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HEARING BEFORE THE COMMITTEE ON

INTERIOR AND INSULAR AFFAIRS

UNITED STATES SENATE

EIGHTY-SEVENTH CONGRESS

FIRST SESSION

ON

THE NOMINATION OF STEWART L. UDALL TO BE
SECRETARY OF THE INTERIOR

JANUARY 13, 1961

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NOMINATION OF STEWART L. UDALL AS SECRETARY OF THE INTERIOR

FRIDAY, JANUARY 13, 1961

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

The committee met, pursuant to call, at 11 a.m., in room 3110, New Senate Office Building, Senator Clinton P. Anderson (chairman of the committee), presiding.

Present: Senators Clinton P. Anderson, New Mexico; Henry M. Jackson, Washington; Alan Bible, Nevada; John A. Carroll, Colorado; Frank Church, Idaho; Ernest Gruening, Alaska; Frank E. Moss, Utah; Oren E. Long, Hawaii; Lee Metcalf, Montana; Quentin N. Burdick, North Dakota; Henry C. Dworshak, Idaho; Thomas H. Kuchel, California; Barry Goldwater, Arizona; Gordon Allott, Colorado; Hiram L. Fong, Hawaii; Jack Miller, Iowa; and J. J. Hickey, Wyoming.

Also present: Senator Carl Hayden, Arizona.

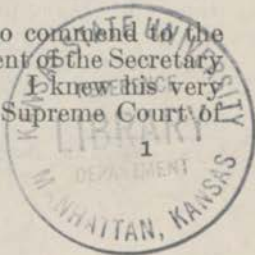
The CHAIRMAN. The committee will be in order.

The meeting this morning was called to have a preliminary discussion with the individual designated to be Secretary of the Interior. Naturally, this would ordinarily wait until the name could be presented to the Senate, but since there has been a leak and we have a little bit of information of who it might be, I thought it would be easier to go ahead and have a preliminary hearing and discussion, and then after the nomination has come to the Senate, action might be taken.

I have waited a while in the hope that Senator Goldwater or Senator Hayden might be here for some preliminary statement, but in their place may I say to you, Mr. Udall, that we are pleased to have you over here. We are happy to have you before us. There has been established a fairly firm rule of friendship between congressional bodies, and I am sure that will extend to you.

I hope there will be some questions asked, and some comments made, but before we get into that, we are honored this morning by the presence of the dean of the U.S. Senate, a man who has, I think, represented his State in the Congress of the United States longer than any individual, now in the Congress at least, and a man who is admired and loved by all of us and revered by every person who watches his work. Therefore, without any further preliminaries, I will call upon Senator Carl Hayden for such statement as he cares to make.

Senator HAYDEN. I just came, Mr. Chairman, to commend to the committee the nomination to be made by the President of the Secretary of the Interior. I have known him all of his life. I knew his very distinguished father, who was chief justice of the Supreme Court of



the State of Arizona, for a long, long, time and I was well acquainted with his grandfather, and I want to tell you Udalls are good people. They are very proud of the fact that he has received this nomination. I cannot conceive of anyone better qualified to be Secretary of the Interior than Stewart Udall.

The CHAIRMAN. Thank you, Senator Hayden.

I think we will let you go ahead, Mr. Secretary, and make any statements you care to make at this time before the committee.

STATEMENT OF HON. STEWART L. UDALL, SECRETARY OF THE INTERIOR-DESIGNATE

Mr. UDALL. Senator, if I may, in response to the kind words of my mentor, Senator Hayden, I would like to say he has always told me, and he was serving in the Congress when I was born, and I have always heeded his words, that you never get into trouble if you listen, and my statement as a result will be very brief here. I, of course, am greatly honored to serve the new President and the new administration. I also consider and hope that I have something of a running start with my job, having served on the House committee, having come from a Western State that touches nearly all of the problems of the Department, and above all, having had 6 years of school here with people like Senator Hayden and Congressman Wayne Aspinall, my chairman on the House side, and Senator Anderson, the chairman here. Having worked closely with and advised and counseled with such gentlemen, I feel that this is one of the few strong points that I could bring to my task. I realize we have many challenges in this area. I am cognizant also of the fact that my President and my party are pledged to some new programs.

I am here today to answer any questions concerning my qualifications and fitness and I think, if the committee will allow me, that that will be all the statement I will have at this time, Mr. Chairman.

The CHAIRMAN. Thank you.

Mr. Secretary, I got a wire this morning, and other members of the committee told me they have the same wire so it will come up eventually, from Gus Norwood, who is the executive secretary of the Northwest Public Power Association,¹ which reads this way:

We respectfully protest appointment of Dominy as Commissioner—

I assume Commissioner of Reclamation—

because of his single-purpose attitude toward irrigation at the expense of power users and power development. Respectfully protest confirmation of Dominy because of his bias against public power, and transmission lines and because of his advocacy of higher power rates to subsidize irrigation projects. He has failed in handling problems of Columbia Basin project, Canyon Ferry Dam, and upper Snake.

I realize that you cannot or would not probably want to speak for Mr. Dominy. Have you had an opportunity, and if not, would you take the opportunity, to consult with Mr. Dominy and see if before he resumes his duties he has any change in his attitude against public power?

Mr. UDALL. Well, Senator, I would say first off that I think the statement you read from Mr. Norwood is, in my view, something of

¹ See telegram from Dean Barline, president of Northwest Public Power Association, p. 26.

an overstatement. Traditionally, the Bureau of Reclamation has been a career service. They have a very fine group of career people. Mr. Dominy is a career man.

On power matters, I expect, with the help of the President and with my other associates, to make the policy. Mr. Dominy, by and large, at the level at which he serves will, and he has assured me of this, loyally carry out what policies we make and he, of course, I assume, may appear before the committee later, but I have full confidence that he will serve as a loyal member of the team, and I have great confidence in his ability. I think he is one of the ablest Commissioners that we have had, and I think that is about all I would say at this time with regard to that.

The CHAIRMAN. You do have a problem in front of you of building a transmission line from Glen Canyon Dam. I believe there are those who feel that there could be a Federal line built up there that would take care of the preference customers. Would Mr. Dominy make that determination or would you make it?

Mr. UDALL. No; this would be a Secretarial determination, and I might say that the best information that I have been able to get is that his recommendation is on the present Secretary's desk and it is for Federal transmission lines.

I think that this is an indication, again, of the type of judicial career approach to the problem, and this is based on very intensive studies over the last 6 or 8 months. However, I shall make that decision, I realize, if the present Secretary does not, but it is my decision, not his.

The CHAIRMAN. Surrounded as I am by people from California and Arizona, I hate to bring up the question of regulation of Glen Canyon Dam, so it will protect Hoover Dam. Will that decision be made by him or by you?

Mr. UDALL. I think again this is a matter of prime importance of major policy. I fully expect to get the very best advice, and approach this matter very carefully, and to make this decision myself. It may be one that I might want to consult with the President himself on, if necessary.

The CHAIRMAN. The problem of what to do with this water is going to be a very difficult and perhaps delicate problem and there are those States in the upper basin that feel they want to be somewhat reassured. I understand there was a recommendation ready. It was held up until after the election was over, and I do not know exactly what is in the recommendation now. This does not seem to be directing questions to you very much, but Mr. Dominy was not very enthusiastic about some of the projects in my State under the upper Colorado River development. Again, would that be left to him, or would you be deciding whether or not we would have, for instance, the Navajo Indian irrigation project built?

Mr. UDALL. As the Senator knows, I have been quite close to these problems, and I think if he would concern himself more with my enthusiasm than Mr. Dominy's, and I am sure he does, that he might be wise in doing that. I favor the fullest possible development of our river basins, and certainly I am hopeful that some of these projects which the Senator mentioned we can get underway as soon as possible.

The CHAIRMAN. The Senator from Arizona, Senator Goldwater, is here. Did you have any statement to make?

Senator GOLDWATER. Just a short one, Mr. Chairman, and I want to apologize to you and to the committee, and Mr. Udall, but the Labor Committee is also meeting and I have developed a slight interest in that field. I just wanted to say, Mr. Chairman, that I am very honored as an Arizonan to have been a friend of the Udall family all of my life and to be able to comment on the great contributions they have made not only to our State, but to the Nation. Stewart is just another Udall who is carrying on a family tradition of service that dates back a hundred years in the Territory of Arizona and our State.

It has been the pleasure of my family to have served with his family in politics, I guess as long as we have had politics out there, Stu. His family, fortunately, is divided about 50-50 Republican and Democrat. We have never had any difficulties working with the branch of the family that has not become enlightened.

I might just say that his grandfather, Dave Udall, who brought his family down from Utah to settle in what was then an untamed New Mexico Territory, had a great deal to do with the settlement of the Territory and the founding of the town of St. Johns, where Stewart was born. These men were all Mormon settlers. They were able, tenacious, and they were among the first white men to come into what is now Arizona.

They created our civilization. Now there are towns and schools where none were in existence before, and where people thought it was impossible to cause them to exist. I have every confidence in Stewart in view of his family background and of his own personal background of service and of his great knowledge of our affairs in Arizona.

I remind you, Mr. Chairman, although I do not have to, that we are practically run by the Department of the Interior in Arizona. Close to 70 percent of our land is controlled in one way or another by the Federal Government, and more of it by the State government. I have watched Stewart's interest in our land problems. I have watched his interest in our park problems, and in our Indian problems, our reclamation problems, and I am very happy that he has been nominated by Mr. Kennedy.

I have said earlier that I thought Mr. Goldberg and Mr. Udall were the two outstanding appointments of Mr. Kennedy, and I am very pleased to be able to record my vote for you, Stu. I have no questions to ask you. I think I know all the answers that you would give. We have argued about them many a time.

Mr. Chairman, I do apologize and, Stu, I apologize for having to leave, but I have to get back upstairs.

Mr. UDALL. Thank you very much, Senator.

The CHAIRMAN. I do want to say to everybody that we all recognize the problems with which people are working. I am supposed to be attending a meeting of the Board of Regents of the Smithsonian. I am supposed to be attending a meeting of the Finance Committee to consult with Mr. Dillon, one which Senator Goldwater would enjoy. He would enlighten people. Mr. Dillon has been a member of another party, and I would like to examine him carefully, but I am here. We have to be all these places, but we all understand it and I appreciate your coming down.

Senator GOLDWATER. Thank you.

The CHAIRMAN. Now in accordance with tradition, we will start out with Mr. Dworshak to ask questions.

Senator DWORSHAK. Getting away from this splendid start, with unusual bipartisan support, and I presume, Mr. Udall, that you are not going to have much difficulty, there are two or three areas that I would like to explore briefly.

We have been speculating recently over newspaper publicity in regard to the announcements of appointees for the various new jobs and particularly the Department of the Interior, but I notice there has been no reference to a Secretary for Mineral Resources. Now, at the present time we have four Assistant Secretaries. They are listed as one for Water and Power, one for Public Land Management, one for Mineral Resources, and one for Fish and Wildlife. So far as you know, is there any plan to eliminate any of them, particularly this secretaryship for Mineral Resources?

Mr. UDALL. There is not, Senator, and unfortunately, some member of the press, wittingly or unwittingly, made it appear that there was such a plan. There is not. The names that were announced yesterday simply were those who were ready. This is a very vital assistant secretaryship. Some very urgent problems must be handled by it and I hope we can find someone of first-rate competence to fill that post.

Senator DWORSHAK. Of course, coming from Arizona, you do appreciate the importance of the extractive industries to the West and I am sure that you will give very careful consideration to that aspect of the work which you will supervise. I would like to ask along that same line what your views are on the possible multiple-purpose uses of the public domain.

For instance, we have had for the last couple of years before this committee, and I presume also before your committee on the House side, the question of establishing a new program for wilderness areas. We have had some controversies over whether the emphasis should be placed upon the recreational development of our public domain, or whether we should continue in the future the basic principle which we have followed for many years in the multiple uses of our public domain. Do you care to make any comment on that?

Mr. UDALL. Senator, I think that the multiple-uses concept is a wise one and that we should apply it wherever practical. I am also hopeful, however, that the Congress will be wise enough to view some kind of wilderness program. I think that there are many of the wilderness areas that are so rough and rugged that it would be almost impossible to get back in and harvest timber, for example, so I do not see the two as being irreconcilable, and I hope that we can be wise enough to apply the multiple-use concept wherever possible, and also to have some type of wilderness system.

Senator DWORSHAK. You do recognize the need of multiple-purpose development because the Government owns the timber and supervises the potential development which is vital to the economies of the communities and the areas in which these public lands are located, and you do plan to give careful consideration to that multiple-purpose development?

Mr. UDALL. I place great emphasis on its importance.

The CHAIRMAN. Senator Jackson?

Senator JACKSON. Mr. Chairman, I am sorry I was a little late in getting here. I was detained at another meeting. I just merely want to say that I have known Mr. Udall since he first came to Con-

gress. I have a very high regard for him. He certainly knows the problems of the West and the great challenge that he will face as Secretary of the Interior, and I am confident that he will make an excellent Secretary and he has my full confidence.

The CHAIRMAN. Senator Kuchel?

Senator KUCHEL. Mr. Udall, I do not have the pleasure of knowing you as well personally as I do by your reputation. You enjoy a splendid reputation among your former colleagues in the House of Representatives. I also know of the reputation which you bear and which your family name bears in Arizona. You have been an effective and very able Representative of your great sovereign State.

You now assume a responsibility that is not statewide in character. You now represent the Government of the United States. My colleague, the chairman of this committee, indicated that speaking for himself and the upper basin area in the Colorado River system, he wanted assurances. I am sure without attempting to place words in his mouth he meant assurances of fairness. That is all I can ask.

However, I want this record to indicate your answer. My people are neighbors of yours. Much of my family lives in your State. My people have the same basic problems for the future of an adequate water supply placed to beneficial use, which the good people of Arizona do. Your State and mine are involved in a controversy and the controversy is where it ought to be, across the street in the judicial branch of the Government.

It would be completely unethical for me to ask, or for you to answer any questions concerning that lawsuit, but having said all that, can you for this record indicate your own basic philosophy, your own basic judgment, as an administrator of a department of Government of the most extreme importance to the people of the West, and the people of America with respect to unquestionably what will be controversies between sovereign States and most particularly now in the area of the Colorado River system?

Mr. UDALL. Senator, I think this is a question that is most proper and I think you are entitled to a very candid answer. As a Congressman—and may I say it was never my privilege in the 6 years on the House side, to vote for any Arizona water projects—I sat side by side with Congressman Sisk of your State and helped him for 6 years nurse along a major project. I helped Senator Engle with the Trinity project. My general philosophy is that of favoring full and comprehensive basin development in all of the basins of this country.

It shall be my approach as Secretary, as I have tried to make it as Congressman, to be colorblind as far as State lines are concerned and I think where it is once ascertained that a State has certain water rights, its projects, which are economically feasible can be designed, I would hope, for all men wherever they live, if they believe in resource development, and reclamation would support such sound projects. This has been my approach to California projects. I take some satisfaction in the fact that I was one of the yeomen in the second rank on the Upper Colorado project. Indeed, the great unit of the Upper Colorado project, Glen Canyon Dam, is being built in my district, so that is my general attitude and may I say, I was most pleased, and indeed I satisfied myself on this point before I recommended him to the President, that my newly designated Under Secretary, Mr. Carr, of your State, shares this attitude and shares it wholly.

Senator KUCHEL. Indeed he does and may I say, perhaps irrelevantly here, that I am delighted that a citizen whom I have known for a long time and whom I have tremendous respect for will be associated with you in this Department. Therefore, it is fair to say that in those decisions which you will have to make, when one of the results may be less water than is necessary, you will be guided by the law and by a fairness in your judgment and in your recommendations.

Mr. UDALL. I shall make every effort to be as judicial as possible in these matters. I think I must bend over backwards almost where my own State is concerned in these matters in our basin and I cannot stress too heavily my deep commitment to the judicial approach.

Senator KUCHEL. I think those were wise and excellent answers which you gave. I do not belong to your political party, and I sit on the Republican side of the aisle, but the people of my State, Republicans and Democrats alike, are totally indebted to the Federal Government for what it has done over the years. We would not have the economy that we enjoy today in California had it not been for Hoover Dam, the Central Valley project, and other great multiple-purpose projects and I look forward as an American and as a Californian to endeavoring to assist your department in compiling a record of constructive services to the people.

Mr. UDALL. I thank you very much, Senator.

The CHAIRMAN. Just so the record does not get topheavy, I think we ought to point out as soon as a man from Arizona was picked California began making sure it had a top-ranking official. Now, there is as much at stake as between the States of the upper division and the lower division as there is between Arizona and California, and we just hope sometimes we can get some of the crumbs that fall from the master's table. Thus far nobody has been announced from Utah, Wyoming, Colorado, and New Mexico, which are States of the upper division.

Mr. UDALL. May I say, Senator, although on the map there is only a slight slice to show on it, that I regard myself as being in both places.

The CHAIRMAN. But the water that will come from little Navajo into the Colorado is small in quantity and poor in quality.

Senator KUCHEL. Will the chairman yield for a moment?

The CHAIRMAN. Yes.

Senator KUCHEL. Is it not a fact that the Under Secretary of the Interior-designate was recommended to the President by you, sir?

Mr. UDALL. Yes; I made the recommendation, and there were several other very fine candidates and may I say that my approach was that of the new President, of trying to get what I thought was the best man. This is a tough decision, but I do not think the State of origin thing should be the important thing in these matters.

The CHAIRMAN. Now we move to the third State of the lower division, Mr. Bible?

Senator BIBLE. Thank you, Mr. Chairman.

I am very happy to welcome Congressman Udall and I look forward to working with him as the Secretary of the Interior, as I am sure he will be confirmed. I think this was a splendid appointment and so said at the time it was announced. I am very happy to follow my distinguished friend from California.

I have noticed up to now we have been constantly talking about the problems between Arizona and California as far as the division of the waters of the Colorado are concerned and the power divisions, but I remind you, and I am certain you are very well aware of it, that Nevada has a real stake in the Colorado and the lower basin as well. We have a real stake in the power that is generated or will be generated at Glen Canyon and I am delighted with the response that you made to Senator Kuchel as to your guidance in these very, very involved and critical matters and I would like to probe your thinking for a moment on one allied problem.

For a number of years, there have been varying forms of bills introduced in the Senate and in the House of Representatives relative to the construction of Bridge Canyon Dam. Now I am wondering, because it does represent a matter of philosophy, whether you have given any thought as to whether this should be constructed as a Federal dam, as an integral part of the complete development of the Colorado, or whether it should possibly be developed as a straight project, which is inherent in the application before the Federal Power Commission, or just exactly how it should be developed. This is an integral part of the full development of the Colorado.

Mr. UDALL. Senator, let me first make two statements with regard to the question.

One is that in any of the great river basins where once we undertake to harness these rivers—for example, on the Colorado we have Hoover; we have another great structure, Glen; we have Flaming Gorge—the river is in the process of being harnessed, it does seem to me that with the idea of basinwide development in order to have any type of unified control and operation of the river, and after all, you cannot produce the maximum power unless it is done with a unified operation, of necessity once you undertake projects of this magnitude you have, if you are going to do it the Federal route, Federal control and direction on these matters and I do think it is most unfortunate, and perhaps we should remedy this by law, that we have the Federal Power Commission sometimes going off in one direction and we have the Congress, in authorizing projects, going off in another.

Right now, my State is interested, for example, in the site of Marble Canyon in Arizona and Arizona and California and Nevada are interested. I am not sure their thinking is completely sorted out in some type of State-sponsored project in Bridge Canyon Dam. I would simply say that it seems to me, whoever builds the structure, that we are going to have to have the thing operated as a unit and I think this is strong logic for Federal construction, but I am not close-minded on these matters and I think that we have to do the thing that is wisest and best.

Certainly it would seem to me that Congress should make most of these decisions, but, of course, where the Federal Power Commission moves in and makes a decision on a stretch of the river when both above and below it is already being developed according to a pattern, this creates very serious problems and, of course, I have no control over that.

Senator BIBLE. I appreciate your thinking along this line, Mr. Congressman. Let me just say this for a moment, and I want to get the record absolutely straight.

I suppose there is no field under your jurisdiction that is any more depressed or forlorn than the mining industry. We have heard of long-range mining programs, at least in the 6 years that I have been in the Congress, at each and every session. There are high-sounding phrases and very little, if anything, comes of them except the mines seem to go down more and more each year.

I understood you to say that you are going to keep a separate Assistant Secretary in charge of mining. I think, if anything, the mining department should be beefed up rather than made a stepchild as it sometimes seems to be under our past philosophy, and I would hope that you would give careful attention and immediate attention to attempting to work out some of these complicated and complex mining problems. I recognize it is a difficult field, but I hope that you give this very, very prompt attention.

Mr. UDALL. Senator, I quite agree this is a sick industry and there has been probably more talk on this in Congress and less results in recent years, unfortunately, than in almost any other area, and I hope we can bring forward some programs that will be sound and that can win the concurrence of Congress at present.

Senator BIBLE. Just one further question, Mr. Chairman, and this lies in the area of another troublesome section in the Interior Department, and that is the administration, and the control, and the regulation, and the sale of our public lands. I know of very few problems that I have in my State that give me more worry than our disposition of public lands and a sound public lands philosophy.

I do not know whether you have formulated any philosophy in the field of public lands as yet or not, but I again would point out that this is an important area. It seems to me the laws are very much in need of modification, and clarification, and simplification. A person today applying for a 5-acre tract is lucky if he can live long enough to receive a patent from the U.S. Government, just as an example.

The backlogs are tremendous in my State and they seem to be increasing, and I just hope that this is another area to which you will put your fine attention and get something done.

Mr. UDALL. Senator, I share your feelings completely. There are many things that can be done administratively. It does seem to me, however, that the wheels have become so clogged it is almost impossible for them to turn in many areas, and we may very well confront your committee after we have a chance to study it with some recommendations and let you rewrite and recodify the laws in this area.

It seems to me that we have to make it simple enough so that the wheels will turn, that it will work, and that we will not have the chaos we have in some areas of public lands at the present time.

Senator BIBLE. Thank you, Mr. Congressman.

Senator DWORSHAK. Will you yield, Senator?

Senator BIBLE. Yes.

Senator DWORSHAK. I think the record should show that in the past 6 or 8 years considerable progress has been made in expediting the work of the Bureau of Land Management because the Members of Congress are fully aware of the need of bringing more prompt attention to some of these problems, and I am sure that every member of this committee knows, as I know, that the backlog has been cleared up materially in the past few years.

Senator BIBLE. They may have, in some areas. I would not join in that statement as far as my own State is concerned.

The CHAIRMAN. Senator Allott.

Senator ALLOTT. Mr. Chairman, Mr. Udall, we welcome you. I must say for myself and I am sure for all the rest of us from the West, we are happy to see a man like yourself in prospective nomination as Secretary of the Interior. Like the others, I have a few questions to ask.

The Chairman in referring to Commissioner Dominy raised one of the first questions that I had in mind and that is the question of the future of appointees like Mr. Dominy, who has civil service status, for example. It has been my understanding that Mr. Woosley, who also has a longstanding civil service appointment in the Department may be moved out. I would like to know what your policy is going to be with respect to the status of people with civil service status in the Department.

Mr. UDALL. Senator, I have not disturbed any of them as yet and I hope we can fill all the schedule C appointments which are available for policymaking people. There are some career people, even though I could oust, that I think we should keep, but I do not think that we are going to do any more violence to the civil service principle than has been done in previous changeovers. It may be we might find an area or two where we feel people are making policy or participating in policymaking where there should be a change or two, but I do not contemplate, at this moment, anything that I think would disturb the Senator.

Senator ALLOTT. Then, I understand of course and take it for granted that there will be extensive changes in schedule C and lay positions. I would expect this and contemplate this, but generally speaking, it would be your attitude that those people who have achieved, over the years, a civil service status, will be completely and wholly protected in this?

Mr. UDALL. Yes.

Mr. ALLOTT. I would like to ask one thing about wilderness, which was raised here a few moments ago.

I have had more than a slight interest in that legislation. Do you feel that the present wilderness boundaries should be added to in this country? I mean considering the wilderness and canoe areas together, do you feel they should be enlarged? Wilderness areas now comprise about 8 percent of the public domain.

Mr. UDALL. It seems to me what we are talking about mainly is not enlarging, but rather giving status to existing land. I am not an expansionist in that sense, but I think some of these areas we should give status to and I am hopeful that this committee and its counterpart on the House side can come up with something which will make sense. I have some ideas of my own that I am going to suggest, but some of the members of the committee here, I am sure, have gone into this as deeply as I have. However, I do hope that we can come up with wilderness legislation that will be sensible and sound and will give us a wilderness heritage, too, that we can pass on down to the next generation.

Senator ALLOTT. In this situation would you favor retaining in Congress the control over the fixing of the boundaries of wilderness areas? To make my question clear, as opposed to doing it by

executive order by either the Secretary of the Interior or the Secretary of Agriculture, as the case might be, with negative action on the part of Congress?

Mr. UDALL. Well, it seems to me that the present system we have has worked quite well and that the Congress certainly ought to have the main say in these matters. I do not think we can deal with executive action, because executive action sometimes can be arbitrary. Sometimes no hearings are held on these matters and Congress is certainly going to want to, and should, stay in the picture in large measure.

Senator ALLOTT. Now I would like to move over to the river situation again, since Gunnison River supplies about 70 percent of the water that goes into the Colorado River and the Gunnison rises in Colorado.

We have, as you know, without being facetious, great interest in this situation and the development. Is there a possibility I could look, with perhaps the Senator from New Mexico, with just a hopeful gleam that there might be some representatives from the upper States in your organization?

Mr. UDALL. Well, Senator, I can only say, as I said previously, and I was not being facetious—

Senator ALLOTT. I said without being facetious on my part.

Mr. UDALL. That I regard myself in one sense as being in the upper basin and I think that you will find me as the chief instrument in policymaking highly sympathetic to the full development of your area.

Senator ALLOTT. May I interrupt you at that point? That is fine.

Mr. UDALL. As a matter of fact, without mentioning names, if I may say so, I have made overtures in recent days and came rather close to doing just what you are suggesting within the last few days.

Senator ALLOTT. I am sure that all of us of the upper basin States would like to get that hopeful gleam in our eyes that there will be a representative from our States on your immediate staff. Your remarks, of course, I suppose would include the Fryingpan?

Mr. UDALL. Yes, Senator. I supported Fryingpan in the committee and on the floor. I would say, however, that I think Fryingpan has just one more time at bat. I think if it strikes out again, it is gone, and I think this is a matter of tactics and strategy, and I would like to be the Secretary that bells this cat, but I think the timing is extremely important, particularly on the House side, and I am not going to advocate that we put it at bat until we have everything in line.

Senator ALLOTT. To move over to another area, the minerals area—this is not a loaded question, although it may sound like it.

As you know very well from your own great experience and your experiences in Congress, there have been two bills before the Congress offered by the present Secretary of the Interior, the first one based upon an excise tax upon imports of minerals, and the one in 1958, the next year, based upon subsidies. I am sure that you recall these two bills. The ordinary method the people assume in the protection of minerals is to think first in terms of tariffs, quotas, and subsidies. We have been through the whole gamut of all of these in the last few years. You are aware of the lead and zinc efforts before the Tariff Commission, both for quotas and tariffs. You are aware of the efforts



of our fluorspar people before the Tariff Commission. There has been an advance of what is known as a long-term minerals policy which involves not the direct use of subsidies, but looks toward the ultimate solution over a period of 5 years, or at least a basis for the solution of some of our mineral problems. May I ask if you have any predetermined view at this time as to what method we should use in attacking our minerals problems?

Mr. UDALL. Senator, I do not and this is a matter that I want to give very close study to. I want good programs. I want sound programs. Naturally, these matters that affect international trade cut across departmental boundaries and I alone will not make policy in this area with my associates, but it does seem to me that we have to tackle this problem head on and come up with a solution that makes the most sense.

Senator ALLOTT. What might be a long-term solution would not necessarily be a short-term solution.

Mr. UDALL. That is right.

Senator ALLOTT. You would, therefore, not close your mind or foreclose or preclude the possibility of an approach to the mineral area which might not only stabilize our own mineral industry in this country, but would tend to stabilize the world market in the industry, even though it did not involve directly the use of subsidies?

Mr. UDALL. It sounds like a very sensible approach to me, Senator.

Senator ALLOTT. One other question.

I am sure you are aware of the decision last year which, I was informed last spring, could ultimately involve the payment by the Federal Government of perhaps as much as \$150 million to the Indian tribes of California for land taken from them some hundred or more years ago. Would you express for me, sir, your general concept as to whether or not we should continue the policy that we have with respect to Indians of treating them fraternally and treating them as if they still had rights against the Government for taking their land, or whether we should adopt a modern approach to the Indian question and treat them by the same standards that we would treat our other U.S. citizens?

Mr. UDALL. Senator, I think we demean ourselves and them too if we do not treat them by our standards, and I think we need perhaps above all a new approach, an approach because the psychological thing is very important of letting them know that we not only regard them as being the same type of human, we are, but we want to work with them on their problems. I think this is very important. I have had no quarrel with the general philosophy of the Indian Claims Commission, which Congress set up before I came in. I might say, however, that I think the problem there is largely our being wise enough in working with our Indian tribes to see to it that whatever is involved in these judgments is reinvested and spent to develop their resources, human and natural, and not squandered. I think this is the task we face. If the Senator favors the repeal of the Indian Claims Commission Act, you do not have my support.

Senator ALLOTT. No, I do not, Mr. Udall, but this was brought very forcefully to me in the Appropriations Committee. The very, very excessive demands of the Indians on the Yellowtail project and the very excessive demands of the Indians on other projects with which we have been confronted on this committee led me to propound that question.

Now, would I be correct without trying to put the exact words in your mouth that your general attitude is that you feel we should move in a just and honest direction which would create for these people a climate in which they can become self-supporting, self-controlled, responsible citizens of our country?

Mr. UDALL. Yes, certainly, Senator. This should be our objective.

Senator ALLOTT. In other words, there are people who think we should retain the Indian and he should be entitled to stay in a dependent state and we are obligated to support him?

Mr. UDALL. I have more Indians and Indian reservations than any other Congressman, and that has never been my philosophy, and I think the other thing we need to realize now with our Indian people is that in my view there is not an Indian problem. There are 65 or 82—or whatever the number is of Indian reservations—problems. Each of these Indian tribes is different. They have different problems and we must approach these as special and different problems and aid them at their level.

Senator ALLOTT. I believe there are over 300 tribes, are there not?

Mr. UDALL. There is a different number of tribes from reservations at the present time. I do not think there are that many, as I recall it, but I think we need to get more brainpower and more effort at the reservation level than we have had in the past. This is where we can really make progress, in teaching these people self-government, in enabling them to achieve the objectives that I think they want to achieve.

Senator ALLOTT. One final question.

Would you state to us what your broad, general view is as to what the area of public power is and where the area of private power is in the economy which we have today?

Mr. UDALL. Senator, it seems to me that we have a mixed system and there is an overlap and that the overlap is a very healthy one in many areas. I am not doctrinaire in this view. I think again we approach each particular problem with an open mind and determine what is best under those circumstances.

I might say, however, it does seem to me with the great river systems that we have that many of these resources are public resources and we need to develop them for the good of the whole Nation and not for the good of a small group, but I do not have a fixed view that you follow one plan and follow it rigidly under all circumstances. I think public power has been a great thing for the economy in many areas. I think the lower part of the Colorado River Basin is an area where public and private power have existed side by side, indeed combined, to make the original project, the Hoover Dam, possible, so I think our objective as a Nation should be the maximum development of power resources, and in reaching that objective, I think we will have to have more vigorous Federal activity in some of our basins and I would hope that the private power companies, too, from their sources and methods will step up the production of power.

I certainly do not contemplate moving in the direction of having all public power in this country. I think that would be a general statement of my view.

Senator ALLOTT. Would you feel then that while there is a place for public power, there is also a place for private power, and that they may even in certain circumstances exist side by side?

Mr. UDALL. I think where you have the right attitude, and this has been exemplified in my State—we have an experience with it—that they can even complement each other. They can strengthen each other. I do not like the idea myself and never have, that there is a built-in hostility.

I think if we try to work it out so that both benefit we can, but I do not propose at any time that some of the great power resources be turned wholly to private power.

Senator ALLOTT. I think that is all. Thank you very much, Mr. Udall, for answering my questions.

Mr. UDALL. Thank you.

Senator ALLOTT. I think you made your position on the power question pretty clear.

The CHAIRMAN. We have more majority members than the minority, so I am taking two at a time from this side.

Senator Church.

Senator CHURCH. Thank you, Mr. Chairman.

Mr. Udall, Idaho is not part of either the lower division or the upper division of the Colorado development, but is very much part of the Great Northwest, where, as you know, the Columbia and the Snake Rivers comprise one of the foremost river basins of the systems of the country. In both the 85th and 86th Congresses we had up for our consideration the Burns Creek project on the Snake River, with which you are familiar. It was one of the few projects to have the endorsement of the Eisenhower administration, among the new starts that were recommended by the Eisenhower administration. It was twice approved by this committee and, with the assistance of our distinguished chairman, it was twice enacted in the Senate. Both times the project came up for extensive hearings before your committee in the House, but until now, the House has taken no definitive action and the bill has never emerged from the House Interior Committee. I am wondering what your own attitude might be toward this project, because it will again be before the Congress in this session.

Mr. UDALL. Senator, as a member of the House committee and the House subcommittee, I spent several hours, because this was a rather controversial matter, trying to push the bill out of the committee. I have always favored it. I would hope that we could have this project underway by a year from now. I think it is a very fine project and I favor it.

Mr. CHURCH. That is fine. I certainly appreciate your own position on it and I know that with your help, our chances are much improved to get congressional action on it this year.

On this committee, Mr. Udall, I am chairman of the Indian Affairs Subcommittee. I have a very great interest in the present condition of life for many of our Indian people. You have already been asked a number of questions concerning this and I will not press it now, except to ask this general question: Do you feel that it will be possible for us to come up soon with legislation that will generally undertake to correct the land problem, particularly the fractionated lands that so plague the Indian tribes, and also a sound program that will promote needed economic development on so many of these reservations?

Much money has been spent by Congress in the past years. Much of it has been spread out upon the sands and little results can be seen,

but I think that the great need for the Indians is to solve the land problem satisfactorily and then get on with an economic development program that will lift their living standards to the point where they can become full-fledged citizens of the country, and not continue to be charges of the Government, and this need is so very great, and our tendency over the years has been to set it aside or to ignore it, so that I think this administration has a historic opportunity to make very significant progress in this much neglected field. What is your attitude toward these two suggestions?

Mr. UDALL. Senator, I found you stating the problem almost as I have stated it in the past. I think that I would be very hopeful that we can come up with an answer to the fractionated heirship problem. I have seen so many reservations where they sit. They have economic opportunities to really get things rolling and yet you are stymied because no one owns the land. You cannot determine the ownership. I think we must come up with a solution in that regard.

I think it is a little bit to the shame of our country that although we have a development loan fund for underdeveloped countries, which many of us in the room supported, that we do not have really the same type of sound, systematic program for our own underdeveloped areas. I am amazed in my own State at how many great opportunities there are for economic development where we simply cannot do anything.

I had a tribe that I think has made the outstanding record in the Southwest in recent years in resource development and they came to me almost with tears in their eyes before I came back here because they had reinvested all the money they made and they said they had come to the end of their own money. "If we just had a million or two million dollars, we could build a sawmill," or do this. And they would provide jobs and learn business management. I am hopeful we can come up with a program that will treat our own people as generously as we are treating other people abroad.

Mr. CHURCH. Mr. Chairman, I just want to say that I think that we are very fortunate to have a man of Mr. Udall's experience and capacity as the Secretary of the Interior. He will deal there with western matters. He is a native westerner. He is a distinguished member of a pioneer western family. He has been an outstanding Member of the Congress and has been directly associated through the House Interior Committee with the matters over which the Department will exercise jurisdiction.

He has been one of the strongest and ablest men that I have encountered in public life and I just want to put that on the record and tell him that I am very proud to cast my vote to confirm his appointment as Secretary of the Interior, and I wish you well.

Mr. UDALL. Thank you, Senator.

The CHAIRMAN. Senator Gruening.

Senator GRUENING. I would like to join in and second the remarks of my colleague from Idaho. I, too, am very enthusiastic about this appointment of Representative Udall to be Secretary of the Interior, but before we conclude, I want to raise a few points for his benefit that I think are of great importance to us in Alaska and to the whole Nation, and which should be called to his attention.

In an address on resource development in the Senate on June 24, President-elect Kennedy began by saying:

We must move rapidly to insure the proper development of the new American continent, the State of Alaska.

I think his use of that word "continent" was very proper. Alaska, to be sure, is a State, but it is also far more than a State. It is a vast region. It is a region which is underdeveloped and which cries for development and attention to its people's needs.

In past years, I was associated with the Department of the Interior, since I first came into the Government in 1934, and I know its workings well. The people of Alaska have suffered greatly from the arbitrary acts of a distant Federal bureaucracy, including acts of Secretaries of the Interior. Despite repeated protests by Alaska Legislatures and Alaska's voteless Delegates, and for 2 years by the State's congressional delegation, we have not been able to secure much rectification. There was great hope and promise of rectification during the brief administration of one former Secretary of the Interior, Oscar Chapman, who appreciated Alaska's potentialities and understood its problems, but unfortunately his tenure was too short for him to accomplish many of the reforms that he favored and that Alaskans would like to have seen, and which we believe would have been beneficial also to the whole Nation.

The Department of the Interior alone, of course, has more important agencies in Alaska than all of the rest of the Federal Government departments. It has the Bureau of Land Management; it has the Fish and Wildlife Service; it has the Bureau of Indian Affairs; it has the National Park Service; it has the Geological Survey; it has the Bureau of Mines; it has the Alaska Railroad—all very important to Alaska.

During the last 20 years under the control and management of an agency of the Department of the Interior, the Fish and Wildlife Service, the greatest national fishery resource—the Pacific salmon—has been depleted almost to the point of extinction. It dropped from a pack of over 8 million cases in the late 1930's to 1,600,000 in the last year of Federal control, 1959, and this despite the repeated and unceasing protests of Alaska's Delegates in Congress and our Territorial legislature, who were aware of the continuing depletion, but had no power to stop it. So Alaska has now inherited, under statehood, a tragically wrecked resource, once Alaska's greatest natural resource, and the impact of whose destruction is very serious in all our coastal villages. They have been dependent for their livelihood on fishing and they are now destitute.

I highly applaud the statement that you made a few minutes ago about the need of extending the kind of aid to our own people that we are extending so liberally and so generously to the people of over a hundred foreign countries. Our Federal authorities do not seem to be able to exhibit the same interest and concern for our thousands of hungry Indians and Eskimos whose livelihood has been destroyed by Federal inaction and Federal incompetence, and yet apparently they show deep concern for those who live abroad.

Several years ago, there was an article written in *Fortune* magazine by a man who went up and studied Alaska. It was entitled "Alaska,

the Last Frontier," and I want to quote one or two sentences from it. I quote:

Nowhere under the American flag do U.S. citizens have fewer rights and more obligations * * *. Alaska, from the bureaucrat's point of view, is the last best hope of North America. Nowhere else under the flag has the Federal Government got such a grip on the lives of U.S. citizens. Cut a tree, build a house, harness a stream, shoot a bear, or net a salmon on 99 percent of the land and a bureaucrat will be on hand to say you yea or nay.

That is a situation which persists even after statehood, Mr. Secretary-designate, that I hope you will look into and try to remedy. I have called attention to what has happened to our fisheries. In Alaska's vast area, at the time we gained statehood over 99 percent of the land was owned by the Federal Government, and on top of this public domain were innumerable withdrawals often made without hearings, frequently over the protests of Alaskans. We have right now a very striking example of such arbitrary action by the present Secretary of the Interior, your immediate predecessor. He wanted to withdraw some 9 million acres—a colossal area—for a wildlife range in the northern part of Alaska. A bill was introduced by him to achieve that purpose. Extensive hearings were held by congressional committees and the Congress rejected this legislation. Yet, after the election last fall, after he had been defeated, after he had become a lame-duck Secretary of the Interior, he arbitrarily withdrew this area, although in the meanwhile the State of Alaska, which has an excellent department of fish and game—an agency far more competent, on the record, to safeguard and conserve our game and fisheries than the Federal Government through the Interior Department—requested that the State, and not the Federal Government, make this withdrawal. Lamentably, no attention was paid to that request of Alaska's Governor by Secretary Seaton. I hope one of the things you will do will be to review that decision of an expiring administration to see what is the proper course. We hope you will recognize the State of Alaska's request.

I could go on almost indefinitely and give you examples of that kind. The Department of the Interior is of great importance in the lives of Alaskans, for good or ill. In the matter of Commissioner Dominy, against whose appointment the chairman of this committee has recorded a telegram of protest, I am willing to accept your view that it is you who will make power policy. But I think you should not overlook the fact—and my experience in government confirms this—that very frequently men not on the highest level initiate and do, in fact, make policy. They prevent certain policies from reaching their superiors. Their reports to their superiors may be slanted. The people who wield the pencil originally in a department have great influence in shaping policy. When we had hearings on power development in Alaska last summer, which I conducted through the courtesy of the chairman of the committee (Senator Anderson) who authorized me to do so, Commissioner Dominy testified, and it developed that his philosophy in this field is quite different from that which I believe to be the philosophy of the incoming administration.

I will not take the time to go into detail, but with the consent of the chairman, I would like to have the two or three pages of colloquy between me and Commissioner Dominy go into the record so that it may be clear that there is a difference in philosophy.

The CHAIRMAN. Without objection, that will be done.

(The document referred to follows:)

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FURTHER STATEMENT OF COMMISSIONER DOMINY

Commissioner DOMINY. I am Floyd E. Dominy, Commissioner of the Bureau of Reclamation. I would like to make it abundantly clear that the differences of views that have been exchanged before the distinguished Senator from Alaska during these very worthwhile hearings in the past 2 weeks, in my judgment, are differences in degree only and not a difference in fundamental recognition of the economic fact that you certainly must have power before you actually can have the industrial growth that we are all seeking for Alaska.

The point of view which I have been attempting to express is very simply stated, I think, in this fashion: that it is my judgment as an economist and as a Federal administrator of some 27 years' standing—while I now hold a position which I must admit is referred to as that of a "political executive," I obtained that position through the career service and, while as a political executive I must submit to the rein and bit and guidance of the administration to whom I am directly accountable and through it accountable to the Congress and to the people, I nevertheless have personal opinions and personal views based on my years of experience in dealing with western water resource development. It is my personal conviction, sir, that to anticipate early and prompt developments at this stage of Alaska's growth of a Federal undertaking involving some billion and a half dollars, to create a potential power producer of upward of 5 million kilowatt capacity when the rail-belt area is only now consuming a little over 200,000 kilowatts of capacity, is unrealistic. I consider that to think about building Rampart now, at this stage of the Alaska economy, would be similar to have thought about building Grand Coulee in the Pacific Northwest when the Oregon Trail was still being traveled by covered wagon and the population coming from east of the Missouri River to the Pacific Northwest.

Senator GRUENING. When the Oregon trail was being followed, there wasn't even transmission of electricity over wires.

Commissioner DOMINY. Yes; that is true, and to that extent the example is, of course, exaggerated. But I feel that any project that can reduce the present terrifically high power cost down to the range of 6 to 8 mills, for example, that can be built without the tremendous expenditure involved in a more massive project, and that could be completely utilized over a reasonable period of time should not be overlooked at this stage in Alaska's development. Now, as I say, this to me is an expression of a degree of difference and not a complete difference among myself and the other witnesses.

Senator GRUENING. Well, let's analyze your thought. You think that Rampart should not be built now but the Devil Canyon should be. Now Devil Canyon will cost almost half a billion dollars. Rampart will cost a billion and a third. Devil Canyon will have an installed capacity of 500,000 kilowatts. Rampart will have 5 million. Rampart will produce at 2 mills. Devil Canyon at 6 or more. In other words, you would sacrifice a power cost of at least 4 mills and tenfold capacity for a difference of perhaps 1½ times the cost. Do you realize—and I think you must—that it would be no more difficult, or probably not much more difficult, to get Congress to appropriate \$1½ billion than it would a half a billion considering the difference in the two projects?

Commissioner DOMINY. Well, let me say first of all that we have not finalized the Susitna River Devil Canyon report, and I am not in a position to say that as Commissioner I will recommend its construction at this time. Or that the Department, if I do, will endorse it or that the administration will submit it to Congress as a recommended project, even if the Secretary and I find it worthy of consideration.

Secondly, that project has been engineered; the drilling and other engineering and economic details have been accumulated so that we can come up with a firm figure as a basis for judgment. That cannot be said at this time for the Rampart proposal. I certainly do not oppose the studies of Rampart. I certainly agree with Ivan Bloch and former Assistant Secretary Davidson that it would be highly desirable to protect that site under powersite withdrawal and to avoid, at all costs, any developments that would tend to make infeasible the future consideration of that great potential.

Senator GRUENING. Well, I couldn't anticipate what the Congress would do but I think it is fairly reasonable to assume, that if Congress authorized Devil Canyon at a cost of half a billion dollars, which would have 500,000 kilowatts

installed capacity of 6 mill power, it probably would not authorize Rampart, but the question is which in the long range is the better deal for Alaska. And I agree with you that the reports have not yet been completed on Rampart, but I think the essential thing is now to push forward and get those facts so that we can weigh the comparative value of the larger projects with which we know we will have to deal after the smaller projects are completed.

My thought in asking this question was rather in connection with the Snettisham project. If you can forget for a moment that you are a Government official, I would like your personal opinion: Do you feel that we should not go ahead with Snettisham unless we got a firm commitment—not in your official capacity but in your personal capacity?

Commissioner DOMINY. Well, I would like to say first of all, Senator, that the Bureau's investigation of Snettisham was based not upon the immediate needs of the area, nor upon the immediate projected growth under its normal, historical growth of the area, absent the introduction of a specific industry. The whole report was premised on the expectation—the reasonable expectation—that this industry was available. And could economically be developed under today's cost-price relationship for that industry, if a power supply were available in the 6-mill range, and we have had encouragement from a recognized responsible company to proceed on that basis. I do not consider it unwise to limit the authorization—if the Congress authorizes the project—to make clear that it supports the judgment of the Commissioner and the Secretary of the Interior that this is a desirable project for Federal participation but limits the actual construction of the project to such time as a firm commitment for the utilization of the major block of the power is at hand. Our project report, even with the Georgia-Pacific Alaska Co.'s use, still reserves for normal local load growth a substantial quantity of power.

Senator GRUENING. I should want to examine that statement fully. I suspect that when Snettisham is built and you get the Georgia-Pacific, you will be short of power with that project within a few years and you will have to develop other additional sites such as Lake Dorothy and Speel River.

Commissioner DOMINY. That may be true and we have contemplated that those additions could come on the line very feasibly, if the base project as recommended, is constructed.

Senator GRUENING. Of course, there is a difference of philosophy here. Under the Roosevelt administration, Franklin Roosevelt ordered Grand Coulee built and events rapidly proved the wisdom of his judgment. This administration would, if it approves this project, as I understand it will, approve it conditionally provided we have the assurance first of a power market. It is a difference in philosophy. We developed TVA and Grand Coulee and Bonneville, all on the assumption that industry would come and that assumption proved justified. This administration takes a more conservative view, and I think that your testimony is along that line. Is that not correct?

Commissioner DOMINY. Yes, I think it is. As I pointed out earlier today, we do not have an economic condition prevailing in the United States such as prevailed when TVA and Grand Coulee were considered and were authorized.

Senator GRUENING. Of course we are living in a period of a very rapid change. When you began your career in Government, you would have considered it fantastic to think that 2 dozen space vehicles would be circling the earth. Various other changes have come, and I suspect that our rate of growth and development will be increasingly accelerated, and that most of our estimate today are unduly conservative.

Commissioner DOMINY. I think that is a true statement, Senator.

Senator GRUENING. Thank you very much.

* * * * *

Senator GRUENING. I would be perfectly willing to concede that you, as Secretary of the Interior, will make policy, but I think this is something that should be in the record; namely, that Commissioner Dominy opposed the Rampart project, which is one of the things Alaskans are vitally concerned with and which President-elect Kennedy has endorsed. With those remarks which I could greatly expand into other aspects, I will conclude by saying that I congratulate you and wish you well. I am very happy about your appointment.

Mr. UDALL. Senator, I want to say you intimidate me a little bit as to whether I should take the job, but I would hope that when my

administration, however brief or extensive it is, is through, it will be said by people and people like you that Udall was a beneficent bureaucrat.

The CHAIRMAN. Since he again mentioned Mr. Dominy, I had been hunting earlier for a letter that I could not find, but have now. On January 15, 1958, talking about policy, I sent this letter to the Secretary of the Interior, Mr. Seaton, and said:

I am writing to ask your personal attention regarding the elimination of funds in the fiscal year 1959 budget for the construction of the Navajo Dam. You are doubtless aware of the programs of the Bureau of Reclamation in not following the congressional action of two sessions in appropriating funds to start construction at Navajo Dam, but adds insult to injury by proposing to transfer to the Flaming Gorge \$1½ million already committed by Congress for the Navajo Dam.

While that was en route to the Secretary, Mr. Dominy wrote Senator Watkins, who had asked for the transfer:

On the Flaming Gorge unit, we had used the construction program for the fiscal year 1959. We expect to have about \$4 million available, of which \$2½ million would be appropriated and \$1½ million would come from the Navajo units, since we are closing down this unit.

He did not get it closed down, but God knows he tried, and I just hope that he will bear in mind the fact that when Congress has twice appropriated money, has twice declared its congressional intent, when work is underway, it is not the function of the Commissioner of Reclamation to say, "What is the Congress? I will close it down," and proceed to do so. It did not quite get closed down, but it was a long, long, long battle and I would hate to have to keep going through that month after month again.

Mr. Fong.

Senator FONG. Thank you, Mr. Chairman.

Congressman Udall, I have not had the pleasure of meeting you prior to this, but listening to the remarks of all the Senators here, I am satisfied that you are going to make a very distinguished Secretary of the Interior.

Unlike my good friend, Mr. Gruening's State of Alaska, Hawaii has very little public lands and all our lands sell at a premium. At the present time, there is being investigated the problem of surplus land in the State of Hawaii, and your predecessor, Secretary Seaton, has given us his interpretation of the Statehood Act which was passed, that all surplus land, regardless of whether it was ceded by the territorial government to the United States, or land which was purchased or otherwise acquired should be returned to the State of Hawaii. This will be taking place within the next 4 years. There is now an investigation going on as to what land is being declared surplus.

Do you agree with Secretary Seaton's interpretation of surplus land?

Mr. UDALL. I am not, I will be candid to say, conversant with this program, nor have I ever examined it. I know what your land problems are and it is my horseback opinion—I would like to reserve the right to review it—that his decision is a sensible one.

Senator FONG. The island of Oahu is only 600 square miles in area and on it live over 500,000 people. You can see, therefore, the great premium placed on the land in the State of Hawaii. We would like to ask you to look with favor upon that interpretation.

Unlike the Northwest States, or Alaska where there are tremendous rivers, we do not have rivers. We are surrounded by a sea of salt

water and we have problems dealing with water, and one of the great problems is to have water on some of our leeward islands.

Would you look with favor on placing a pilot saline waterplant in the State of Hawaii?

Mr. UDALL. Senator, it is my hope, and I am sure my President's hope, that we can move along fast enough on this program so that we will not only place a pilot plant in the next few years, but a major plant that will produce the water that you need. I think this is an area where we should accelerate this program which Congress has very wisely pushed down along the road.

Senator FONG. Thank you for your very encouraging statement.

Senator GRUENING. Mr. Chairman, may I make a brief comment on Senator Fong's statement?

About a half a century ago, a former Secretary of the Interior, Mr. Walter Fisher, a very excellent Secretary, pointed out and I quote:

The jurisdiction of the Department of the Interior over Hawaii is extremely limited and the islands are largely self-governing.

So we in Alaska understand why Hawaii is called the paradise of the Pacific.

Senator FONG. For over a hundred years we thought we did not have any minerals in Hawaii. We have just discovered great deposits of bauxite which is capable of supplying the needs of America's industries for 100 years.

Our State legislature has been delving into the problem, but we do not have the finances to really go into the problem very deeply. We also have deposits of titanium and I would like to ask very sympathetic consideration from the Interior Department to help us develop these mineral resources.

Mr. UDALL. We want to develop all the resources we have, no matter where we find them. We certainly will give our attention to it.

Senator FONG. Thank you.

Another problem which deals with the Pacific is self-government. You will be recommending to the President the appointment of the Governor of American Samoa and the Governor of Guam. When Hawaii was a territory, our Governor was appointed by the President of the United States. While we were a territory, there was much discussion as to whether the man appointed should be a longtime resident or native as opposed to an appointee from the mainland.

In American Samoa there is Governor Coleman, who is a native Samoan. In Guam is Governor Flores, who is a native Guamanian. I would like to ask you as to your views in considering such appointments.

Mr. UDALL. This all is somewhat new to me and the best judgment I have been able to get so far is that as a general matter, the native Governor idea, which is part of the process of transferring or encouraging self-government, is a sound concept. Whether we will follow it in every instance, I cannot say as yet, but it seems to me the idea is a sound one.

Senator FONG. Thank you. I have no further questions.

Senator KUCHEL. Mr. Chairman, may I make one comment?

The CHAIRMAN. Yes.

Senator KUCHEL. I understand this record is not one to judge the Commissioner of Reclamation, but I simply want the record to show as far as my dealings with them, they have certainly been excellent.

I do not want the Secretary-designate to feel by my silence there is no confidence.

Mr. UDALL. I am sure there are many others who share that view. Indeed, I would not have selected him to continue if I did not feel that he was highly competent.

In my view, this is a line office, really, and not a policymaking office and there are times when either by default or on purpose, these people are made into policy officers because someone else does not want to take the rap for something, but I regard this as a largely line office. It may mean extra burdens, but I intend to make the policy and consult with my associates within the Department when necessary on it.

The CHAIRMAN. Senator Moss.

Senator MOSS. Mr. Chairman, and Congressman Udall, I certainly welcome the nomination of the President in his designation of Stewart Udall to be Secretary of the Interior. Stewart Udall is our close neighbor and we have known him a long time in our State and I have known him personally during the time that he has been in Congress.

As far as I am concerned, his record in Congress speaks as loudly as anything as to what he will do as the Secretary of the Interior, and I will be most happy to cast my vote to confirm his appointment.

I have listened with great interest to the questions and the comments that have been made by the committee, and the answers that have been given by Mr. Udall. All of them seem to fit into the pattern of his philosophy, as I understand it, and I do not propose to prolong the record with other questions, or even observations, other than to say that I know that Mr. Udall is fully dedicated to the development of our great resources in this country. It happens that most of our public land lies in the Western States, but, nevertheless, the problem of resource development is nationwide, and is the concern of the whole country.

The comment was made earlier as to how much of Alaska is Federal domain and how much of Nevada is. I would say for the record that 74 percent of the State of Utah is Federal domain and consequently we have great concern with the policies of the Department of the Interior in the management of those lands and the development of our resources. I look forward to working with you, Stewart, in the years ahead, and I am proud indeed to vote to confirm.

Mr. UDALL. Thank you very much.

The CHAIRMAN. Senator Long.

Senator LONG. Mr. Chairman, I wish to join in the statements of all my colleagues who preceded me in commending the President-elect for his selecting Mr. Udall as the Secretary of the Interior.

Hawaii shares with Alaska a rather unique distinction. I believe outside of the State of New Mexico, Mr. Chairman, the two new States had the privilege of being under the general supervision of the Department of the Interior longer than any of the other States. In our experience it was pleasant. In the main, it was constructive. I wish to join my distinguished colleague in urging that those things that are material relating to Hawaii receive the attention which I am sure they will receive, and that they have always received.

In addition to that, I have one thought that I wish to present and perhaps to ask a question about it. We are frequently referred to in Hawaii as the capital of the Pacific area. We are not, of course.

But we are in a unique position and one of our interests is the human side of the whole Pacific area.

America has had a responsibility in east Samoa, generally referred to as American Samoa, since the year 1839. We have been responsible for it now for over 60 years. I have made three trips there, one just this last fall. I am proud of the record to an extent, but I think we have left a great deal there to be done that might have been done before this time. I feel the same way about Guam, although we have not had the opportunity for such a long period.

What I have in mind is that we should do in this area, including the islands of the trust area, a better job than we have been doing and one of the things that we should be very alert to now, in view of the fact that the British are giving complete and unconditioned independence to West Samoa, and one of the things that we should have in mind and be working toward constantly is the granting of increasing self-government, self-control, to these people because they will never learn otherwise. They are a grand group of people and they have centuries of island culture back of them. We do not want to destroy that culture. We want to hold it. And it is the job of the Department of the Interior, Mr. Udall, more than it is of any other department, and we are confident that you appreciate that and that great progress will be made during the period of your service.

Thank you.

Mr. UDALL. Senator, if I may just comment, I would say you have a much more intimate knowledge of the problems than I have. I certainly think the spirit that is exemplified by your statement is a most wise one, because we are in a very limited sense a colonial power, too, and I think we are too quick sometimes to throw rocks at other countries that have their problems. We have to look to our own record in this regard.

The CHAIRMAN. Mr. Udall, I just want to say that we now come to the new members of the committee. We have been extremely blessed by the fine people, I think, that have been added to the committee. I am very glad to welcome them here personally, and I know you will be very happy to work with them.

Mr. UDALL. Having served with two of them, I will say a heavy amen to that.

The CHAIRMAN. Senator Burdick.

Senator BURDICK. Mr. Chairman, I am in a rather unique position. Having been exposed to the thinking and the views of and the ideas of Mr. Udall, and more recently than other members of the committee, having served with Mr. Udall for 2 years in the House Interior Committee, I have no questions.

As a matter of fact, I cannot think of any area in which we ever disagreed. I am delighted that you have been given this new responsibility.

The CHAIRMAN. From the State of Iowa, a new Senator, Senator Miller.

Senator MILLER. Thank you, Mr. Chairman.

Mr. Chairman, as the newest member on this committee, I apologize for arriving late, but this hearing was not called to my attention until after you had already commenced.

The CHAIRMAN. I am sorry, Senator, but I did not know that the Republicans had designated you and I only took the things that I absolutely did know. Again let me say I am sorry.

Senator MILLER. Mr. Udall, I should add my word of welcome and, not having had the privilege of serving with you, I would like to ask a couple of questions.

One is whether or not you have previously assumed a position, or do you now have a policy with respect to the relative priority between industrial power and navigation on the Missouri River?

Mr. UDALL. No; I do not have a position or policy on it. My mind is completely open, and that is all I can say.

Senator MILLER. Thank you.

The CHAIRMAN. Are you referring to select navigation and things we have been discussing along this line?

Senator MILLER. That is right. One more question.

Do you have a position or a policy with respect to the establishment of a Missouri Valley Authority?

Mr. UDALL. I do not have any fixed ideas on this. It does seem to me in the previous commissions that we have had and studies that we have made, we have come up with some pretty good recommendations and this is one, I am sure, we will want to analyze before long.

Senator MILLER. I have no further questions. Thank you very much.

The CHAIRMAN. Senator Metcalf, who is also no stranger to you.

Senator METCALF. Mr. Chairman, I am delighted that in this, my first official act as a member of the Interior Committee, I welcome Stewart Udall to his new appointment. I served for 6 years with the Secretary-designate on the House Interior Committee. I served for 6 years with him on the House Education and Labor Committee, and sat side by side and worked part way up the committee together. I know of no one in the Congress of the United States that is more deserving of the title of U.S. Representative than Stewart Udall. We have never had a better friend for the State of Montana, a better friend for the State of Idaho, a better friend for all the Western States, all the United States, than Stewart Udall.

Three of the great Senators on this committee are indebted to his efforts and half the other men in the Congress of the United States for the dignity of statehood. I am indebted to him for many projects in my State, and so, Mr. Chairman, it is with great pride that my first official vote as a member of your great committee is to vote for my friend, my former colleague, and a great American, the Secretary of the Interior-designate.

The CHAIRMAN. Thank you, Senator Metcalf.

Senator Hickey.

Senator HICKEY. Mr. Chairman and Congressman Udall, I would like to pass along to you the commendations that were received when you appeared as the first high official, the Secretary of the Interior-designate, before the Upper Colorado group. The Chairman was present and after that meeting among the governors and commissioners there they expressed deep appreciation for your forthright attitude and commended the President-elect on his selection.

So that the Dominy matter is bi-partisan, may I say that I have known Mr. Dominy for a good many years. We were in school together at the University of Wyoming. My predecessor, Senator

O'Mahoney, I think was influential in inducing him to come to the Department in 1943, 1944, 1945, or 1946, one of those years.

During the time that I have been associated with him on Interior problems I found that he has done just what you say is possible and that is carry out the policy and enforce the laws as written by Congress. I want to say that we in Wyoming stand as recommending him to you. One other problem which I do not know whether it has come to your attention or not, is the reduction of some of the wildlife herds in the national forest, which is of some concern in my State.

I do not know whether you know the background of those or not, and we would request that you take a new look at this problem at the time you take over the Department of the Interior.

I want to say that I will be happy and proud to cast my vote for your confirmation.

Mr. UDALL. Thank you very much, Senator.

The CHAIRMAN. Senator Carroll.

Senator CARROLL. Mr. Chairman, I apologize for my lateness, but I have been on another committee where we have been questioning the next Attorney General, Bob Kennedy. So it was not my lack of interest in this nomination at all. Because Colorado, of course, has a very great interest always in the Department of the Interior.

I have known Congressman Udall for a long time. I have a very high opinion of his ability and his integrity, his character, his fairness, and, even though he comes from what we call the low basin States, I am confident that he will be fair with us and all who come from the upper basin States.

I might ask just one or two questions. Have you been working in this transition period with Secretary Seaton?

Mr. UDALL. Yes; we have had several agreeable contacts.

Senator CARROLL. Do you know that the General Accounting Office is about to submit a report on the conservation of helium, of the legislation which has been before us and was passed by the Congress last year?

Mr. UDALL. No; I did not know that.

Senator CARROLL. Have you had an opportunity to examine what has been done since we passed the helium bill last year?

Mr. UDALL. No; this has not been called to my attention, nor would I consider that I have the authority until I am officially seated.

Senator CARROLL. I do now call it to your attention.

As I recall the statute that was passed, we are in favor of the conservation of helium, and I give to you the sum and substance, not specifically, but there were some \$200 million plus involved in 11 contracts. Those contracts are not executed until March, so as you assume your duties, as I believe you will, and I certainly intend to vote for you, I ask you to look into those. We will be talking to you later on, I suspect.

I have been informed of the number of questions that have been asked of you. I think they have been very good questions and very fair questions.

Mr. UDALL. I feel that I have been thoroughly worked over, Senator.

Senator CARROLL. This is a healthy thing for us.

Mr. UDALL. I certainly agree. I think it has been a most constructive one.

Senator CARROLL. As we get to know you better, I think some of the members who do not know you as well as I do, if they have not already, will have the same confidence in you that I have. I know you do a fine job. I know your Department will act in the public interest. You will cooperate with the committee within the bounds of reason. I am sorry that I could not be here, Mr. Chairman, to hear all the other interrogation.

As far as I am personally concerned, I stand ready to help you in all matters. I wish you would give some specific attention to the decline of the mining economy of the West and what has happened to us. I am not going to ask for specific legislation, but we will be talking in hearings later on through the months, and I wish you and your staff the best. I think that the President was fortunate in having a man of your character and your knowledge of the West to become Secretary of the Interior. I will help you in every way I can. Good luck to you.

Mr. UDALL. Thank you, Senator.

The CHAIRMAN. I say to you, Mr. Secretary, that we have been fortunate that every member of the committee has been here and has had a chance to be with you.

Because the nomination has not yet been sent to the Senate, we cannot vote at this time. But in the strictest of confidence and just inside this room, when we do get a chance to vote, I feel it will be an overwhelming vote for your confirmation, probably unanimous.

I also say I want to congratulate you on the forthright way in which you have answered our questions. That does not surprise me. It has been my good fortune to work with you on Indian administration in our country. I have great confidence in your fairness and your righteousness and I am sure that your work will be a splendid success.

You have been here longer than you probably would desire, but the Senate is not only the most deliberative body; it is the most deliberate body. Thank you for being here.

Mr. UDALL. Thank you very much.

(Whereupon, at 12:35 p.m., the hearing in the above-entitled matter was closed.)

(Subsequent to the close of the hearing, the following telegram was received from Dean Barline, president of the Northwest Public Power Association, pertaining to the communication of Gus Norwood.² The telegram is printed at the direction of Chairman Anderson.)

TACOMA, WASH., January 13, 1961.

Senator CLINTON P. ANDERSON,
Senate Office Building, Washington, D.C.:

I am informed a telegram from Gus Norwood, executive secretary of the Northwest Public Power Association, opposing the selection of Floyd Dominy as Commissioner of Reclamation, was presented at a Senate hearing on this matter today. Please be advised, the directors of the association have not considered the qualifications of Mr. Dominy for this position and the association has taken no position favoring or opposing this appointment. Mr. Norwood has advised me that this statement is based on his personal experience with Bureau of Reclamation activities in the Pacific Northwest in the past 2 years, and requests that his telegram of January 12 not be made a part of the record.

DEAN BARLINE,
President, Northwest Public Power Association.

² The telegraphic communication referred to appears on p. 2 of this hearing record.

