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tions of the 727-200 based upon its effect on passenger terminal crowding.

Since that time, many changes and improvements have been made by the airlines and the airport management to facilitate handling of people in the terminal building and to provide additional automobile parking and better passenger access to the building areas. Because of these improvements, the airlines believe the use of Washington National by 727-200 aircraft will improve service to the public without creating any congestion or operational problems.

The first step in relieving the 1966 situation was to smooth passenger flow by voluntary scheduling cutbacks on the part of the airlines. Next, the airlines expended over \$15 million to improve the convenience and capacity of their passenger terminal accommodations. Obsolete counters and display areas were removed from the central building and new counter areas were located in wings. This enlarged passenger waiting areas. Passenger hold rooms were constructed and loading bridges installed. Terminal building space has increased 60% since 1967. At the same time, the airport management was adding greatly enlarged public (37%) and employee (33%) parking spaces and improving the traffic flow into and out of the terminal building.

As the additional facilities became reality several airlines, individually, requested a relaxation of the restriction on the operation of the 727-200 aircraft. In each case, the request was turned down.

During the controller slowdown, the Administrator permitted operation of the 727-200 to accommodate the public. Since then, he has permitted them to be used, while evaluating the operation.

As far as the airlines are aware, the 727-200, operating at Washington National, introduces no new problems with regard to size, weight, noise, pollution or overcrowding of facilities. On the contrary, it offers the opportunity to satisfy today's traffic requirements with greater convenience to the public.

Let me review each of these points.

The highest capacity aircraft regularly serving Washington National are the DC9-30 with 107 to 117 seats and the 727-100 with 95 to 105 seats.

Seating capacity of the 727-200's currently operated by carriers serving Washington National runs from 122 to 137. Thus, the highest capacity 727-200 would offer 20 more seats than the DC9-30 now operating at Washington National.

With respect to size, the only difference between the 727-100 and -200 is 20 ft. in additional fuselage length. Washington National gate positions are adequate for both. Recent experience with the -200 at Washington National has demonstrated full compatibility with that facility. Washington National management reports "no new problems".

As for weight, Washington National runways are adequate for dual wheel gear aircraft weighing up to 200,000 lbs. Maximum allowable weight for the 727-200 at Washington National is 162,900 lbs. This limitation, based on field length considerations, is 3,900 lbs. more than the maximum allowable weight for the 727-100. When airport temperature exceeds 59°, these weights are further reduced for performance considerations.

Take-off gross weight required to carry 137 passengers 650 nautical miles from Washington National is only 154,200 lbs., well below the design weight.

Landing impact loads in 727-200 aircraft have been reduced by changing the pressure in the landing gear cylinders.

In consideration of noise, both standard and stretched 727 models have the same wing area, same engine thrust—hence, similar performance and noise characteristics at the same weights. Many of the stretched models incorporate "hush kits" further reducing noise.

With respect to air pollution, the aircraft industry has developed and the airlines are now retrofitting JT8D engines with components that make the 727, 737 and DC-9 virtually smoke-free. These are the planes which provide the bulk of the service at Washington National. The retrofit program will be substantially completed by the end of 1972. All new production aircraft are being delivered from the factory with smoke-free engines.

All models of the 727 meet the same design and operating safety standards. The 727-200 is in world-wide operations by 20 airlines, and it has an unblemished safety record.

It would be a convenience to the public and to the airlines if the carriers had the ability to substitute 727-200 on Washington National schedules when demand or equipment routing warranted it.

As you know, some extra sections can be operated above the 40 per hour scheduled operations. Some of the concern regarding potential terminal congestion is reportedly based upon the theory that the mere availability of additional seats in the 727-200 will generate additional passenger traffic. Such a theory discounts the fact that all traffic that wants to move is now moving on existing schedules or on extra sections. Availability of additional seats in some 727's would not increase seat demand or terminal crowding but it would reduce the need for some of the extra sections. Regular schedules are fixed by the 40 per hour limit. Each extra section eliminated due to availability of extra seats in the "stretched" 727 would reduce the total daily operations, airways and airfield congestion, controller work load and community noise exposure.

To conclude, we find no basis for the objections raised by those who have viewed this step with alarm. On the contrary, we believe that the ability to operate this model aircraft into Washington National will alleviate congestion and reduce extra section operations, thus further reducing aircraft operations.

CAB TERMINATION OF THE AREA INVESTIGATION

The Air Transport Association was not a party to the Washington-Baltimore Airport investigation instituted by the Civil Aeronautics Board on June 20, 1967. However, all carriers serving the area airports participated in the initial informal discussions. Ultimately, two carriers filed motions urging termination of the investigation while one carrier filed a motion urging its discontinuance.

In its order instituting the investigation, the Board said "the principal necessity for this investigation arises from the congestion at Washington National."

In its order of April 27, 1970, terminating the investigation cited the following facts by way of demonstrating that the congestion condition of June 1967 no longer prevails:

Between 1967 and 1969:
Passenger traffic at Washington National increased only 9.2 percent.

Terminal space increased (up to June 1970) 60 percent.

Public parking spaces increased 37 percent.

Employee parking spaces increased 33 percent.

During the same period:

Dulles passenger traffic increased 39.1 percent.

Friendship passenger traffic increased 32 percent.

Dulles commercial aircraft movements increased 24.3 percent.

Friendship commercial aircraft movements increased 61.3 percent.

WNA commercial aircraft movements decreased 2 percent.

These changes in airline schedules and in passenger volumes are primarily a result of the Federal Aviation Administration's con-

trol of the number of airline schedules permitted at Washington National in any given hour. The result has been a shifting of new services for the Baltimore/Washington area to Friendship and Dulles and a smoother flow of aircraft and passengers at National.

Thank you, Mr. Chairman, for the opportunity to testify on these subjects.

PROBLEMS AND PROGRESS OF THE AMERICAN INDIANS

Mr. MONDALE. Mr. President, last month Look magazine published an issue with the emphasis on American Indians. Senator KENNEDY's excellent article, published in that issue, outlined many of the problems of American Indians today but also discussed the progress being made, especially in the area of Indian education. The Senator from Massachusetts, who served as chairman of the Special Subcommittee on Indian Education, worked tirelessly on that committee and has continued working since the subcommittee's expiration last fall to see that the recommendations of the final report of that subcommittee would not go unheeded by Congress or the Federal agencies.

I ask unanimous consent that the articles be printed in the RECORD. We can learn a great deal from it.

There being no objection, the article was ordered to be printed in the RECORD, as follows:

LET THE INDIANS RUN INDIAN POLICY

(By Senator Edward M. Kennedy)

As chairman of the Senate Subcommittee on Indian Education, I issued last year a report based on more than 1,700 pages of testimony. It includes statements from Federal officials, United States senators, professors, doctors, tribal chairmen and members of Indian tribes across the country.

It also includes a statement from Margaret Nick, a young native girl from Alaska. She gave us no statistics, no charts, no case studies, no classroom results. She said, very simply, this:

"... I can't predict how I should educate my children. I can't predict how they should be educated, but one thing I know is, if my children are proud, if my children have identity, if my children know who they are and if they're proud to be who they are, they'll be able to encounter anything in life. I think this is what education means. Some people say that a man without education might as well be dead. I say, a man without identity—if a man doesn't know who he is—he might as well be dead."

Add Margaret Nick to the list of Americans standing up to be recognized. Add the American Indian and Alaskan native to the list of minorities who want to take part in the decisions that affect their lives.

From a history of neglect and despair, the Indian is beginning to emerge and to demand his own identity and share of American life. It has been a long time in coming, this new Indian self-consciousness. But it is here, and America must pay attention.

Indians have already begun their move for self-reliance. They have filed legal suits in various parts of the country, involving trespass, employment discrimination, misuse of school funds, unauthorized taking of water rights and breach of treaty agreements. Many of these suits have been filed against the Federal Government itself.

Tribal councils travel weekly to Washington, bringing their grievances and proposals directly to the Congress and the Interior Department, rather than using the local Bureau of Indian Affairs, as had been the custom.

And, perhaps most dramatically, Indians have begun to adopt the confrontation tactics that have marked the dramatic emergence of other minorities in this decade. As the world knows now, a group of Indians has occupied Alcatraz Island in San Francisco Bay, demanding the island be turned over to them for educational facilities. Another Indian group has attempted to establish Alcatraz number two at Fort Lawton in the State of Washington. Indians have occupied BIA offices in Denver, Cleveland, Chicago and Minneapolis, in many cases, their efforts have been rebuffed. But they have begun to tell us that our long-standing policies toward the Indians in this nation amount to abject failure.

And what they are telling us is true. Before I became chairman of the Indian Education Subcommittee, that post was held by my brother, Robert Kennedy. He traveled America extensively in that role, exposing the severity and degradation of Indian poverty and the failure of this nation to help the Indian people.

He saw, as I have seen, the resilience of the Indian way of life, a way of life that has for many generations resisted destruction despite Government blunders that almost seem designed to stamp it out. My brother called America's treatment of the Indian "a national tragedy and a national disgrace."

I second that opinion. And I think it is past time to end this disgrace.

In the course of my work on the Indian Education Subcommittee, I have seen statistics reflected in the faces of thousands of Indians. Their lives are hard and often filled with despair. Their average income is about \$1,500 a year. Their teen-agers are three times as likely to take their own lives as are young people outside the Indian community. They have 12.2 times the chance of an alcohol-related arrest as the average white American. Their children are plagued with disease. (One Indian leader told our committee he had lost eight children to disease: "... it is a lot of kinds of sickness they die from. Not only one kind. Mostly with whooping cough and measles all together. It hit them one at a time and that way they die.") And their pride decays into a passive wariness of the white man and his misguided attempts to help.

America has been frustrated by the "Indian problem" since the dawn of the nation. This despite the high regard that early leaders such as Thomas Jefferson and Benjamin Franklin held for the Indians' political institutions. This despite the contributions that Indians made to our society—their early brand of federalism among their nations; their concept that elected leaders are the servants and not the masters of the people; their insistence that society must respect individual diversity.

With all this as part of our common heritage, we have still given the Indian the back of our hand.

First, we embarked on a policy of isolation, marching entire Indian nations to desolate reservations. Later, we turned toward assimilation, but for the wrong reason—to exploit and expropriate Indian land and Indian resources. We shouldered the "white man's burden" initially by herding separate Indian nations together against their will—then turned around and plunged them headlong into the white man's society, thereby helping to tear them apart. But in any case, so the feeling went, the Indians would be off our conscience, off our land, out of our pocketbooks.

Well, it hasn't worked. Our casual paternalism has done more to hurt than to help. It has disorganized or destroyed this country's Indian communities. It has created a severe and self-perpetuating cycle of poverty for most Indians. And it has brought about an enormous, ineffective bureaucracy that seems to treat the elimination of In-

dian poverty as a gross waste of Federal funds.

The work of our committee was confined to an examination of how the Federal Government is carrying out its responsibility to educate Indian children. The Government assumed this responsibility through treaties and other agreements with Indian peoples in exchange for land relinquished by them. It was our task to assess the Government's performance.

Children are mirrors of their environments. By studying the educational systems, we learned much more about the Indian communities than simply the ABC's of the classrooms. We saw the statistics I have mentioned etched in the faces of these children.

Yet even if we had learned nothing more than our subcommittee's mandate required, we would have been appalled enough. For even in the classroom—and perhaps most importantly there—the American Indian is a poor relation.

The average educational level for Indian children under Federal supervision is five school years—and the Indian dropout rate is twice the national average. Only 18 percent of the students in Federal Indian schools go on to college, against a much higher national average. And only three percent of these Indians graduate. The BIA spends only \$18 per year per child on textbooks and supplies—compared to a national average of \$40.

And when this same agency began a crash program to improve education for Navajo children in 1953, it emerged 14 years later with a budget that showed supervisory school positions increased by 144 percent, but actual teaching positions increased by a mere 20 percent.

So it is clear that the Indian child is being shortchanged. It is clear that the American Indian has the cards stacked against him. And it is clear as well that the BIA isn't doing much to help.

Throughout the 1960's, the Federal Government groped toward a more enlightened national policy. The results can be measured largely in terms of words rather than action. Numerous studies, reports and commissions have come forth with their "solutions" for the Indian problem. But the crucial ingredient that has always been missing is the concept that the Indian can speak for himself, can say what is wrong, what he wants and needs, and what our policies should be in his regard.

On numerous occasions, the Federal Government has suffered the embarrassment of putting forth grand schemes to solve Indian problems without really permitting the Indian to determine the policies and programs for himself. This is not only a hypocritical charade that breeds cynicism and frustration on both sides, it is also, more importantly, a perpetuation of our cumulative failures.

The vast Federal bureaucracy charged with "managing" Indians for the United States can never, as presently structured, be expected to change our tragic Indian policies. This is a harsh conclusion. It brings no satisfaction to Americans who believe that ours is a land of equality and justice for all. It brings no solace to Americans who believe that the special attention given to Indians in this country is beneficial in practice as well as theory. But it is true nonetheless. Even two of the recent Commissioners of Indian Affairs have expressed their frustration at the lack of sensitivity to the Indian problem all through the Government. It is this lack of national will that keeps American Indians prisoners of wars long past.

So, is there anywhere to turn? We might try turning to the American Indian himself.

That's what he is asking. That's what he is demanding. And ultimately, that's what we must recognize as the best solution.

Just in the area of schools, our subcommittee has discovered that the rule of self-

determination is the most just and the most effective. Consider the Rough Rock Indian School on the Navajo Reservation in Chinle, Ariz.

Established in July, 1966, the Rough Rock School is a private, nonprofit organization. It is run by a five-member Navajo school board. Only two of the school-board members have had any formal education, and the weekly meetings of the board are conducted in the Navajo language.

Yet this—the only Indian-controlled school in the United States—is also the most innovative Indian school in the nation. It carries on extensive community and parental participation in school affairs. It uses Navajo teachers and teachers' aides in the classroom. It employs bilingual instruction and course material reflecting the richness of the Navajo culture. Rather than extinguishing Navajo traditions, it enhances them; and its staff has been trained to respect, understand and respond to the community it serves.

The Rough Rock School, as a demonstration project, has played a noteworthy role in the overall reform movement in Indian education. But beyond that, it has become a symbol of the value and indeed the absolute necessity of Indian participation in and control over their own programs and their own lives.

And its success has spawned further advances of this particular tribe. In early April, the Navajo School Board in Ramah, N.M., completed negotiations with the Bureau of Indian Affairs to bring the community's children home from boarding school to an Indian-controlled high school. With additional private and governmental commitments, the school board expects the school to open by September. How far this principle is extended depends on the continued support and commitment of the BIA, the Congress and the Indian community.

Similar gains are being made in other areas of Indian life. Major economic development plans are being put forward by the Zuñi in New Mexico and the Seneca in New York State. The Crow tribe in Montana is moving toward extensive development of its mineral resources; the Lummi in Washington are experimenting with advanced agriculture; and natives at Bethel, Alaska, continue their cooperative fishing ventures. So, progress is possible—if the Indians manage their own affairs.

The Subcommittee on Indian Education, in its report issued late last year, made 60 recommendations to the Congress. They are diverse and comprehensive, but perhaps best summed up by this statement from the Subcommittee:

"The Federal Government must commit itself to a national policy of educational excellence for Indian children, maximum participation and control by Indian adults and communities, and the development of new legislation and substantial increases in appropriations to achieve these goals."

In other words, we must help the Indian people take an active and vigorous part in managing their own lives. And, because they are starting with so little, they will need a great deal of help.

CRIME INSURANCE PROBLEM

Mr. TYDINGS. Mr. President, no one who has seen the front page of a newspaper or viewed the news on television in the past year can help knowing about the tremendous increase in crime in our cities. Every night stores are robbed and homes are burglarized. The storeowner or home dweller increasingly lives in a world of danger.

At the same time that this danger from crime increases, the vital protection against crime losses—insurance cover-