

effort to formulate and establish the interests and aims of the Indian people through the process of providing them with a complete and unhampered opportunity for an expression and development of their views and giving the fullest possible consideration to the desires and objectives of each tribe, group, or band. In those cases where there are good and compelling reasons for not developing a program which complies with the tribal request or recommendations, it means explaining carefully and clearly just what those reasons are and why, from the Government standpoint, these differences seem to be important.

2. What we are seeking to do: Cooperatively with the Indian people we are essentially seeking

(1) To make a careful analysis of reservation populations, their probable increase, their needs, and their potentialities.

(2) To accurately inventory physical resources and possibilities for their improvement for the purpose of determining the number of people for whom these resources can provide a decent living.

(3) With the cooperation of the Public Health Service to secure adequate health coverage to reduce wasted human resources.

(4) To provide through local and state educational systems, as well as directly through Bureau operated programs, adequate educational opportunities in basic and vocational fields benefiting beginners through adults.

(5) Specific training and guidance programs to develop greater self-reliance and to equip Indians to adjust to a competitive economic society.

(6) Improvement and conservation of physical resources.

(7) Development of supplementary sources of income through establishment of payrolls on or near reservations.

(8) To advise Indians of the economic opportunities available to them and to give adequate assistance within the limits of available appropriations to all desiring to seek these opportunities.

(9) Gradual assumption of functions performed by the Bureau either by the Indians themselves or as appropriate by agencies of the local, state, or Federal government.

A good program is tailor-made to the needs, circumstances, and aspirations of particular groups and their individual members. There is no specific formula which will apply to all Indian groups. A good program is one which results from the desires of and fits the needs of a particular group of Indians. In whole or in part the program should, if possible, be the work of the Indians themselves. A good program is always one which involves state and local representatives as active participants in its making. State universities and other institutions and organizations are able and often willing to assist in technical planning problems.

I emphasize the important thing is for each group to have as a goal, with or without legislation, the development of the group to the point where, from a realistic point of view, special services or assistance because of Indian status will no longer be necessary.

A program is, first of all, predicated on a concise summary of basic and significant fact, both human and physical. The analysis of facts should be clearly and concisely stated, followed by the correlation and interpretation of such facts in meaningful terms. If the task of inquiry is carried forward with care and penetrating understanding, sound objectives should emerge. After the facts are presented and the objectives determined, the final step of scheduling activities over time-spans in specific, concrete terms, completes the job. It means, in addition to these things, that separate communities, as the primary groups within the tribe, should be developed for planning. It is the primary group rather than the larger political grouping, that is the center and focus of activities by which advancement is made.

Some programs in the past have had a tendency to over-emphasize the physical resources aspects of a group's total problem, rather than seeking to establish a balance and inter-relation which recognized fully the physical and human resources. A program which is based on the assumption that an exhaustive development of physical

resources will by itself solve all the group's problems of human re-adjustment, is not likely to succeed; nor is a program which is solely concerned with the problems related to people and minimizes the importance of the physical resources.

3. Primary Responsibility for Programing is at the Agency Level: Superintendents are directed to assume primary responsibility for programing with the Indians under their jurisdiction and not to wait for the receipt of specific instructions from the Central or Area offices, or on the initiation of legislation in Congress. Every Superintendent's major work lies in the development and implication of basic programs for the tribes or groups under his supervision. It is recognized that the Superintendent has a daily operational load which may not be neglected, and it may be necessary to delegate responsibility for some of this operational load to the administrative officer or to an assistant. A basic program is not a series of annual Branch programs which are generally operational in nature but the sum total of all programs, tied together in terms of over-all, long-range objectives and goals.

4. Salient Features of Programing in Relation to Basic Policy: There are three broad phases of programing, namely, the Bureau's social services, the use and ownership of land and other physical resources, and the Indian's assumption of responsibilities.

The participation of local and state governmental units, civic groups, and the Indian people is obviously required from the initiation of the plan.

The Bureau, at Area level, should serve to bring Indian people and state and local representatives into closer working relationship, and continuing until agreement is reached on the full participation by Indians in each of the services and thereafter as a means of safeguarding the effective participation of the Indian people in the services.

On July 1, 1955, the Bureau's Health Branch was transferred to the Public Health Service. Cooperative planning with that agency will be of great importance in developing Indian programs. Superintendents, in cooperation with the Indians and the Public Health Service, should continue to keep in the forefront of their programing a progressive solution of Indian health problems as one of their major objectives.

As to resources, it is basic policy that the Bureau's responsibility for Indian trust property should be withdrawn and existing law or special statute modified at such time as the circumstances of each group will permit. It should be recognized, of course, that all Indians are neither interested in being, nor able to be, farmers or stockmen. Opportunity for Indians to convert their interests in allotted lands into cash, to be used in other occupational pursuits, should be freely available. At the same time proper emphasis should, of course, be placed on the fullest development of a group's physical resources, especially through programs designed to secure proper land use and maximum production of both the surface and subsurface resources.

The creation of Indian employment opportunities in industry and business in the vicinity of the reservations is as yet but very inadequately realized. Here again the cooperation of "outside" agencies and persons is desirable. State industrial commissions, chambers of commerce, other business and industrial bodies, and specially qualified individuals can be of great assistance. There is a great reservoir of such help to be had only for the asking and without cost.

Indian communities as well as non-Indian communities need assistance for proper development as functioning community organizations. There must be a community consciousness of needs and ambitions. Good homes do not flourish under subnormal community conditions, nor can children develop initiative and responsibility in such subnormal communities. Backward communities are sick communities which need diagnosis and treatment. Each one has its own peculiar difficulties, and, therefore, no set program can be devised and applied mechanically like a patent medicine. Community conditions, like family conditions, need careful study by experts in that field. Such assistance may be obtained from state and private agencies, and, of course, from the Bureau of Indian Affairs.

A properly functioning Indian community organization might well find, interpret, and solve many of its own community problems in education, health, welfare, and law and order. Many organized communities find that effective work can be done through committees responsible for action in given fields. For example, a committee on education might work for better school attendance, additional school equipment, beautification of school grounds, an adult educational program. Interested community groups could promote the inclusion of reservation land in Soil Conservation District, Irrigation Districts, Weed Control Districts, etc.

5. Conversion of Program to Budget: Staff and funds are necessary to achieve many, if not most, program objectives, and these may come from one or more of the following sources:

- (a) Tribal funds, presently available.
- (b) Additional tribal funds, already in tribal accounts.
- (c) Tribal funds, from future income (where definite and assured).
- (d) Federal appropriations, presently available.
- (e) Federal appropriations, to be secured.
- (f) Individual funds.
- (g) State funds.
- (h) Local governmental programs.

After a determination of total costs to be paid from each fund category, the monetary requirements should be scheduled over the required period of time for which the program is planned. Such scheduling should be by government fiscal years in all cases, and the amounts shown for items (d) and (e) should identify the appropriation and activity involved. Care should be taken in planning not to use tribal funds for purposes of meeting deficits in costs if in most communities such costs would not be borne by funds of organized groups.

6. Over-all Federal Budgeting in Relation to Programming:
A comprehensive program may require Federal funds. All those engaged in planning should be advised that where the resultant planned program justifies it, an attempt will be made to obtain these increases, but it should also be explained that the Federal Budget process is a complex undertaking in which items of individual merit are sometimes lost in actions related to over-all Budget totals.

Previous programming efforts have sometimes left feelings of frustration, because necessary Federal funds were not forthcoming. It is of utmost importance that no similar frustration result in defeating good programming in the future. General recognition that a denial of Federal funds is not prejudicial to the program on its merits, and understanding that there is always hope for gaining the necessary funds in the future, will contribute to the elimination of disappointment. Also, understanding of the circumstances which surround the availability of Federal funds should contribute towards the discovery of other ways of financing necessary program expenditures.

7. Relationship of Program to Present Physical Facilities:

Many programs should include recommendations for addition, improvement, new construction or, where the occasion requires, demolition of the physical part, including buildings, roads, and irrigation systems. Special attention should be given to instances where physical improvement of existing structures and facilities would make it possible to transfer such facilities or the responsibilities for operation and maintenance to state or local governments or other local bodies.

Movable property used in program activities that may become excess to the Bureau may be transferred to a tribe, if authorized in termination legislation.

8. Agency Organization for Programming: Agency organization

to participate with the Indians and other public and private bodies in programming is essential. The Superintendent may adopt any method of organization, which, in his judgment, is appropriate, but ordinarily he will initially appoint a program staff from selected representatives of the various subject matter Branches of his Agency and include those who can supply necessary technical and professional services. The Superintendent should act as chairman of such a program committee. In addition to programming, the group should be charged with the responsibility of becoming acquainted and keeping current with all aspects of basic congressional, Departmental, and Bureau policies, and in assisting in the formulation, guidance, and evaluation of fact-finding and analyses. It is realized that the Washington office should more deliberately and comprehensively keep the field informed. Plans to meet this need are being drafted and will soon be put into effect. The development of program objectives, however, is a joint endeavor undertaking in cooperation with the Indians and other groups.

9. Indian Organization for Programming: A program

committee to represent the Indians is also indicated, but more difficult of organization because such a group should reflect the Indians geographically and socially -- the mixed-bloods and the full-bloods, the educated and the "uneducated", the natural as well as the elected leadership, etc. Those residing off the reservation should be kept informed and their comments and advice solicited. Frequently there are highly significant traditional groups within a tribe, the leaders of which should be drawn into the programming effort. Where a tribal council or committee or community is functioning, the Superintendent will naturally turn to it to suggest the appointment of a tribal program committee. The program committee must enjoy the faith and confidence of the people

generally, and the people must be kept informed constantly of what their representatives are doing, as well as being drawn into the process of program-making itself. If the responsibility for making major program decisions is shifted so as to rest primarily on the various communities, instead of being left with a small group of individuals, sounder programming will result.

10. The Question of Legislation: In some cases, it may develop that special legislation will be necessary to forward a group's basic program. In other cases the Indian group may feel that the group's cultural assimilation and integration into the community life about them has progressed to the point where they desire early congressional consideration of termination legislation. In either case, the Area Director should advise the Commissioner with a view to arranging for specific guidance and assistance.

11. Exceptional Program Problems: Indian aspirations are occasionally defeated by internal cleavages or non-cooperating factionalism within a group itself. Superintendents are advised that the existence of this condition does not justify inactivity on his part. He must make every effort to stimulate the entire group into a joint enterprise of programming for its future. He should make it clear that no group can expect its interests to be adequately presented unless it puts itself in a position where it can state and promote its interests, that is, by programming its objectives. He will naturally be compelled to plan with those who appreciate the need for Indian participation in planning objectively for their own future. It is believed many groups will respond to the opportunity to prepare basic programs which will provide economic independence and stability and make them fully responsible citizens of their states and local communities.

12. Field Review: Personal representatives of the Commissioner will visit the field to review preliminary plans for program planning and to confer with Superintendents on the problems with which they have been confronted either individually or on an areal basis. Dates of such conferences will be announced later.

/s/ Glenn L. Emons

Commissioner

Attachment

Appendix A

The following material is supplied for your use solely as a check list - it is not to be considered as a format for reports.

1. History of Indian Group: The purpose in reviewing a group's origin and past history is to find explanation of its present attitudes and conditionings, to secure perspective on its adaptation to change, and to understand its present-day goals. "The Past is Prologue."

- Origin - tribal and linguistic stock
- Origin - geographical
- Migrations
- Present location
- Treaties and agreements with the U. S. (Analyses of commitments and Indians' understanding of those commitments)
- Establishment of Federal Agency, development of Federal and other services, and present government administration
- Court of Claims suits (including GAO accounting of Federal expenditures)
- Aboriginal organization
- Evolution of present-day social, economic, political condition
- Acceptance or rejection of IRA
- Present tribal organization
- Previous and present programming efforts
- Previous social, economic, resource surveys
- Sources of information on group

2. History of Indian Group's Reservation or Land Base: The origin and evolution of the group's reservation or land base provided orientation and explanation of present-day land and resource problems.

- Date and method of the establishment of reservation or land base - Treaty, Executive Order, Agreement, Purchase
- Alienations and acquisitions
- Allotment Record
- Assignment Record

Heirship Condition

Special Categories - coded, surplus, submarginal

Adequacy of land surveys

Relation of group to intermingled or surrounding non-Indians

Historical map of reservation or land base

3. Population: On analysis, population statistics on a group should reveal the conformation of its social structure and organization, establishing clear imperatives and limitations for programming; e.g., a relatively "young" group is more adaptable to adult education and relocation than an "old" group; or the existence of a substantial number of permanent nonresidents sets up the necessity of different programming than for the residents.

Resident enrollees, nonresident, resident nonenrollees
(numbers).*

Age and sex classes

Geographical distribution: resident and nonresident

Average family size

Household composition

Internal groupings, as e.g. tiospaye or natural communities among Sioux, clans, factions, full-bloods, mixed-bloods, etc.

Intermingled or adjacent non-Indian population

4. Resources: Avoiding massive compilation of unnecessary detail, the aim in regard to resources is to illuminate distribution of ownership and the place (actual and potential) which the resources have in the group's economy.

* The criteria for determining residency and nonresidency should be carefully formulated; a tendency to overstate the size of the resident population should be guarded against. Resident population by family is the most workable basis for planning. If this is accurate, plans will be more practical and workable.

Acreege by Types and Ownership:

Type	Ownership			
	Tribal	Allotted	U. S.	Agency
Agricultural Land				
Dry Farm				
Irrigated				
Irrigable				
Grazing Land				
Mineral Land				
Forest Land				
Waste Land				
Other				

- Special consideration of each type as to use: Indian, non-Indian, and idle
- Special consideration of each type as to income derived therefrom, distribution of income therefrom, condition and productivity
- Ownership of livestock, equipment, etc.
- Tribal funds
- Tribal and individual business enterprises
- Past and present land rehabilitation programs
- Adequacy of land to support group's economy

5. Land Tenure and Leasing: The land, its tenure and use is a vital component in readjustment programing. Analysis should reveal the satisfactory and unsatisfactory features of the existing system and evaluation of the part played by land ownership in economy of group and its members, resident and nonresident.

Tribal Lands: To what extent used by the group and its members; method of leasing or distributing use rights; significance in tribal economy; benefit realized by nonresidents; tribal income and use and distribution thereof.

Allotted Lands: Degree of fractionation by inheritance; extent leased with income therefrom; past record of alienation through patenting and supervised sales; distribution of, among members of group; significance in total economy; benefit realized by nonresidents.

Ceded or Surplus Lands: Present legal status; present use; income.

Submarginal Lands: Distribution of use rights; income.

Assigned Lands: Distribution of use rights; income; record of use and record of revoking for non-use.

Government Reserves: Itemization; acreage; and use or non-use.

6. Economy: The essential thing to establish is whether the group is or is not supporting itself in whole or in part, i.e., where the economy is anchored (average per capita income figures without breakdowns are virtually useless; household income is far more revealing).

Household Income: Whether earned or unearned, as to sources.

- From use of land resources (cash and food consumed from self industry)
- From employment by Government and by private enterprise
- Role of welfare grants and relief
- From payments of tribal funds (per capita)

Standard of Living: As compared to that of neighboring non-Indians.

Long - range evolution of economy
Production in relation to transportation and markets
Effect of national and regional economic factors on group's past, present, and future economy

7. Credit: Financing should play a major role in programing. A sound credit program is the basis for successful land utilization, business enterprise, relocation, and higher education, and presents an important sphere for valuable adult education in personal and family responsibility.

Reimbursable Loans (old system)

Loans outstanding (numbers, dollars, and whether gratuity or tribal funds)

Assumption by Tribes of loans made from tribal funds

Cancellations and collections

Current program for liquidation

Repayment Cattle Loans (old system)

Loans outstanding, in good standing, delinquent, in process of liquidation (numbers)

Conversion of "in kind" loans to cash

Current program for liquidation

Present Credit Program - Tribal and Revolving Credit Funds

Loans and advances to Tribes

Loans by Tribes to individuals (number and amount made, paid, outstanding, in good standing, delinquent, in process of liquidation)

Individual loans: special analysis of delinquencies and liquidations, and reasons therefor.

Tribal enterprises: character, success (paying out), failure (delinquency or liquidation)

Cooperatives: organization (under State law or informal organizations), character, success (paying out), failure (delinquency or liquidation)

Special analysis of operations of tribal enterprises and cooperatives, whether assisting in improving economic status of Indians

Policy as to continuation, liquidation, or transfer to private or other governmental agencies.

Other Sources of Credit

Private Banks

Farmers' Home Administration

Production Credit Associations

Federal Land Banks

Federal Housing Administration

Building and Loan Associations

Insurance Companies

Finance and Loan Companies
Equipment and appliance Dealers
Instalment Contracts
Stores, trading posts, canneries
Security (mortgages of trust allotted land, assignments of
of income, etc.)
Special analysis of problems of financing Indians through
sources serving other citizens

Credit Needs

Correlated with social and economic program objectives
Method or methods proposed, tribal and revolving credit
funds, other governmental or private financing.

8. Taxation: Study should reveal the extent to which the group and
its members are presently meeting, or not meeting, all forms of
normal taxation.

Federal income, excise, and sales taxes
State income, sales, and land taxes
Local taxes
Taxes lost to State by reason of tax exemption on trust
lands
State and local taxes paid in relation to services received or
not received therefor
Comparison of Bureau expenditures with estimated potential
tax increase from removal of trust restrictions
Sources of Federal and State revenues for health, education,
welfare, roads, law enforcement, etc.
Federal grants in aid to State

9. Education: The educational achievement of a group is directly
related to broad considerations of its preparation for handling its own
affairs.

History of formal and adult educational programs among group
Educational achievement - elementary, high school, and higher
Present enrollment in different types of school - Indian Service,
public, private
The older people's literacy equated with their capacity for the
management of their own affairs
School-age population: What percentage not in school and why

10. Health: Analysis should reveal the unmet health and medical needs of the group. This should be worked out with the specific assistance and direction of the Public Health Service.

Available facilities
Public Health Service and private hospitals
Public Health Service and private clinics
Private physicians
Mortality and morbidity rates of diseases
Major problems of prevention
Health education
State and local participation

11. Welfare: Inquiry should illuminate the extent and character of the group's dependency on grants for subsistence, the met and unmet needs of the group, and special problems of social welfare and service.

Organization for the Administration of grants and social service.

Categorical Aids *

Old age assistance
Aid to the blind
Aid to dependent children
aid to permanently and totally disabled

Indian Service general assistance and tribal relief grants
Crippled childrens' program
Dependent and neglected children in institutional and foster care
Housing as a basic need
Trends
Problems in relation to administration
Special social problems

12. Law and Order: The purpose should be to measure the dimensions of the law and order problem and the extent to which present organization is adequate; and to bring reservation law enforcement under State jurisdiction.

Type of organization: tribal, U.S., and State or local
Complement of law enforcement: police, judges

* In compiling data, families where one or more members of the same family group receive categorical aid should be noted.

Budget

Statistical record of group's obedience to law and order code,
State statutes, etc. *

Juvenile delinquency

Impediments (if any) to State assumption of jurisdiction

Prospects for transfer of jurisdiction to States, including
probate cases

Local attitudes toward Indians in relation to treatment of Indians
in non-Indian courts

Indian attitudes towards State jurisdiction

Needs for more effective law enforcement, under present tribal
auspices, or in the interim before transfer to State jurisdiction

13. Roads (as revised by Central Office Memorandum dated April 19, 1956)

Road programs should aim to improve Indian Bureau roads to
adequate standards and to progressively turn over jurisdiction and
responsibility for maintenance to States or subdivisions thereof.

Existing primary and secondary roads under Indian Service
administration:

Miles

Lineal feet of bridges

Financial Program for completion of road systems:

Cost by years

Program for transfer of jurisdiction to States and local entities

* The record of fines paid in tribal and State courts should be measured
only by charges (not dependency) and by policy or court action as
recorded.