

3992 ECONOMIC OPPORTUNITY ACT AMENDMENTS OF 1967

was in part designed to redress recent wrongs and give Indians a stronger hand in their own affairs.

The repeated occurrence of major changes in the socio-economic condition of Indians, from early contacts with white society on into the 20th Century, coupled with the lack of consistent patterns in these changes—particularly those changes initiated by the Federal Government—have worked to make Indian societies highly dependent upon the Federal Government for the satisfaction of their basic needs.

Indian poverty—the outcome of centuries of conquest and confinement—embraces the poverty of Indian individuals, and the corporate poverty of Indian reservations as political, social, and economic entities. In point of fact, the poverty of the Indian individual is rooted in the lack of economic viability of Indian reservations. It is the essence of Community Action Programs to try to deal concurrently with both individual and corporate poverty. The concept of Indian-generated community action is what distinguishes these programs from earlier ameliorative efforts.

B. STRUCTURE OF COMMUNITY ACTION PROGRAMS

1. *Integration of Components into Programs*

The attempt to deal concurrently with the poverty of Indian communities and with the poverty of Indian people is embodied in "Community Action Programs"—where "Community Action" refers to the concerted efforts (of individuals and groups), and "Program" refers to the mechanism whereby movement from an existing set of conditions to a more or less clearly defined set of goal conditions is undertaken through a specified series of actions.

The application by a reservation community action agency (usually the tribal council) for a grant of funds from OEO to develop and implement a Community Action Program consists, among other things, of a statement of the extent of poverty in the locality, and requests a set of "components"—each a different sort of action—which is focussed on alleviating specific aspects or outcomes of the poverty situation. In many cases the goal of the component is stated in the application for this component.

The statement, in the application, of the extent of poverty in the locale serves two purposes: it provides, to OEO, certain criteria for evaluating the application and assigning funds to the applicant; and, in part, it defines—or ought to define—the parameters of the problems as seen by the applicant. An application for a particular component often states the goals of that component.

A "program" consists, as noted above, of a series of actions designed to move from present conditions to a desired state. Such a program implies a need for coordination of multiple activities at any one point in time, and ordered progression, through those activities over a point in time, toward the stated goal. This degree of integration of activities is generally absent from Community Action Programs currently operating on the reservations studied. There are advantages, such as flexibility in component design, and disadvantages, such as flexibility in component design, and disadvantages, such as lack of goal orientation, to be found in this loose assemblage.

2. *The CAP as a System*

On all reservations there is a hypothetical structure for Community Action Programs, deriving from the provisions of the Economic Opportunity Act as interpreted and implemented by OEO, which may be diagrammed as follows: