

and despair. They are frustrated by lack of knowledge about the administration of their property by their fiduciaries. They are disgusted by the high costs of the system and what they conceive to be its abuses by some who are instrumental in its administration. They despair because they do not see that any effort is being made to prepare them to take over the conduct of their affairs; because they can see no light at the end of the tunnel.

Even were we convinced that the conduct of all who participated in its administration had been above reproach, and that the fees charged in all cases had been earned, we would still be forced to conclude that the system is a failure in terms of its human and economic objectives.

In our view the Department should have been more aggressive in surveillance of the administration by the court of Indian guardianships and conservatorships, particularly of fees awarded in connection with real estate transactions which required its approval.

Although we believe that the operation of the system has been encumbered by some venality, and that this could have been controlled had the Department taken a broader view of its responsibilities, we are convinced that the essential causes of its failure are inherent in the system itself.

We believe that the courts are not suitable institutions under which to attempt to conduct dynamic and continuing programs for the development of people and the production of property.