

precisely at the time when she will have gained sufficient experience and training to be effective.

The Council further decided that it no longer wanted the Teacher-Director to teach in Santa Clara, although it was reasonably clear that her duties as supervisor of all the NPCAP Pre-Schools would not permit her to teach. Lack of confidence in the Program Director was also expressed, and there was discussion, although no decision was reached, of the feasibility of reestablishing an independent Santa Clara CAP, on the basis of the following considerations:

(1) Each pueblo is and has been politically and socially autonomous for centuries.

(2) The internal political structure of the pueblo leads to a monolithic government by a council that insists upon being involved in and having authority over all matters pertaining to the pueblo.

(3) The social sub-systems—kinship, marriage, religion, and the like, are still interwoven within the pueblo, so that the pueblo is perceived by the members as the primary world. Other pueblos, Tewa and non-Tewa, are known to be similar, but are still "outside." The Spanish-Americans, Mexican-Americans, and Anglo-Americans are, in effect, similar to elements of the geographic environment.

(4) The economic system, considered in terms of "poverty," unemployment, traditional handicrafts and occupations, varies from one pueblo to another.

(5) Natural resources and potential for economic development vary (e.g., Santa Clara has the canyon and cliff dwellings for tourist exploitation; tuff for industrial development; and land for business development at the intersection of several routes well travelled by tourists).

More than most American Indians, the governments of the pueblos have had the characteristics of real government. Elsewhere, the Indian Reorganization Act of 1934 created governments without power or, in R. Thomas' phrase, "powerless politics." This often led to functionless government. The governments of the pueblos, secular or theocratic, have always had functions and powers, and a primary purpose has always been to keep the non-member at an appropriate distance. The actions of the non-member, such as CAP Director or Teacher-Director, involved in the internal affairs of the specific pueblo are consequently to be viewed with great suspicion. In the case of the cook, the Director, an outsider, acted without consultation with the full Council, and however good his intent, violated the principle of Council supremacy. Such a Director, not responsible to the Santa Clara Council, but to the Northern Pueblos CAP, and yet involved in Santa Clara internal affairs, is deemed "dangerous." A member of another pueblo would be equally suspect for fear that he would use his office for the benefit of his own community at the expense of the others.

The NPCAP faces the problem that it is not a "Community" Action Program, but the program of eight separate and distinct communities, as their members perceive them. While the attitudes of the other pueblos are not known, Santa Clara clearly questions whether the advantages of a combined CAP outweigh the disadvantages. Temporary alliances have occurred among these pueblos only in the face of a clearly perceived and powerful threat. There is now no clearly perceived threat—except, conversely, that one pueblo may receive a larger share of the components than another.

Santa Clara Council members argue that certain components are applicable to all pueblos of the united CAP, but that each pueblo has some advantages, problems, and needs not shared by all. Because the CAP is not theirs alone, the CAP Administrative staff is not their employee; it does not work for them. The CAP staff must necessarily first do those things desired by all the Northern Pueblos. Components specifically for Santa Clara must wait until time permits the staff to develop proposals. Many of the Council officers are aware that the amount of paperwork or "redtape" required in connection with such matters as the funding of the original NPCAP and the refunding of various programs. Making routine reports to Washington (where, it is believed, they rest, unread), preparation of the payroll, and maintenance of financial and other records are well understood as leaving the Director and Associate Director little time for development of new proposals. Aware of these problems, or not, the Council members understandably want new programs developed for Santa Clara to take advantage of its resources and to solve its problems. One attitude expressed has been that the Program Director should be responsible for development of new proposals and others should handle the routine work. Another attitude is that