

Indian Affairs

INDIAN RECORD

March 1967

PLANS AND GOALS--1967

Bennett Seeks New Approach to Problems of Indian Employment, Cites New Programs Aimed at Complete Community Development

The following are excerpts from a speech made on Feb. 15 by Commissioner Robert L. Bennett at the National Conference on Manpower Programs for Indians, held by the Department of Labor in Kansas City, Mo.

TOWARD GREATER ECONOMIC OPPORTUNITY FOR AMERICAN INDIANS

Government by consensus requires a beginning point from which consensus can be developed. Conferences sometimes serve that purpose. Sometimes they serve only to camouflage inaction.

I earnestly hope that this conference on manpower programs for Indians will be remembered as an action conference. Rarely if ever before has there been a meeting involving so many Indian tribal leaders and several Federal agencies including the Bureau of Indian Affairs to examine the over-all economic situation among American Indians.

It was nearly a year ago that President Johnson, in administering the oath of office to me as Commissioner of Indian Affairs, declared that "the time has come to put the first Americans first on our agenda."

The first Americans are the agenda at this conference. I shall do everything in my power to see that the agenda remains active, after the speeches are done and the reports written.

I trust that our deliberations here will not merely fire expectations but will lead us to practical ways and means of turning hopes into realities.

The Manpower Development and Training Act is about five years old. The Bureau of Employment Security is about thirty-five years old. The problem of unemployment among reservation Indians is as old as the reservation system.

About 40 percent of working-age reservation Indians are jobless. In some localities, and in some seasons, the numbers out of work may rise to as high as 80 percent. We have moved away from an agrarian-based economy to an urban-industrial economy. This has upset the balance of economy on some of the reservations. But we are now moving beyond the urban-industrial economic base to an economy expanding continually through diversification. A growing number of factors interplay upon our economy today. These include, for example:

- Increased Government services at all levels;
- Expanding service occupations in the private sector;
- A great upsurge in "luxury-oriented" business such as indoor and outdoor recreation--now ranking as an industry unto itself;
- The expansion of education into new frontiers of science and technology.

Not only the activities, but also the new issues of our times offer potential for jobs and for regional growth; air pollution and water pollution control; food processing, packaging and labeling; safety and sanitation--to name but a few.

All of these job-creating activities should and could occur more widely in the rural areas of our country. The highway systems and the airway systems have made rural areas accessible--and, thereby, profitable for development in new ways.

We cannot divorce the problem of underdevelopment from the problem of unemployment. The problem of natural resource development is beyond the scope of this conference; but it is a factor we cannot ignore in our deliberations.

It would, of course, make the work of this conference simpler if we said that the simple solution is to move Indians off the reservations. We would then merely concentrate on finding jobs for Indians in the already developed employment markets.

But the Indian people attending this conference do not accept the assumption that mass relocation is the only solution. Relocation has merit--but it isn't always the answer, nor is it the total answer. People will not abandon their home grounds--as has been demonstrated so poignantly in Appalachia--unless they have already persuaded themselves that it is a good thing to do. And it is not suggested that the Indian people be forced to relocate--for that would be a repetition of the forced migrations of the 19th Century.

Letting Indians shift for themselves is no solution, either. Some of the people would leave the reservations, to be sure--but where would they go and what could they do to help themselves adjust to a strange, new environment? The ones most desperately in need of help are the ones least equipped to help themselves.

Over the years the Bureau of Indian Affairs has learned that for people whose cultural backgrounds differ from the average, employment assistance must be highly individualized and must provide a large degree of personal attention.

Since 1958, our adult vocational training program has been providing help to Indians to train in every field in which job opportunities exist. About 50,000 workers have moved through our vocational training and job placement program--and, when you count their dependents, the number of Indians receiving aid comes to about 100,000. Many, if not most of them, had been actual or potential welfare cases--a burden to the Government and a symbol of human erosion.

We have placed Indians in jobs ranging from auto mechanics to space technicians. We have bakers and barbers, draftsmen and diamond cutters. We have a team of radar repair and maintenance men on the Defense Early Warning System line.

But for all we have done, it is not enough. We are reaching only about 10 percent of the unemployed each year and new young adults continue to join the job-searching ranks. There are today

more than 55,000 Indians out of work. With the rate of the population growth among Indians--estimated as double the national average--we are losing ground by the year in spite of the fact that we have succeeded in substantially improving the economic lot of 25 percent of the Indian population in the past decade.

Nearly a year ago, the President directed me to devise "the most comprehensive program for the advancement of Indians that the Government of the United States has ever considered..... Sound, realistic, progressive, venturesome, farsighted."

The Bureau of Indian Affairs has already mounted some programs in education and economic development to which these adjectives can justly be applied.

Now we need a venturesome and farsighted program of job training and employment assistance, and I am counting on the Department of Labor to give it fullest support in staff effort and funding.

It isn't going to be cheap. It isn't going to be easy. Procedures and techniques that have succeeded among non-Indian populations may not necessarily work well when applied to Indian groups.

Culture Cherished

The older Indian and the unskilled Indian clings to his old ways. The land and his home--no matter how humble--serve as his security. He cherishes the remnants of a culture that once provided bounty; and it is this pride in heritage that must be fostered today. To ignore the cultural ties of the Indian is to destroy his last vestige of pride in self. To destroy pride in self is to create a nobody--a man without a spirit.

If we are merely counting the number processed through an employment assistance office, we can point to many thousands. If we count the number who do not return to the office, we are possibly deluding ourselves that they are successfully employed. Some of them--many of them--don't make a second trip to an office which requires hours of cooling the heels on a hard bench; a brief and disinterested interview with an overworked placement officer; and the advice to "come back tomorrow."

Today--the here and now--is the Indian's world. It's not such a bad outlook, either, if each today can be made meaningful.

Work in itself is no challenge to the Indian unless it is work that gives him satisfaction--with his hands or his mind. It is with this approach that our employment assistance services to Indians must be conducted, if they are to succeed.

Recently we received approval for two dramatic new experiments:

(See Bennett, page 11)

Commissioner, BIA Officials Detail Needs, Goals At House Committee Hearing

The following are excerpts from testimony presented to the House Committee on Interior and Insular Affairs by Commissioner Bennett and top BIA officials on the plans, goals and history of the Bureau of Indian Affairs.

Robert L. Bennett
Commissioner

It is my goal that the Bureau of Indian Affairs present not only a new look but a new outlook in Indian affairs.

Three kinds of relationships have existed between the BIA and the Indian people during their long history of togetherness.

At one extreme, the Bureau has often been accused of paternalism, and this charge is essentially true, particularly in the light of today's need for greater Indian involvement in program decision-making. We are limiting the choices and structuring the life of Indians by operating under programs which may have been written for a time gone by.

At the opposite extreme, a kind of adversary relationship is often created between the Bureau and the Indian people when discontinuance of Bureau service is discussed. This second kind of relationship destroys meaningful communication and mutual confidence that must exist if the Indian people are to reap any benefits from Government efforts in their behalf.

The third kind of relationship toward which we are moving--and the one, in my judgment, which is most desirable--is an advisory relationship in which the Indian people exercise maximum options as to goals they wish to pursue, calling upon the Bureau for services and advice to which they are entitled and for which the Bureau is responsible. For the future, it is the one kind of relationship that can bring about our ultimate common objective: That objective being to free Indians from the encumbrances of poverty and ignorance that inhibit their ability to make free choices. Only with the economic and social freedom to make choices--choices such as whether they wish to live their way of life under good conditions in a rural setting, or whether they wish to cast their destinies with other Americans in an urban setting--can the Indians attain perspective about themselves, and take an active role in the shaping of their own individual and collective destinies.

The world of most Indians today is circumscribed by two considerations:

First, there is the traditional reservations system. It is not the reservations of lands, but the system of maintaining them, that concerns me. There is a vast difference between owning land--and Indians own 50 million acres--and being economic captives of that land because it wants for 20th Century development.

The time is ripe for us to recast the trusteeship relationship between Indians and the Federal Government so that life and conditions on the reservations can be structured by the Indian people, with the help of the Federal Government, toward a sound social and economic life. At the same time, the property protection and social services now provided by the Bureau must continue as the base-rock upon which local development can be built without the shockwaves of abrupt change or undue risk.

The second factor which keeps most American Indians apart is fear of being incapable of meeting the competition of mid-20th Century America because of lack of opportunities to develop their own natural abilities.

Some would attribute this aloofness entirely to a desire to remain out of association with the world around them. While there is Indian-consciousness among all of us who are Indians, stemming from a traditional value heritage, sometimes operating as a constraint on economic development, yet we must face the realities confronting us. We need to create expectations for success to replace failure expectancy wherever it exists.

The Bureau of Indian Affairs, better than any other Federal agency, can help inject new perspectives and new dimensions into the reservations. I say this with confidence based on long experience. There exists a familiar relationship between tribal people and the BIA. It may not always be a wholly satisfying relationship, but it is a practical functioning one which should not be permitted to stratify or stultify Indian initiative.

Rather, we can use to advantage--the Indians' advantage--the familiarity that exists between them and the Bureau of Indian Affairs. We can use it as the launching pad for many new relationships that should be--and are being--developed between Indian groups and other Federal, State and local government services.

I see the Bureau's role changing from that of paternal caretaker to that of coordinator of economic and social aids, advisor to other agencies and to tribal groups, without being the final word.

Congress has passed many far-reaching laws in recent years providing a wide range of programs and services for all citizens, including Indians. These programs are geared to relieving adverse

social and economic conditions among the poverty groups in our Nation. Indian people are now in a position where it becomes increasingly necessary to broaden their contacts and relations with other Federal agencies in order to take advantage of these programs.

The Bureau of Indian Affairs has found itself in a position where traditional roles and relationships are suddenly becoming obsolete and new ones must be created to enable us to serve the Indian people most effectively. The Bureau should give way to a new role by tribal governments themselves--a role in which the tribal governments will be the prime negotiators with Federal aid programs.

The ideas and goals which I have discussed are based upon my confidence in the ability of Indian people. I will place high expectations upon them and I know that in time they will respond to these expectations.

Differences of opinion are anticipated as ideas for change are proposed, but I am sure that in the final analysis and upon sound reflection of these ideas, the Indian people will accept the challenge of being the people who determine their own destiny and bring about the solution of the problems which confront them today.

I hope to be able to work with them in this effort and I look forward to working with the members of this Committee and to keeping you informed.

Carl L. Marburger
Assistant Commissioner for Education

The education program of the Bureau of Indian Affairs serves Indian children living over a vast expanse of territory extending from the southern point of Florida to the northern point of Alaska. It provides educational opportunities for Indian children with extraordinary needs: children who live in areas not served by public schools, who are severely overage and cannot adjust to a regular public school environment, who come from non-English speaking homes and need social help in upgrading their communication skills, and children who come from home situations so disorganized that they require boardinghome care in addition to education services.

I was brought into the Bureau about six months ago to try to make a significant difference in the quality of education for Indian children and youth. With this in mind, I have listed some of the areas which I feel particularly need attention.

1. Research and Development. There is no provision in the Bureau budget for this purpose now, and yet this activity should be a vital part of any education effort.

2. Early childhood experience--kindergarten and more complete involvement in Head Start and other pre-school programs.

3. Improving quality of instruction by increasing salaries and other inducements to teachers. The Bureau must constantly compete with other systems in recruiting teaching personnel in short supply throughout the country.

4. Improvement of guidance functions, both in schools and dormitories. With approximately 60 percent of the Indian children in Federal schools being enrolled on a boarding basis, and with the majority being there for social or welfare reasons, the need for additional and improved guidance services cannot be overemphasized.

5. Significant and meaningful involvement of Indian people in the planning and implementation of educational programs serving their children. Commissioner Bennett has recently named a 16-member National Indian Education Advisory Committee to work with the Bureau in upgrading the educational status of Indians. Composed, with one exception, of tribal leaders representing areas with substantial numbers of Indian children attending Federal schools, the Committee will hold its second meeting in Washington next week. We also need the involvement of students, enabling them to have a more active role in decisions of direct and immediate concern to them.

6. A movement toward the community school concept--where education takes place where the child lives, where the parents and community are simultaneously being educated, and where the school can be a focal point of community life.

7. A heavy emphasis on community development activities as a critical aspect of community schools.

8. More and better roads to permit the attendance of pupils in community schools to open the community to the world around it, and to stimulate the local and economic life of the community.

9. An intensive examination of our curricular offerings--utilization of newer technologies.

10. A comprehensive study of Indian education. Authorized by act of Congress to undertake such a study, the Bureau has never received an appropriation, although there is interest and an urgent need.

To make sound budgeting and program decisions, we must have reliable data. Through the use of programming-planning-budgeting procedures, automatic data processing systems, and cooperative efforts of the Office of Education, Cooperative Regional Research Laboratories, universities and other organizations, we hope to make such data increasingly available.

Last year, Congress recognized the deficiency in the Elementary and Secondary Education Act of 1965 which excluded Indian children in Bureau schools from participating in its benefits and

amended it accordingly. The approximately \$5.25 million made available to the Bureau under the act for this fiscal year will fund special projects, but will not increase the basic per pupil allowance, nor provide the items discussed above. It will not increase the budgetary base which will enable us to achieve the exemplary education program to which the Bureau is committed.

William R. Carmack
Assistant Commissioner for Community Services

The Division of Community Services of the Bureau of Indian Affairs is responsible for six programs--adult education and extension services; tribal assistance in maintenance of law and order; advisory aid in tribal operations; welfare aid; housing development aid; and employment assistance.

The newest program within the Community Services Division is the Office of Community Development, consisting at the present time of Adult Education and Extension facilities. Although not fully in operation, this new program will seek to stimulate the development of the skills of community life, such as leadership, group action, decision-making and management ability, and communication. Too often Indians find themselves disadvantaged in dealing with their non-Indian neighbors and unable to act in concert for the realization of their goals. Further, they may lack the motivation that is needed to succeed in a competitive educational or work situation. They will not be prepared to take fullest advantage of all of the programs available to them, either by the Bureau or any other governmental agency, until they develop more fully the abilities to plan together, communicate effectively with others, and take action as a group. These skills can be taught. Indian individuals and tribal leaders have, in recent years, committed themselves increasingly to the improvement of their conditions. This motivation must be encouraged and supported in every way and one of the most direct responses should be through imaginative programs of adult education.

Recently some new dimensions have been added to our employment programs which deserve specific mention. A new Employment Training Center will be opened in April at Madera, California, which will initially provide 30 Indian families with education, training and urban orientation in a campus like atmosphere where they can be prepared for transition to new jobs with increased expectation of success. An additional 196 individuals will be added to this effort in July 1967. This will open an opportunity for persons with more limited education and



First-Nighters--Mrs. Lyndon B. Johnson and Miss Wahleah Lujan, Miss Indian America XIII, were among those who attended the American Premier performance of the Harkness Ballet Company's "Koshare", the ballet by the Quapaw-Cherokee composer Louis Ballard. The premier, a benefit for the Center for Arts of Indian America, was held in Washington and sponsored by the First Lady. The two had met last summer when Mrs. Johnson visited San Ildefonso Pueblo, N. M. Miss Lujan is a member of Taos Pueblo.

background who might not succeed in direct job placement.

We have recently begun an intensive program of training for impoverished families living near the Choctaw reservation in Mississippi. Like the Madera program, this is a pre-vocational effort directed toward all members of the family, not just the wage earner. To reach a new type of participant, no educational requirements have been imposed. The first 25 participating families have already been identified. They have an average family size of over six, an average age of 28, and the prospective wage earners an average of only 1.6 years of formal schooling. Intensive literacy training, coupled with the other aspects of the program, are expected to break for these people the cycle of illiteracy and poverty and enable them to enter the productive economy.

To provide further options for individuals willing to enter employment but unwilling to leave their areas, a new employment assistance service is being made to provide jobs or training, coupled with family

and individual aid and counseling, in several urban centers close to Indian communities.

Another major program of community services concerns housing. Almost universally, Indian housing is far below national standards or the standards of near-by communities. Indian individuals and communities are as entitled as other Americans to the programs in housing of the Federal Government. Although there are several, the primary programs among Indians are funded by the Housing Assistance Administration of Housing and Urban Development. To assist Indians in utilizing these programs, the Bureau makes available trained personnel to aid in the formation of tribal housing authorities, the preparation of applications, the identification of participants in programs, the training and supervision of house construction, and the management of completed units by housing authorities. Two types of programs have been readily applicable to Indian needs, conventional low-rent housing units and mutual-help projects. In the former case, homes become available at rents consistent with the occupant's ability to pay. In mutual-help programs, individuals obtain an equity in a home being purchased through contributed labor during its construction.

To meet special needs of people, such as the elderly, who cannot qualify for any type of public housing plan, the Bureau maintains a home improvement program which provides grants for housing construction or repair. Since the program began in 1964, some 300 homes have been constructed and an additional 100 renovated, repaired or enlarged. In the future we propose to shift the emphasis of this program from construction to repair, in an effort to aid more families.

Theodore S. Hoffman **Consultant of Economic Development**

Although my direct experience with the Bureau totals only some nine days now, I have had the applicable experience of living on an Indian reservation for over eight years; employing Indians in some pretty complex electronic operations during a period of some sixteen years of industrial management experience; and also having sold some other large industrial concerns on the advantages of employing Indian labor and resources. I am convinced that the potential for further developing Indian economic resources is very great and will be of great value to the Indians, business and industrial concerns, and to all concerned with improving the economic independence of the Indians.

The reasons for arriving at this conclusion are as follows:

1. Many industries, particularly industries like electronics, aerospace, the computer business, com-

ponents, have very favorable growth trends and will continue to need employees skilled in a wide variety of jobs.

2. Many Indians have good aptitudes for skilled light manufacturing work where fine hand assembly operations are required. This is a result of some early training and experience they have acquired in the fields of jewelry making, rug weaving, pottery making, and art work. Their artistic ability might well be applied to some of the other expanding fields in visual displays and the growing audiovisual business.

3. Many Indians have a strong sense of pride and power of concentration on what they are doing. This can be of real interest to industrial concerns that are rightly concerned about quality of products and productivity of the labor force.

4. Some companies are interested in having branch locations that have smaller direct labor forces, that is in the area of 200 to 1,000 employees, so that communications, employee morale, and support of the operations can be improved. This can result in gains in productivity and without some of the complexities of a very large operation.

5. Some of the larger companies are looking closely at diversification into other areas such as the opportunities offered by the development of natural resources. These are the types of companies that must be pursued vigorously with the resulting economic benefits for the Indians, the companies, and the taxpayers.

Forests Provide Jobs

In reviewing activities, a most significant accomplishment in Fiscal 1966 was the achievement of the highest timber harvest of record. A commercial cut of 848 million board feet, returning stumpage receipts of \$14.3 million in 1966 compares with 474 million board feet and stumpage receipts of \$8.1 million five years ago. The 1966 harvest also provided an estimated 6,000 year-long jobs in logging and primary manufacture.

The most outstanding specific example of what has been done in the forestry area are the results of the Navajo Forest Products Industries at Navajo, New Mexico. The operation has been nationally recognized for its conservation practices and last year paid a total of \$1,142,219 to 413 Navajo men and \$324,228 to the Navajo Treasury.

Much of the Indians' income from resources comes from the development and sale of minerals.

For the last reporting year \$43.5 million was received from rents, royalties and bonuses. The Bureau has on its staff and at select field locations mineral leasing and evaluation technicians. In addition, technical assistance is also furnished in cooperation with the Geological Survey and the Bureau of Mines, particularly in the field of safety.

In fiscal year 1966, there were approximately 4 million acres under agriculture lease and over 4.4 million acres under mineral lease. The total of 54,656 leases in effect at the close of the year produced income in excess of \$60 million for the Indians.

Although the lack of enough financing is a deterrent to Indian economic development, some progress was made in meeting their needs in 1966. Total financing increased from an estimated \$233.71 million in 1965 to \$255.10 million in 1966. Total estimated financing 10 years ago was \$85.69 million.

Increase Investment Return

Generally, interest accrues on the principal of Indian tribal trust funds on deposit in the Treasury at four percent per annum. The Treasury rate is presently below rates that can be obtained on investments in securities in the current money market. Staff responsibility for the investment of surplus tribal trust funds was assigned to the Branch of Credit and Financing on June 16, 1966. To January 1, 1967, investments totaling \$83.5 million had been made with an average interest yield of 5.2 percent. The resultant increase in tribal income on an annual basis is about \$1 million.

The attraction, reception and cultivation of new or expanding businesses are provided by technical services of the Bureau, but more importantly assistance is provided in mobilizing the mental, physical and human resources of the people and local communities to obtain unified and effective action from the reservation areas. Creating development corporations, delineating industrial parks, marshalling local resources, identifying market and production opportunities and contracting expanding industries are representative functions. Seeking to maximize the development-potential ratio, the Bureau strives to secure effective involvement of all State and Federal programs which will accelerate the implementation of job and income generating projects.

Since 1958 7,500 new jobs have resulted from this program.

Private investment of more than \$60 million in reservation production facilities demonstrates industry's confidence in Indian workers. Sharing this conviction, tribes have set aside \$12 million of their

own meager resources to provide bricks, mortar and equipment for lease to industry.

At the present time the employment potential and need are not completely known; however, current estimates envision the need for 4,000 within-State jobs annually. This projection is conceived to accommodate about 25 percent of the new work force and 2,000 jobs annually for the presently unemployed. Demonstrated success of Indian production workers employed in their traditional areas of residence is proving attractive to an increasing number of light manufacturers. Progress made by tribes and the cooperative effort of Indian and non-Indian communities encourage us to feel that an increasingly significant impact can be made on reservation unemployment and in developing Indian entrepreneurship.



Vice-President Hubert H. Humphrey visited a reception given recently for tribal leaders from across the nation by the American Indian Society of Washington at the Bureau of Indian Affairs auditorium. He took that opportunity to meet Mike White Eagle, 3, of Silver Spring, Md. Mike is Winnebago and White Mountain Apache. He is the son of Mr. and Mrs. Charles White Eagle and has just returned from a stay in Paris where his father had a government assignment.

James E. Officer
Associate Commissioner

Historically, the Federal Government has maintained a responsibility for Indian affairs significantly different from that relating to other Americans. In the beginning, the United States recognized the right of Indians to the lands which they used and occupied and attempted, principally through purchase, to acquire these rights from the Indians. The Indians were dealt with as sovereign nations and, prior to 1871, treaties were concluded with the various tribes primarily for the purpose of acquiring Indian lands, but often secondarily for the purpose of assuring the conclusion of hostilities between Indians and Whites. In all, some 370 Indian treaties were ratified by Congress.

In the period between 1820 and the end of the Civil War, the Federal Government, often through coercion, sought to resettle the Indians in lands assumed to be out of the way of the westward-moving Whites. The Bureau of Indian Affairs, established in the War Department in 1824, had as its initial responsibilities the negotiation of treaties, assistance to tribes in their resettlement, and the provision of certain services to tribes in compliance with provisions of the treaties.

In 1849, with the creation of the Department of the Interior, the Bureau of Indian Affairs passed from military to civil control. In 1862 the Federal Government first gave formal recognition to the Indians as "wards" of the Federal Government. A more humanitarian policy for treatment of the Indians began at this time within the Bureau of Indian Affairs--a policy which for the next twenty years or so was to involve the Bureau in frequent conflict with the military authorities who were attempting to subdue the Indians of the Western Plains and mountains as White settlement moved into these areas.

Reservation System Begins

The period between the end of the Civil War and the turn of the century is often referred to as the period of the beginning of the reservation system. Indians in great numbers during this time were being placed on specific tracts of land. In 1871, Congress decreed that no more treaties would be concluded with Indian tribes, despite the fact that some of the Indian groups in the Far West and Southwest had not participated in any of the previous treaties.

By the late 1880's many persons in the country were concerned with the mounting costs of Indian administration and with what the eventual outcome of the reservation system might be. These con-

cerns resulted in the passage in 1887 of what has come to be known as the Allotment Act--one of the most significant pieces of Indian legislation. It called for taking the Indian lands out of communal ownership and vesting the title to separate tracts in individual Indians.

Unfortunately, the aims of the Allotment Act resulted in greater, rather than less, Indian dependence on the Federal Government. Indians who were given fee title to their allotments often sold these lands or lost them through exploitation. Tribal holdings remaining after individual allotments had been made were often sold at public auction. As a result, in the period between 1887 and 1930, approximately 90 million acres of Indian land passed into other hands. Indians who sold their allotments frequently remained in the area where they had formerly lived and, landless, became dependent upon relatives, friends, and others.

Heirship Problem

Another legacy of the Allotment Act is what has become known today as the "heirship problem". Some of the Indians who received land allotments were never granted full fee patents. Rather, their lands remained under Federal trusteeship. When such Indians died intestate their lands passed in undivided status to members of their families. Thus small property holdings quickly became highly fractionated as to ownership. The result today is that many Indian allotments of 60 acres or less are held in undivided status, sometimes by dozens of persons who have relatively little contact with each other and who are often widely separated.

It is important to note that not all Indian reservations were allotted. Many of the big reservations of the southwest especially, never passed through the allotment process. The largest reservation of all--which is the Navajo Reservation in Arizona, New Mexico and Utah (an area the size of West Virginia)--was never allotted; although some individual Navajos received allotments on Public Domain Lands in New Mexico. The allotment process was formally halted in 1934 by Congressional action.

In 1934 a major piece of Indian legislation was enacted which is known today as the Indian Reorganization Act. It provided for an end to the allotment system, called for the placement of greater emphasis on the development of tribal self-government and provided a means for setting up democratic institutions on the reservations, extended the Federal trusteeship over Indian land, provided for the establishment of a revolving credit fund, and paved the way for Indian tribes to acquire additional land.

Another milestone in the legislative road for Indians was the Claims Commission Act of 1946

which set up a special Commission to hear Indian tribal claims--primarily land claims against the Federal Government. As a result of the Claims Commission Act, 591 different dockets were filed, of which 228 have thus far been heard and decided. Of these, 131 have been dismissed and 97 have produced awards totaling slightly more than \$213 million. The largest award made by the Claims Commission has been for \$29.1 million to the Indians of California.

World War II, to a great extent, changed both the Indian way of life and the direction of Federal Indian policy. Nearly 70,000 men and women from the reservations went into military services or defense industries. Most of these people returned to the reservations or to nearby locations following the War's end. There began a clamor by Indians for more educational opportunities and for assistance in getting employment which has resulted in the development, by the Bureau of Indian Affairs, of a greatly expanded educational program including adult vocational training; of a program designed to encourage the location of industry in Indian reservation areas; and of a broader, far-reaching effort to find jobs for Indians in locations away from the reservations.

Termination Policy

The period of the early 1950's was characterized by renewed discussions of where the course of Federal Indian administration was leading. Congress, in 1953, enacted House Concurrent Resolution 108 stating it to be the policy of Congress, "as rapidly as possible to make the Indians within the territorial limits of the United States subject to the same laws and entitled to the same privileges and responsibilities as are applicable to other citizens of the United States." Following this statement of policy, several Federal Statutes were enacted terminating Federal trusteeship over certain Indian tribes. The largest to be thusly affected were the Menominee Indians of Wisconsin and the Klamath Tribe of Oregon.

Congress also enacted a statute in 1953 to make it possible for States to bring Indian reservations under their civil criminal jurisdiction. In the same year the ban on the sale of alcoholic beverages to Indians was lifted and made a matter for local option by the tribe. In August 1954, the responsibility for Indian health was transferred to the United States Public Health Service from the Bureau of Indian Affairs. Also, since 1950 the movement to provide for the education of Indian children in public schools has been greatly accelerated so that at the present time more than two-thirds of the Indian children are educated in public schools.

The Present Situation

Today the Indian population of the country is approximately 600,000. The rate of population increase is higher than that of any other segment of the American population, with the Indian birthrate running between 40 and 50 per thousand of the population as compared with 21 for the Nation as a whole. Between one-half and two-thirds of all Indians in the country live on or near reservations.

Out-migration is quite heavy in some areas and as a result the reservation Indian population has been stabilized or is actually decreasing in some locations. However, among the large tribes of the southwest such as the Navajos and Apaches the reservation population is increasing much more rapidly than that of the off-reservation population. The median age of Indians is approximately 16 years as compared with 30 years for the country generally.

Although Indians constitute only about three-tenths of one percent of the national population, more than two percent of the land in the United States is held in trust for Indians by the Federal Government. Many of the responsibilities of the Bureau of Indian Affairs relate to these trust lands. As a result, the Bureau administers programs of forestry, soil conservation, farm and range management, land leasing, and land appraisals.

Under present law an individual Indian may sell his land only with the consent of the Secretary of the Interior and tribal land can be sold only with the consent of Congress. The total Indian land area is approximately equivalent to that of North and South Carolina combined, aggregating slightly in excess of 55 million acres.

The Bureau recognizes the existence of 784 tribes, bands, groups, or communities of Indians for which it assumes some responsibility. A figure of about 400,000 is usually cited as the "service population" of the Indian Bureau and the Division of Indian Health. These are individuals who live on or near reservations. In general, the Bureau does not assume responsibility for providing services to Indians living in communities well removed from the reservations nor does it provide services to some of the surviving Indian groups along the eastern seaboard and in the southeastern states. It does include within its service population the Cherokees of North Carolina, the Seminoles and Miccosukees of Florida and some of the New York Indians.

Through the years many of the services which the Federal Government has provided for Indians have been related to the trust land on which Indians reside. Because these lands are tax exempt, local and State agencies have often been unwilling or unable to provide Indians the same services that they provide the remainder of the population. With respect to some services, however, such as education,

States have taken over new responsibilities with the financial help of the Federal Government.

New Homes Built

In the last five years Indians have begun increasingly to deal with other Federal agencies besides the Bureau of Indian Affairs and the Division of Indian Health. The Economic Opportunity Act has brought to the reservations the benefits of Community Action Programs, the Neighborhood Youth Corps, Head Start and VISTA.

The Housing Assistance Administration has assisted Indian tribes in the establishment of local Public Housing Authorities and has provided funding for the construction of nearly 2,000 new homes. Additional housing aid has been made available through loans from the Farmers Home Administration and the Federal Housing Administration.

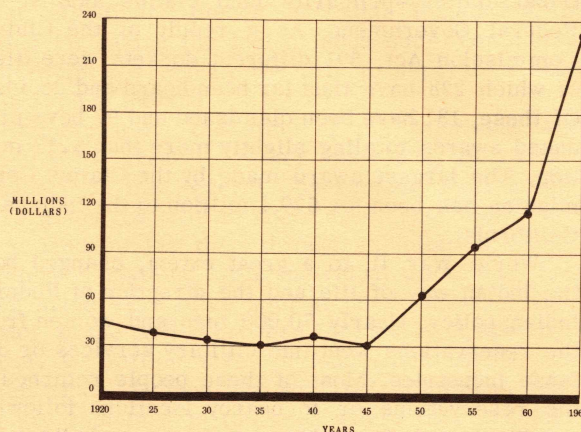
The Economic Development Administration and its predecessor agency, the Area Redevelopment Administration, have provided funding for both planning and implementing programs of economic development.

The Office of Education has become increasingly aware of the special educational needs of Indian children and recently has directed many of its programs toward meeting these needs.

Administratively, the Bureau of Indian Affairs is today divided into eleven different regional segments. Area Offices are located in Juneau, Alaska; Portland, Oregon; Sacramento, California; Billings, Montana; Aberdeen, South Dakota; Minneapolis, Minnesota; Muskogee and Anadarko, Oklahoma; Albuquerque, New Mexico; and Window Rock and Phoenix, Arizona. Most of the larger reservations are served by agency staffs headed by superintendents. The Bureau employs approximately 16,000 persons--more than half of whom are of Indian descent. The total appropriation for the Bureau of Indian Affairs in Fiscal Year 1967 is approximately \$230 million. In recent years, well over half of the Bureau's total appropriation has gone for education and related functions. Between Fiscal Year 1956 and 1965 inclusive, the total appropriations to the Indian Bureau were approximately \$1,450,000,000. More than one-third of this went for the operation of schools and approximately one-sixth more for constructing school buildings.

Although Congress has been very generous with special appropriations for Indians in recent years, the record shows that this generosity has not been characteristic of the entire history of Indian affairs. In 1958 this Committee, in House Print No. 8, presented information showing the annual direct Federal expenditures by the Government for Indians from 1789 through Fiscal Year 1959. The total was \$2,800,000,000. Although seventy years are covered

B.I.A. APPROPRIATIONS



by this span, the Committee Report reveals that more than one-third of the total expenditures had been appropriated in the ten-year period of Fiscal Years 1950-1959. The Committee Report also revealed that during the entire era from 1920 through 1948 there was no appreciable annual increase in the appropriations for Indian affairs. The appropriation in 1921 was slightly in excess of \$41 million, a figure duplicated almost exactly 28 years later--in 1948.

It is in many respects because of the limited approach of the Federal Government to financing Indian programs in the early years, that so many millions of dollars of Federal money now must be invested if the Indians are to move forward and benefit fully from participation in the Great Society.

Forrest J. Gerard Legislative Liaison Officer

Through the new Congressional liaison program we propose to increase our contacts with your office staffs as a means of strengthening lines of communication. We hope this action will allow the Bureau to bring significant program developments, policy changes, and other matters of importance to your attention at an early date so that they will be meaningful items of interest. Also, we believe that this activity will improve our mutual interest in problem solving on the multitude of Indian matters directed to your office by the Indian people themselves, and other citizens interested in Indian affairs.

Commissioner Bennett has delegated this responsibility to me and my assistant Larry Wheeler, who is here with us today. We want to assure you that we are available at all times and willing to meet with you or your staffs to work on matters of mutual interest. Too many times executive agencies become unduly involved with Congressional offices through lengthy and sometimes time consuming correspondence. Through our Congressional

liaison program we hope to keep this to a minimum. In short, our major efforts will be to improve legislative-executive relations. Also, we want to assure you that although Mr. Wheeler and I will be acting in behalf of the Commissioner and the Bureau of Indian Affairs he will be intimately involved in this activity whenever policy decisions are required.

We in the Bureau share the Committee's concern regarding the importance of expediting the introduction of judgment distribution bills, and legislation is now being prepared which will provide for equitable distribution of those judgement funds presently on deposit in the United States Treasury. We believe that the appropriated monies should be transferred from the Treasury to the Indian people in an efficient and orderly manner so that they may utilize these funds in their own development plans and programs.

Also in connection with Indian claims, we are hopeful that legislation will be enacted to extend the Indian Claims Commission for a sufficient period of time to permit the adjudication of all pending Indian claims.

It is important that the longstanding Alaskan native land claims be settled in a manner that will be equitable to the State of Alaska and its Native peoples. Department and Bureau officials are engaged in cooperative efforts with the major groups concerned with this matter and will continue to give the issue priority until a resolution of the problem is achieved.

In conclusion, a variety of other bills are included in the Department's legislative program covering different aspects of the Bureau of Indian Affairs' activities. We believe these bills are important and will better enable the Bureau to discharge its responsibilities to Indian citizens.

(Bennett, from page 2)

First, the Choctaw Project: This concerns a group of third-generation tenant farmers in the Choctaw community near Philadelphia, Mississippi, where only segregated public schooling is available in the Mississippi Choctaw community.

We now operate a day school in the local community for both elementary and secondary students. A few months ago, the Bureau began moving some of the hardest-pressed families into new housing--some of it mobile housing--on public land in the area. Under a contract with RCA Service Corporation, we are attacking illiteracy and lack of job training through the "total-family approach." We are now working with 154 people. The average age of the head of family is 28. The average educational level of the head of family is 1.6 years. With concentrated pre-vocational preparation, family counseling in family

living, close attention to the needs of the children, an occupational training program for adults, and a placement service and follow-up--with these elements as part of the total package, we hope to prove that the label "unemployable" can be obliterated. We have 10 trailers and 20 houses available; and we have more applicants than we can handle. I hope that hope will not wither because we cannot reach wider at this time.

With the Choctaw experiment barely underway, we are now planning for an even more dramatic "family-focused" training program for hard-core poverty families from all parts of the Indian country. This training program is planned to meet the needs and wishes of many Indian people.

This second project we call MERGE. The initials stand for Madera Educational Residential Group Experience.

Training In Urban Life

The site is to be the former Madera Air Force Base, which the Bureau acquired last June as surplus property. Philco-Ford's Tech-Rep Division is our contractor. By April 1, we will have 30 families in training--30 who are typical of the rural hard-core unemployed group. They will live in a community setting; their children will be bussed to public schools; working-age adults in the family will be provided pre-vocational and job training; families will be guided in the routine of urban living--housekeeping, food purchasing, money management; budgeting; community relations; and community programs of recreation and learning will be shared.

The importance of pre-vocational training--including guidance in community living--cannot be overemphasized. I believe the case for this approach has been amply proven in the results we have obtained through the Seattle program. This has been funded under the Manpower Development and Training Act. We are now working with the fourth group of about 50 trainees. Every one of the trainees who completed the pre-vocational program was either placed in a vocational training follow-up or went directly to a job either in an urban area or close to home.

There are still some other experiments I'd like to point to: We are operating what we call the "large-family pilot program." Large families are usually the poorest; and deficiencies in education and training are frequently found in such families. With an initial group of ten large families, we have made selective placements in stable industries. The wage scale for entrance is in all cases commensurate with minimum standards; but the minimum wage is insufficient to support a large family,

so the Bureau is providing a subsidy. The subsidy continues on a diminishing basis as the wages rise with experience and tenure--but the subsidy is not reduced by the entire amount of the wage increase until the wage increases reach a point whereby family subsistence at a decent level can be maintained.

This is a costly project, as are all of our experiments. But it had been costing us many times more to maintain those same large families on the reservation, where no income was coming in.

The large-family program will hopefully be stepped up soon to include 250 families from various parts of the country.

The philosophy behind the large-family experiment also applies to our housing purchase experiment. For persons who have demonstrated stability on the job, we plan to provide non-reimbursable grants for down payments toward purchasing a home. We are planning a budget of a half million dollars for such grants, which will average about \$1,000 per family. We are also offering a family planning program for population control.

In addition to these tailor-made programs for Indians who cannot make it alone by the bootstrap method, the Bureau of Indian Affairs also has a policy of Indian preference in its own hiring, and we encourage Indian preference among our contractors. These are not make-work jobs--they are existing and needed jobs. Make-work programs, however, are a legitimate method of reducing joblessness.

Before we look to make-work projects for Indians, we need to look more thoroughly at the existing job market. Over the long reach, we should be aiming at permanent job placements in stable occupations. Generally speaking, the most substantial firms needing workers--for example, the defense contractors--have pretty good jobs to offer. And as they look to the Employment Security offices for their help, it is hoped that a reservoir of demand for Indian workers--who are proven highly skilled in technical occupations--would open up.

I'm not aiming merely for a high percentage of employment--but for a better life for Indian people through satisfying employment. Employment is more than having a job. It is having a purpose.

We solve the problem of Indian unemployment not only by techniques for processing job applicants, but also by attention to the needs of the human spirit.

INDIAN RECORD is published monthly by the Department of the Interior, Bureau of Indian Affairs, Robert L. Bennett, Commissioner, 1951 Constitution Avenue, N.W., Washington, D.C. 20242.



Wilma L. Victor Wins U.S. Woman's Award

Wilma Louise Victor, a Choctaw Indian and the Bureau of Indian Affairs' top-ranking woman educator, has been selected as one of the six women in Government to receive the coveted 1967 Federal Woman's Award.

A native of Idabel, Oklahoma, Miss Victor is Superintendent of Intermountain School in Brigham City, Utah, which is a home away from home for 2,100 Navajo youngsters from Arizona, New Mexico and Utah.

She was selected for her "exceptional creative and executive ability in the administration of a unique and complex school program for disadvantaged Indian youth".

Miss Victor is the second Bureau of Indian Affairs careerist and the third Interior Department woman to receive the Federal Woman's Award, which was instituted seven years ago. In 1964 the honor went to Selene Gifford, now retired from her post as BIA's Assistant Commissioner for Community Services. Mrs. Ruth G. Van Cleve, Director of Interior's Office of Territories, was one of the recipients in 1966.

Miss Victor's service with the Bureau of Indian Affairs began in 1941 at the Shiprock, N.M. Federal school on the Navajo Reservation. She enlisted in the Women's Army Corps in 1943 and was discharged in 1946 as First Lieutenant. She has been affiliated with the Intermountain School during most of the past 17 years, since it was opened in 1950 on the site of the old Bushnell General Hospital. As supervisor of academic programs, she developed a special program for Navajo youngsters who came to Intermountain in their sub-teens with little or no formal schooling.