

Sept. 30, 1963

Int. Indians

Mr. L. P. Towle
Director
Anadarko Area Office
Bureau of Indian Affairs
Anadarko, Okla. 73005

Dear Mr. Towle:

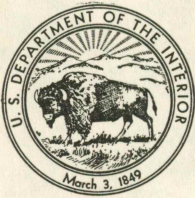
Thank you very much for a most comprehensive report on the Bureau of Indian Affairs programs as they relate to the Anadarko Area.

It is not only the most thorough explanation of the functions and accomplishments of these programs, but in my opinion is a model of what an agency report should be. It represents not only a great deal of effort on your part, but an intimate knowledge on your part of the total objectives of the Bureau as they relate to the best interests of our Indian citizens.

With best regards and good wishes, I am

Sincerely yours,

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UNITED STATES
DEPARTMENT OF THE INTERIOR

BUREAU OF INDIAN AFFAIRS

ANADARKO AREA OFFICE

Anadarko, Oklahoma

SEP 26 1963

Honorable Mike Monroney
United States Senate
Washington 25, D. C.

Dear Senator Monroney:

My arrival date was delayed in Anadarko in order that I might visit the Central Office prior to reporting for duty here. This has resulted in a slight delay in answering your letter of August 21, but hope that the material furnished will be of assistance to you. We greatly appreciate your interest in our Bureau programs and are eager to furnish any information that will be of assistance in arriving at conclusions as to fund utilization of the various branches. Undoubtedly, you are acquainted with our appropriation structures and with the complexity of Bureau programs. In an effort to present the information which we feel will be helpful in a clear and abstract manner, we will discuss the various programs as it relates to this Area in the order they appear in the budget summaries and requests.

EDUCATION

Educational Assistance Facilities and Services, for which an amount of \$4,352,022 was allotted to this Area for the Fiscal Year 1964. Six boarding schools are operated in this Area, five in Oklahoma, namely: Cheyenne and Arapaho School, Concho Demonstration School, Chilocco Indian School, Fort Sill School and Riverside School; and, one in Kansas, Haskell Institute at Lawrence. These schools provide educational opportunities for approximately 3,200 Indian youth, an increase of 500 students over the past three years, who would not otherwise have opportunity for an education. Approximately 40% of the total enrollment are from Oklahoma, the remaining students coming from other states where suitable opportunity for high school and vocational training is not available. The records indicate 681 students were graduated from these schools last year, including 338 high

school graduates, many of whom continued their educational pursuits, and 343 post graduate students who were trained in vocational skills and placed on jobs. A survey of Haskell Institute's vocational graduates for the past several years indicates 100% employment with an average entrance salary for 1962 of \$4,162. We are proud of such records as these. In addition to operating our boarding schools with funds allocated, we were able to assist 140 Indian students to attend college during the past year. Through our grants for higher education program, these students receive grants averaging \$470 each. This number will increase during the coming season to 175 students, with grants averaging approximately \$600 each. Twelve students under the grant program were graduated from four-year colleges and six from junior colleges this year.

Three Adult Education teachers carry on a program of community development in three locations: Horton Indian Agency in Kansas, and Concho and Anadarko Indian Agencies in Oklahoma. These teachers conduct evening classes in 12 to 15 separate communities, weekly. In one such community ten men were enrolled for a nine-weeks course in welding at Cameron College, Lawton. It is expected that Adult Education teachers will be added for next year at the Pawnee Indian Agency and Shawnee Indian Agency.

A contract has been entered into with the University of Oklahoma, Human Relations Center to conduct, in depth, an Adult Education program in four selected communities within the Anadarko Area. This will provide for the development of community interest in educational and economic improvement. It will result also in improved community relationships, development of individual and group leadership among the Indian people, and assist them to participate in exploring and seeking solutions for problems affecting their progress and general welfare. This contract resulted from a similar project conducted by the Human Relations Center at the Fort Sill Indian School and the City of Lawton, as an experimental or pilot project. The acceptance of the program and the participation of the Indians in this pilot project was most gratifying and lead to the contract which will allow for the continuance of similar programs in other communities.

The Branch of Education, with the assistance of the Central Office, has initiated a program at the Concho Demonstration School to provide special help for teenagers among Indian youth who have developed special problems that make it impossible to continue their education in a regular program. Approximately 80 students were served by this school during the past year and, with a few exceptions, all were given the help needed to readjust and resume their education in a regular school program.

It is the purpose of the Branch of Education to insure that all Indian youth of school age have an opportunity for education commensurate with their abilities and anticipated needs. In Oklahoma, a high percentage, approximately 90% of the Indians of this Area attend public school. The total number currently enrolled in public school is approximately 5,250. Financial assistance is given the state for this purpose under a contract arrangement.

WELFARE

The Branch of Welfare and Guidance Services for which an amount of \$316,430 was allocated for Fiscal Year 1964. In addition to the small Area staff, there are presently 10 agency social workers stationed at the five agencies in Western Oklahoma and Kansas, namely: Anadarko Indian Agency, Pawnee Indian Agency, Shawnee Indian Agency, Concho Indian Agency, and Horton Indian Agency. These 10 social workers give direct services to those Indians who live within agency jurisdiction. Such services include but are not limited to: (1) providing financial assistance to needy Indian families living on reservations when such assistance is not available from other sources; (2) to provide counsel and guidance to Indians with family problems or other serious social problems; (3) to provide child welfare services when such services are not available from established child welfare agencies, including arrangements for the protection and care of dependent or neglected children, planning for adoption, and securing appropriate financial care through state agencies; (4) to interpret the social needs of Indian families and children to tribal governing bodies and provide assistance, when necessary and appropriate, in the development of tribal programs to meet their needs; (5) to provide information and liaison assistance to Indians to enable them to secure needed welfare services and assistance from state and local welfare programs for which they may be eligible; (6) to provide advice and counsel to Indians, when necessary, in planning constructive use of their own and their children's funds; and (7) to interpret the needs of Indians to community agencies and leaders away from the reservations and promote the acceptance of Indians on an equal basis with non-Indians.

Our assistance program meets a definite need of the Indian who may not qualify for the state's public assistance program and, at the same time, assists the Indian financially in emergency situations when no other programs are available.

During the Fiscal Year 1962, approximately \$111,228 was spent through our General Assistance program which involves 1,351 cases and/or 4,557 persons. There was a slight decrease in spending for Fiscal Year 1963, when approximately \$110,915 was disbursed involving 1,277 cases and/or 4,721 persons.

Area-wide direct welfare services were given to an average of 1,234 cases each month during Fiscal Year 1963. Of this number, only about one out of ten were given financial assistance. The remaining caseload received services only, such as assistance in management of funds, interpretation of community resources, counselling regarding family problems and other social problems.

EMPLOYMENT ASSISTANCE

The Branch of Employment Assistance and Adult Vocational Training, for which this Area was allocated \$125,498. One hundred and ninety-five single and family units departed for direct employment services during the Fiscal Year 1963. In addition, 95 units departed for training opportunities. This makes a total of 290 units involving 488 people who departed for employment or training opportunities. It is very encouraging to note that more units departed for direct employment opportunities during last fiscal year than any previous year except Fiscal Year 1958, which exceeded the previous year by only two units. During the past year emphasis was placed on our within area employment assistance program. This resulted in finding jobs within the area for a number of units who because of personal or other reasons could not accept employment out of state. At the close of the fiscal year there were on hand 43 applications awaiting service but for whom funds were not available to finance their relocation.

In addition to the small staff at the Area Office, there is stationed at each of the agencies within Oklahoma, an Employment Assistance Officer and an Assistance Aid, who, in our opinion, has done a very good job, in developing an interest and creating participation in the program.

This Branch has been assigned responsibility to negotiate an on the job training contract with the Sequoyah Mills, a tufted carpet manufacturing plant, and which will be covered in this report in further detail in the Industrial Development Section.

RESOURCES MANAGEMENT

Credit Operations for which \$59,800 was allocated for this Area for Fiscal Year 1964. During the calendar year 1962, 20 Indian families in this Area were assisted in obtaining loans totaling \$135,600 from non-Bureau lenders, wherein mortgages on trust or restricted land was pledged as security. In addition, 10 families were assisted in obtaining loans from the Farmers Home Administration and Production Credit Association for livestock and farm operating expenses approximating \$35,700. Numerous Indians were assisted in obtaining loans from commercial banks for operating expenses and miscellaneous

purposes. During the period January 1 to August 26, 1963, we have assisted 22 Indian families in obtaining loans from outside lenders involving mortgages on trust or restricted land in the amount of \$120,600. Loans in this category should exceed \$200,000 by the end of this calendar year. During Fiscal Year 1963, U. S. Direct loans from the revolving credit fund in the amount of \$54,502 were made to Indian families. These were for housing, home improvements, purchase of land, livestock and farm operating expenses, and for the purchase and operation of small businesses. It is anticipated that the loans made from the revolving fund will be increased threefold during this fiscal year.

Projects Development Branch was initiated at this Area Office in November, 1962. This Branch puts increased emphasis on the economic development of Indian resources, both natural and human, and serves as a planning and coordinating branch to assist individual Indians and tribes in instigating profitable projects to create employment and profit.

At a cost of \$8,688, two feasibility study contracts were entered into with the University of Oklahoma to conduct a feasibility study and determine the most practical plan for the development of certain lands of the Cheyenne and Arapaho Tribe at the Canton Lake site and also the development of approximately 2,300 acres of surplus school lands being returned to the Wichita, Caddo and Delaware Tribes. In addition our staff is making certain studies of other recommendations that have been made by the various tribes for the highest and best use of the lands they hold in trust. Assistance has been given individual Indians in the operation of beauty shops, rest homes, roadside stands and art studios.

The Branch of Industrial Development works with the local communities in which a number of employable Indians might reside, assisting them in attracting new industries which might create employment opportunities for our Indian people. During this past year, and it is generally conceded the Branch of Industrial Development was most instrumental in the transaction, the Sequoyah Mills established a carpet manufacturing plant at Anadarko. Eventually it is estimated this concern will employ approximately 160 people of which a majority will hopefully be of Indian extraction. Our Branch of Employment Assistance, working with officials of the Sequoyah Mills, has developed an on-the-job training program by which our Indian people may be employed and instructed while learning. In addition our Industrial Development Specialist has contacted several other firms which have indicated an interest in relocating within this area and it is highly possible we will be able to attract additional plants to this area, thereby creating additional employment.

There are numerous benefits, both tangible and intangible, which are being derived from this program. It has introduced many Indian people to the idea of industrial development for the first time. It has alerted the local industrial promoters to recognize that the local Indian population is a very important industrial labor resource. The program has created good working relations between the Indian and non-Indian groups at the community level.

The Branch of Tribal Operations consists of our Tribal Operations Officer and his secretary. It is charged with assisting Indian tribes in getting their tribal governments on a solid and stable foundation in order that they might better conduct their tribal affairs. There are 23 tribes under the jurisdiction of this Area Office; each having its own tribal organization and organizational governing documents in various degrees of sophistication. Over the past two years by working with the tribal officials and councils of the various tribes we have been able to assist them in strengthening their tribal governments. Also through counselling with several of the tribes who have been awarded judgments by the Indian Court of Claims, we have been successful in encouraging these tribes to program a portion of the claims funds for tribal development purposes, such as educational grants for higher education purposes to deserving students, and industrial and economic projects, which will result in lasting benefits for the tribes.

Soil and Moisture Conservation

The Branch of Land Operations administers agricultural operations on Indian lands. Land itself is the Indian's greatest resource, and proper use and management of this resource is an important function of the Bureau. In the Anadarko Area, there are 6,291 land use units comprising a total of 634,780 acres. Agricultural technicians at 12 field office locations have responsibilities for preparing land use plans and conservation practices that will ensure the best use of the land with sustained production and income to the Indian owners.

With erosion control and land improvement practices on Indian land, its general character and status is raised considerably. Studies have shown increased returns from conservation on Indian land to be 30 to 35% more than similar farms not under plan. This is reflected in incomes to the land owners as well as the operator, and is apparent also in land sales. The total annual conservation program for 1963 in terms of conservation practices applied has been accomplished with the expenditure of one dollar of Bureau program funds for each seven dollars expended by cooperators. The total allotment for Fiscal Year 1963 for the Branch of Land Operations was \$425,000. This included special funds of \$40,000

for erosion control structures and critical measures which cannot be installed under the regular leasing program. Through the expenditure of \$425,000 in Bureau funds actual conservation work accomplished on Indian lands amounted to approximately \$2,975,000.

Indian farm operators and their families receive individual assistance from agricultural extension workers through contractual arrangements with the Oklahoma State Extension Service. The Area Land Operations Officer of the Bureau of Indian Affairs serves as liaison with tribal groups to assure proper services are provided through extension contracts.

In addition to the regular conservation program of planning and installation of conservation practices on individual farms, there are special functions being performed in 1963 and 1964. Irrigation investigations in conjunction with water rights adjudications were made for the Washita River Watershed. The irrigation inventories of soils, water supply and feasibility has been prepared as evidentiary material in support of Indian water rights. This information is invaluable also in negotiating irrigation improvement leases, resulting in added income to land owners and operators. Crop share irrigation improvement leases have tripled the annual income to the Indian owners of several allotments in the Anadarko Indian Agency jurisdiction, and have ensured the farm operator of increased annual earnings.

The lack of financial participation on behalf of restricted Indian land in the upstream flood control program has been a major problem in the Anadarko Area jurisdiction, as well as other Areas, for several years. This issue has been the subject of exhaustive research by personnel of the Bureau. The Anadarko Area has proposed, and authority has been granted, to contract with the local Soil and Water Conservation District for benefits which will accrue to restricted Indian land as a result of the implementation of a flood control program on Sugar Creek.

It is felt that if the Bureau can receive adequate funds for this type contracting, it will add great impetus to those watersheds where there are large concentrations of restricted Indian land.

Branch of Real Property Management

The basic function of this Indian Bureau activity is to obtain for the individual Indian owners the maximum financial return from their trust land consistent with sound land utilization principles. Another major function of this branch is the direct contact and working with the land owners in developing an understanding, appreciation and ability to manage their physical resources, and where feasible, bring about self-use of their lands and resources.

This Area function of Real Property Management is conducted by a minimum staff of 30 permanent employees operating on a budget allocation of \$211,867. This is essentially the same allocation budgeted to this activity for the past three years.

An estimated 75% of the allotted land in this area is reported to be in a multiple heirship status. Property in such undivided ownership tends to discourage self-use, resulting in a large percentage of the land resources being leased for farming and grazing purposes. By improvement of the lands through conservation programs and with thorough appraisal inspections and reports, the overall rental income made available to the Indian lessors during the last fiscal year has increased over prior years. From this source the respective Indian owners received a total rental income during fiscal year 1963 of \$1,912,769. Supplementing this income, the oil and gas mineral leasing activity has been quite active, resulting in 227 new mineral leases approved during the past fiscal year. There are presently in effect, 3,135 mineral leases from which the Indian owners received an income of \$1,609,782.

During the past fiscal year there was an overall curtailment in the disposal of individual allotments through public land sales. Throughout this period 138 separate parcels of land were sold in fee for a total income of \$1,030,989. A good portion of this disposal resulted from the forced taking of the Indian trust property by the Bureau of Reclamation and the Corps of Engineers in their acquisition programs for the Norman Dam and Reservoir and the Keystone Dam projects. In addition to the takings of fee title, many areas for right-of-way purposes were acquired by the Oklahoma Southwest Turnpike Authority. Also, a good number of other easements were granted for public utilities. Working with the owners in the negotiations for the taking of their property rights, we have been successful in obtaining for the trust owners, compensation comparable to damages offered for similar non-Indian owned properties acquired by the same taking authorities.

With funds derived from the disposition of their trust properties, several of the Indian owners invested their funds in the acquisition of new land interests, while others purchased outright small homes in the local Indian communities. A good example of the use of land sale proceeds is shown by the attached pictures showing the old home occupied for years by the Indian owner and her new home acquired with funds received for the taking of a portion of her land for turnpike purposes.

Branch of Real Estate Appraisal

The primary function of this branch is to provide factual, objective appraisals of real property so that equity is achieved in every type of real property transaction. A secondary function is to make land use studies of Indian owned property and to make recommendations as to highest and best use that will result in the landowners receiving maximum income from this resource.

One hundred eighteen thousand, six hundred and eleven dollars was appropriated in fiscal year 1963 for the Appraisal Branch in the Anadarko Area. There has been \$106,750 tentatively allotted in fiscal year 1964. There were ten appraisal and two clerk positions in the branch in fiscal year 1963, and there is no contemplated personnel increase during fiscal year 1964.

There were 729 appraisals made of real property in fiscal year 1963. These appraisals are made for a variety of transactions, including advertised sales, negotiated sales between Indians, rights-of-way and easements for highways, rural roads, electrical transmission lines, pipelines, telephone lines, flowage easements, land exchanges between Indians, partitionment, rental leases on business properties, rental leases on rural properties and acquisition of town properties.

Properties of individuals being sold by advertisement and sealed bids are appraised as to their fair market value. These appraisals serve to assure the Branch of Real Property Management that the landowners are receiving market values for their properties.

A special study was made on 80 tracts of land, within the jurisdiction of the Anadarko Indian Agency, that had to be advertised from three to four times before a bid was received that was consistent with the appraisal. There was more than one bid received on each tract at the time of initial advertisement. By holding to the appraised value and from readvertising, the Indian owners benefited by an average of \$1,767 per tract, or a figure representing slightly over 21% more than the high bid received initially.

A large percentage of the appraisal reports are made for negotiated sales between Indians, whereby one is purchasing a full or an undivided interest in a tract. This branch has a responsibility to see that both parties are treated fairly. By the use of qualified, experienced personnel, this end is achieved.

Prior to fiscal year 1963, the Appraisal Branch was not staffed to permit the appraising of agricultural properties for fair annual rental, except for a minority of properties. This responsibility was assumed to the extent that time and personnel permit, and there were 280 appraisal reports written during 1963 fiscal year, where an estimate was made of fair annual rental on 25,822 acres,

for a total of \$110,025. A study of these tracts appraised revealed that the landowner's income was being increased by approximately 25% as a result of these appraisals. Rentals on most of the inferior land were increased only slightly, if at all, but were appreciably increased on the superior land. This is the area that emphasis is being placed on this fiscal year.

Fiscal Year 1963 was one of expansion in which five new Appraiser trainees were hired. It is anticipated that the volume of appraisal work will be increased considerably this year in the area of appraising for agricultural rentals.

A number of the Indian people are using the proceeds from selling their land to purchase homes in town. The majority of these homes are being purchased in a trust or restricted status. This requires that a thorough appraisal be made of the properties to be sure that they are not being bought for more than fair market value. We feel that the Branch of Real Estate Appraisal is performing a valuable service in this area.

Another area in which the Branch of Real Estate Appraisal is serving the Indian people is in ascertaining that they receive full market value for their property when it is needed for public purposes, such as reservoirs and highways. In one instance, a municipality was seeking to purchase all or parts of 32 tracts for a reservoir. The total offered for these properties was \$380,000. Through the use of a competent appraisal and property management staff, the landowners received a total of \$428,800 or an increase of 12% over that offered.

General Trustee Services

General Trustee Services finance the Area Field Representatives who are in direct touch with the Indian people themselves, giving advice and counsel and assisting them with their many problems. We have one Area Field Representative at each of our agency offices. In addition to the above, the Area Field Representative is the officer in charge of the agency office and administers and coordinates the various operating branches in their endeavor to be of the most assistance possible in solving the multitude of problems presented by the Indian people. In addition this branch collects all lease rentals and other income derived from the individual allotments and also funds derived from the sale of Indian lands, which are required to be deposited in through this office. Approximately 12,000 individual accounts are maintained for individual Indians of the 23 tribes served by the Anadarko Area Office. In addition approximately 2,000 special deposit accounts are maintained. This office collects from the above sources and disburses to the various individuals holding an interest in allotments, an amount of approximately \$7,000,000 each year, which requires the disbursing of some 40,000 treasury checks.

Plant Management

During Fiscal Year 1963 this Branch was allotted \$757,000 for the repair and maintenance of our plant facilities throughout the Area. This program employs 62 Indians on a permanent basis and approximately 25 on an intermittent basis. During Fiscal Year 1964 we have been allotted \$800,000 for the entire Area of which \$583,800 is programmed for Oklahoma. During the past year it has been necessary to accomplish a part of our maintenance program by contract with outside firms due primarily to our inability to employ the necessary personnel because of the ceiling limitation. We are presently endeavoring to secure additional ceiling which will allow us to employ 20 craftsmen, who will be Indians if available and qualified. The total present worth of our buildings and utilities inventory is \$14,605,000 for which we receive \$800,000 per annum for maintenance and repairs, which amount is approximately 6% as compared with industries accepted figure of 10%.

During Fiscal Year 1963 two community houses, one for the Iowa Tribe and the other for the Kickapoo Tribe, were constructed. This work was done by contract and financed from Accelerated Public Works funds in the amount of \$147,000 made available for this purpose.

During Fiscal Year 1963 this Area employed two Construction Representatives whose duties were confined to assisting individual Indians in the repair or renovation of their existing homes or the construction of new homes. The construction representative provides technical assistance to each of the individual Indians requesting his service whether the work is to be done by contract or by the Indians themselves. Further, they inspect all work that is being done by contract as the work progresses to assure compliance. During Fiscal Year 1963, five new homes were constructed, 35 homes received repairs and complete renovation and presently there is a backlog of approximately 100 Indian families awaiting this type of service. This will probably increase as awards are made by the Claims Commission to a number of tribes whose claims are now pending.

Construction (Major Alterations and Improvements)

During Fiscal Year 1964 this Area was allocated \$350,000 for Major Alterations and Improvements to existing facilities. No new construction will be undertaken in this Area during this period. I am sure you are aware of the conditions of some of the dormitories and dining halls and other facilities at our plants. Many of them are 50 to 75 years old and are in extremely poor condition, needing structural repairs and support to maintain

them in a safe and sanitary condition. These funds are to be used for this purpose as distinguished from our ordinary light maintenance and repair work. It will be necessary to replace a number of our larger buildings in the very near future as the structural condition of the buildings is such that continued use might endanger the lives of the children.

Roads Branch

The work program for the Branch of Roads for Fiscal Year 1963 was as follows:

All surveys and plans work was done by force account and 25 miles completed. Road construction work completed by force account was 18 miles of roadway grading and installation of minor drainage structures and 3 bridges with an aggregate length of 160 feet. About 40 Indian people were employed on force account projects and includes employees in the engineering section. The total program funds expended for force account construction including surveys and plans was \$226,600.

The contract construction work accomplished was 15 miles of grading and installation of minor structures and 19 miles of surfacing. Eighteen miles of the surfacing was blacktop surfacing and one mile crushed rock. The total funds expended for all the surfacing was \$239,000. About fifteen Indians were employed on the contract projects by the contractors.

The proposed road construction work planned for Fiscal Year 1964 is as follows:

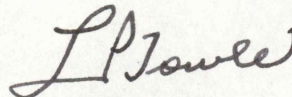
Force account work to be carried out on roads on the Approved Roads System of the Bureau of Indian Affairs is grading and installation of minor drainage structures on 14 miles and survey and plans on 15 miles. New equipment in amount of \$70,000 is to be purchased to carry out this force account construction program. It is estimated that 40 Indian people will be employed intermittently throughout the year on work estimated at \$288,000.

Contract construction calls for blacktop surfacing on 16 miles of highway, installation of minor drainage structures, and grading of 2 miles of highway. It is estimated that contractors will employ about 15 Indians on these projects and contract work is estimated at \$226,000.

The Indian Service roads constructed serve as school bus and mail routes, farm-to-market roads and in carrying out community activities. The Bureau of Indian Affairs Road System is integrated into the county and state systems; and 8 miles of roads constructed during the past year from Fiscal Year 1963 funds have been turned over to counties for all future construction and maintenance.

We trust this is the information that you desire, however, if further material should be needed we will be more than happy to furnish it. Please feel free to call on this office at any time we can be of assistance to you.

Sincerely yours,

A handwritten signature in cursive script, reading "L. P. Towle". The signature is written in dark ink and is positioned above the typed name "Area Director".

Area Director