs.

Mr. BRUCE. Yes, sir.

The CHAIRMAN. And I believe your mother's people came from South Dakota, from the Sioux Tribe.

Mr. BRUCE. Yes, sir.

The CHAIRMAN. Senator McGovern?

Senator MCGOVERN. Thank you, Mr. Chairman.

I want to join with my colleagues, Mr. Bruce, in welcoming you to the committee and, as the chairman said, I take special interest in the fact that your mother was a member of the Ogalala-Sioux Tribe.

Mr. Bruce, last fall, during the presidential campaign, President Nixon had a statement read before the National Congress of American Indians by Senator Baker as follows:

The special relationship between the Federal Government and the Indian people and the special responsibilities of the Federal Government to the Indian people will be acknowledged. Termination of tribal recognition will not be a policy objective and in no case will it be imposed without Indian consent.

I saw a statement somewhere of your own views concerning a similar position as far as you were concerned, that you felt that termination as it had been proposed earlier was a mistake. I think you joined in the valid policy without the cooperation and the approval of the Indian people.

With that thought in mind, I was a little bit puzzled by a recent statement by the Secretary of the Interior on which I wish you would comment. In speaking to the Western Governor's Conference on July 30, he is quoted as saying:

That the Government has been overprotective of Indians and that his administration might start reversing that trend.

He went on to say:

That Indians must cut the cord sooner or later and become more involved in American society.

Then in further response to a question by Governor Williams of Arizona, in which the Governor was complaining about the competition of Indian tax-exempt enterprises with private industry, the Secretary is reported to have replied that the Bureau of Indian Affairs has not yet considered that question, but the statement goes on to say efforts should be made to phase out Indian dependence on the Government.

That is not a direct quote but the author of the article supposedly was representing the Secretary's views.

I am wondering, in view of what seems to me a possible conflict there between these recent statements of the Secretary which emphasizes the need of the Indians, as he says, to cut the cord from Government dependence as against the assurances of the President that termination will not be considered without the approval of the Indians, if you could comment on that possible conflict, or, if it isn't a conflict, if you can interpret it for us.

Mr. BRUCE. Senator McGovern, I can truthfully say that except for the small paragraph which appears in the New York Times I did not see a copy of that statement. I have a feeling that the Secretary was

misquoted. I know this: That he wants Indians to have more of a voice in their own affairs and in what is to happen to them in the future. Beyond that, I have no comment.

Senator McGOVERN. I would certainly agree that it is desirable for the Indians to have a greater voice in determining their programs and the management of their own affairs, but going back to this point that you, yourself, have made earlier about the importance of not encouraging termination without the cooperation and the approval of the Indians, do you still hold as strongly today to that view as you did a few years ago?

Mr. BRUCE. Senator McGovern, I am sure, and many of the rest of the committee members know that I was unhappy with the so-called termination program in 1952. I went out on my own at my own expense and talked against it, even though I had campaigned for President Eisenhower, a great man. I felt it was wrong. We wouldn't do this to any other group. Why should we do it to Indian people? And I campaigned, took a leave of absence from my job, at the sacrifice of my family where we needed—I am not wealthy—that money for our own children's education.

I feel strongly that termination has to be with consent. That is the way we deal in our Nation. We don't move in and by legislation take away lands and so forth. This is such a complex problem, but I feel just as strongly today as I did then.

Senator McGOVERN. In his statement announcing your appointment, Mr. Bruce, Secretary Hickel said that he planned to set up an all-Indian advisory committee representative of all parts of the country and that that body will advise the Secretary and the new Commissioner on implementing programs to achieve the ultimate objectives of the Indian people.

We have before our committee at the present time a request for \$300,000 to fund the President's Council on Indian Opportunity. That Council comprises half a dozen Indian representatives from various parts of the country, as well as other citizens who are concerned with the welfare of the Indian people. How would you relate this new committee proposed by the Secretary to the existing President's Council on Indian Opportunity?

Mr. BRUCE. I would like to relate that question back to the Truman administration when Secretary Krug was Secretary of the Interior. You recall, he set up an advisory committee. At that time, when the committee first met, Oliver LaFarge was chairman. He resigned and the committee elected me chairman.

I worked very closely with Senator Anderson and other Members of Congress. We were involved in the Navajo rehabilitation bill and I again want to point out this was all done at my own expense. I went down to Navajo country because I wanted that legislation to go through and so testified. At that time, while we made slow progress—I say slow because of the structure of the committee and its relationship to other departments—I felt it was a good committee, functioning without a paid staff. That is the key.

I supported Secretary Hickel in his announcement to set up an all-Indian advisory committee. There is a difference between this ad-

visory committee and the Council. The Council requires staff, paid staff. The advisory committee is composed of volunteers. At least I would hope that is what it would be. That is my interpretation of it. It would serve a different purpose than the Council itself.

Senator McGOVERN. Mr. Bruce, as you know, the Indians are involved with a number of agencies other than the Bureau of Indian Affairs and the current fiscal year my understanding is we have expenditures of approximately \$500 million embracing a number of different agencies and departments of the Government. It seems to me one of the things that has become clear in recent years is the need for better coordination between these various agencies and departments that are dealing with the Indian people. Do you have any thoughts or plans in mind now as to any role you would play in trying to bring about a greater degree of coordination? I realize you haven't really gotten on the job yet, but I wondered if you had any thoughts you could share with us on that?

Mr. BRUCE. Yes, I think there is a very definite place, if it is possible, in the National Council for Indian Opportunity for the Commissioner to work with this Council itself. I would also hope to work very closely with the advisory committee which I would assume would be made up of Indians. It seems to me between these two we could bring about a closer relationship between departments who are now involved in servicing Indians.

Senator McGOVERN. Do you have any settled views as to the possible transfer of some functions from the Indian Bureau to other departments where there would seem to be greater expertise, such as the talk about the educational functions of the Bureau being put in the Office of Education, a department that is primarily people-oriented rather than resource-oriented. Do you have any thoughts on that issue?

Mr. BRUCE. I want to develop the best possible way for American Indians from pre-school through adulthood and even senior age to have a good education. I will work to insure this through the Bureau of Indian Affairs where I would have primary jurisdiction, but also to stimulate an active interest by other Departments. I want to carefully look at the whole education field.

Senator McGOVERN. It seems to me this field of Indian education is one area where the Federal Government has a chance, a really great opportunity to do a high quality job. We are only talking about a very small number of people when we talk about the Indian children in this country and here is a place where the Federal Government has clear responsibility for education. It would be my hope that we would take advantage of that opportunity to use the best teachers we have in the country in that area and to recognize that there are large numbers of disadvantaged children among the Indian populace, and that they need the best education, the best teachers, the best techniques, the most up-to-date methods. I hope the Indian Bureau would feel that opportunity very strongly and keenly.

Mr. BRUCE. Yes, I do, Senator, feel strongly about it.

Senator McGOVERN. Thank you, Mr. Bruce.

Mr. BRUCE. Thank you.

The CHAIRMAN. Thank you very much.

Senator Stevens?

Senator STEVENS. Thank you very much, Mr. Chairman.

I had the occasion to talk with Mr. Bruce at my office and have already discussed some of the problems that affect my State which we have been hearing a lot about these days, so I won't bother to ask any questions. I am happy to be able to support Mr. Bruce's nomination.

The CHAIRMAN. Thank you, Senator Stevens.

Senator Burdick?

Senator BURDICK. Sorry I was late, Mr. Bruce. I don't know whether this area has been covered or not. Has the area of primary and secondary education been covered?

Well, as I recall the facts in this matter, the Indian youth are well intentioned, well motivated and do well up until about the period of the sixth grade and then interest seems to wane thereafter and there are dropouts and consequently, very few graduate from high school. This is not true in every situation, but it is true in too many. I know this comes at you maybe a little bit cold, but do you see any reason for this? Do you have any idea how we can correct it? This is, after all, a new generation we have to work with particularly.

Mr. BRUCE. Senator Burdick, I think this is true also of rural young people and we look at Indian young people as rural young people. It is that age, seventh to eighth grades when we lose interest. I am sure I did. I know more than once in my younger days I wanted to quit school completely. I guess I ran away a couple of times, but this happens to every young person. I think that we must have a program that is of interest to them. This is the difficulty.

Senator BURDICK. This happens along about the sixth grade and then when they are about 10 or 11 years of age. They seem to be well motivated up to that period and then something happens. They taper off and drop out.

Mr. BRUCE. Well, it is caused by a lack of interest in the kinds of activity available in the school. It is also caused by teachers who may be disinterested. There needs to be a lot of encouragement, and personal interest particularly at that age. This is a big undertaking and requires great understanding.

Senator BURDICK. I would hope that you would give this area some serious thought because this is very important.

Mr. BRUCE. I sure intend to.

Senator BURDICK. It is of the greatest importance to have these young people move on into training and fields of endeavor that might suit them for living in the future.

Mr. BRUCE. Yes. We brought a boy, an orphan, into our home when living on the farm. He could scarcely pass a subject in school. We put him through as a senior, a graduate social senior, a good athlete and so forth. Today he is a successful businessman but with very limited education. It was my feeling that if we could give him the opportunity to associate with others, to do different kinds of work, it would help him. Today he is married with two children and his own trucking business in our community.

Senator BURDICK. I would like to see more success stories like that.

Mr. BRUCE. Yes, sir, so would I.

The CHAIRMAN. Thank you, Senator.

Senator Gravel?

Senator GRAVEL. Mr. Bruce, I am sure we will be working very closely together over the years. As Senator Stevens has noted, we also have substantial problems in this area in Alaska. I merely want to wish you well in the capacity you have chosen and anything I can be of assistance on, please call.

Thank you.

Mr. BRUCE. Thank you very much, Senator.

The CHAIRMAN. One last question, Mr. Bruce. I understand from your statement that it is your position on termination that the Indians should give their consent?

Mr. BRUCE. Oh, yes, sir.

The CHAIRMAN. And where the Indians ask for termination you would support such a request when legislation is necessary to implement it?

Mr. BRUCE. That is right. I think we need to take a good look at such a request. I think we fell down a little in the Menominee situation, but I am sure we learned something from that.

The CHAIRMAN. Are you familiar with the Colvilles in my State up in the Northwest?

Mr. BRUCE. Yes.

The CHAIRMAN. We have a situation there where the Indians have asked for termination. We have passed a bill three times in the Senate but it is still pending in the House. You will take a good look at that one?

Mr. BRUCE. I will be glad to.

The CHAIRMAN. Any further questions?

If there are no further questions, the committee will recess into executive session.

Thank you very much for your fine presentation.

(Whereupon, at 10:49 a.m., the committee recessed, to reconvene in executive session.)

