

planning and actual operational activity by members of the Indian Education Center and the Indian Community Action Center at Tempe, and members of the Education faculty of Arizona State University. Members of the Department of Education were instrumental in the planning and execution of the Education Survey, the Pre-School program, and the Parent-Child Centers.

*Role of Tribal Government.*—The former Tribal Chairman, Eugene Johnson, was not involved in initial meetings. Councilmen were not involved in the Development of CAP. The Tribal Council is notified monthly of proposal development and program progress.

Contact with the district councils is maintained by CAP. The Director, Tribal Chairman, and other members of the administration staff attend district council meetings, upon invitation, to explain the proposals and programs of CAP and the role of the particular district in CAP.

*Significant OEO Policies.*—Indian leaders originally thought that they could propose any program which would be ultimately beneficial to the Tribe. Then a clear statement of the types of things which would be funded was made available. OEO requested that the proposals be rewritten on new official forms. Insistence upon a rapid succession of program proposals, as exemplified in the initial request for swift action, nearly resulted in control and development of programs being lost by the Reservation Community Action Agency. The Papagos need time to become skilled at the planning and operation of programs, and OEO should be prepared to wait until such skill develops.

(2) *Level and Kind of Participation—Problem Areas.*—Communication is impeded throughout the reservation due to distance and isolation. The Papago have many sparsely populated villages rather than several large population centers. It is difficult to plan programs that will encompass all areas. People who have not been involved in specific CAP projects tend to lose interest.

The Papago Reservation presents a cross-cultural problem somewhat analogous to a underdeveloped colonial state. All development plans and programs up to the present have been imposed by an outside bureaucracy, with slight attention to gaining Papago acceptance beforehand. Moreover, no substantial number of Papagos were directly involved in the general money economy until about 1945, before which subsistence farming and livestock provided the Papago economic base.

The colonial analogy may be carried further in the case of the tribal government. The Tribal Council organized under the Indian Reorganization Act of 1934 has no real power at the local level. It is an imposed institution which has not been completely integrated into the Papago social organization. Papago village leaders and village councils remain the locus of decision-making and political power. This village-level organization was only partly recognized in the district council system under the BIA.

If Papagos are to take part in planning and carrying out their own Community Action programs, recognition must be made of the Papago social organization and the Papago decision-making process. The implications of this recognition are:

1. General consensus must be reached by the village councils in order to achieve maximum feasible involvement of the people.
2. Allowance must be made for a very much alive sentiment of Papago nationalism which, if ignored for the sake of bureaucratic expediency, will impede attempts to gain Papago support for programs.
3. Allowance must be made for the time required for reaching consensus by the village councils.
4. The problems involved in translation of OEO materials into Papago for non-English speaking members must be recognized. This is a problem not only in translation of sentence but of concepts.
5. Another significant aspect of Papago colonial status of the total lack of trained administrators. Recognition should therefore be made of the pressing need for making available modern administrative training for Papago leadership in terms of reservation developments.
6. The importance of the village can be recognized in a very practical way. This is in the area of travel allowances. At present there are 145 miles of paved roads in 2.7 million acres. The majority of the villages are accessible only by 450 miles of unpaved gravel and dirt road, two-thirds of which are not recommended for passenger cars, especially in wet weather.