

b. Recommendations

(1) *Suggested Action.*—A clear-cut policy for approval or non-approval (or intermediate position) regarding component proposals might be formulated, embracing financial, operational, and any other relevant criteria, subject to amendment as changing conditions and particular circumstances might warrant, and clearly enunciated to all Indian leaders concerned. Each action taken by OEO/Washington on component proposals could be attributed to a specific provision of this policy, and the interested parties on the reservation involved should be made cognizant of this relationship in minimal time.

(2) *Suggested Research.*—A survey might be made of all decisions on component proposals rendered by OEO/Washington prior to some specified date, in an effort to determine congruence or conflict between the rationales utilized in making such decisions, both for and against funding, from which data a consistent policy might be developed.

4. Funding of CAP Components

a. Problems

Once approved, components have frequently been prevented from beginning on schedule by delays attendant upon funds reaching the reservation concerned. This has involved Head Start, among others, and a particularly interesting case is found in connection with the NYC at Santa Clara, which though not a component, in the strict sense, was nevertheless administered by the CAP. A hiatus of funds occurred between December 1965 and late April 1966, not because of lack of authorization but because of incomplete information among all the parties concerned.⁴

b. Recommendations

(1) *Suggested Action.*—It might be possible to withhold authorization to proceed in the implementation of a component, even though full approval had been granted, until such time as funds for that component were fully earmarked and available, reporting this to the reservations concerned.

(2) *Suggested Research.*—The effects of late or delayed funding on the morale and interest of participants in the components so affected might be studied.

5. Reaction of Indian Leadership and People

a. Problems

Because of the persistence of distrust and cynicism regarding Federal programs, much of Indian leadership continues to consider CAP as one more temporary source of funds and "make work" jobs, to be exploited as such, for relatives and friends. Little or no effort is made to extend the program to those groups on the reservation most out of touch with modern society at-large and in the greatest need. The thoroughgoing development of true community action, and the design of components directed toward revitalization of the whole community economically, socially, and culturally is rarely attempted. To be sure, the almost universal lack of viable economic bases on Indian reservations contributes to the sense of futility regarding such attempts, but leadership attitudes underwrite maintenance of the status quo.

Cultural heritage also plays a part, at least in the Northern Plains area, in that planning far ahead is not part of customary behavior. Indeed, such planning has never materially aided Indians in the past, either under earlier hunting and gathering conditions or in the long association with BIA policies since those times. Indians with this background are simply not accustomed to believing that they themselves can influence their distant future. Tradition and experience reinforce a fatalism which teaches that the immediate gain must be seized, since the future will be determined by external unpredictable forces.⁵

b. Recommendations

(1) *Suggested Action.*—An office or agency such as the Consortium, when increased in size and staff capabilities, should develop a training program specifically geared to awakening present and potential Indian leadership to the power of self-sustaining processes in community development. No effort should be spared in presenting a clear-cut model to such leadership of what a viable community requires in the way of education, economic infrastructure,

⁴ See III, pp. 63, 78, 116, 131, 175, 192, 212, 249-250, 259, 262, 310.

⁵ See III, pp. 59, 65, 68-70, 79-82, 83, 177, 200, 208, 260, 276, 278, 326-328, 340.