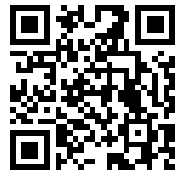

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U. S. DEPARTMENT OF THE INTERIOR
FIFTY-SIXTH ANNUAL REPORT OF THE
BOARD OF INDIAN COMMISSIONERS
TO THE SECRETARY OF THE INTERIOR
FOR FISCAL YEAR ENDED JUNE 30, 1925

Indians I

DEPARTMENT OF THE INTERIOR

FIFTY-SIXTH ANNUAL REPORT

OF THE

BOARD OF INDIAN COMMISSIONERS

TO THE

SECRETARY OF THE INTERIOR

FOR THE

FISCAL YEAR ENDED JUNE 30, 1925



WASHINGTON
GOVERNMENT PRINTING OFFICE
1925

BOARD OF INDIAN COMMISSIONERS

GEORGE VAUX, JR., Philadelphia, Pa. ; appointed November 27, 1906.

WARREN K. MOOREHEAD, Andover, Mass. ; appointed December 19, 1908.

SAMUEL A. ELIOT, Boston, Mass. ; appointed November 27, 1909.

FRANK KNOX, Manchester, N. H. ; appointed May 2, 1911.

DANIEL SMILEY, Mohonk Lake, N. Y. ; appointed December 17, 1912.

MALCOLM McDOWELL, Chicago, Ill. ; appointed May 23, 1917.

HUGH L. SCOTT, Princeton, N. J. ; appointed February 25, 1919.

CLEMENT S. UCKER, Savannah, Ga. ; appointed March 22, 1922.

FLORA WARREN SEYMOUE, Chicago, Ill. ; appointed October 5, 1922.

JOHN J. SULLIVAN, Philadelphia, Pa. ; appointed May 5, 1924.

GEORGE VAUX, JR., *Chairman.*

MALCOLM McDOWELL, *Secretary.*

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FIFTY-SIXTH ANNUAL REPORT OF THE BOARD OF INDIAN COMMISSIONERS, FISCAL YEAR ENDED JUNE 30, 1925

WASHINGTON, D. C., *September 1, 1925.*

SIR: We have the honor to submit herewith the Fifty-sixth Annual Report of the Board of Indian Commissioners for the fiscal year ended June 30, 1925, during which members of the board visited and inspected the following units of the Indian Service:

Tomah Indian School, Lac du Flambeau Agency, La Pointe Agency, Laona Agency, and Grand Rapids Agency in Wisconsin; Consolidated Chippewa Agency and Red Lake Reservation in Minnesota; Fort Totten Indian School, Devils Lake Reservation, and Fort Berthold Agency in North Dakota; Fort Peck, Fort Belknap, and Blackfeet Agencies in Montana; Shoshone Agency in Wyoming; Tulalip Agency in Washington; Mission Indian Agency in California; Potawatomi Agency in Kansas; Winnebago and Omaha Reservations in Nebraska; Phoenix Indian School, Salt River Agency, and Pima Agency in Arizona; Sante Fe Indian School in New Mexico.

At the annual meeting in Washington, January 21, 1925, George Vaux, jr., of Philadelphia, Pa., was reelected chairman and Malcolm McDowell, of Washington, D. C., was reelected secretary of the board.

The special reports on the Indians and on the administration of their affairs by the Government, which have been transmitted to you from time to time, present a cross section of conditions and situations in the Indian country as a whole.

They show a generally uninterrupted continuance of Indian progress and an increased efficiency in Indian field-service activities. They also disclose the need of immediate action in some places to meet urgent requirements of the Indians and to improve the personnel and equipment of the Indian Service.

The special reports, in abridged form, are appended hereto. Our space limitation makes it impracticable for us to enlarge on the specific recommendations and suggestions which are contained in them, but we respectfully urge you to give them your particular consideration.

SOME OF THE YEAR'S ACCOMPLISHMENTS

During the year a number of questions concerning the Indians which have been of long standing were settled by appropriate actions which, in a comparatively short time, should bring them to a definite conclusion. A summary of the more important of such happenings, with explanatory comments, follows:

(1) Congress enacted a bill, H. R. 5726, whose provisions will go far toward discouraging the business of professional guardians for wealthy restricted Osage Indians. The practice of securing guardianships for these Indians through the local courts was fast assuming large proportions, and the hearings before the House Committee on Indian Affairs on this bill developed the fact that a number of white men were making a good living acting as guardians for Indians whose affairs were being properly and adequately handled by the superintendent of the Osage Agency. The report of the committee showed that the expenses for such guardianships for 435 Indians amounted to from \$300,000 to \$400,000 yearly, or about twice the amount expended by the Osage Agency for handling all tribal and individual affairs for a year.

(2) A number of jurisdictional bills were passed by Congress which authorized the Indian tribes particularly concerned to take their claims against the Government to the United States Court of Claims. All of these claims had been urged for many years. The Board of Indian Commissioners has always believed that if an Indian tribe has an unsettled claim against the United States or is able to make a presentation which would indicate reasonable basis for such claims, Congress should give such Indians their day in court—a chance to have their claims adjudicated.

If Congress, after investigating, finds there is substantial basis for a claim, the tribe should be authorized to go to the Court of Claims. The Indians will never be satisfied with an adverse opinion handed down by a law officer of the Government as to the validity of any claim which they entertain against the United States. But if the claims are sent to the court it is fairly certain that its decision will be accepted as final. So long as the law prescribes that the Secretary of the Interior and the Commissioner of Indian Affairs must approve of the selection of an attorney for the Indians, and so long as Congress maintains its present conservative state of mind concerning attorneys' fees, there need be no apprehension that the rights of the Indians or the rights of the Government will be jeopardized by submitting their claims to the Court of Claims.

(3) The United States Supreme Court gave a day to hearing arguments in the case of "United States *ex rel.* Kennedy *v.* Waldo, Sheriff," which came before it through appeal from the United States District Court at Buffalo, N. Y. A decision in this case may settle the jurisdictional status of the New York Indian tribes which for many years has been in doubt. The questionable relations of these tribes to the Government or to the State have been provocative of annual controversies for many years and undoubtedly have had much to do with retarding the industrial and social progress of the Six Nations.

(4) The Attorney General decided that the general leasing act of 1920 does not apply to Executive order Indian reservations. Although this ruling did not go so far as to state that such reservations are identical with treaty reservations in so far as Indian title is concerned, the Attorney General's decision was a significant indication in that direction. It is our opinion that when the President of the United States issued his Executive order, setting apart a described area of the public domain for the use and occupancy of a designated

tribe or band of Indians, such executive action changed the character of that particular area from public domain to Indian-owned land identical, in all respects, with reservations established by treaties or congressional enactment. We are in hopes that the coming Congress will take this view of the matter and enact legislation which, in effect, will give to the Indian occupants of Executive order reservations undisputed title to the land.

(5) Another important ruling of the Attorney General practically decided that the income derived by Indians from their restricted property is not subject to the Federal income tax. The case at issue concerned some Quapaw Indians. The Attorney General's opinion, which bears date of March 20, 1925, concludes with the following significant paragraphs:

I am unable, by implication, to impute to Congress under the broad language of our internal revenue acts an intent to impose a tax for the benefit of the Federal Government on income derived from the restricted property of these wards of the Nation; property the management and control of which rests largely in the hands of officers of the Government charged by law with the responsibility and duty of protecting the interests and welfare of these dependent people. In other words, it is not lightly to be assumed that Congress intended to tax the ward for the benefit of the guardian.

Therefore, in the absence of clear congressional authority to that effect, I am of the opinion that the income from the restricted lands of the Quapaw Indians is not subject to the Federal income tax laws.

(6) For the purpose of closing up the tribal affairs of the Cherokee, Choctaw, Chickasaw, and Creek Nations in Oklahoma, the Secretary of the Interior authorized the sale of the Choctaw and Chickasaw coal and asphalt holdings, valued at \$9,500,000, and about 400 remaining odds and ends of town lots and tracts of land belonging to the four tribes. In this connection we desire to restate our recommendation that a considerable portion of the funds received from the sale of the coal and asphalt lands belonging to the Choctaw and Chickasaw be set apart for the support of their tribal schools. A few years back a number of prominent Choctaw and Chickasaw Indians gave voice to their approval of our suggestion to set apart some of the proceeds from the sale of their coal and asphalt lands to be used for the education of their children.

(7) The work of winding up the affairs of the Eastern Cherokees of North Carolina pursuant to an act of Congress has begun. This matter has been under consideration for many years. The uncertainty of individual land ownership in that reservation held back farm improvements, for the Indians did not know what their allotments, if they ever should be made, would be, and naturally they had no incentive to use time and money improving lands that might be taken away from them through allotment. It is reasonable to expect that when the provisions of the act are carried out and allotments have been made this fine body of Indians will at once start an era of improvement which has been delayed by their uncertain land status.

(8) The Pueblo Lands Board with offices in Santa Fe, N. Mex., which was created by act of Congress and authorized to adjudicate and settle titles to lands claimed by the Pueblo Indians of New Mexico has started its work, and the long-standing controversy about these titles has been transferred from the public forum to a judicial body having determining powers. The Pueblo Lands Board

consists of Mr. Roberts Walker, who represents the President of the United States; Mr. Herbert J. Hagerman, who acts for the Secretary of the Interior; and Mr. C. H. Jennings is the representative of the Attorney General.

(9) The Commissioner of Indian Affairs consolidated eight agencies into four with an estimated saving in administration expenses of \$50,000 a year. These agencies were the Colville and Spokane in Washington, the Carson and Reno in Nevada, the Walker River and Fallon in Nevada, and the Winnebago and Omaha in Nebraska. Taking these consolidations into consideration with others previously effected, such as putting all the Mission Indians of California under one agent, grouping the Ute under a consolidated agency and merging all Chippewa reservations excepting one in Minnesota into one agency, is indicative of the fact that the progress of the Indians is changing the Indian map. It is quite likely that in a comparatively few years the number of agencies of the Bureau of Indian Affairs will be considerably decreased.

(10) The irrigation section of the Indian Bureau began the preliminary work necessary to starting the construction of the Coolidge Dam (formerly called the San Carlos Dam) project, which will impound the flood waters of the Gila River in Arizona for irrigating the lands of the Pima Indians and of their white neighbors. These necessary preliminaries include the settlement of damages which will be due Apache Indians whose lands will be flooded; the arrangements which must be made concerning existing irrigation districts; the relocation of railroad tracks; the organization of a corporation similar to the Salt River Valley Water Users' Association, and the adjudication of the water rights, if they have any, of white farmers who have been taking water out of the upper river.

(11) Contracts were let for the building of steel bridges across the Rio Grande at the Cochiti and San Juan pueblos. The building of these structures has been urged for many years, for the bridges have long been needed.

CONCERNING CONGRESS

The Sixty-eighth Congress passed a large number of bills affecting our Indian people, most of which concerned individual tribes and much of which was remedial in its nature. A survey of the measures which became public laws by signature of the President shows that Congress continues its sympathetic attitude toward the efforts of the Indian Bureau to protect the Indian and his property rights and to help him on his forward way.

Doubtless there will always be efforts to use Congress for the purpose of getting possession of Indian lands and money, but it is extremely unlikely that legislation with that design can now be put through the Senate and House. In former years it was not so difficult for interested white men to get the approval of the national legislature for special measures which were so skillfully phrased that the real purposes of the bills were concealed, and, too, Congress then was not as familiar with Indian affairs as the Senators and Representatives are to-day. Some of the Indian legislation which proved to be most harmful to Indian people was tacked onto the Indian appropriation bills as amendments.

Under the present system every appropriation item must first have been authorized by law. Consequently any bill authorizing an appropriation now must stand on its own feet on the floor of the Senate and House. It can not be smuggled into an appropriation bill as an amendment.

The Budget system in vogue in the executive and legislative branches of the Government also acts as an effective obstacle to attempts harmfully to exploit the Indians through congressional legislation. These several checks, which Congress itself has put into effect, together with its attitude toward the Indians as indicated in the character of legislation enacted during recent years, gives sound warrant for the belief that the Senate and House may be relied upon to protect the Indians in their property and legal rights. With this thought in mind we entertain the strong hope that during the coming session of Congress the Harreld-Garber bill, S. 2313, H. R. 6900, or one similar to it, will be reintroduced and passed.

FIVE CIVILIZED TRIBES

Enactment of this measure will give the Secretary of the Interior exclusive jurisdiction and control of the restricted funds and lands of the restricted members of the Five Civilized Tribes in Oklahoma and of the distribution, disbursement, and general administration of such property under such rules and regulations as he may prescribe. If this bill is enacted into law, it will go a long ways toward putting an end to the evil practices of white land grabbers in Oklahoma which have been investigated again and again by committees of Congress and non-Government organizations.

In no other part of the country are Indian probate matters handled as they are in the Five Civilized Tribes. We are strongly of the opinion that a radical reform should be effected there, and we earnestly urge that you do all you properly can do to secure the introduction and passage during the coming session of Congress of the Harreld-Garber bill or one similar to it.

LAND NEEDS OF THE NAVAJO

By passing H. R. 11361 Congress authorized the exchange of the alternate sections of railroad and public domain lands within the Executive order extensions of the Navajo Reservation in Arizona. It had previously authorized like exchanges of land in New Mexico. The purpose of these authorizations is to allow consolidation of land sections of similar character so as to make it practicable to set aside solid grazing areas for Navajo Indians. This purpose has not been effected because the owners of the private lands have not, as yet, cooperated with the department, and there is no way to force the exchanges. The land condition of the Navajo Indians living on the public domain in New Mexico and Arizona is always precarious, for they do not own any land. A few years ago Congress made an appropriation for the leasing and purchase of lands for these Indians, and some amelioration of the conditions was effected.

The board has long urged that legislative and administrative actions should be taken to give definitely these self-supporting, worthy Navajo Indians the assurance of permanent, undisputed occupancy of enough land to enable them to get a decent livelihood. Simple justice demands that they be well safeguarded, and the only way that this can be done is to bring about the consolidation authorized under the two acts to which reference has been made and then set aside enough townships to adequately provide the Indians with grazing areas for their sheep. This arrangement would require an appropriation by Congress.

In this connection we again call attention to the pressing land needs of the few hundred Navajo who are under the jurisdiction of the Zuni Agency. It is common knowledge that their condition is deplorable, and we are firmly of the opinion that Congress should appropriate sufficient money to give them the help to which they are unquestionably entitled. We earnestly urge you to give the land situation of the Navajo Indians, generally known as "nonreservation" Navajo, your sympathetic consideration to the end that sufficient appropriations be made by Congress to enable you to carry out the desire of the Indian Office to help these well-deserving people.

COMMISSIONER'S EMERGENCY FUND

The board has heretofore suggested that Congress place in the hands of the Commissioner of Indian Affairs a lump sum which he can use, at his discretion, to meet immediate demands arising out of epidemics, floods, droughts, community disasters, and other emergencies. The unprecedented drought in the Southwest during the year emphasized the great necessity for a fund of this kind. The Papago and Pima Indians have been distressingly affected by the drought which destroyed all forage on the ranges, with consequent loss of cattle and no food crops for the Indians. The able-bodied men in great numbers have left the reservations to find outside work which, fortunately, has been available. But a considerable number of the older people had to remain at home to care for the few cattle which managed to survive. As the year closed reports of destitution on these reservations began coming to Washington.

The provisions of Indian Service appropriation acts are so restrictive that the commissioner has no free funds with which to meet emergencies such as those presented by the Papago and Pima Indians. Almost every year some Indian community is the victim of an unpreventable and unexpected disaster. We again urgently recommend that Congress provide for an emergency fund such as we have suggested, so that the commissioner may adequately take care of such urgent needs as those we have mentioned.

LAW AND ORDER

In our opinion the rapid progress of the Indian people and the increasing commingling of Indians and their white neighbors is emphasizing the necessity of making State laws concerning crime, education, marriage, and health applicable within Indian reservations. Several "law and order" bills were introduced in the last three Congresses, but no action was taken on any. We have hereto-

fore strongly recommended legislation which would make reservation Indians amenable to State laws, and we beg leave to repeat the recommendations with the earnest hope that they will be seriously considered by Congress.

SOCIAL SERVICE ACTIVITIES

A conspicuous feature of the year's developments in the field service was the intensification of activities which have to do more particularly with family and community life. We refer specifically to the following welfare services:

The inauguration of a "Program of health education for Indian schools" including parents and teachers' associations, and a day and boarding school community plan.

The strengthening and extension of the field matron and visiting nurse service.

The authorization of the position of supervisor of native arts.

The organization of numerous boys and girls' clubs in cooperation with the agricultural extension work of States and counties.

The forming of women auxiliaries, "Better home clubs" and similar organizations as part of the general "Five-year industrial program."

The significance of the group of humanitarian activities to which we have referred lies in their appeal to the Indian women and, through them, to the improving of social and living conditions in Indian homes and communities. The importance of the "Program of health education in Indian schools," with its correlated reservation social service, is found, in our opinion, in the fact that it presents a practical and comprehensive plan for reaching the women of the tribe whose indifference to efforts to induce them to adopt even the most ordinary of hygienic practices in their homes has long been the subject of pessimistic comment.

It must be admitted that much of the good work done in the Indian schools was not carried forward by boys and girls returning from the schools. They had been trained to keep their bodies clean, their clothing neat, their rooms tidy. They had become accustomed to nutritious food served in a cleanly fashion. Returning to the reservations they found their home conditions did not come anywhere near meeting the standards which their schools had taught them. The result, obviously, was a slump, a setback which wasted much of the education they had received.

Reservation life under such conditions proved to be a wide, unbridged gap in the educational system of the Indian Service. Superintendents and field matrons were supposed to take up the work of the schools and help the returned students through the period of readjustment to reservation life. But on most reservations the superintendents had too much of their time taken up with office work connected with the material affairs of their Indians; they could give but little attention to social service activities. The field matron service was unsatisfactory. There was no well-defined plan to meet the situation presented by the boys and girls just home from the schools. It was small wonder, then, that a goodly part of the energies expended to train Indian pupils in modern methods of hygiene, in home building, and in community welfare was lost.

It must be understood that very few returned students "went back to the blanket." On the contrary every Indian boy and girl who has attended a Government or non-Government school long enough to receive an impress of its training exerts some remedial influence upon home and community conditions. Hundreds of girls have transformed their homes, making them attractive and hygienic. Many boys have become leaders on their reservations and have put into practice what they had been taught. But as a whole Indian home conditions have not been bettered, because the Indian women generally remained indifferent to efforts to persuade them to bring their homes up to the standard set by the schools for their children, and the endeavors of welfare workers to break through the wall of conservatism raised by the tribeswomen against the intrusive ways of white people were generally futile.

The year's accomplishments of the field service, however, hold the promise of a change in the attitude of Indian wives and mothers. Reports from a number of reservations which have been brought to the Indian Office indicate that the practical application of the Indian school health program is changing the indifference of many Indian women to an increasing interest in home improvement. This program has tied up the family with the school and is leading Indian parents to think more of their obligations to their children, particularly along the lines of sanitation and better living conditions.

HEALTH EDUCATION PROGRAM

The "Program of health education for Indian schools" was put into effect last September. It was prepared with the cooperation of the American Child Health Association of New York City and is based upon the report of the Joint Committee on Health Problems and Education of the National Education Association and the American Medical Association in cooperation with the technical committee of 27, which report was prepared under the direction of Dr. Thomas D. Wood, of Columbia University, New York City. The report was modified so that its program would be practicable and suitable for Indian schools and Indian communities.

While most of the program relates exclusively to health education in the schools it provides for day-school and reservation-school community organizations and activities. The program, which most appropriately was printed by Indian students of Haskell Institute, was ordered to be put into effect in all Indian schools and agencies by the Commissioner of Indian Affairs with the approval of the Secretary of the Interior.

In its practical application to reservation life every day school and reservation boarding school is made a community center in a broad sense of that term. The teachers and housekeepers of the day schools are required to visit each home before the opening of the school year with the purpose of interesting the parents in the school. The mothers are invited to meet at the school to organize a parents-teachers' association.

One of the important features of the program is the monthly conference of the farmer, field nurse, matron, doctor, missionary, and day school teachers to discuss problems of community interest and the welfare of individual families and individual students. There

always have been visiting days at reservation boarding schools during which Indian parents visited their children, generally on the grounds, and did little else. Under the new scheme the parents are given full opportunity to acquaint themselves with school methods and school conditions. They are taken into the class rooms, and the mothers are given some instructions in the home economic department.

It has been found that this seemingly simple device to increase the interest of Indian women in their children's welfare and to tie them up with the schools has been surprisingly successful, according to reports, in a number of reservations. When the Indian field service personnel has fully grasped the possibilities of this plan, so that there will be the fullest cooperation between the school and reservation people, we may expect rapid progress along the lines laid down by this Indian school health program. The commissioner has ordered that all teachers and employees shall take a special course in the health education course of the summer schools they attend.

WOMEN AND CHILDREN

The juvenile agricultural clubs, with an enrollment of over 1,200 boys and girls, which were organized on more than 40 reservations during the fiscal year are extensions of the county clubs for the white population and are under the supervision of superintendents, Indian service farmers, matrons, teachers, and returned students. These clubs are known as sheep, pig, poultry, corn, onion, sewing, canning clubs, etc. The children finance their own projects and are in competition with similar clubs organized among the white children. Indian parents are displaying great interest in these clubs, and it has been found they have exerted a direct influence for the bettering of home and community conditions.

The number of women auxiliaries, where the reservations are organized into district chapters under the "Five-year industrial program" largely increased during the year and on some reservations the women have been organized into "better home clubs."

We have stressed this pronounced intensification of activities dealing with the family and community life of Indians because we regard the Indian home problem as one requiring intelligent study and sympathetic consideration. In previous annual reports we have commented upon the obvious necessity of improving the Indian homes so as to secure for the Indian child the full effect of education.

As we have attempted to show, the Indian woman is a conservative by nature; she is far behind the man in her acceptance of the new ways of living. The essential thing in combating this dislike of innovation is sympathetic help when help is wanted. Here is where the field nurse and field matron service becomes one of the most important units of the Indian Bureau.

During the year the Indian Office made a survey of reservation home conditions with the purpose of reorganizing or rearranging the personnel to strengthen the field nurse and field matron service. For a number of years it has been obvious that this section of the Indian Service has not measured up to its possibilities, and has lagged far behind like activities in centers of white population.

FIELD MATRONS AND FIELD NURSES

The field matron service was first established in 1891 by the Hon. T. J. Morgan, then Commissioner of Indian Affairs. It is interesting to learn from his report what his idea of a field matron was. The following is a quotation from his report: "The duties of the field matron shall be to teach the Indian women everything connected with domestic work, sewing, care of children, nursing the sick, improvement of the house and premises, and organization of societies for the mental, moral, and social advancement of young and old; in, fact, anything which a woman of good judgment, quick sympathies, fertility of resource, large practical experience, abundant energy, and sound health can find to do among an ignorant, superstitious, poor, and confiding people."

This was a large order, altogether too big for the untrained women who were appointed field matrons at the time. Commissioner Morgan apparently left it to the individual field matron to organize her work without direction or supervision, but it must be remembered that at that time what is generally known as "social service" work in this country was just beginning to find itself.

As educational and medical work in the country at large has progressed in the last 30 years, it has become evident that the teaching and training in methods of child care, health and sanitation, and domestic economy must be sound in order to be effective. The instructive visiting nurses of our cities developed from the church deaconesses. From the instructive visiting nurse there has developed the public health nurse, whose duties comprise not only the care of the sick but embrace a much more far-reaching ideal—the care of the health of the public. Her field is the whole community; all have a share in her attention, and she seeks to emphasize and teach health. It goes without saying that she does not neglect the sick. Curative care is the vantage ground from which she teaches the practices that will restore and conserve health.

Along with the development of the home and hospital care of the sick has come the increased knowledge and efficiency in dealing with the many problems of home economics. The methods for teaching this knowledge have been revised and broadened. The value of teaching the principles of nutrition to children, as well as to mothers, has become a routine in the schools.

Another development has been along the lines of social welfare—the adjustment of the individual to his environments, both social and economic.

It is in these three professional fields that the field matron is asked to excel, and for this highly important and much-needed work there have heretofore been chosen a personnel from an untrained group of women, many of them more than willing to meet the requirements, sympathetic and enthusiastic, but absolutely without training, and we have been hoping that they would of themselves reach the standards which are demanded of modern, educated, trained social service workers.

It is encouraging to learn that Commissioner Burke not only has the purpose of building up the field matron service to such standards but is planning to give more emphasis to the visiting nurse activities.

There are some reservations where visiting or field nurses, instead of field matrons, are the pressing need. They could carry out a program of school nursing, cooperating with the teachers in the health education program and with the doctors in securing the correction of defects. They could visit the homes and, where possible, organize classes and conferences with the mothers in home care of the sick and the hygiene of infancy and childhood. They would be absolutely necessary in the required follow-up work on trachoma and tuberculosis in the home.

In many western towns and cities Indians are at work. In several places the Indian Service has established field matron stations where the field matron is doing a social service job whose main factors are adjustment of the young Indian women and men to novel economic conditions and a safe outlet for all the social energy, which young people must develop for themselves when they leave reservation life behind them.

The Board of Indian Commissioners for some years has urged the rehabilitation of the field matron service, and it again urges that this most important function of the Indian Service be further strengthened and brought up nearer the standard of the organized and specialized social service of our large cities.

COOPERATION WITH THE INDIAN SERVICE

Another development of the fiscal year covered by this report was the increasing degree of cooperation which organizations outside of the Indian Service are giving to the Government in welfare work among the Indians. The Red Cross, besides retaining a nurse on the Rosebud Reservation, has decided to start two community centers this coming year, one on the Tongue River Reservation, S. Dak., and the other in the Pueblo of San Domingo, N. Mex. Each center will be in charge of a visiting nurse and also a specialist in home economics. The Eastern Association on Indian Affairs, with headquarters in New York City, which has maintained a trained nurse in the Northern Pueblo Agency, is to place one on the Zuni Reservation as well. The American Medical Association, the National Committee for the Prevention of Blindness, the American Child Health Association, the Junior Red Cross, and an increasing number of local health organizations and agricultural extension societies are working with the Indian Office for the welfare of the Government wards. The United States Public Health Service continues to cooperate effectively, and the medical department of the Santa Fe Railroad is helping the Indian Medical Service to fight trachoma in New Mexico and Arizona. The National League of Women Voters has announced that it has established a fellowship for the year 1925-26, with the Robert Brooking's Graduate School of Economics and Government in Washington for the "study of the American Indian problem, the successive policies of the Government, and the contemporary administration of Indian affairs." The amount of the fellowship is \$1,000.

A SCHOOL PROBLEM

Under date of September 27, 1924, Commissioner Burke promulgated a general educational policy with which the board is in accord. Its outstanding features are the extension of the courses in day schools to include six grades and in reservation boarding schools to include eight grades; increasing the number of grades in certain nonreservation schools so that these institutions will carry all the high-school grades, and the inauguration in the Navajo country of two school periods of six months each during the year, with the purpose of increasing the school facilities of the five Navajo reservations and to educate more Navajo children.

In the circular announcing this policy Commissioner Burke expresses a hope that the pupils of the fourth, fifth, and sixth grades, as well as the first, second, and third, may be kept in school all day, doing only such industrial work in the nature of chores as can be performed before and after school hours. This would make systematic vocational and industrial instruction begin with the seventh grade, whereas now in many schools it starts with the fourth grade.

Superintendents of reservation and of nonreservation schools are finding it more difficult to operate their schools with the assistance of the Indian pupils. A few years ago there were so many of the larger boys and girls in the lower grades that there were always enough pupils to carry on the industrial work. It then was not at all uncommon to find a considerable number of primary students between the ages of 17 and 20, and consequently it was comparatively easy to get enough large boys and girls to do all the chores, to work the garden, and do most of the farming labor. In recent years, however, the schools have been filling up with much younger and much smaller children, because the grade ages of the average Indian pupils are more nearly approximating those of white children. Already a number of reservation boarding schools have been embarrassed because their upper-grade children were transferred to nonreservation schools, leaving only small boys and girls to carry on the industrial and maintenance work of the institutions.

This situation is quite likely to become serious in a very few years, and the only solution which promises to solve what may be a most perplexing problem would seem to be an increase in the number of school employees. It is almost certain that these conditions will have to be met very shortly, and it is suggested that greater efforts be made to train Indian young men and women to do much of the work in and around the schools which now is done by the pupils and then detail them as employees.

Members of the board have heretofore recommended that the eleventh and twelfth grades be added to the Chilocco and Salem nonreservation schools, and we are pleased to learn that in accordance with Commissioner Burke's general educational policy both of those fine institutions now have the upper high-school grades.

In Indian schools, as in similar institutions for white children, there will be found mental and moral defectives. Many special schools for such cases are used for the white children. We have suggested, and we respectfully beg to repeat the suggestion, that it will be well to have two special schools, one for boys and one for girls,

for delinquent cases. It is quite certain that among the many thousands of Indian school children there is a considerable number who, for their own good as well as for the good of the other children, should be placed under strict discipline in special schools.

THE TRACHOMA CAMPAIGN

The trachoma campaign of the Indian medical service was the outstanding accomplishment of the Indian Bureau's year. It began with the conference at Gallup, N. Mex., held by you and Commissioner Burke with the agency physicians and superintendents of the Navajo country in New Mexico and Arizona during April of 1924. At the meeting of the physicians, which was presided over by Dr. R. E. L. Newberne, chief of the Medical Division of the Indian Service; Dr. John McMullen, who has charge of the trachoma work of the United States Public Health Service, outlined a general plan for intensive trachoma work in the Navajo country.

The southwestern trachoma campaign, as it is called, started with three units of the Indian medical service in the Navajo Reservation of Arizona and, with the addition of a fourth unit, extended into the Hopi and Pueblo countries. At this writing the full reports for the year have not been completed, so that the statistics of the campaign are not available. But the number of Navajo, Hopi, Pueblo, Apache, Walapai, Zuni, and Paiute Indians of Arizona and New Mexico who were examined and treated for trachoma runs up into the thousands. In this campaign the Indian medical service had the active cooperation of the United States Public Health Service, the Red Cross, the Santa Fe Railroad medical service, and the State health authorities of Arizona and New Mexico.

While the southwestern campaign was in progress Dr. L. Webster Fox, of the Post Graduate Medical School of the University of Pennsylvania, an eminent ophthalmologist of Philadelphia, who was on his vacation at Glacier National Park in Montana, conducted a trachoma clinic in the hospital of the Blackfoot Reservation which adjoins the park. He did this at the invitation of Mr. Fred. C. Campbell, superintendent of the Blackfoot Reservation. During the course of the clinic, which continued a number of days, Maj. Gen. Hugh L. Scott, of this board, Mr. Edgar B. Meritt, Assistant Commissioner of Indian Affairs, and Mr. S. M. Brosius, of the Indian Rights Association, happened to visit the reservation and attended the demonstration. They were so impressed with the work of Doctor Fox that their enthusiastic reports, combined with official action taken by Commissioner Burke at the recommendation of Assistant Commissioner Meritt, resulted in the attendance of a large number of Indian Service physicians and superintendents who were ordered to the Blackfoot Reservation, where Doctor Fox conducted a demonstration clinic for them. Later in the year a similar clinic was held by Doctor Fox at Albuquerque, N. Mex., and other demonstration clinics were conducted by the ophthalmologists of the Indian Service. As a result there are more than 50 Indian Service physicians who have become skilled operators in trachoma. It is doubtful if any other service in this country now has as many eye

surgeons, ranging from good to expert, as the Indian medical service has.

The trachoma campaign in the Indian Service attracted widespread attention. The board of trustees of the American Medical Association, meeting in Chicago last October, appointed a committee to act in an advisory capacity to the Indian medical service in the prevention and suppression of trachoma. This committee was composed of the following well known ophthalmologists: Dr. J. H. Wilder, Chicago, chairman; Dr. William C. Posey, Philadelphia; and Dr. Arnold Knapp, New York City.

At a subsequent conference of this advisory committee with the Secretary of the Interior and Commissioner of Indian Affairs instructions were sent to the field service calling for a complete survey of every supervised Indian family for the purpose of securing a record of trachomatous Indians. This survey was recommended by the American Medical Association committee. After the roll is completed, with its accompanying record of housing conditions and hygienic surroundings of Indian families, trachoma specialists will be sent to each reservation to handle the situation.

Included in the program of the American Medical Association committee is a plan to teach the Indians the mode of transmission and the best means of avoiding infection of trachoma. To carry out this recommendation the first weeks in May and October of each year have been designated educational trachoma week on reservations. During these periods physicians and superintendents will give lectures daily to groups of Indians, and special instructions will be given in Indian schools, where papers on trachoma will be prepared by the students in the higher grades. All missionaries on reservations have been urged to cooperate in this program.

At the close of the year the campaign against trachoma was proceeding with increased intensity. Dr. J. S. Perkins, in charge of the work in Arizona and New Mexico, had with him Dr. R. H. Ross, Dr. A. M. Wigglesworth, and Dr. W. C. Barton, with Dr. Polk Richards as consulting ophthalmologist. In Oklahoma Dr. H. B. Hailman was carrying on a trachoma campaign in collaboration with Drs. G. W. and P. C. White, of Tulsa, who voluntarily associated themselves with him. Dr. L. L. Culp, with headquarters at Tomah, Wis., was conducting a campaign in that section, and Dr. J. R. Collard, who is the instructing ophthalmologist for the Indian medical service, was at Crow Agency. Dr. Walter S. Stevens, assistant chief of the Indian medical service was in the field at large. On almost all of the reservations and in almost all the schools the agency and school physicians were examining, treating, and operating for trachoma.

Until this general campaign against trachoma started, friends of the Indians, in and out of the Indian Service, had but little hope that this prevalent eye plague of the Government wards ever could be eradicated from the reservations and schools. The unquestionable success of the intensive effort, through a well-organized campaign to fight trachoma, warrants the strong hope that in a comparatively few years our Indian people will be clear eyed and reservations will be rid of the disease which has made blind men and women common objects in Indian communities. We are informed

that the work will continue with unabated energy, for Congress has appropriated sufficient funds for the purpose. The cooperation of the American Medical Association is a significant indication of the general confidence which has been inspired by the year's achievements of the Indian medical service.

The board extends its congratulations to you and to Commissioner Burke upon the success and promise of these endeavors.

Faithfully yours,

GEORGE VAUX, Jr., *Chairman.*

WARREN K. MOOREHEAD.

SAMUEL A. ELIOT.

FRANK KNOX.

DANIEL SMILEY.

MALCOLM McDOWELL.

HUGH L. SCOTT.

CLEMENT S. UCKER.

FLORA WARREN SEYMOUR.

JOHN J. SULLIVAN.

To the SECRETARY OF THE INTERIOR.

APPENDIX

During the fiscal year which ended June 30, 1925, the field work of the Board of Indian Commissioners comprised investigations of Indian affairs on reservations located in the States of Wisconsin, Minnesota, North Dakota, Montana, Wyoming, Washington, California, Arizona, New Mexico, Kansas, and Nebraska. The special reports on these investigations in abridged form are presented in this appendix.

In the last annual report the abstract of Commissioner Moorehead's report on the condition of the New York Indians contains the views of Dr. A. C. Hill, who had charge of the Indian schools for the State of New York. The statement in Commissioner Moorehead's report that Doctor Hill's views were held by only a minority of the Indians was inadvertently omitted. Since the publication of that report Commissioner Moorehead has received letters from New York correspondents, the tenor of which would indicate that there is a general impression that he was in accord with Doctor Hill's views. On the contrary, Commissioner Moorehead believes that Doctor Hill's opinion is held by a minority of Indians and white people in the State; that the preponderance of the evidence obtained by him in his investigation tends to a conclusion opposite to those as presented by Doctor Hill.

TOMAH INDIAN SCHOOL, TOMAH, WIS.

Commissioner ELIOT

In his report on the nonreservation school at Tomah, Wis., which he visited in November of 1924, Commissioner Eliot writes that practically all of the recommendations in regard to improvements at this school which he made in 1919 had been carried out. Following are some quotations from his report:

"The Tomah school now carries the children through eight grades. It ought at once to be equipped with a teaching force sufficient in number to carry the children through the tenth grade. The new school building provides space enough for these additional scholars and the dormitories can be made to accommodate an additional number of the older boys and girls. The enlargement of the dining room now under construction provides the needed space there. The urgent and immediate need of the school is for additional teachers. Even now the classes conducted by the individual teachers are altogether too large.

"No one can visit Indian schools without discovering that certain schools are deplorably understaffed and that sometimes schools of poorer reputation or quality are overstaffed. Occasionally one discovers more teachers than needed for the children, whereas at Tomah there are not enough teachers. It ought to be possible to make the appropriations for the different schools elastic enough to make it possible to move teachers from places where they are not needed to the places where they are needed.

"I am again impressed with the folly of applying to the smaller children in the Indian schools rules and methods well adapted to older pupils. The little children are too small for the out-of-door work. Their services on the farm and about the place are negligible. The plan by which the boys and girls spend half of the day in the school and half of the day in industrial occupations is well devised for the larger pupils, but it does not fit children of 6 to 10 years of age. Provision should be made so that these smaller children can have a longer time in the school room and on the playground, and less time devoted to doing chores for which they are not capable.

"The school at Tomah is fortunate in the cooperation of various departments of the State University. In particular I notice that the officers of the Department of Agriculture of the University of Wisconsin are in constant

consultation with the superintendent at Tomah. The farm at Tomah is used for interesting agricultural experiments and is very productive. With some additional provision for drainage a considerable amount of good land now unused could be brought under cultivation.

"In my report of 1919 I urged that the work of educating the Indian children in Wisconsin should be more and more centered at Tomah, where the school is centrally located and planned and where the plant and spirit of the place have been developed through 27 years of service of one efficient and progressive superintendent. Tomah has not suffered, as so many of the schools have, by constant changes in leadership. Mr. Compton has made of the school an institution of which the department can be proud, and he ought to be in every way sustained."

Some of the recommendations carried in Commissioner Elliot's report are: (a) There should be more teachers. (b) A new hospital should be built, and the present hospital should be made over to provide living quarters for two employees and their families. (c) There is need for increased facilities for the industrial departments; a room for the dairy class; a room for the engineering classes; new facilities for the domestic science department. (d) A new gymnasium ought soon to be built between the boys' quarters and the girls' quarters. (e) The mattresses in the dormitories having become thin and poor should be replaced with new ones.

CHIPPEWA INDIANS OF MINNESOTA

Commissioner SULLIVAN

Commissioner Sullivan made a brief tour of inspection among the Chippewa Indians of Minnesota, visiting the Consolidated Chippewa Agency at Cass Lake and the Red Lake and White Earth Reservations. In his report he commented favorably upon the administration of Superintendent Peter Wadsworth, of the Consolidated Agency, and of Superintendent Brete Dooley, of the Red Lake Reservation. Some excerpts from this report follow:

"A new hospital for Indians suffering from tuberculosis is being completed at Onigum, overlooking Leech Lake. The building was formerly a boarding school. It had fallen into a state of disrepair, so that a large part of the appropriation for this hospital has had to be spent in the work of renovation and in seeking to fit the building for its new purpose. Unfortunately, not enough money is now available to build sun porches for the invalids. I recommend that an endeavor be made to secure funds for these porches, which are useful in promoting the health and comfort of tubercular patients.

"A school for children is located quite close to the site of this hospital. In view of the well-known social habits of the Indians, and their lack of appreciation of the necessity of taking measures to prevent the spread of tuberculosis, I recommend that the school be removed to some distance from the hospital or else that strict precautions be taken to avoid the exposure of the school children to contagion.

"I was impressed deeply with the evidences of efficient and progressive management which I saw on the Red Lake Reservation. The agency buildings are in an excellent state of preservation. Cleanliness and good order were visible wherever I went. A sawmill is in process of construction. This and the fisheries in Red Lake will enable many of the Chippewas to earn their livelihood at work which is more congenial to them than farming. Large quantities of fish are caught in Red Lake and taken to the refrigerating plant maintained by the State of Minnesota on the shores of the lake at Redby.

"The Indians at White Earth are left largely under the local supervision of Dr. William Abbott, who looks after the hospital at White Earth. He is doing everything possible to induce the sick Indians in his neighborhood to take advantage of the facilities which are at their disposal in the hospital. A large percentage of the Indian women living in the neighborhood come to the hospital for the delivery of their babies.

"One of the difficulties facing those who seek to improve the health of the Chippewas is their lack of appreciation of the benefits to be derived from medical care and attention to hygiene. Some of them are unwilling to trust themselves to the ministrations of the physicians, who are ready and willing to look after them without any charge to their patients. It has been found, however, that the Indian women will receive and even welcome the help of the field nurses. Some of the Indian women are more disposed to avail

themselves of the services of the Indian field nurses than of the white nurses. Accordingly, I recommend that a special effort be made to train suitable young Indian women for this important work.

"I made some inquiry as to the truth of the allegations that last winter a number of the Chippewas at White Earth were in a starving condition. It is likely that there were isolated cases of those suffering from lack of sufficient food. Such cases exist in every community, especially during the winter. I am convinced, however, that the broad statements as to general starvation were without foundation. Mr. Wadsworth keeps in close touch with the Indians under his charge and is prompt to relieve any acute condition. The affairs of his office are administered in a very businesslike way. It would appear that the stories of starvation were circulated in order to hasten the distribution of a portion of the Chippewa money held in trust for the Indians at Washington."

FORT TOTTEN INDIAN AGENCY, N. DAK.

Commissioner Scott

In the late summer of 1924 Commissioner Scott made an investigation of the Fort Totten Indian Agency in North Dakota. This jurisdiction comprises the Fort Totten Indian School and the Devils Lake Reservation. When he was a young officer of the United States Army Commissioner Scott was stationed, from 1878 to 1882, at Fort Totten, at that time and for a number of years later an important military post. He mentions this in his report in comparing the conditions of the Devils Lake Sioux in 1882 and the present time. The following quotations are from his report:

"Before my departure in October, 1882, there were very few log houses and a few small fields under cultivation. There was no large game left at that time. I remember the last bear killed here in 1879. The Indians were very poor and frequently had nothing to eat in the house save a few handfuls of corn. Their clothing was insufficient for severe winters and there was employment for only a very few men freighting supplies to the posts and agency from Jamestown. Since there were no settlements from the Red River to the Rocky Mountains, save a few hamlets along the Northern Pacific, many old people died in the winter from the effects of insufficient food and clothing. * * * An Indian was considered rich who owned 10 horses, and many of these starved to death when the snow became too deep. Many families depended upon dogs for transportation."

The present condition of the Indians is indicated by the following quotations from General Scott's report: "An inspection was made of the houses and barns covering some 90 miles travel at different parts of the reservation. There are many comfortable houses, some uncomfortable and insanitary. The superintendent reports 90 per cent of the families housed. Inspection of the dwellings showed an insanitary condition that requires the services of a field matron of force and ability, the position for whom has been abolished. It is recommended that the position be restored until conditions are alleviated. * * * The total population of the 1923 census was 938. The 1924 census was 948, a gain of 10 in population, indicating an improvement in living conditions. * * * All the young Indians have a knowledge of English as well as a few of the older ones. The people are a law-abiding, good people, although somewhat lacking in industry, especially those whose land has been leased. There have been 88 fee patents issued. A few of those who have received them have done well with their land and still hold it, but many have frittered their land away and live with their relatives without homes of their own. If the policy of issuing fee patents to others than those who have proved their capacity should be continued, a large part of these Indians would have no homes and would be a charge upon the community, with many in jail.

"This inspection shows a well-managed school and farm under the superintendent, Mr. W. R. Beyer, and the principal, Mr. James H. Hyde, and both are active, energetic, and capable men with a sympathetic attitude toward the Indian, and altogether the place has an air of industry and effectiveness. The Indians show an advance in civilization, comfort of living, and properly accumulated knowledge of the white man's language and institutions, amount of land under cultivation, and crops raised, but not an advance commensurate with the length of time they have been in contact with white men.

Concerning the school situation General Scott reports, in part, as follows: "The only school facilities in this entire section (in 1882) was the mission school in charge of the Grey Nuns of Montreal, who devoted their lives to this service. This school was located about 8 miles to the east and could accommodate only a few children. This mission has since been moved to this vicinity and accommodates 100 Sioux children. This mission is larger and better equipped than the old one, and mainly lacks an engine and boiler for its laundry since the old one was condemned as dangerous.

"The Fort Totten School accommodates 350 children, mainly Chippewa from the Turtle Mountains. The school is in excellent condition. The premises are neatly kept. The buildings are solidly built of brick and should last for 100 years. The pupils are more comfortable than were the troops that built and occupied the post. The only need that I can perceive is a large room for the children to play in during the severe winters, when the thermometer runs down to 60° below zero and the snow falls to the depth of 2 feet, and high winds prevail, making it impossible to be out of doors. The children should not be cooped up for long periods in a narrow space. There is a fine central plant for pumping water, for heating, and for lighting the whole school. This institution is one of the most comfortable, durable, cheaply run and effective of any I have seen in the Indian Service. The attention of the Commissioner of Indian Affairs is invited to the unfavorable situation of this school in comparison with others of equal importance located on railroads. In addition there is a duplication of service, coal, and other expense, due to the fact that the two portions of the school are situated a mile apart. The allotment for the coming year of \$200 per child is considered altogether insufficient.

"The medical service here has long been in a deplorable state; there has been practically no physician at all for the past 10 months. There are more than 90 cases of trachoma on the reservation and 46 in the schools, with 38 cases of tuberculosis on the reservation, besides Indians sick with other ailments, for whom no treatment is afforded."

FORT BERTHOLD INDIAN AGENCY, N. DAK.

Commissioner Scott

Commissioner Scott visited the Fort Berthold Indian Agency in August, 1924. The reservation approximates an area of 650,000 acres lying on both sides of the Missouri River in the western part of North Dakota. The agency headquarters is at Elbowoods 90 miles south of Minot, which is on the Great Northern Railroad. This is the reservation for the Arickaree, numbering 426; the Mandan, numbering 273; and the Hidatsa, numbering 547; a total population of 1,246. The Indians born before 1910 were allotted from 160 to 400 acres each, depending on the character of the soil and whether suitable for grazing or agriculture. The agency is in charge of Superintendent Stephen Janus. Following are some excerpts from General Scott's report:

"During the past year 238,900 acres were leased for grazing purposes. At the present time there are 29,500 acres leased for farming and 180,000 acres for grazing for the ensuing season. The land leased in 1922 netted \$75,000, most of it at the rate of \$1 per acre.

"There are no boarding schools other than the Catholic and Congregational mission schools. There are 368 children of school age on the reservation, all of whom attend some school, excepting those excused for physical disability, showing that the school facilities are adequate.

"The agency buildings at Elbowoods are in generally good condition. Good water, soft and pure, is piped from a well. The sewer and bathing facilities are inadequate, and the toilets adjoining the kitchens are in such a condition that they seem to me to be a menace to health. I recommend that proper sewers, baths, and sanitary facilities be installed. The crops at this reservation were generally good this year, free from losses on account of hail and grasshoppers. The Indians are generally prosperous and are pretty well housed from an Indian point of view. Superintendent Janus impressed me as an active, energetic, and sympathetic person deeply interested in the welfare of the Indians and careful of their needs."

FORT PECK INDIAN AGENCY, MONT.

Commissioner Scott

The Fort Peck Indian Agency in northern Montana, was visited by Commissioner Scott in August, 1924. Its headquarters is located at Poplar on the Great Northern Railway. Its Indian population of 2,215 comprises 808 Lower Assiniboin and 1,409 Upper Yanktonais Sioux. The reservation approximates an area of 800,000 acres, of which 212,000 acres were leased for grazing this last year and 16,000 acres for farming. It was reported that the Yanktonais farmed 2,857 acres and the Assiniboin 1,900 acres. The former tribe is mostly allotted below and the latter above the agency headquarters. According to the allotting agent there are 237,000 acres still unallotted. The following is Commissioner Scott's report, in part:

"There have been 622 fee patents issued at this jurisdiction. Most of this land has been sold by the allottees and a large part of the proceeds squandered. The superintendent believes it is doubtful if there is one Indian who has received a fee patent to his land that still holds it intact and unencumbered. Some of the patentees have gone to work, but many live off of the older people. There are six farming districts for this large reservation, but there are only two agency farmers. These farmers are the right hands of the superintendent, who is unable to cover such a large field personally. He should be provided with a farmer for each district; if he is to be held responsible for results, it is not reasonable to expect him to make bricks without straw. None of the Indians are becoming well to do through their activities in stock raising and farming, but the superintendent is of the opinion that quite a number of the Indian men, if they continue the way they have started this year, will soon be on the road to prosperity. Last winter it was necessary to issue rations to 162 individuals.

"While at the reservation it was reported that there were 128 cases of tuberculosis and 286 cases of trachoma. Two doctors are assigned here, but one of them has no means of getting about the country to make visits to the sick, except for a car allotted to the farm station where he and one of the agency farmers are located. There is no field matron on the reservation, and several are badly needed to cover this extensive region where many of the Indian homes are in great need of improvement in a sanitary way.

"There are 1,203 children on the reservation. Of this number last year 43 were not in school on account of physical reasons, 27 were considered too small for attendance, and there was no record for 12 others. The agency and school buildings seem adequate and comfortable, and a number of the Indians have good homes.

"The superintendent, Mr. Peter H. Moller, was an assistant to Mr. Campbell, of the Blackfeet Agency, when the system of the five-year industrial program was evolved and is enthusiastic as to its value. It is being put in force as rapidly as possible on this reservation with good results as far as it has gone. Of the two irrigating systems reported on at my previous inspection of this jurisdiction as having no reserve water supply, the superintendent reports that no change has been made, and the ditches are often dry at the time water is most needed for irrigating the lands.

"This year there has been more rain in this western region than usually falls. The Fort Peck Indians are better prepared for winter than ever before as far as stock and feed are concerned. They have large and good gardens, and there has been a bountiful crop of hay which is close to transportation facilities. Superintendent Moller seems to be energetic, sympathetic, and deeply interested in his work."

FORT BELKNAP INDIAN AGENCY, MONT.

Commissioner Scott

In August of 1924 Commissioner Scott made a visit to the Fort Belknap Indian Agency to follow up an inspection he had made two years before. The reservation lies in northern Montana; its population consists of 582 Gros Ventres (Atsena) and 597 Assiniboin Indians. He noted a number of improvements in the agency and school plant which had been made since his previous visit. Parts of his report follow:

"The mess building has since been replaced, but the school principal and his family are still crowded in the girls' dormitory. A new building for the princi-

pal should be provided at once, as well as a gymnasium where the children can assemble and play in bad weather, such a building being probably more needed here than at any other agency owing to the intensity of the winters and the crowded condition of the children's quarters, a number of children being compelled to sleep two in a bed.

"During the past school year the attendance of the reservation children in schools numbered 305. Only 19 children were reported as not in school on account of ill health and other reasons. It was noted at the agency boarding school that the school farm is improving, and it affords vegetables and sufficient milk for the children.

"The Assiniboins and Gros Ventres are very poor and are likely to remain so. They raise a good deal of hay, for which there is a market at a low price along the railroad, but the crops raised around the Little Rocky Mountains, 45 miles from rail facilities, have a narrow market. At this remote section the mission schools and neighboring Indians use up a portion of the wheat raised, ground at the Hays mill, but the surplus is far from a market. Here there is practically one customer for the hay, the Matador Cattle Co.

"The superintendent, Mr. John T. Marshall, reports that the five-year industrial program is in process of installation and has shown visible results. The Indians of this reservation are generally poorly housed and backward from an economic standpoint, and under the climatic and other conditions in which they must live there is little prospect of improvement. The greatest needs of this agency at present are a new building for the school principal and a gymnasium for the children."

BLACKFEET INDIAN AGENCY, MONT.

Commissioner SCOTT

Commissioner Scott, while visiting the Blackfeet Reservation, Mont., in August and September, 1924, attended a meeting there of reservation superintendents and physicians who had been brought together to study the "five-year industrial program" which Supt. Fred C. Campbell, of the agency, had initiated, and to attend a trachoma clinic held by Dr. L. Webster Fox, of Philadelphia. The following are quotations from his report:

"Three years ago Superintendent Campbell conceived a plan for a five-year industrial program for the Blackfeet under his care. At the time he became superintendent here the Indians were very much discouraged. There had been three years of severe drought, during which most of the cattle and horses had died, leaving little motive power for farming purposes. There had been seven superintendents at the agency in three years' time, and under such a system there could be no continuity of policy.

"Mr. Campbell had known the Blackfeet previously and was familiar with their conditions. He began immediately a house-to-house survey of the whole reservation, taking with him the farmer and Doctor Yates, one of the most earnest, hardworking, and devoted physicians in the Indian Service, who has won the respect and affection of these Indians.

"The superintendent then began his efforts to supply the needs of the Indians. With reimbursable funds he obtained plows, horses and wagons, seeds, etc., and urged the breaking up of land and the planting of crops, many people insisting that this could not be profitably done because of the scanty rainfall and the danger from early frost. He found a large proportion of the Indians on the ration roll and their pride and initiative at a low ebb. He was urged to cut the Indians off the ration roll in the spring, but with great common sense he kept them on until their crops could furnish them with food.

"When I visited this reservation in 1922 I found Mr. Campbell constantly traveling over the country visiting each family personally, stimulating their pride, urging them to greater efforts.

"The task of seeing each person so frequently was a superhuman one on that vast area, and it occurred to Mr. Campbell that he could lighten that work and accomplish more by organizing the whole population into chapters or groups and dealing mainly with those selected as their heads. The principal men of each district, men of stamina, influence, and force of character, were chosen by the Indians themselves. These chosen leaders exerted their influence for the good of the chapter as has never been done before.

"He procured a flour mill and installed it among the full bloods at Heart Butte. This mill ground up all the wheat that was raised, so that each man with the grain not only obtained his year's supply of flour but had a little

to sell. The chapters were soon struggling to make their 'flour meet'—that is, have the flour of one crop last until the grinding of the wheat of the next season.

"Efforts were made through the chapters to cause root houses to be made for the preservation of potatoes and other vegetables. One president told his chapter that his vegetables always lasted longer if he kept them in his own root house than if stored in any other man's cellar. The result has been that 90 per cent of the Indians now have root houses built. The amount of wheat that has been raised has increased from 1,000 to approximately 100,000 bushels this year.

"The chapters meet and encourage each other to make more strenuous efforts. The president goes about and sees that the farming implements and seed of his chapter are ready before the time they are needed, that the implements are housed for the winter, and looks into the many things that any enterprising farmer should be taking an interest in.

"The Indian Bureau is supporting this movement by the use of reimbursable funds, without which it would not be possible to make much progress. The bureau has furnished another and larger flour mill to grind the increasing wheat crops. This is located at Browning but is for the benefit of all parts of the agency.

"In addition to the chapters of the men the superintendent started auxiliary chapters of a similar character for the women. The women were encouraged in raising and canning vegetables, raising chickens and sheep, carding wool, weaving blankets, cooking, improving sanitary conditions in the homes, and nursing children.

"It is most affecting to note the enthusiasm of both men and women, the pride with which they show their stock and products, the happiness and satisfaction over their ability to take care of their families, and the respect and affection they hold for Superintendent Campbell and his wife, who also is wrapped up in the project.

"During the meeting of the superintendents and doctors at Browning, the Blackfeet agency headquarters, a clinic on trachoma was held by Dr. L. Webster Fox, of Philadelphia, and it was most inspiring. Doctor Fox operated on many Indians. He does away with the old blue-stone treatment, which covers a year or more for extreme cases and is attended by great pain and suffering, and often with but small result in the end. The Fox method effects a cure at one operation, and the patient only requires from 10 days to two weeks to recuperate.

"About 100 cases were operated upon by Doctor Fox and others with excellent results, giving hope, if followed up by the Indian Bureau, of extirpating this disease, which has been one of the main scourges of the Indian race. Doctor Fox gave his time and valuable services free to the Indian with a philanthropy of the highest order.

"Superintendent Campbell took me up to Alberta, Canada, and we visited the Sarcee, Blood, Blackfoot, and North Piegan Indian agencies, and were most kindly treated by the Canadian officials. The main differences from the American system of Indian administration which I observed are as follows:

"First. The Canadian agency superintendent is thrown upon his own initiative and responsibility without the necessity for constant reference to the main office for permission to accomplish the simplest acts. In other words, the system is decentralized, as all large administrative operations should be, rather than centralized as in the United States. The superintendent has his course of action outlined in a small pamphlet about one-quarter of an inch thick.

"Second. The superintendent is an officer with civil powers permitting him to give a summary trial to all persons, red or white, who violate the 'Indian act,' and he has power to award punishment in case of conviction up to two years' imprisonment, less one day. This has a most salutary effect on the commission of crime on and near the reservation, a great contrast to our reservations where the laws have usually been most difficult of enforcement, often impossible.

"Third. Another difference is found in the Canadian treatment of Indian schools. The Government does not manage any boarding schools for Indian children on reservations, but it usually has buildings, land, etc., which it turns over to a Church of England or a Roman Catholic mission to run, while the Government pays the expenses. The Roman Catholic mission for the Blackfeet proper at Gleichen was a model of neatness and efficiency, a neater

and better-appearing agency boarding school than I have seen on this side of the British line. This was the only boarding school that we inspected.

"Fourth. Another difference in the treatment is the fact that all the land is common property and turned over for temporary use to an Indian as long as he will farm it. If it is neglected, it is taken away from him and given to another. Thus no land can be sold without permission of the Government, and the Indian is always certain of a home if he can take care of it, and there are no land sharks lying in wait about the agency.

"Fifth. The last salient difference noted during the short time available for observation was the fact that the marriage of a white man into the tribe gives him no rights to property or other interests, and his wife becomes in effect a white woman. This eliminates a large number of white adventurers such as we see about all our agencies.

"As shown by my report of 1920 on the Blackfeet Reservation of Montana this agency was one of the most neglected and run-down places in the Indian Service. Its plant has since been put in better condition; a water system, better sanitary equipment, and new buildings have been added at the agency headquarters. This jurisdiction under Mr. Campbell, with its five-year industrial program and its Fox method of treating trachoma, is the most encouraging of all the Indian agencies I have visited. I shall watch the progress here and elsewhere with the deepest interest. Both deserve the utmost support from the Indian Bureau and from Congress. Sufficient money should be appropriated by Congress to support the five-year program with reimbursable funds wherever conditions will justify, and enough money should be provided to stamp out trachoma in the entire service in one year."

SHOSHONE INDIAN AGENCY, WYO.

Commissioner SCOTT

The Shoshone, or Wind River, Reservation is located in central western Wyoming, with its agency headquarters at Fort Washakie. This jurisdiction was visited by Commissioner Scott in September of 1924, and the following are parts of his report:

"The Indian population of the reservation is over 1,800, being divided about equally between the Arapaho and Shoshone Tribes. Nearly three-fourths of the Arapaho are reported as full bloods, while only a little less than half of the Shoshone tribe is of full blood. This reservation originally contained an area of about 2,100,000 acres, but the diminished area now consists of about 800,000. About 2,400 allotments have been made to the Indians, and over 2,000 of these are located in the present diminished section of the reserve.

"The Shoshone and Arapaho are a backward people and are poorly housed. The superintendent is providing four new houses for Indians this year. Special efforts should be made to get these tribes properly housed. It was the consensus of opinion of the Indian Service superintendents who met at the Blackfeet Agency this summer that the hospitality of the Indian is boundless, and he will overcrowd his one-room house with guests in the wintertime to the limits of its floor space, many of them being afflicted with tuberculosis. In designing Indian houses to get adequate air space it is necessary to re-strict the amount of floor area and increase the height of the ceiling and install suitable ventilators which will allow the air from the lower part of the rooms to escape through the roof.

"There is a great plenty of timber in the mountains and a flour and saw mill at the agency, and every effort should be made to get both tribes properly housed. There is plenty of land served by irrigation ditches, and there is no reason why these Indians can not become a highly prosperous and comfortable people.

"The reservation boarding school, which has a capacity of 135, is located about a mile and a half from the agency headquarters. It is a pleasure to see such a school, as it is both comfortable and adequate for its purpose. The children are from the Shoshone Tribe.

"The Episcopal mission of St. Michaels is about 6 miles down the Little Wind River and cares for about 100 Arapaho children. It is much improved since my last visit of four years ago, particularly in respect to its farm, stock, and chickens. The latter have taken prizes wherever shown in competition. The broadminded tolerant attitude toward the Indian's religion as shown by this mission is now bearing fruit.

"Last summer the Arapaho requested the missionary, Rev. Royal Balcom, to pray at their sun dance, showing that the Indians are gradually giving up their old beliefs willingly. There is small doubt but that such tactful treatment as is in effect here will soon lead the Indians away from their old ideas, with the full consent of the Indians themselves. This will create a much better condition than if attempts are made to drive these people away from their old ideas against their own will and with resultant resentment.

"A visit was also made to the St. Stephens Catholic mission about 25 miles below the agency on the Little Wind River near the junction with the Popo Agie. Here some devoted Jesuit fathers have a boarding school for 100 Arapaho children and work a farm that helps support it. The mission farm is irrigated, and we saw a remarkably fine garden, where samples of melons and other products were being selected for the fair at Riverton, Wyo. The Fathers seemed devoted to their calling, their plant is adequate to its purpose, and they showed us about with much hospitality.

"The five-year industrial program has been started on this reservation, but it has not progressed far. This jurisdiction would seem to be a fine place for it to be developed, and I look forward to seeing results here in another year."

MISSION INDIANS OF CALIFORNIA

Chairman VAUX

In April and May of 1925 Chairman Vaux conducted an inquiry into the conditions of the Mission Indians of California, who are under the supervisory care of Mr. Charles L. Ellis, superintendent of the Mission Indian Agency, with headquarters at Riverside. In all there are about 30 reservations in this jurisdiction, of which Chairman Vaux visited the following: Santa Ynez, San Manuel, Morongo, Agua Calientes (Palm Springs), Augustine Cabezon, Torres-Martinez, Soboba, Pechanga, Pala, Pauma, Rincon, LaJolla, Los Coyotes, Volcan Mountain, Mesa Grande, and Capitan Grande. These reservations vary not only in size but in the number of Indians on the rolls. The extreme differences in these respects make the census figures of the Mission Indians exceedingly misleading. Commenting on this phase of the survey Chairman Vaux, in his report, writes as follows:

"First, the census figures give both resident and nonresident Indians, and oftentimes there are but three or four families on a reserve making a total population, perhaps, of less than 20 people. The balance of the enrolled population, because of their employment, are living in towns or other places where there are various kinds of work which yield them good wages.

"Second, the total acreage of some of the reservations include many square miles of the roughest kind of mountain lands, which are not available even for grazing. The actual cultivated acreage will be confined, perhaps, to but 2 or 3 per cent of the total area. In addition much of the usable land is available only in case it can be irrigated, and the supply of water is by no means unlimited."

The report of Chairman Vaux shows that according to the 1924 Indian Service census there are 2,764 mission Indians enrolled and that the total area of all reservations is 247,571 acres; that the estimated area of completed irrigation projects is 7,898 acres, of which 4,616 acres can be supplied with water from constructed works; that in 1924 1,868 irrigated acres were farmed by Indians and 2,450 acres were dry farmed, and that the total cost of all projects amounted to \$254,639. The agency census of school children showed there were 663 children of school age in the jurisdiction, of whom 530 were attending Federal, mission, and public schools.

The five Indian Service day schools had an attendance of 88; Sherman Institute, Riverside, Calif., took care of 83 children; Haskell Institute, Lawrence, Kans., had 4; and 4 were enrolled at the Yuma Indian School. Children were transported to the Volcan, Campo, Pala, Rincon, and Mesa Grande day schools by the Government, because many of them live far from the schools. Some of these children had never seen a locomotive or the ocean until they were taken on an "educational picnic." Last year the city officials of San Diego entertained a number of the little Indians by taking them to theaters, up elevators to roofs of skyscrapers, and aboard some of the war-ships in the harbor.

Concerning the general situation of the Mission Indians Chairman Vaux found that because of the treatment they received from white people they are suspicious of anything that might be suggested for their welfare and that their unfortunate experiences have been used by persons who profess to be their friends and who, many times, believe themselves sincere but who are giving the Indians the worst kind of advice in that they are encouraging them in all sorts of opposition to the Government and its authorities. He showed that the wholesale arrests of mission Indians during the Great War, in connection with the draft, have given the Indians further opportunity to feel aggrieved. In commenting on this situation Chairman Vaux writes:

"It is oftentimes difficult to tell which influence is doing the most harm to the Indians; that of the out-and-out grafters, that of persons who while honest in a monetary sense are continually against the Indians in every possible way, and those sentimentalists who, while sincere in motives, are continuously dwelling on their wrongs and insisting that the Government should do more for them.

"These Mission Indians are suffering from all three of these classes, and it is unfortunate that there has not yet developed in California an acutely aroused public conscience which shall in an effective manner cooperate with the Indian Bureau in endeavors to place these Indians in a much better position than it is possible for them to be in otherwise."

As an illustration of the attitude of some of the white people in regard to Indians the report cites a case where two Indian children were removed by public-school authorities from a district school on a rather flimsy excuse. In regard to this matter the report reads:

"I have since been informed that on the matter being taken up actively the objection to the children was withdrawn, they being furnished with health certificates by Indian Service doctors. The case is none the less interesting as showing an attitude similar to that which has heretofore been reported from various parts of California and which excluded Indians not only from schools but public hospitals as well. If the people in California who are putting a good deal of energy into Indian affairs were to devote more of it to trying to improve the attitude of their own citizens and less to endeavoring to stir up dissatisfaction with the Government among the Indians themselves, I think there is no doubt but what conditions might be improved in many respects from what they now are."

Chairman Vaux is of the opinion that the most vital subject affecting these Indians is that of their allotment. The trouble concerning the allotment largely arose from the fact that they were made many years ago and never approved. Subsequent legislation providing for the inclusion in the list of allottees and after-born children brought about the making of new lists, and more recently the land has been reallocated in proportions much smaller than the original allotments, although in every instance endeavors have been made to conform with the first allotment lines so as to include the holdings formerly given to the same family. Naturally those Indians who found the new allotments had materially reduced their area were dissatisfied.

Chairman Vaux held a meeting at the Rincon Day School on April 17, which was largely attended by Indians from reservations in that vicinity, who expressed their views to him very freely. In connection with this matter he observes:

"It was interesting to find that almost all of the older people were opposed to the allotments and were declining to accept them, their pleas being that the new ones were not of sufficient size and that the old allotments, made five or more years ago, should be adhered to. The younger people, however, were vigorously in favor of having the latter system of allotments approved and made most effective pleas to have some land which they might call their own, even though it were but a small number of acres, in order that they might have an opportunity to earn a living for themselves and their families and demonstrate their ability to use to effective advantage the training given them in Government schools.

"To my mind it would appear that the key to the situation is the securing by the Government of more good land for these people and that care be exercised that it shall be of a kind that can be properly irrigated. If this were done the source of irritation, which is caused by the reduction in the size of the allotments that have been in a measure, at least, accepted by the Indians, would be removed."

In regard to the question of irrigation the report reads, in part, as follows:

"The general water situation is a very serious one, affecting, as it does, the whole of southern California and not the Indians alone. It is a cause for most thoughtful consideration that there are well authenticated figures which seem to indicate that the total water supply in a number of regions is gradually diminishing. I was informed that in the Coachella Valley region the water level is rapidly lowering and that many wells, which when bored were flowing, now have to be pumped. In the last dozen years or more the water level has decreased at the rate of a foot a year, showing that the underground reservoirs are being dangerously depleted, and it is a question whether the time is not to be looked forward to in the near future when land which is now effectively irrigated will revert to a semidesertlike condition. Already steps are being taken to prevent, legally, the future development of water in some of these regions upon the plea that the flow is not sufficient to provide for any new activities.

"Another serious consideration in connection with the water development arises from the expenditures which have been under reimbursable appropriations for developing irrigation water for the Indians. Recently there has been considerable agitation looking to collecting from the Indians the acreage charges for this water. My own belief is that such a step is not advisable and will simply add another source of irritation and perhaps persecution. These Indians, taken as a whole, are too poor to pay the very large charges which have accrued against them."

The following are some quotations from the report:

"There is a large demand for labor of the kind which the Indians are well calculated to supply. Any able-bodied man can secure employment in the various sorts of orchards all the year round and at wages which will run as high as \$5 or \$6 a day. To many of the Indians this opportunity is much more attractive than tilling their own lands, for the reason that they get along much better on steady wages regularly paid to them (perhaps weekly) than they do looking forward to receiving money from the sale of their apricots, peaches, or oranges, which may produce a larger sum in total than the yearly wage but which is not distributed through the year in a way that steadily provides them with money.

"Following the recommendations made some years ago by Commissioners Eliot, Ketchum, and Smiley of our board regarding the old reservation buildings at Soboba, they were turned into a very nice hospital, which I found to be well equipped and in excellent condition. Unfortunately, as a part of the adverse attitude of the Indians to all Government undertakings, fostered by some of their ill-advised white friends, there was in many quarters a violent opposition to the hospital; in fact, to all medical work being done by the Government. I found evidences of this opposition at the time of my visit. In addition to the regular hospital staff, Doctor Barton, an Indian Service eye specialist, was conducting a campaign against trachoma. Up to that date he had treated 21 eye cases, 17 of them being for trachoma, and all of the patients showed marked improvement.

"The act of 1924, conferring citizenship on all Indians, has introduced increased uncertainties of the status of the Mission Indians and the authority of the Government officials over them. I believe they had always been considered as citizens, but the recent stirring up of the question has caused it to assume increased importance. There is a large body of the Indians, possibly as many as one-half, who hold that neither Federal nor State laws apply to them in any way. The unsettled state of the law as to the jurisdiction over them makes it possible for them to carry on all sorts of petty annoyances aimed at those who do not agree with them, and at the moment there seems to be great difficulty in reaching the offenders. Immediate and active steps ought to be taken to insure a proper respect for the United States Government and its employees. A few fines or, better, jail sentences (selecting the worst cases) would do much to help civilize these people who now openly defy the Government. Were they living in any of our eastern communities and proceeding as many of them do, it would be but a short time before the strong arm of the law would seize them, and they would thus be compelled to show the respect which the United States requires of everyone, whether citizen or not, living within its borders."

"The Agua Calientes (Palm Springs), Torres-Martinez, and Cabezon bands have serious conditions arising from the question of conservation of their waters. At Palm Springs the water rights have their origin in the canyons.

Here there is considerable cottage development coming in, and with the claim that domestic water has priority over that for irrigation purposes, especially when beneficial use is not made of the latter, steps should be taken immediately to see that nothing is done or left undone which may in any way endanger the Indians' rights. On the other two reservations named the underground water rights are the important ones. Pumping plants should be put in at a number of the wells which have ceased to flow, and also a number of new wells should be drilled and pumping plants supplied. Unless this is done very speedily, with the increase of new wells the water will be appropriated to the full capacity of the underground storage and the water will be lost.

"At Agua Caliente there are other questions which are very serious. There are but 50 Indians on the roll at this point, and the reservation is computed at over 31,000 acres. There are alternate sections of desert land, some of it of great value when irrigated, and in addition the Indian holdings run way up almost to the summit of the San Jacinto Mountains, here attaining an elevation of over 10,000 feet. From the mountains come down certain canyons which have living streams in them, but which soon sink away when the desert is reached. Several developments are now projected occupying one or more of these canyons or land adjacent to them. These would be primarily on land not included in the Indian reservation, but have been so located as to take water from the streams which the Indians own. In addition to the erection of hotels and cottages, another plan is to make a national park upon the canyon, including the largest groups of palm trees and developing the situation in a way similar to other public parks. This latter plan should receive most careful consideration, and I can see no reason why, if proper steps are taken to protect the Indians, the national park plan should not be carried out."

"When at Pala I was very much struck by the untidy and dilapidated condition of the number of houses which were supplied by the Indian Bureau to Indians a good many years ago. Someone conceived the brilliant idea of buying a ready-made house from an eastern department store. These houses were shipped to Pala and there erected with the aid of an axe and screw driver. They may have presented a respectable appearance at first, but their construction is not such as to meet the requirements of the families living in them, nor to withstand the action of the elements."

Concerning the Capitan Grande Band, Chairman Vaux devotes considerable space in his report to the El Capitan project, which contemplates the building of a storage dam and reservoir to increase the municipal water supply of the City of San Diego. The stored water, if the project is constructed, will flood the home and farm lands of these Indians. Congress enacted legislation permitting the realization of the project provided that any judgment or order of condemnation entered in any proceeding shall be binding upon the Capitan Grande Band "only upon the approval of the Secretary of the Interior or the terms of said judgment: *Provided further*, That the Secretary of the Interior shall require from the City of San Diego, in addition to the award of condemnation, such further sum which, in his opinion, when added to said award, shall be sufficient for the erection of suitable homes for the Indians on lands purchased, the erection of such schools, churches, and administrative buildings, the sinking of such wells and the construction of such roads and ditches, and providing water and water rights and for such other expenses as may be deemed necessary by the Secretary of the Interior to properly establish these Indians permanently on the lands purchased for them," etc.

Commenting on this project Chairman Vaux observes:

"In addition to this Capitan Grande project there are several others which the city has under consideration, and it is highly probable that one or more of these will have to be developed in the near future if a sufficient supply of water is to be provided. Before any site is accepted for these Indians it should be clearly demonstrated that the location is one which will not be affected by future water development for the City of San Diego or any other municipality, and that an ample supply of water is assured the Indians without any doubt whatever."

In conclusion, Chairman Vaux stated "In closing this report I wish to refer to the great courtesy to me of Mr. C. L. Ellis, the superintendent in charge of the Mission Indian Agency at Riverside, and of his staff. Mr. Ellis has had many years of practical experience in different parts of the Indian field. He is thoroughly alive to the serious and perplexing problems which confront

the administration in this jurisdiction and is bringing to his task painstaking and devoted ability."

POTAWATOMI INDIAN RESERVATION, KANS.

Assistant Secretary HENDERSON

In northeastern Kansas, about 20 miles to the north of Topeka, is located the Potawatomi Indian Agency, near the village of Mayetta. This agency, in charge of Supr. Arvel R. Snyder, has under its jurisdiction the Prairie Band of Potawatomi Indians, reported as numbering 810, Kickapoo Indians numbering 275, Iowa Indians with a population of 346, and a group of 97 Sac and Fox Indians. The Potawatomi lands immediately adjoin the agency headquarters, while the Kickapoo reserve is some 30 miles north, and the Sac and Fox and Iowa lands lie along the Kansas-Nebraska boundary, near the Missouri River.

By direction of the board, Assistant Secretary Earl Y. Henderson visited this agency in May, 1925, to obtain certain information for its use, and while there made some inquiry into the general condition of the Indians, more particularly the Potawatomi. After recounting the history of that tribe which originally lived in the Great Lakes region, he reported, in part, as follows:

"In the earliest days of contact with white men the Potawatomis were described as 'the most docile and affectionate toward the French of all the savages of the West,' were considered more kindly disposed toward Christianity, and more humane and civilized than the other tribes. According to one early writer, 'their natural politeness and readiness to oblige was extended to strangers, which was very rare among these people (the Indians).' Their women were reported as more reserved than was usual among the Indians and showed some tendency toward refinement. If these early accounts are accurate, years ago these Indians must have been among the superior tribes of the frontier. A close examination of their present condition would seem to bear out the belief that probably this was true and that they have, except for certain lapses possibly common to any people going through a rapid period of transition, maintained a high level among the Indians of the country.

"A tour of the reservation, visiting the Indian homes and observing the farming operations during the corn-planting time in May, showed all the Indians to be exceedingly busy. Practically all the able-bodied men were at work in the fields listing in their 80, 100, 120, or 200 acres of corn. The women were tending to their household duties in the same manner as the wives of neighboring white farmers. These Potawatomis live, as a rule, in the smaller type of one-story, frame farmhouses, though rather large and pretentious dwellings are often seen. Most of the houses are in need of a coat of paint on the outside and wall paper and paint on the interior, these things having been neglected in the last few lean crop years because of the shortage of ready cash. The barns and other buildings attached to the farms appeared to be in fair condition, some of the best being in excellent shape, while a few approached the tumble-down order.

"The Indian housewife keeps the interior of the home in excellent condition, floors are scrubbed spotlessly clean, dishes are washed and stored away in orderly fashion, washing and ironing seem to be ever in progress in the homes of the reserve, neat-appearing rugs are seen on the floors of many of the houses, and shiny clean linoleum is in general use on the floors of the kitchens. Sewing machines are seen nearly everywhere, while in the occasional home is a radio set or a telephone. There is not, however, that orderly arrangement of furniture and household articles about these Indians' homes that one observes in most well kept white farmhouses.

"Gardens, small orchards, and berry plots furnish the family with a good variety of foodstuffs. Chickens are ever present about these farms, many having several hundred of them, and I was told that some of the largest flocks bring in the Indian householder on the average of about \$5 a week. Eggs are usually traded in and keep many of the families stocked with groceries a good part of the year. Some of the chicken houses are large, well-built structures. The barnyard also has its pen for hogs, while cows are kept at every home, anywhere from one to a dozen. In fact, after seeing the Indian wife churning butter or canning fruit over a good stove in her spotless kitchen and seeing her overalls-clad husband just returning from listing his 100-acre field of corn

with a big four-horse team, it is hard to believe that not many years ago the ancestors of these industrious Potawatomis were living a roaming half-savage life on the plains or in the northern woods.

"It was not many years ago that idleness and drunkenness were very common on this reservation. These Potawatomis had a great fondness for intoxicating liquors, and conditions were rather demoralized at times. Through the persistent and courageous work of Superintendent Snyder affairs were much improved, and now some of the most stable men of the community were those that once caused much trouble to the agency authorities.

"The original area of the diminished reserve was about 77,440 acres, but a little over half of this area has been alienated, and now the Indians hold title to about 36,540 acres. Of this area the Indians two years ago farmed 7,041 acres and used 6,385 acres for grazing, a total of 13,426 acres. The area leased totaled 23,113 acres, 10,182 for farming, and 12,931 for grazing. For the same year the Indians raised 89,400 bushels of corn, 19,888 bushels of wheat, 18,000 bushels of oats, and 546 tons of alfalfa. At this time they were reported as owning 600 cows and heifers, 618 steers, 1,220 hogs and pigs, 541 horses and mules, and 6,200 chickens. This is a respectable amount of stock for 660 resident Indians.

"The total leased area of 25,760 acres on the reservation might appear rather large for an Indian people as industrious as these are reported to be. A careful check up of these lease figures, however, will show that there are probably only around seven or eight cases where Indians who are able to work their own lands are leasing to white people. These lands, it must be remembered, are owned by about 810 Indians, and only about 660 live on the reserve. Potawatomis living in Wisconsin lease 10,750 acres belonging to them in Kansas and manage to gain a meager living in that State on the relatively small rentals. Over 2,000 acres are leased by enrolled Potawatomis who are scattered all around the country, some in nearby towns and cities, some in Oklahoma, some in California and other places, engaged in various lines of work.

"Nonresident Indians thus own at least half of the leased area. The balance, which is locally owned, is leased because the owners are old and unable to work the land; minors; women who are living on their husbands' allotments; persons residing on lands of their own in some other part of the reserve; or the property may be an undivided estate.

"Potawatomis enrolled and owning lands on this reserve who live in Wisconsin by choice control about 10,750 acres, as shown above. All the rent money must be collected here and sent to the Laona Agency in Wisconsin for distribution. It would seem reasonable that this Kansas land might be sold. If these nonresidents never intend to return, and the Indian located on tracts of their own somewhere under the Laona superintendency in Wisconsin.

"The administration of the affairs of these Indians would probably be much simplified by such land sales, and the Indians could probably then be encouraged to go to work in Wisconsin rather than idle along living on their Kansas lease revenues. Such a plan of land sale in Kansas would probably encounter considerable opposition. The Potawatomis now on the Kansas reserve oppose the alienation of any more Indian land there, even though it is owned by nonresident Indians. It is understood also that the landowners living in Wisconsin are adverse to any change in the present status of affairs. Then the market for farming lands in Kansas and adjoining States is poor at the present time, and quite a readjustment in agricultural conditions must take place before such lands can be disposed of at a good price.

"The old order of things is rapidly changing at Potawatomi. The average Indian farmer is too busy to attend council meetings. The first Indian meeting for nearly a year was held at the agency during the latter part of May and was attended by some 20 Indians only, most of the more prominent old men being these. Nothing of major importance was discussed at this gathering.

"The old drums and the ceremonial dances are not seen much any more. As the old people pass away the younger generation lives more completely the life of the white man. Although a real Indian dance is held each year at a picturesque dance ground lying along one of the small creeks in the southern part of the reservation, it has lost much of its former importance. In fair weather the dances are held under the trees near the creek in a circular dirt-floored arena of about 100 feet in diameter, but the old wooden hall adjoining has seen its best days and probably will not long withstand the strong Kansas winds.

"Here, as at many other reservations, patents in fee have been issued to numbers of Indians, who soon disposed of their lands by sales or lost them through mortgages. The money was quickly spent, and not very long ago there were a good number of high-priced automobiles racing over the roads of the surrounding country. To-day little land is being disposed of, and the money now being spent on the reserve is mostly from the proceeds of the sale of farm products. The Indians at present travel about the reservation in automobiles they can more nearly afford to operate, and they have little money to waste on high living. This condition of affairs has been one of the big causes of the present era of industry and common sense.

"Too much credit can not be given Superintendent Snyder, who has been stationed here for the most of 11 years, in bringing about the changes for the better among these Indians. This is testified to by many white people of the vicinity, who are wont to relate of the past conditions of idleness and drinking as compared with the soundness of the progress made in recent years.

"The Indian farmer of the reservation is now little different than the white man. He farms more land than he ever did before in his history, and he has to a great extent acquired the same desires as other people of northeastern Kansas. He is no longer willing to go about in shabby clothes; he wants to dress for special occasions as well as his white neighbor. He wants good food and a variety and is willing to work for it. Of course, there are the shiftless characters here as in any other place, but as a whole these people have arrived at the white man's standard of life. They have received no substantial money payments recently to demoralize them, have found that regular work brings them things worth while, and their extensive farming operations testify to their willingness to acquire them."

WINNEBAGO AND OMAHA INDIANS, NEBRASKA

Assistant Secretary HENDERSON

The Winnebago and Omaha Indian Reservations in northeastern Nebraska were recently consolidated into one agency which is under the supervision of Supt. Frank T. Mann, located at Winnebago. Both tribes are of Siouan stock. The Winnebago reported as belonging to this agency number 1,100, of whom 580 are full bloods; the Omaha number 1,480, of whom 1,080 are full bloods. The Winnebago reserve has an area of 123,393 acres; the Omaha reserve originally covered 135,022 acres. This entire Indian territory in Nebraska is one of great fertility; it contains a number of towns inhabited by white people and is traversed by two railroads and a trunk State highway. The eastern portion is hilly, but the soil is capable of producing excellent crops; to the west the hills merge into the more open plains, a region of rich productive soil. The agency settlement at Winnebago is about a mile from the small railroad town of the same name; the former Omaha agency headquarters, now an Indian Service farmer's station, is at the village of Macy.

In May, 1925, Assistant Secretary Earl Y. Henderson, by direction of the board, went into Kansas and Nebraska to collect certain information for the use of the board, and while engaged in this duty took occasion to inquire into the condition of the Indians. Following is an abridgment of his report to the chairman with some parts quoted:

"A trip through the Winnebago Reservation shows that these Indians are doing some real farming, for many good-sized, well-cultivated fields of corn and other crops are seen on every hand. The Indian lives in a small frame farmhouse, near which is usually located a barn and some sheds and pens for chickens and hogs. Many of the houses are not particularly good ones, and this may be said of the outbuildings. Here and there, however, is an excellent, well-designed home of the bungalow type erected under the supervision of the agency from individual Indian funds. I well remember visiting a house of this kind, beautifully situated among some trees overlooking a small valley. This place could not have been improved upon for its purpose, but the interior was disappointing. The roomy kitchen, with its built-in cupboards and other conveniences, was dirty and presented a bad appearance with its smelly dishes and cooking utensils scattered about. The other rooms were the same; furniture, clothes, and bedding were thrown about in a disorderly manner. The two heavy, strong, unkempt-looking women living there had failed to live up to their improved surroundings.

"There are plenty of other homes about the reserve, both new and old, no better than this. It seems that there is much room for improvement in home conditions. Only here and there a family is found that keeps a cow; more of them have some hogs about the place, and chickens are beginning to be raised in considerable numbers. Gardens are seen in the vicinity of many of the farmhouses, but these very often are rather indifferently worked.

"Progress in agriculture here is hindered because of the large area of Indian land which is held as inherited undivided estates, often 10 to a dozen heirs or more having fractional interests in a tract of land. This is a situation peculiar to this reservation brought about by the way a large part of the allotments were drawn up years ago. A recent law enacted by Congress may make it possible to remedy this state of affairs in the course of time. Leasing is really the only practical way this land can be handled at present. It is reported that only about 1 Winnebago in 10 can farm land of his own on account of the large acreage tied up in estates. Confronted by such a situation the agency staff can not do what it would like toward expanding and improving farming operations.

"The Winnebago is responding somewhat to the intelligent and friendly advice of the agency farmer and is improving his methods of farming. Of the leased area of over 30,000 acres 50 Indians rent around 2,000 acres. Some of this small number are Winnebagos who have been granted patents in fee to their own land, have sold it, spent the proceeds, and now are forced to get down to work. For lease administrative purposes, in particular, the Indians of the reserve have been divided into two classes as regards their relative competency. One class is rated as competent enough to handle lease matters direct, making out the leases on agency forms and collecting the moneys as they come due. Over 4,000 acres are handled in this way. The other and more incompetent class has its lands of some 26,000 acres leased entirely by the agency office.

"The outstanding thing in regard to the leasing of lands on the Winnebago Reservation is the lease form and the requirements that are in effect as to the rotation of crops and the maintenance of the good condition of the soil. On some reservations the lessees can raise about what they want to, and at the end of their periods of tenure they can leave the soil in such a deteriorated condition that the land has depreciated considerably in value. By continued and unrestricted leasing, Indian property can be nearly ruined for agricultural purposes, and it is what farm land will actually produce that is the determining factor as to its money value. It would seem advisable to adopt the same methods of leasing, with requirements of crop rotation, as those now in operation at both the Winnebago and Omaha Reservations, at all agencies where it is found practicable to do so.

"It was reported that 60 Indians worked in the packing houses of Sioux City and were preferred to the white labor employed in this industry. They were said to work well and seemed to be satisfied when they were laid off for a few days when shortages in stock shipments compelled the closing down of certain lines of work at the plants for brief periods. Other Winnebagos were working in the city of Omaha and at other places. Attention was particularly called to the fact that no Indians were working at farming pursuits away from the reserve, even though agriculture was the one activity in which most of them had some training.

"The larger Indian population of the Omaha Reservation is concentrating more and more in the east portions of the jurisdiction. Lands in the more level western part of the reserve are passing into the hands of the whites; at some places in the east section two or more families are quartered at one house. This country, preferred by the Indians for their homes, though hilly and less valuable than the more western lands, is capable of producing the same excellent crops as at Winnebago to the north.

"The Omaha resides in a well-located one or two story frame house, near which is a small barn and usually other outbuildings. Considerable money has been spent on this reserve for houses, some of them being quite attractive structures, but now and then a large and fairly expensive dwelling will be seen that seems poorly designed for the needs of the Indian. The interiors of the homes here, as at Winnebago, are not clean and orderly enough. Even some of the women who have attended the best Indian training schools in years past seem to have failed to make their early education show to advantage in domestic affairs. The large fields of corn about this reserve show that the Indian is taking some interest in farming.

"There are plenty of these Indians who could spend more time at farming and devote less attention to other things. Not every farm has its cow and the number of chickens could be materially increased. From a distance an Indian home can fairly easily be distinguished from that of a white man by the number of chickens seen about the dooryards.

"The Omaha has no great desire to leave his home country. If he loses his own lands he is very apt to move over to another place and reside with relatives instead of leaving the reserve and getting a job. Although the alienation of Omaha land has been rather large the resident population has not diminished to a great extent.

"The Indians of the Winnebago and Omaha reservations have lived in the vicinity of a prosperous white farm country for many years and have been attending good nonreservation boarding and local public schools for a long time. They have begun to cultivate a respectable amount of farm land. Still an improved home life, cleaner and more orderly houses, better health, and a more intelligent application in agricultural operations are needed to put these people on the same plane with the white residents of their part of the country."

INDIANS OF SOUTHERN ARIZONA

Commissioner McDOWELL

In the spring of 1925 Commissioner McDowell spent several weeks in Southern Arizona, during which he visited the Phoenix Indian Vocational School, the Salt River Agency, and the Gila River, or Pima Agency. He also held a conference with more than a hundred Papago Indians at the Sells Agency, where a number of matters concerning them were discussed and, at the Indians' request, were later taken up by Commissioner McDowell with the Commissioner of Indian Affairs.

Commissioner McDowell found that the unprecedented drought in this section was seriously affecting the livestock and farming industries of both Indians and white people outside of the irrigated areas of the Salt River Valley; that a large percentage of the cattle were dying for lack of fodder, which had been burnt up by the drought, and that the failure of the rains had caused a lamentable decrease in Indian farming. The result was that many Indians were leaving the reservations to seek outside work, of which, fortunately, there appeared to be plenty at good pay. He found all superintendents were alive to the situation and were doing what they could to help the Indians in their dire need. At the time of his visit he did not find or hear of cases of actual destitution, but he expresses the opinion that there likely would be suffering among the old and decrepit.

The Phoenix Indian Vocational School is located about 3 miles south of Phoenix, Ariz. It is one of the most important of the Government nonreservation institutions and is under the superintendency of Mr. John B. Brown. Connected with it is the East Farm Sanatorium for the treatment of tubercular Indian children and adults. The student body of the school numbers 877, and there were 32 tubercular children under treatment at the sanatorium. The total of 909 children represented 27 tribes, but the great bulk of the pupils were Pima, Papago, Hopi, Navajo, Apache, Maricopa, and Mohave Indians of Arizona. Commissioner McDowell found the school plant in good condition but inadequate for the present authorized capacity of 850 children. He recommends that two additional schoolrooms be added, that the dining room for students be enlarged, and that the building of two more cottages for employees be authorized. He commends the administrative activities of Superintendent Brown and Principal John Whitwell and the effective teamwork which he says characterized the entire school management. Commissioner McDowell stresses the need of increased hospital facilities as follows:

"The school hospital, in charge of Dr. Douglas S. Duncan, can take care of 70 patients when crowded to the limit. It is supposed to be exclusively a school hospital, but it often is forced to take in adult patients. Each year more and more Hopi, Navajo, Papago, and other Indians are coming into the Salt River Valley to pick cotton and do other farm work. In a few years the Coolidge (San Carlos) Dam will be completed and will bring a large irrigated area under cultivation. The outlook is that in a comparatively short time there will be a great many Indians at work in Salt River and Gila River Valleys. This prospect would seem to call for increased hospital facilities in this section.

"After talking over this situation with the superintendents of the several reservations in this part of the country I came to the conclusion that the Phoenix School hospital should be enlarged into an institution that could be used both as a school and a base hospital. This hospital needs more bed room now, and traveling Indian Service officials have recommended that it be enlarged. If these recommendations are approved, I would further recommend either that another building for a base hospital be erected or that wings be added to the present hospital so as to give it sufficient capacity to care for the school and for the Indians at Salt River and Maricopa Reservations and those who are working in and around Phoenix. I found the hospital in good shape, with Dr. D. S. Duncan, an efficient physician, in charge.

"This school hospital must not be confounded with the East Farm Sanatorium, which is in charge of Dr. A. J. Wheeler, and is exclusively a tuberculosis hospital with 120 beds. In the 1924 fiscal year, during winter and spring, it had an average of between 115 and 124 patients. The infirmary building contains two wards for bed cases, each ward having 10 beds. This is the only building that is properly equipped for taking care of bedfast cases, and for some years the demand has largely exceeded the capacity. I was told there had been times when as many as 25 bed cases were kept in the 20 bungalows on the grounds until there were vacant beds in the infirmary wards. This one fact ought to be sufficient justification for increasing the bed space in the infirmary building. Tubercular Indians are brought here from all parts of the United States. Children of school age who are physically able to do so attend classes, so that in a sense the East Farm Sanatorium is also a school sanatorium."

About 14 miles northeast of Phoenix, Ariz., is the headquarters of the Salt River Indian Agency, which has jurisdiction over the Salt River (Pima) Reservation and Camp McDowell (Mohave-Apache) Reservation. The Salt River Reservation, with an area of 51,000 acres, has an Indian population of 1,090, composed of 963 Pima and 127 Maricopa Indians, and Camp McDowell, with an area of 24,000 acres, is the home of 212 Mohave-Apache. The Pima and Maricopa Indians were using the water of Salt River for irrigation long before any white men came into the valley. Consequently they had the best of prior rights when the Salt River Valley irrigation project (more commonly known in the East as the Roosevelt Dam project) was started and the water appropriated under court decree. The Indians were allotted 700 miner's inches of water when they should have had at least 416 inches more. As a result these Indians, to whom were allotted 30 acres of land with at least 5 having assured water rights, are getting water only sufficient for 3.14 acres. There now is a prospect that they will get more water. A situation is developing which may result in giving the Indians water rights for 10,000 acres of land.

"The area of irrigable agricultural land on the Camp McDowell reserve is put down as 1,300 acres, but several hundred acres of this land can not be reached by the water unless some very extensive and expensive irrigation work is done. Some years ago the Indian Office conceived the idea of inducing these Mohave-Apaches to become irrigation farmers. With that purpose in mind 1,300 acres of good land, in a solid block, were set aside on the Salt River and divided into 5-acre lots. Canals and ditches for irrigating this land were built, and the Mohave-Apaches were urged to move to the south and make their homes on this irrigable tract of land. They flatly refused to do it and to this day the land awaits their coming. The Mohave-Apaches at that time believed that this plan of making irrigation farmers of them was part of a scheme to rob them of their grazing lands in the Camp McDowell reserve. Some outsiders encouraged them in this suspicion, and the Indians continued in their positive refusal to accept the Indian Office proposition."

Commissioner McDowell is of the opinion that the Indian Office should drop this matter and turn back the 1,300 acres to the Pima Indians, and that the surest and most effective way of removing from the Mohave-Apache minds their deep-seated suspicions of the good intentions of the Indian Office is to immediately allot their agricultural lands on the McDowell reserve to them.

The Gila River Indian Agency, commonly known as the Pima Reservation, has an Indian population of 4,904, composed of Pima Indians, with several hundred Maricopa and Papagos. The agency is located at Sacaton on the Gila River about 25 miles southeast of Phoenix. The Maricopa Reservation, southwest of Phoenix, is under the supervision of the Gila River

Agency. The total land area of the Pima Reservation proper is 371,422 acres, of which 96,000 are allotted. Of the allotted land 15,826 acres are under ditch for irrigation and 80,174 acres are classed as irrigable. Of the unallotted land, 10,422 acres are irrigable and 205,000 acres are rough grazing land. When the Indians have water all of the land under ditch is cultivated. Last year 6,800 acres of irrigated land were not used because there was no water, and a large proportion of the other irrigated area which was seeded had no crops because of insufficient supply of water. Notwithstanding this serious handicap these Indians raised over \$250,000 of produce, mostly cotton, wheat, corn, barley, beans, and garden truck, on 8,900 acres. The Pima will lose most of their cattle, for there was so little rain last summer, and practically none at all since, that all the forage is dried up. It was pitiful to see the thin cattle trying to sustain life by browsing cactus and mesquite. The individual financial losses, however, will not be large, for most of the cattle are owned by a comparatively few Indians, only 10 of whom are engaged in cattle raising as a principal means of support.

The irrigation situation on this reservation has occupied the attention of the Indian Service and a number of persons interested in the Pima side for some time. Congress at the last session passed a bill authorizing the construction of a dam in a canyon located in the San Carlos Indian Reservation, to impound the flood waters of the Gila and San Carlos Rivers. This project, now called the Coolidge Dam, will cost in the neighborhood of \$5,500,000, and it is planned to have it finished in six years. The Coolidge Dam, which will be 200 feet high, is designed to impound 760,000 acre-feet of water, sufficient to irrigate continuously 80,000 acres of land, of which 40,000 acres will be on the Pima Reservation. The Ashurst-Hayden Diversion Dam above Florence is built. It diverts the river water into what generally is known as the Florence system, shared by whites and Indians. The irrigation section of the Indian Service is building a canal, called the Pima lateral, to connect the reservation canals and ditches with this system. In a short time the diversion dam across the river at Sacaton will be finished. The concrete work of this structure is 1,500 feet long and the earthwork 1,200 feet. A bridge superstructure adds much to the appearance and utility of this dam. One of the fine public roads will use this bridge to cross the river.

Commissioner McDowell found the jurisdiction amply supplied with schools and practically all children attending some school. The reservation boarding school, with a rated capacity of 230, had an attendance of 270. This institution had enough dormitory space for 300 children, but is short of much-needed schoolroom capacity. To meet the overcrowded condition Commissioner McDowell recommends the addition of four rooms at least to the school building.

The Pima Hospital is 1 mile west of Sacaton. It serves the Gila River Reservation and boarding school; the Salt River Reservation, about 30 miles to the north; the Maricopa Reserve, 25 miles to the northwest; and the non-reservation Indian population in the Salt River and Gila River valleys. Sick and injured Indians from Phoenix, Chandler, Florence, Casa Grande, Mesa, Tempe, and other cities and towns in southern Arizona are taken to this hospital. During the year Indians from all parts of the State come into this irrigated area for seasonal work, and if they require hospital treatment they go or are taken to the Pima Hospital.

Commenting on the hospital, Commissioner McDowell says:

"The building is of the Indian Service standard frame construction and is about 8 years old. It is known as a 20-bed hospital, 10 beds in each of the two wards. There are 15 tent houses, containing 40 beds, so that the normal capacity is 60. The institution has a fairly good operating room, but there is no room or space that can be used for maternity or isolation cases. Babies are born in the woman's ward, with only screens around the mother's bed, as a measure of privacy. This institution has been very crowded for some time; 12 beds are placed where there is space for only 8, and there have been times when each of several beds had two patients. The nurses have pushed two single beds close together, so that the four little children occupying them would not fall out on the floor.

"There is no doubt but that each year the demands on this little hospital will increase, because each year will see more Indians coming into this country for more work; there will be more road building, more irrigation canal work, more railroad work, all of which will draw more Indians to the area served by the Pima Hospital. It should be increased by at least 20 beds. There is an abundance of ground space, so that the additional wards can be constructed as

wings at a minimum expense. Young women patients can not now be placed in tents. The one night nurse can not patrol the grounds and also attend to her ward patients. As a result, a number of young women are filling beds in the wards which should be used by patients who are kept in the tents, but who ought to be in a ward.

"Up to date this year there have been 30 maternity cases. This is a particularly significant indication of the great change that is coming over the Indians who are now seeking the Indian Service hospitals and doctors. It was not so many years ago when no Indian prospective mother would go near a hospital. So far as its sanitary condition is concerned, the Pima Hospital ranks with the best in the service. It is clean, neat, and sweet smelling. I carefully examined the interior and the exterior of the place, and have only words of commendation for the staff.

"Mr. Chester E. Faris comes to the Gila River Reservation as the new superintendent with a fine record of achievements along the lines of constructive work on the Jicarilla Reservation and the Southern Pueblo Agency. He is given the entire credit for the remarkable rehabilitation of the Jicarilla Apache Indians. His experiences there will be helpful to him in his new post, although conditions are dissimilar."

SANTA FE INDIAN SCHOOL, N. MEX.

Commissioner McDOWELL

"About a mile and a half from the business center of the city of Santa Fe, N. Mex., is the Santa Fe Indian School, of which Mr. John DeHuff is superintendent. Commissioner McDowell spent several days in this interesting institution. Following are parts of his report:

"This is one of the Government's nonreservation schools, but Mr. DeHuff told me that in many respects it functions as a reservation boarding school for the boys and girls of near-by pueblos. It only carries eight grades with a beginners' class. Of the 454 children in attendance, 177 come from the pueblos, which, for administrative purposes, are grouped in the Northern Pueblo Agency, with headquarters in Santa Fe. Mr. C. J. Crandall is superintendent of this jurisdiction.

"What is needed here is a new hospital. The one now used is an old building with 35 beds, and it is difficult to find in it anything required in a modern hospital. It is located in the noisiest part of the school plant, and the new gymnasium is going up 10 feet from it. It is planned to build a new one in a year or so, which will be located in the extreme eastern part of the ground, where there will be plenty of good air free from dust and no noise. The boys have made between 10,000 and 11,000 adobe bricks for this building, and much of its construction will be done by the students.

"I was much pleased with the personnel of the school staff. The teachers, matrons, and other employees seemed to work together harmoniously and with enthusiasm. I was particularly impressed with the spirit of friendliness which characterized the relations between them and the children. The youngsters, to all appearances, were thoroughly enjoying their school life.

"Although my time was limited, I took occasion to inquire into the general educational situation of the Northern Pueblo jurisdiction and found that these Indians are well provided with schools. Besides the Santa Fe school, there are in this agency eight day schools and the St. Catherine's (Catholic) Mission School, which is located in the city of Santa Fe. Superintendent Crandall, of the Northern Pueblo Agency, told me that the number of children of the Pueblos in his superintendency attending the schools within the jurisdiction was more than 24 per cent of the entire Northern Pueblo population.

"I found Mr. De Huff running his school with a full realization of the change which is coming over the Pueblo Indians. He and Mrs. De Huff are doing what they can to keep alive in the children the artistic qualities which are so pronounced in these Indians. Every boy and girl who gives any indication of talent in drawing, coloring, or designing is encouraged to develop the talent, and some of them have become extraordinarily proficient in painting and modeling."

TULALIP INDIAN AGENCY, WASH.

Commissioner SEYMOUR

Commissioner Seymour had planned to make a survey of conditions of the Puget Sound Indians of Washington when she was suddenly called back East by the death of her mother. She had visited the Tulalip Indian Reservation and School, the Swinomish Reservation, the Lummi Reservation, and the scattered Indians, such as the Skagit and Suiattle, and the following is an abridgment of her report on those units of the Indian Service:

The Tulalip Indian School is the only Government boarding school in the State of Washington, many of its 200 children coming from considerable distances. The school, under such conditions as exist in the State, is supplemental to the State school system, receiving such children as are too far from the public schools, orphaned or destitute, or ineligible by reason of health or home conditions. She found that Indian children are pupils in all of the public schools of the region. Many from Tulalip Reservation attend the district school in the adjacent town of Marysville.

Commissioner Seymour recommends that a gymnasium or playroom be built for the Tulalip school; that it need not be elaborate or expensive, but should be roomy and comfortable. She observes that it would serve the social purpose by making it possible for the Tulalip Indian athletic teams to play match games upon their own grounds, and that this would make the school and its work better known to the citizens of the State, most of whom are scarcely aware of its existence or the functions which the Indian Service is performing. In connection with the school Commissioner Seymour states:

"The great question at the Tulalip School is that of health. Recommendations have been made to turn this institution into a sanatorium school, but no such action has as yet been taken. At present children needing sanatorium treatment are sent to Fort Lapwai; but inasmuch as that institution is in the State of Idaho the consent of the parents must be formally given to the transfer. That the Indians are not unduly prejudiced against sending their children to Lapwai is shown in the fact that more than 40 from this jurisdiction are there at the present time. Monthly reports are made by the sanatorium to Superintendent Dickens, and monthly letters are written to their parents by the little patients.

"These Indian Service sanatoria are not designed for active cases of tuberculosis, but for those denominated 'incipient.' My impression from observations made in many places is that there is a tendency to restrict the use of the term 'incipient' to the first hint of tubercular trouble, anything more serious being termed 'advanced'; together with a great reluctance on the part of sanatoria to accept children in whom the disease has progressed to even a slight extent. This policy has the effect of warding off or retarding the disease in some cases, but it is practically without result where the tuberculosis actually exists.

"In my judgment, provision for actual progressive cases of the disease is a necessity. This would not only relieve much suffering and remedy a neglect, but if the disease is one-tenth as communicable as recent 'campaigns' and 'drives' have indicated, it would remove active centers for the distribution of the plague and thus prove fully as great a factor in preventing the spread as the treatment of mildly 'incipient' cases. When the sanatorium discharges a patient as having progressed beyond the 'incipient' stage, the child is returned to a home where a lack of sanitation results in the creation of other 'incipient' cases for the institution to foster.

"If tuberculosis is not communicable, the present policy is a sensible one. If the disease is actually communicated by a sick person to a well one, the custom of refusing to care for those really sick and treating only suspects is highly illogical. It is as if those having smallpox were left at large while treatment was rendered only to those who had been exposed to the disease.

"All indications seem to show that the percentage of tuberculosis among the Puget Sound Indians is a high one. This is due to several causes, such as the extremely damp climate and low altitude; the prevalent monotonous fish diet; the weakness due to close intermarriages and the utter ignorance or neglect of sanitation.

"The first of these causes can not be met by a health school at Tulalip, since it, too, partakes of the climatic conditions to be avoided. The second cause is being combated very successfully by Tulalip School in its present state. The school herd of grade and registered Holsteins provides nearly a quart of milk for each pupil every day during the school year. The school

flocks of White Leghorns provide two eggs daily for each pupil. Moreover, the training in dairying and poultry raising means greater efforts in this direction in the homes, while the domestic science work with the girls adds its influence toward a better diet.

"The third cause can be met only as continual interracial contact modifies social conditions. As a matter of fact, there is already a great deal of non-Indian blood apparent in these pupils, and the addition of new strains is bound to progress.

"The fourth cause of tuberculosis is, in my opinion, the most serious of them all. The whole purpose of the Indian school is, of course, the improvement of the Indian home. The value of an Indian school is measured by its effect upon reservation life. But causes deep in Indian life and character make it imperative that schoolroom work be supplemented by endeavors aimed directly at the reservation home. The work of a good agency farmer touches one aspect of this need; but other phases of the situation are receiving little or no attention at the present time. Following up the school work is the great necessity.

"It thus appears that a sanatorium school at Tulalip would do little toward relieving the tuberculosis conditions that is not already being done. It is true that such a change would treat incipient cases within the State and in a climate and altitude to which the patients would be native. But it also is true that many well boys and girls for whom attendance upon the public schools is not possible or practicable would be without school facilities within the State if Tulalip were no longer open to them. This evil would, I feel, more than counterbalance the good a sanatorium might do.

"A word as to the force of employees comes not amiss. A large number are of several years' service here. At the time of my visit there was but one vacancy; and in many ways it appeared that the problem of changing personnel is far less acute here than at the usual Indian Service location. A spirit of loyalty for the school seemed to prevail. The proportion of employees having some Indian blood was larger and the quality of their service higher than is usually the case.

"I wish to record my gratitude for the kindness and sympathy of Superintendent and Mrs. Dickens—kindness typical of their helpfulness to all with whom they come in contact. I found this attitude reflected in the spirit of employees, pupils, and of the Indians throughout this jurisdiction."

The Tulalip or Snohomish Reservation was originally composed of 22,490 acres, practically all having been allotted. About 400 Indians are enrolled at this reserve. Timber operations have been carried on in this district for 10 years and are now nearly at a close. This has had a far-reaching effect upon the Indians and the conditions under which they live. Formerly they gained a livelihood from the water and were huddled in villages of mean board shacks near the tidewaters of the Sound. The cutting of the timber made roads through the forest, which encouraged the use of the automobile, and this developed the utilization of the more remote lands for home sites, while the money derived from the sale of timber has provided for the building and furnishing of homes. Commissioner Seymour states that Superintendent Dickens has "wisely urged the policy of home building upon these Indians, with the result that the trend is toward individual homes, more diversified industry and diet, and a standard of living more nearly approaching that of white men. * * * In the case of old or sick Indians every effort has been made to apportion the fund so that it will prove a provision for the remainder of the allottee's life. In the case of those whose allotments proved to be undesirable for agricultural uses smaller home and garden sites have been purchased, usually from Indian lands partitioned for the heirs of a deceased allottee. In every case the Indian has been impressed with the benefit of using his money for a home before he invests in an automobile, and the number of excellent new houses all over the reservation testify to the wisdom of the policy. At the same time the purchase of an automobile has followed house building whenever funds were to be procured. There are now more than 70 automobiles owned by Indians on this reservation, which means that nearly every family among the 323 Indians owns a motor car, ranging from the cheapest type to the highly expensive make.

"While the Tulalip Indians have the lack of foresight of all primitive people, they have habits of industry and self-support that should always keep them from dire need. Orchards, young and old; gardens about their homes; cows and chickens; fish nets and boats; baskets of peeled barberry bark (to be sold for its medicinal value); spinning wheels and knitting needles, all

testify to this fact. More than this, their conversation shows a nearer approach to the white man's attitude toward life and labor than in any tribe I have observed. There is an intelligent grasp of every-day English, and a comprehension of business methods that show how far the assimilating process has already gone.

"It is in the sanitation problem that the greatest lack appears. The homes vary, of course, from those that are comparable with the humbler homes of a white community to dwellings that are indescribably disgusting in their appearance. The best of Indian homes are apt to be in crowded disorder. The worst are an abomination of desolation. Yet from such centers of sickness and filth children may go to sit in school beside others who come from sanitary homes, or farm or dairy produce may be sold for general consumption. It is plainly to the community interest to improve the Indian home. It is part of the Federal Government's responsibility as guardian, but is no less the business of all whose lives touch those of the Indians.

"For one great cause is, of course, the isolation of the Indian woman. The men, coming into contact with white men in their labor and their trade, learn the ways of mart or mill. The children learn much from the school, where they meet the evidences of the 'white man's road,' which these Indians are quite willing to travel.

"For the Indian wife there is no such opportunity. Some of her schooling remains with her. But the sight of well-kept white homes, the inspiration of contact with better standards of cleanliness and sanitation, would be of untold value. Here is work for the field matron, for the parent-teachers' associations, for the public health and social service workers, and, best of all, just plain neighborliness which would help to show the way. We are scarcely at the beginning of our work for and with the Indian woman, and until that work progresses the whole development of the race must lag."

The Swinomish Reservation is some 20 miles north of Tulalip, where a community of about 220 Indians maintain themselves by fishing, logging, agriculture, and various other occupations. Its original land area was 7,339 acres, all allotted. The shacks at the edge of the water, Commissioner Seymour reports, present a most disheartening appearance, dilapidated and dirty, but most of them are no longer occupied regularly. As funds are available houses are built upon the allotments. That this process does not go on even more rapidly is due to the fact that the timber on these allotments has less commercial value than at Tulalip. But the process for better housing is apparent here.

At the time of her visit to this little reserve its Indians were getting ready to observe Memorial Day by working at the Community Cemetery clearing the abundant weeds and putting all in order. The Memorial Day exercises were held in a community hall costing some \$2,000, which the Indians themselves subscribed for the purpose. The hall was built within the past year. It is a building about 90 by 30 feet in size, as yet unpainted, has a stage and a kitchen, and is arranged for motion pictures, and the plain benches are removable so that the floor may be used for dancing. Commissioner Seymour's comment on this community hall and the problem of caring for helpless Indians follows:

"It is the sort of community center which is being urged upon the public generally, and it is produced by the community itself; not thrust upon it from the outside. It speaks volumes for the progress of these Indians upon the 'white man's road.' At the same time one can not hurry to the conclusion that the journey on that road is more than well begun as yet. These Indians all speak English, send their children across to LaConner to the public grammar school and high school, are familiar with the business and industrial life about them, and participate in it habitually. They are on the way to assimilation. But the process is still far from complete.

"For example, there is the problem of the helpless, aged Indians. We visited a number of these wretched old men and women in their miserable hovels and found some of them sightless, most of them weak, and all living in filth and neglect. It is not always lack of money that causes such conditions. Sometimes such a pitiable old creature may have a considerable sum to his credit at the agency office. But if he has no family to care for him he may fall into the state of distress regardless of his funds. Hiring other Indians to care for him proves impracticable; the idea of payment will not tie an active young Indian down to the work of caring for the sick and old. In a week or two the lure of visiting or some merrymaking calls the guardian away and the old ward is alone again."

Outside of the actual reservation boundaries there are many Indians, such as the Skagit and Sualtelle, unallotted through error or change of policy; others having allotments on the public domain taken up in some cases many years ago. These Indians are practically self-supporting, Commissioner Seymour says, and their children often attend public schools, but many of them are at Government boarding schools. In the main the problems are the same as on the reservation—home and health conditions manifestly the first need for improvement.

The Lummi Reservation, about 25 miles north of Swinomish, has somewhat over 500 Indians enrolled there and contains an area of 12,560 acres. Like the Swinomish, the Lummi are cut off from their neighbors by a slough. Beyond their peninsula is Lummi Island, on which there is a white settlement. In order to give access to Lummi Island the Government has granted a right of way and the county has constructed a road which affords a beautiful driveway through the forest and along the beach which is largely used by automobile parties.

Concerning this reservation Commissioner Seymour writes:

"This beach is the allotment of an Indian, now deceased, in whose estate 52 heirs share in greater or lesser degree. Partition is, of course, out of the question, and the sale of this beach, with the inevitable commercializing to follow, is a strong probability. It is unfortunate that the Indians themselves are not sufficiently versed in business organization to manage the place for their own benefit and enjoyment, but the time is not yet ripe for such development. The close proximity of this reservation to the Canadian border adds to the difficulty of preserving order here, and the Lummi 'bad actors' cause considerable concern to those intrusted with Indian welfare.

"This reservation has more and better agricultural land than others of the region, and farming is more nearly general among the Indians. It is pleasant to see the dooryards of so many Indian homes bright with flowers. The northern part of the peninsula is in need of reclamation by draining, and a bill providing for such action was introduced, with partial success, in the last Congress. Its passage would have assured the addition of many fertile acres with their potential wealth to the assets of the Lummi Indians.

"The Government day school has in recent years been turned over to the county, and the public school is held in it, attended by many Lummi children. The Lummi people have not yet organized a company to take over and maintain their cemetery as the Swinomish have."

In summing up her report Commissioner Seymour sets out the following general conclusions:

"These Indians are further along in the transition stage than most of those I have observed of recent years, although their contact with the white race has been of shorter duration.

"The greatest reason for this lies in the fact that they have always been self-supporting. May the future protect them from pauperization and continue the process of wholesome development. If, together with greater desires, they develop the purpose of satisfying their desires by labor, their progress will be in the right direction.

"The ownership of automobiles has reconciled them to State taxation of personal nontrust property. This is a step in actual citizenship much more valid than the nominal citizenship conferred by legislation. If the same agency—the automobile—will awaken them to a feeling of responsibility for their roads, another step toward normalcy will have been taken.

"In their use of English, in their business relations, in their attendance upon the public schools, in their beginnings of organization for community purposes, these Indians have made real strides toward that assimilation which must be the end of an Indian problem here.

"The serious needs remaining are those pertaining to health, sanitation, and home life. At the root of all these lies the need to reach the Indian women in their homes. The education of every Indian girl in sanitation and domestic science of a sort applicable to her home conditions is a necessity the public school does not supply, so the Government school has still a very vital function to perform.

"Beyond this there should be a follow-up system. The Indian girl should be encouraged to practice in her home that which she learns at school. I believe the prejudice against new ways is far less acute than in most sections. Contact with the right sort of examples will do much to carry on the good effect of precept and training.

"There should be field matrons, and there should be a definite effort toward widening the contact between the races.

"The Indian woman in the Indian home should be the thought behind the policies and actions of all who have Indian welfare at heart."

WISCONSIN CHIPPEWA, POTAWATOMI, AND WINNEBAGO

Commissioner SULLIVAN

During June and July of 1925 Commissioner Sullivan made a visit to La Pointe, Lac du Flambeau, Laona, and Grand Rapids agencies in Wisconsin. An abridgment of his report on the Chippewa, Potawatomi, and Winnebago Indians of the four superintendencies follows:

La Pointe Agency, with headquarters at Ashland, is in charge of Superintendent Phillip S. Everest, who looks after the affairs of 1,100 Lake Superior Chippewa. Hardly any of these Indians live in Ashland. Some are employed on the railroad, and a few are working as patrolmen on the public roads. The chief Indian settlement is at Odanah on the Bad River. The great decrease in lumbering in this region has deprived the Indians of what formerly was their chief means of livelihood. Commissioner Sullivan found that many of them have taken up farming in a small way and that some of the farms are fairly well kept up. Reporting on this reserve Commissioner Sullivan says, in part:

"In marked contrast to the unkempt and run-down appearance of most of the buildings at Odanah are the various buildings of St. Mary's School, which is located in the town. The farm attached to the school is quite large. Very many acres have been cleared. Everything on the farm, as well as in the school and the adjoining church, is a lesson to the Indians in thrift, tidiness, and industry.

"Superintendent Everest has been active in repressing violations of the prohibition law. Moonshine has been sold repeatedly in Odanah, and Mr. Everest has brought about the arrest of several offenders. The local justice of the peace, who is an Indian, has been seconding his efforts courageously. The morals of the Chippewas in Mr. Everest's charge are fair. The great majority of them have proper respect for marital relations. They are not indifferent to education. Some years ago certain Indians living toward the eastern part of the reservation took advantage of the Wisconsin law and presented a petition for a public school. Accordingly, a school was opened there, and since then it has thriven."

The Lac du Flambeau Agency, with 800 Chippewa, is under the charge of Superintendent Hammett. Commissioner Sullivan calls attention to the run-down condition of the reservation boarding school buildings which, he says, is probably due in part to the several changes in superintendents during the past year. Commenting on this, Commissioner Sullivan says, in his report:

"It is regrettable that buildings, in which young Indians should receive impressions of tidiness and care for property, should be allowed to fall into such condition of disrepair that they must give the contrary impression. Example speaks louder than precept. It is idle to tell the Indian scholars that they must keep their homes neat and clean when large sections of the plaster in the schoolhouse have fallen from the walls, and when much of the woodwork cried aloud for soap and paint.

"Mr. Hammett complains with reason that the present sewage system drains into Lac du Flambeau, not far from the Indian village. Doubtless cottages will multiply along the five connected lakes, into which this sewage must find its way, and there is an ever-present menace of typhoid fever.

"Here, again, example speaks louder than precept. Warnings to Indians of the necessity of a proper disposal of sewage can not be very effective if they see the representatives of the United States Government acting inconsistently."

Concerning the timber on the reserve, Commissioner Sullivan stated that last spring there were extensive forest fires in the neighborhood of Lac du Flambeau, and that some of the boys at the reservation school were away from their classes fighting these fires for about six weeks. He found that the observation tower, a few miles from the school, was deficient in its equipment in that it had no roof to protect the forest ranger and no telephone connection with the headquarters from which fire fighters can be summoned promptly. Commissioner Sullivan's observations on the industrial situation follows:

"I saw little evidence of enthusiastic farming in the neighborhood of Lac du Flambeau. It is easy for the able-bodied Indians to make good wages

in working for the lumber companies and in acting as guides for tourists. These occupations prove more attractive to the Indian than the cultivation of the soil. Guiding, especially, appeals to some of the Indians, for it enables them to do a little fishing and a little hunting and earn considerable money while enjoying occasional periods of leisure. The guides are paid about \$7 a day for their work, and sometimes it is difficult to get any Indians even at this high wage."

Reporting on the Laona Reservation, Commissioner Sullivan stated, in part, as follows:

"One of the most hopeful signs of progress in solving Indian problems is that given by W. W. Bennett, the Federal Superintendent of the Laona Agency, who has charge of over 860 Wisconsin Potawatomi. If the same methods that Mr. Bennett has employed had been followed everywhere in handling Indian property, and with the same industry, intelligence, and integrity that he displays, many chapters of shameful failure would never have become part of the history of our Indian administration. His experience is a strong argument against the policy of giving a fee simple title to Indians and cutting them adrift. While it is desirable in many cases to set apart certain land for individual Indians, usually the power to sell or to mortgage such land, if granted, leads to the early separation of the Indian from his property. Likewise the payment of large sums of money to Indians by the United States Government seldom benefits them. It is far better that such money should be invested for an Indian in lands, with wise restrictions upon alienation, or else in improvement upon lands already owned by the Indian.

"For many years Mr. Bennett has been a father to his Indians at Laona, helpful, wise, friendly, and courteous, but firm. He has done much to establish many of his Indians as owners of property and to cultivate in them habits of thrift and industry. He strongly advocates the guardianship policy above outlined and follows it wherever possible. Ordinarily an Indian whose property is subject to his guardianship is not free to dispose of his real estate or any cattle or horses without Mr. Bennett's approval, and the proceeds of any such sale or mortgage are used for other capital expenditures. Without this policy there is an ever-present temptation for an Indian owning livestock to dispose of it and invest in an automobile."

The Grand Rapids Agency, located at Wisconsin Rapids, was in charge of Supt. Willis E. Dunn when Commissioner Sullivan visited that jurisdiction. Mr. Dunn was just about to leave for another post. The 1,300 Winnebagos of this agency are fairly well scattered. Parts of Commissioner Sullivan's report follow:

"A number of the Winnebagos own land in Nebraska, and they are typical 'remittance men.' Their unearned income tends to deprive them of any little initiative and enterprise which otherwise they might have. The policy of Mr. Dunn, as well as that of his superiors, has been to seek to sell these Nebraska lands for the benefit of the Wisconsin owners, with a view of investing the proceeds in suitable Wisconsin farms which the owners might occupy and till. However, it has been difficult to carry out this policy during recent years by reason of the slump in Nebraska farm values.

"Many of Superintendent Dunn's problems concern the health of his charges. Inattention to tuberculosis in its first stages, when it is curable with comparative ease, leads to many serious cases, some of which terminate fatally. In this, as in many other matters, the value of the field nurse is apparent. Mr. Dunn believes that his successor at the Wisconsin Rapids Agency should be a physician. One reason for this lies in the fact that the Winnebagos are scattered over many counties. If the superintendent in making his rounds must be followed by a physician, there is delay, as well as double expense. A superintendent who has had experience in the Indian Service, and who is at the same time a physician, would be able to detect cases of incipient tuberculosis far better than an ordinary superintendent.

"Peyote is a curse among the Winnebagos of this agency, as well as in many other places. There should be stricter Federal and State laws against its importation and its use. It is amazing that, despite the public outcry against other forms of dope, peyote can still be brought from Mexico and used by the Indians in large quantities.

"Unfortunately, they have drawn the use of peyote into some of their religious ceremonies and observances, so that the problem of getting rid of it is more difficult than would otherwise be the case."



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U. S. DEPARTMENT OF THE INTERIOR

**ANNUAL REPORT OF THE
BOARD OF INDIAN COMMISSIONERS
TO THE SECRETARY OF THE INTERIOR
FOR FISCAL YEAR ENDED JUNE 30, 1926**

Indians I

U. S. DEPARTMENT OF THE INTERIOR

ANNUAL REPORT

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BOARD OF INDIAN COMMISSIONERS

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FOR THE

FISCAL YEAR ENDED JUNE 30, 1926



WASHINGTON
GOVERNMENT PRINTING OFFICE
1926

BOARD OF INDIAN COMMISSIONERS

GEORGE VAUX, Jr., Bryn Mawr, Pa. ; appointed November 27, 1906.

WARREN K. MOOREHEAD, Andover, Mass. ; appointed December 19, 1908.

SAMUEL A. ELIOT, Boston, Mass. ; appointed November 27, 1909.

FRANK KNOX, Manchester, N. H. ; appointed May 2, 1911.

DANIEL SMILEY, Mohonk Lake, N. Y. ; appointed December 17, 1912.

MALCOLM McDOWELL, Washington, D. C. ; appointed May 23, 1917.

HUGH L. SCOTT, Princeton, N. J. ; appointed February 25, 1919.

CLEMENT S. UCKER, Savannah, Ga. ; appointed March 22, 1922.

FLORA WARREN SEYMOUR, Chicago, Ill. ; appointed October 5, 1922.

JOHN J. SULLIVAN, Philadelphia, Pa. ; appointed May 5, 1924.

GEORGE VAUX, Jr., *Chairman*

MALCOLM McDOWELL, *Secretary.*

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FIFTY-SEVENTH ANNUAL REPORT OF THE BOARD OF INDIAN COMMISSIONERS, FISCAL YEAR ENDED JUNE 30, 1926

WASHINGTON, D. C., *September 1, 1926.*

SIR: We beg leave to submit the following as the Fifty-Seventh Annual Report of the Board of Indian Commissioners for the fiscal year ended June 30, 1926. During this period members of the board visited and inspected the following units of the Indian Service;

Blackfeet, Rocky Boy, Flathead, Fort Belknap, Fort Peck, and Crow Agencies, Mont.; Fort Hall Agency, Idaho; Northern Pueblos Agency and Santa Fe School, N. Mex.; Shoshone Agency, Wyo.; Five Civilized Tribes, Okla.; Fort Berthold, Fort Totten, and Turtle Mountain Agencies, N. Dak.; Consolidated Chippewa Agency, Minn.; Menominee and Hayward Agencies, Wis.

Special reports on the investigations and surveys made by board members have been transmitted to you from time to time and, in abridged form, are appended to this report.

In addition to these inspections the board made a special study of the affairs of the Five Civilized Tribes in Oklahoma at your request and has reported thereon.

At the annual meeting in Washington, January 26-27, 1926, George Vaux, jr., Bryn Mawr, Pa., was reelected chairman, and Malcolm McDowell, of Washington, was reelected secretary of the board.

THE NEW FIELD SERVICE

The rearrangement of the Indian field service and the organization of a real Indian medical service were the important happenings in the Indian Bureau during the year. In our opinion they are the most advanced steps in the direction of increased efficiency and of a long-needed coordination of administrative functions that have been taken in many years.

The lay-out of what might be called the "new" field service is as follows: The office of General Superintendent of Indian Affairs has been established, which, under the supervision and control of the Commissioner of Indian Affairs, has charge of all educational, agricultural, and industrial activities, and of the personnel of field units.

The Indian country has been divided into nine districts, each in charge of a district superintendent who is held responsible for the efficient administration of all of the field activities, excepting medical, in his district. Through him all of the functions which have to do with the educational, economic, and social conditions of the Indians in his district are coordinated. This is bringing the Indian Office much nearer the Indians than it has been, for many matters which have been taken up by superintendents with Washington can

now be handled by the district superintendents. This new arrangement ought to go far toward removing much of the cause of the complaints against what has been termed "long distance" administration of Indian affairs.

Up to the beginning of the allotment period Commissioners of Indian Affairs dealt with Indians in a wholesale fashion—by tribes. The general allotment act of 1887 individualized the Indian problem and the Indian Office took on itself the nature of a retail establishment. Since then each year has seen the mass of details brought to the Washington office grow larger and the bulk of these details were loaded onto the Commissioner and Assistant Commissioner of Indian Affairs. In 1901 there were but 67,376 communications of all sorts received by the Indian Office. In 1920, the last published statistics, the Indian Office received 261,486 communications. This increase in mail alone serves to indicate the enormous growth in the number of reservation details which have been coming to Washington for consideration and determination.

Under the new arrangement the greater part of these details will be taken care of by the general superintendent (Mr. Hervey B. Pears) and his associated district superintendents. This should enable the commissioner and assistant commissioner to give more time to the larger problems and the weightier things concerning the affairs of the Indian wards of the United States.

For some time it has been apparent to close observers that there are too many individualistic tendencies in the Indian field service; too many superintendents who seemed to believe that their own ideas on administration, education, agriculture, etc., are the only ones worth considering. Too often a superintendent, succeeding another, at once changes his predecessor's methods and plans to substitute his own. These changes, in some instances radical, puzzle the Indians, retard progress, and make for inefficiency.

Of course, anyone who is at all familiar with our Indian people knows there are many things which are not and can not be made common to all tribes, for each tribe, in many ways, is peculiar to itself. But there are the broader policies and underlying principles of administration that can be applied to the handling of the affairs of all Indians. The diversity of opinions and the varied views held by superintendents have operated, in many cases, to hinder the carrying out of tested policies.

The new arrangement which groups superintendencies into districts under district superintendents ought to bring about a unity in service that would develop an esprit de corps that can only grow out of cooperation and discipline. The consummation of this desirable condition can be hastened, we believe, if reservation superintendents are given more initiative and final authority.

Whenever this suggestion has been made it was met with the expression of a fear that if superintendents were given more freedom of action many of them would go too far in exercising their augmented authority. With nine district superintendents, the picked men from a group of seasoned veterans in the field service, on the job, traveling over their jurisdictions, constantly in touch with the agencies under their charge, there need be little apprehension that any superintendent will get very far in mishandling any additional

authority in the minor matters which are exclusively local in their nature.

We therefore recommend that the general superintendent and district superintendents be directed to suggest revisions of rules and regulations which would have the effect of permitting reservation superintendents to handle entirely all local matters of a character that, as a matter of fact, need not be referred to anyone outside of the reservation. We have every confidence that the experienced men now directing the field activities know just what matters should be handled exclusively by agents and what should go to higher officials. Under present conditions we believe the adoption of this recommendation will be most helpful in further bettering the Indian field service.

A POLICY OF ACCELERATION

If we have rightly caught the underlying purposes of this reorganization of the field service are we not justified in the conclusion that there has been put into operation what might be called a policy of acceleration; that is, a policy looking to hastening the termination of Federal supervision over the population class known as restricted Indians, the wards of the United States?

The annual reports of Secretaries of the Interior and Commissioners of Indian Affairs for the past 20 years indicate that the executive officers of the Federal Government, upon whom Congress has laid the weighty responsibility of handling the affairs of our Indian people, have kept in mind the idea of accelerating the progress of the Government's wards. The Board of Indian Commissioners gave expression to its favorable attitude toward a policy of acceleration in its annual report of 1923, as follows:

Congress can hasten the day when Federal supervision of Indian affairs will end and necessary calls on the National Treasury will cease by heartily cooperating with the Secretary of the Interior and the Commissioner of Indian Affairs in speeding up the working out of the Government's Indian policy. This would, of course, for a time, require augmented appropriations, the enactment of some legislation, and the repeal of some laws which the department has requested.

The members of this board have been given unusual opportunities to study the Indian question at close range. As one result of our investigations and surveys, we are of the opinion that increased appropriations at this time for schools, for medical service, for added hospital equipment, for larger salaries and better living conditions for field employees, for the stricter enforcement of law and order in the Indian country, for increased activity in the development of natural resources, and for the stronger and more effective protection of Indians in their property and legal rights would be sound business policy and practice. The result, we believe, would be such a speeding up of administrative activities that the progress of the Indian people toward their complete absorption into the citizenship of the United States would be accelerated to such a degree that the need of Federal supervision of Indians and their affairs, and appropriations for such supervision would disappear in a comparatively short time.

Since 1923 all Indians have been made citizens of the United States (act of June 2, 1924); the salaries of all Government employees have been increased (under the reclassification act); Congress has increased its appropriations for educational and medical activities; there has been an improvement in bettering the living conditions of Indian Service people on a number of jurisdictions; and Congress, at last, has taken up seriously the problem of law enforce-

ment on reservations. We, therefore, with stronger hopes than were entertained in 1923, beg leave to restate the conclusion just quoted from our 1923 report, concerning the speeding up of administrative activities, assisted by augmented appropriations from Congress, in the practical working out of Indian problems.

CIVIL SERVICE STATUS FOR COMMISSIONER

In common with many other friends of the Indians who have seen the injurious effect of partisan politics in the administration of their affairs upon them and their property we are strongly of the opinion that the officials and employees of the Bureau of Indian Affairs, from the Commissioner down, should be placed within the protection of a civil service status. Under the impression that this highly desirable condition might be brought about by an Executive order of the President, the board adopted a resolution at its annual meeting in January, 1926, reading as follows:

Whereas throughout the existence of the Bureau of Indian Affairs its activities have been hampered and its usefulness impaired by the injection of politics; and

Whereas recent investigations of the Board of Indian Commissioners have served to emphasize the importance of eliminating so far as possible this source of difficulty, and have shown the acute embarrassments caused by political pressure upon officials of the bureau everywhere, and particularly in the handling of affairs of the Five Civilized Tribes; Therefore, be it

Resolved, that we, the United States Board of Indian Commissioners, urge upon the President of the United States that he extend to the officials of the Bureau of Indian Affairs, as has already been done to those under them, the protection of a civil service status. We respectfully recommend that this protective status apply to all, beginning with the Commissioner of Indian Affairs; and we especially urge this action in the case of the office of the Superintendent for the Five Civilized Tribes in Oklahoma.

We find that special legislation will be required to bring about the purpose expressed in this resolution. Therefore, we earnestly recommend that a bill be introduced in Congress providing for a 100 per cent extension of the civil service to the Bureau of Indian Affairs to the end that all of its officials and employees will be given a civil service status. As justification of this recommendation we beg to submit the following:

By mandate of Congress and under the general oversight of the Secretary of the Interior, the Commissioner of Indian Affairs is the delegated agent of the National Government to carry out its functions as guardian and trustee of nearly a quarter of a million of American Indians.

These Indians are the wards of the United States by reason of happenings which began even before the Declaration of Independence was written, 150 years ago, happenings for which the present legislative and executive officials of the Government and the Indians can neither be blamed nor commended.

The situation in which our Indian people find themselves is the result of many decades of beneficent and injurious congressional legislation and Federal administration. Some 240,000 are now the supervised wards of the United States of America, a unique people whose relations to the National Government are different from those held by any other population class of our country. Rightly or

wrongly, they are in a peculiar sense a dependent people, though all are citizens.

In 1832 Congress created in the War Department, which then had charge of Indian matters, the office of Commissioner of Indian Affairs. Since then there have been 31 different men to fill this office. Five served for periods of less than one year, five for one to two years, seven between two and three years, four between three and four years, six between four and five years, three between seven and eight years, and the present incumbent completed his fifth year April 1, last. The average term of office of all of the 31 commissioners has been about three years.

That which affects the administration of Indian affairs directly and quickly affects the individual and family life of the 240,000 restricted Indian wards of the United States. The frequent changes in the office of Commissioner of Indian Affairs, made to advance the fortunes of some political party, have been largely responsible for many of the troubles that have arisen to the injury of the very people whose health, education, progress, welfare, and happiness are regarded by Congress itself as being in the nature of trusts to be assumed and faithfully executed by the United States.

The office of the Commissioner of Indian Affairs and every other official of the Indian Bureau should be entirely divorced from politics, and Congress should now do the big thing by enacting legislation that will bring this about.

INDIAN MEDICAL SERVICE

The organization which has been effected of a complete medical service within the Bureau of Indian Affairs gives cause for much satisfaction to those who are genuinely interested in the welfare of our American Indians.

This sense of gratification is made more pronounced by the fact that the new Indian medical service has the advisory and cooperative aid of the United States Public Health Service through its hospitals, laboratories, and public health research, including the activities of field directors and others of the personnel of the Public Health Service.

The organization chart of the new Indian medical service gives the following outline of the arrangement of its personnel and equipment: A chief medical director, who is a physician, has charge of all medical, dental, and sanitation activities, with two special physicians at large at his disposal to send wherever an emergency arises. One is a surgeon who is a specialist in eye, ear, throat, and lung diseases. The other is an epidemiologist who will take control where epidemics arise and also will investigate contamination and install sanitary systems.

The Indian country has been divided into four medical districts each in charge of a district medical director who reports to the chief medical director and who supervises all medical, dental, health, and sanitation work, hospital activities and the general health affairs of the Indians in his district. In each district are special physicians.

The chief medical director (Dr. M. C. Guthrie) has the responsibilities of the health and sanitary living conditions of more than 248,872 Indians and of more than 3,000 white Indian Service officials and employees, Indian missionaries and their families, living in 99 agencies located in 22 States.

His medical staff must take care of the health of Indian boys and girls in 145 reservation day schools, 58 reservation boarding schools, 18 nonreservation schools, 29 mission day schools, and 54 mission boarding schools. His Indian patients represent 193 different tribes, subtribes, and bands speaking more than 58 languages and dialects.

Besides the special physician at large, the epidemiologist and the four district medical directors, the chief medical director has supervision over 11 special physicians; 61 contract physicians; 121 school, agency, and hospital physicians; 10 traveling dentists; 159 graduate and practical nurses and field matrons; and 296 miscellaneous employees.

At this writing the new medical service is functioning. Immediate results, however, can not be expected, for it will take time to develop the new adjustments and groupings.

The first general report of the chief medical director will be awaited with eagerness by those who long have urged that steps be taken toward a well organized and independent medical service in the Indian Bureau.

The isolation of Indian communities is passing. Every year brings the Indians and white people closer together. The Indian health question is losing its exclusive individualism, for it is becoming a part of the general health problem of the whole country. It is now almost within the field covered by the United States Public Health Service.

Consequently it is not too venturesome to express the opinion that the logical trend of the new Indian medical service is toward the transfer of this section of the Indian Bureau to the United States Public Health Service, a change which was recommended by the Board of Indian Commissioners several years ago.

LAW AND ORDER

For some years this board has been urging the enactment of legislation which would provide for the better enforcement of law and order on the reservations. Several bills designed to effectuate this purpose have been introduced but, until this present session of Congress, they never were seriously considered in committee.

Chairman Scott Leavitt, of the House Committee on Indian Affairs, introduced his bill, House No. 8726, "To extend the civil and criminal laws of the United States to Indians, etc.," during the current session, and it was referred to his committee.

In its original form the measure was not satisfactory in several respects. A number of hearings were held on this bill with the result that it was amended to meet objections raised.

The amended bill provides that the civil and criminal laws of the United States shall apply to Indians and that the United States district and circuit courts shall have jurisdiction of crimes and mis-

demeanors or other violations of Federal statutes committed within Indian reservations by or against Indians.

It gives Indian courts jurisdiction, under such rules and regulations as the Secretary of the Interior shall prescribe, over offenses defined by State laws committed by Indians on Indian reservations for which no punishment is provided by Federal statutes and sets the maximum sentence of Indian courts at 60 days' imprisonment or labor or a fine of \$100, or both, and further provides for bail and the right to appeal to United States district courts. The bill makes only restricted Indians eligible for the office of Indian judge and provides that such judges shall be selected only by restricted Indians. Where there is no Indian court the State courts are given jurisdiction over offenses defined by State laws.

A provision of the bill requires that hereafter Indians shall comply with State marriage and divorce laws and that while living on Indian reservations restricted Indians shall be subject to the jurisdiction of the United States courts, the Indian courts, and, also, where there are no Indian courts, to State courts.

We are of the opinion that the amended Leavitt bill adequately covers the general situation and meets the requirements. But it is of such vital importance to the Indians and their status is so different in many ways from that of white people, that it would appear to call for the most thoughtful consideration by the legal staff of the department before the bill is reported out for passage in the House.

EXECUTIVE ORDER RESERVATIONS

In previous annual reports the Board of Indian Commissioners has expressed the hope that Congress would enact legislation which would make Indian reservations that have been established by the Executive orders of Presidents of the United States identical in all respects with reservations established by treaties or acts of Congress.

The passage during the last session of Congress of Senate bill 4152, to authorize oil and gas leases upon Executive order reservations, was a step in that direction, even though the bill was vetoed by the President. In his veto message the President held that certain provisions of the bill discriminated unfairly in favor of 20 persons who had received permits to drill for oil in the Navajo country prior to the reversal of a departmental ruling concerning authorization of oil and gas leasing on Executive order reserves, and against some 400 applicants for permits. The President also gave as a reason for his veto the fact that this whole question is now before the United States Supreme Court.

Undoubtedly this bill will be reintroduced in the coming session of Congress, modified, perhaps, to meet the President's objections to some of its provisions. But even though Congress has shown its willingness to give Indians on Executive order reservations some of the proceeds which might be realized from the production of oil and gas, we are strongly of the opinion that such concession does not go to the heart of the matter, which is the character of the rights of Indians to lands that have been set apart for their use and occupancy by a President of the United States.

An Executive order reservation is carved out of the public domain for some reason. Generally that reason is that the Indians con-

cerned are rightly entitled to the assurance of permanent occupancy of their home lands. It may be that, because of some statute or lack of a statute, such Indians do not "own" the lands so set apart for them in the same sense that Indians on treaty reservations, for example, "own" their reserved lands. There is an honest doubt in the minds of some Members of Congress and of some department attorneys.

This doubt ought to be entirely removed, for the good faith of the United States is involved in this whole matter. And that doubt can only be removed by a specific act of Congress, unless the United States Supreme Court settles the question one way or the other. The case now pending before that high tribunal does not appear to reach down to what we regard as the basic moral question involved.

Therefore we beg leave to renew our recommendation that Congress shall enact legislation which will have the effect of making all existing Executive order reservations identical in all respects with reservations established by treaties or acts of Congress.

REIMBURSABLE APPROPRIATIONS

The Sixty-eighth Congress authorized a reimbursable appropriation of \$100,000, payable out of Navajo funds, for one-half of the construction cost of a bridge across the Colorado River at Lee Ferry, in northern Arizona. The urgent deficiency bill of the last session of Congress contains an appropriation, reimbursable from Navajo funds, for this bridge. This matter caused much discussion in Congress because it was charged that the bridge would not be of any benefit whatever to the Navajo Indians; that the whole purpose of the appropriation was to use the Navajo funds to construct a bridge for automobile tourists, and, therefore, the appropriation should be a gratuity and not charged against the Navajo Tribe.

The \$100,000 Lee Ferry bridge item was passed and is now a charge against the Navajo Indians, but bills have been introduced in the Senate and House to change the character of this appropriation so as to make it a gratuity. It is to be hoped that at the next session of Congress this change will be made.

For some years it has been the practice in Congress to make appropriations for bridges, roads, and even irrigation projects which, in some fashion, could be tied on to an Indian reservation so as to give the excuse of making the appropriation reimbursable by the Indians. If the bridge or road held any reasonable promise of being beneficial to the Indians themselves, even though at the time the appropriation was made the enterprise would appear to be solely for the use of white persons, there might be some justification for making the items reimbursable.

We have cited this Lee Ferry bridge case to point out what we regard as unjustifiable use of Government authority in making reimbursable appropriations. They have been made without the consent of the Indians, and, in most cases, even without their knowledge. The fact that such appropriations might benefit the Indians does not justify the placing of what is practically a forced mortgage upon the property of an Indian tribe. We urge that hereafter the Indians should be consulted and their consent gained before such reimbursable appropriations are made.

FIVE CIVILIZED TRIBES

The period of restrictions of the Five Civilized Tribes in Oklahoma will come to an end in April, 1931, unless Congress intervenes.

At that time, under existing laws, the United States will cease to be the guardian and trustee of 15,000 to 16,000 restricted, enrolled, and allotted Cherokee, Creek, Choctaw, Chickasaw, and Seminole Indians and of several thousand more members of these tribes who were neither enrolled nor allotted because they were born after the final tribal rolls were closed in 1906.

Congress, and Congress alone, can extend the period of restrictions to all or to part of these Indians, some of whom are educated and are able to stand alone, many of whom have had more or less education and experience in dealing with white people, and thus are more or less prepared to enter into the new order of things in 1931. But there are a large number who, having had neither schooling nor worldly experience, will not be able to handle their property affairs without aid and who would become easy victims of designing men.

All of these enrolled and allotted men and women are classed as full and three-quarter Indian blood; a few hundred are rich by reason of royalties they receive from oil-producing lands; a considerable number are in comfortable circumstances, but most of them are far from being even "well-to-do"—they are poor.

Should Congress be content to let the law take its course all of these remaining restricted members of the Five Civilized Tribes, rich and poor, old and young, strong and weak, adults and minors, able-bodied and crippled, mentally sound and unsound, prepared and unprepared, will be "turned loose" in April, 1931. This rapidly approaching crisis in the lives and affairs of these Indians presents a most difficult and complicated problem.

In the presentation of our views on this question we would rather look forward than backward, but some retrospection will be helpful to an understanding of the situation in which these Indians find themselves, a situation developed by white men without regard to the interests of the Indians. Nor can we ignore the unhappy fact that for some 18 years, at least, these wards of the United States, living in the 40 counties of eastern Oklahoma have been shamefully exploited by a group of guardians and their attorneys whose unconscionable deeds are matters of public record and of common knowledge. This group, in numbers, has never been more than a small minority of the citizenry of the State, yet the good people of Oklahoma have been apathetically indifferent to a situation which has brought discredit to the fair name of their State. This public indifference to the welfare of the Five Tribes people is one of the most discouraging factors of the present problem.

The evils that have been wrought are past redemption. The land and money stolen from the Indians, under cover of the law, can not now be given back to them. Denunciation of individual wrongdoers has no practical value in the consideration of this matter. But it is not too late for Federal and State authorities, legislative and executive, to adopt measures, drastic if necessary, to prevent the further evil exploitation of these Indians and to safeguard their interests and promote their welfare.

It is quite obvious to us that the outstanding need in the situation we are presenting is for Congress to take action now which will enable the constituted authorities to handle the crisis that will come upon this group of the Nation's wards within the next five years to the best interests of the Indians.

As the result of deliberation we have arrived at certain conclusions. We have embodied our views on the situation in the following recommendations which we beg leave to submit with the purpose of centering the attention of the legislative and executive Federal authorities upon a matter of supreme importance, not only to the Indians and white people of Oklahoma but also to all the people of the United States:

RECOMMENDATIONS

It is recommended—

1. That Congress shall provide for extending the period of restrictions after 1931 for those restricted members of the Five Civilized Tribes who, in 1931, shall be 40 years of age or older or who, through physical or mental ills, are incapable of self-support; such extension to be for the life of the original allottee; and that provision be made for removal of restrictions as at present authorized for other tribes.

2. That the able-bodied Indians, excepting such as may be mentally incapacitated, who in 1931 will be between the ages of 21 and 40 years, shall now be urged in all the ways within the possibilities of the Federal authorities to prepare themselves for handling their own property and that at the end of the present restricted period they shall be released from further restrictions and be paid such funds as will then be due them, and the period of wardship shall for them be at an end.

3. That there shall be made, forthwith, by an impartial group of persons from outside of the State of Oklahoma, an enumeration of the restricted members of the Five Civilized Tribes, enrolled and unenrolled, which will give the population by tribes and the residence, sex, age, blood status and the educational, social, economic, physical, mental, and living condition and property holdings, and the use thereof, of each individual so that there will be furnished adequate information for the classification and future treatment of these Indians.

4. That the restricted Indians of the Five Civilized Tribes who have an annual income of \$5,000 or more be segregated into a class for the speedy disposition of their estates either by the removal of all their restrictions, or the creation of a trusteeship for each estate by employing well-established and competent trust companies or banks, which make a business of handling estates, for this purpose, and which will have the approval of the Secretary of the Interior.

5. That Congress shall promptly repeal the law which made the office of the superintendent for the Five Civilized Tribes appointive by the President and that the present superintendency be subdivided into two or more jurisdictions similar to others in the Indian Service with their employees subject to the civil service law.

6. That Congress shall enact legislation which will restore to the Secretary of the Interior the supervision of the property of restricted

members of the Five Civilized Tribes which was taken from him by the act of May 27, 1908, and subsequent legislation; which will provide that restricted lands can not be leased for agricultural purposes by restricted members of the Five Civilized Tribes without Federal supervision; which will provide that such members can not execute valid wills disposing of restricted property without the approval of the Secretary of the Interior; and which will confer upon the probate attorneys the authority that will enable them to more effectively safeguard the interests of these Indians in the probating of estates and in the sale of inherited property.

7. That a medical service for the Five Civilized Tribes be established with sufficient personnel and equipment adequately to care for the health of these Indians and that special efforts be made to provide hospitalization for advanced cases of tuberculosis that now are not permitted to be treated in Indian Service hospitals.

8. That field matrons and more farmers be detailed by the Indian Service to this superintendency and that the five-year industrial program which has been successfully adopted on the Blackfeet and other reservations be put into effect for the benefit of the restricted members of the Five Civilized Tribes.

9. That every encouragement be given the education division of the Indian Service in its efforts to provide school facilities for all the restricted children of the Five Civilized Tribes, and further, that when the coal and asphalt properties of the Choctaw and Chickasaw tribes have been sold, a substantial proportion of the proceeds shall be set aside for the education of the children of these two tribes.

EXTENSION OF RESTRICTIONS

Space limitations preclude an extensive review of the happenings which brought about the present situation in the Five Civilized Tribes. But the pertinent facts are well known and complete information is available in the printed reports of the several hearings which have been held by the Senate and House Committees on Indian Affairs, in reports of investigations made by those committees and others, and in printed reports of the Superintendents for the Five Civilized Tribes and of Government and non-Government organizations. However, it will be necessary to refer briefly to some of the salient historical facts.

In 1906, by virtue of the act of 1887 (commonly known as the Dawes Act) 15,794,218 acres of land in the then Indian Territory were allotted in severalty to 101,506 persons of whom 75,519 were Cherokee, Creek, Choctaw, Chickasaw, and Seminole Indians—the Five Civilized Tribes; 23,405 were negro freedmen and 2,582 were intermarried whites.

The act of May 27, 1908, removed all restrictions from about two-thirds of these allottees. Subsequently the authorized removal of restrictions by the Secretary of the Interior, and deaths, further reduced the total of restricted enrolled and allotted Indians to the present number of approximately 16,000, holding 2,051,812 acres of land. It will be the surviving members of this group who, in 1931, will be "turned loose" without protection unless Congress intervenes.

Because of the diversity of opinion it is idle to even hope that any proffered solution of the problem concerning the extension of the restriction period will be approved by all the persons who are interested in the matter. There are some good, disinterested friends of these Indians who are demanding that no extension shall be granted excepting in the case of Indians who are incapacitated by age or infirmities. Other equally good and disinterested friends are as firmly convinced that justice to these Indians requires that all of them shall have their restrictions continued by Congress for a term of years, and it has been suggested that the whole business be turned over to a competency commission with power to act. Several groups of Cherokee and Creek Indians have filed with us memorials urging the extension of the period to all full bloods.

After considering the whole situation we have arrived at the conclusion that able-bodied Indians who in 1931 will be between the ages of 21 and 40 years should then be given their allotted lands and their money free from all restrictions and thus be separated from Federal guardianship. We are not deluding ourselves in the belief that any considerable number of them will hold their lands for long, but they will be in the possession of health and strength and ability to earn their own living either on their own farms or as wage workers. It seems both sensible and just that these Indians between 21 and 40 years of age should not have their restrictions extended beyond 1931.

For Indians who, in 1931, will be beyond the age of 40 years, and those under that age who are physically or mentally incapacitated, we are of the opinion that the Government should continue guardianship during the life of the original allottee with provision for the declaration of competency as at present authorized. Coupled with that should be the responsibility, and not only the responsibility but the duty as well, of training the next generation to a greater degree of usefulness. It is necessary, perhaps, that the elders of the present generation remain a public charge; but this necessity ought to be construed as conferring upon the public the right to require the education of the coming generation away from this state of tutelage.

NEED OF ACCURATE INFORMATION

Accurate information of the economic and social conditions of the restricted members of the Five Civilized Tribes is a prime necessity for the intelligent working out of their pressing problem—and this information is lacking. We are informed that the field clerks of the Five Tribes Agency are making a census of the restricted Indian population. Doubtless they will arrive at a close approximation, but a mere enumeration will not furnish the data which Congress should have to draft legislation that will pave the way to a practical, satisfactory solution of this complex problem.

Congress should know not only how many restricted Indians there are, where they live, what tribes they belong to, how many acres and how much money each has, but it should know how far each Indian has progressed, how much and what kind of an education each has had, what use has he been making of his allotment, what chance has he to take unaided care of himself if he is turned loose

in 1931, what is his physical and mental condition, etc. In short, Congress should be given the full information concerning these Indians which only can be obtained by a house-to-house canvass by persons who know how to make such a canvass.

We have ventured to recommend that this sort of a survey be undertaken by a group of disinterested persons from outside of Oklahoma, for in view of the present situation it is deemed of the utmost importance that the survey should be unembarrassed by local interests and local influences, and this includes the Indian Service. We believe there are organizations, amply financed and manned, which would undertake this task without expense to the Government. And it is obvious that a report from a non-Government, disinterested organization, with a field force of experts, would carry great weight not only with Congress but also with the general public.

THE OIL RICH INDIANS

Oil has brought great wealth to about a hundred restricted members of the Five Civilized Tribes and has made a couple of hundred more fairly rich. The agency of the Five Tribes carries the accounts of over 13,000 Indians on its books. Of this number 109 are in receipt of annual incomes from oil-producing properties ranging from \$5,000 to \$180,000. This number is made up of 94 Creek, 11 Choctaw, 3 Seminole, and 1 Chickasaw. In addition to these there are some two hundred or more Indians whose yearly oil incomes range from \$2,000 to \$4,500.

Numerically this group represents less than 5 per cent of the restricted enrolled members of the Five Tribes whose affairs are handled by the agency. The total value of their oil-producing lands runs up into the tens of millions of dollars. As guardian of these Indians and as trustee for their rich estates the Government, of necessity, is compelled to manage these large income-producing properties. Their magnitude, with the complexities and manifold details incidental to their administration, monopolize the time of the greater part of the staff personnel of the agency in Muskogee.

This situation has developed a lamentable condition. The interests of 95 per cent of the restricted membership of this jurisdiction, the poorer Indians, is being sacrificed for the material benefit of an inconsequential number of wealthy persons. And this unfortunate situation will continue as long as this agency is charged with the details of administration of these large estates.

The Muskogee Agency staff can not be held blameworthy for the grossly disproportionate attention it is forced to give to the affairs of oil-rich Indians. The responsibility rather lies with Congress, which has steadfastly maintained an attitude of indifference to the urgent pleas that will be found in every annual report of Superintendents for the Five Civilized Tribes. Without exception they have insistently asked for ways and means to organize a health service to adequately care for the tubercular and trachomatous people in their charge, for field matrons to teach the common rules of household sanitation, and for other welfare workers.

Furthermore, the very existence of these large oil estates has been provocative of much of the trouble in which this jurisdiction is con-

tinually involved. It is common knowledge that "grafting" on rich Indians has become almost a recognized profession in eastern Oklahoma and a considerable class of unscrupulous individuals find their chief means of livelihood and source of wealth in this "grafting." So common is this practice that the term "grafter" carries little, if any, opprobrium with it in Oklahoma; it is the popular designation for one whose principal business is dealing with Indians.

We have ventured the recommendation that the richer restricted Indians of this group of tribes be placed in a class for the disposition of their estates either by the removal of all restrictions thereon or the creation of a trusteeship for each estate by the employment, with the approval of the Secretary of the Interior, of a well-established and competent trust company or bank which makes a business of handling such trusts. In our opinion this method of procedure is both sound policy and good business, and, further, the trusteeing of such estates would make for their greater security and permanence, for they would be handled by business experts and thus be removed from the quasi political atmosphere of this superintendency.

But above all it would enable the agency staff to carry on the real work for which the Indian Service was instituted, the work of attending to the pressing needs of the long neglected poorer Indians of the Five Civilized Tribes.

CIVIL-SERVICE STATUS FOR SUPERINTENDENT

The Superintendent for the Five Civilized Tribes is the only superintendent in the Indian Service who has not a civil-service status. He is appointed by the President, with the advice and consent of the Senate, by virtue of an act of Congress approved in 1914. All other reservation superintendents are appointed by the Secretary of the Interior under civil service laws and regulations. Before 1914 this jurisdiction was ably managed by two officials appointed in conformity with the civil service law, and under them the great task of allotment and organization was practically completed.

It is quite evident that the radical change in the status of the superintending official was effected 12 years ago as a matter of political expediency. There were no unusual conditions existent at the time which required the setting apart of this agency as a unique exception to the long-established and time-tested practice that placed the field management of Indian affairs in the hands of civil-service employees. There then were a number of competent, experienced field officials having the civil-service status—as there are now—any one of whom could have effectively superintended the agency for the Five Civilized Tribes.

This office is frankly regarded as a rightful perquisite of the political party in power. No other superintendency is so regarded. There is no valid reason why the Five Civilized Tribes superintendent should be unique in this respect. It certainly is a sad commentary on our vaunted American civilization that the happiness, welfare, and progress of several thousands of human beings, who happen to be the Indian wards of a great Government, should be made secondary to the political fortunes of a few white persons who happen to live in Oklahoma.

For the past 12 years, no matter which of the major parties were in power, and irrespective of the personality of the incumbent of this office, there has been a constant atmosphere of suspicion, of charge and countercharge, of factional jockeying, of favoritism and discrimination surrounding the office of the Superintendent for the Five Civilized Tribes. The incumbent not only has been subjected to attacks from the party in opposition but also by the faction of his own party to which he did not belong and which vehemently wanted to get him out in order to get its man in.

If these political maneuverings did not affect the Indians, this matter perhaps might be passed over as of minor consequence. But the injection of practical politics into the administration of the affairs of this group of tribes has been most injurious to the welfare of the Indians and has brought discredit to the Nation and the State of Oklahoma.

The sole cure for this evil situation is the repeal of the law which changed the office of superintendent from a civil-service status, making it a political appointment.

Such action would make this office similar in all respects to that of other superintendencies in the Indian Service. Whenever this suggestion has been offered it was promptly met by the argument that the great importance of this superintendency, the large number of its Indian population, and the vast wealth evidenced by their valuable land properties made it necessary to have a superintendent who was appointed by the President.

That argument no longer has any force, if it ever had any. As a matter of fact this agency has lost the standing it once held as the most important superintendency in the Indian Service. Its present apparent importance is due to the presence of some opulent Indian estates owned by less than 5 per cent of the total enrolled restricted Indians. By placing these estates in the charge of trustee banks and trust companies, as we are recommending, the population, financial, and land-holding statistics of this agency would dwindle down to those of a fair-sized jurisdiction.

We are recommending that the agency be subdivided into two jurisdictions, each with a civil-service superintendent. The natural division would seem to group the Cherokee, Creek, and Seminole, with a population of restricted enrolled allottees of about 11,000 or more, into one jurisdiction, and the Choctaw and Chickasaw, with a population of restricted enrolled allottees of about 5,000, into another.

Quite recently, at your request, the President by an Executive order placed all employees of the tribal school in this agency under the civil service. We beg to urge you to do what you properly can do to secure legislation which will enable you to subdivide the agency for the Five Civilized Tribes into two or more Indian Service units, in your discretion, with superintendents and all employees having a civil-service status.

THE MISTAKE OF 1908

We are recommending that Congress shall enact legislation which will restore to the Secretary of the Interior the protective authority over the estates of restricted members of the Five Civilized Tribes which was taken from him by provision in the act of May 27, 1908.

Prior to that year adult heirs of a deceased allottee were permitted, by law, to sell and convey the inherited lands, and minor heirs could join in such sales through a guardian who was appointed by the proper United States court for the Indian Territory. This permission was authorized by the act of April 26, 1906, and was safeguarded by the following provision:

All conveyances made under this provision by heirs who are full-blood Indians are to be subject to the approval of the Secretary of the Interior, under such rules and regulations as he may prescribe.

This safeguard supervision of the Secretary was taken from him and the probating of Indian estates was conferred exclusively upon the county courts of Oklahoma by the act of May 27, 1908. The pertinent provisions of this act read as follows:

The persons and property of minor allottees of the Five Civilized Tribes shall, except as otherwise specifically provided by law, be subject to the jurisdiction of the probate courts of the State of Oklahoma.

That the death of any allottee of the Five Civilized Tribes shall operate to remove all restrictions upon the alienation of said allottee's land: *Provided*, That no conveyance of any interest of any full-blood Indian heir in such land shall be valid unless approved by the court having jurisdiction of the settlement of the estate of said deceased allottee.

In addition to administering the probate affairs of minors as authorized by the law the county courts have assumed the right to declare adult restricted Indians "incompetent," and to appoint guardians for them. As a general rule such Indians are in the wealthy class, made rich by oil leases on their lands. It is a question whether these courts legally have this jurisdiction, but the fact is they have taken it and have acted accordingly. Some of the most famous of the Oklahoma "Indian cases" of country-wide notoriety concerned oil-rich Indians who, almost immediately after it became known that oil had been found on their lands, were adjudged "incompetent" by county courts.

It is inconceivable that the Congress had any idea that through the operations of its act of May 27, 1908, the United States of America, as the guardian and trustee of these Indians, would be made subordinate to some Oklahoma county courts in the administration of Indian probate affairs and that some Oklahoma county judges would be made superior to the Secretary of the Interior who is held accountable by Congress and the country at large for the welfare of the Nation's Indian wards. Nevertheless, that is exactly what the practical working out of this act has done. And nowhere else in this land can a like situation be found.

Whatever may have been the motives that were back of the passage of this act the cold facts set forth in the official records of the past 18 years prove conclusively that its provisions have been shamefully perverted to the great injury of the Indians. These records are easily available for they may be found in the printed reports of hearings and investigations made by the Senate and House Committees on Indian Affairs, by reports made by Government and non-Government organizations, by Government officials and private individuals, and much information also can be had from the files of Oklahoma newspapers.

Space does not permit an extensive review of the situation as it has been disclosed by the records referred to, but a fair-minded,

disinterested inquirer, seeking knowledge of conditions existing in the Five Civilized Tribes from the recorded facts, is quite likely to arrive at the following conclusions:

That so far as the Indians are concerned the enactment of the law of May 27, 1908, has proven to be a grave mistake and should at once be amended to return to the Secretary of the Interior the protective authority over the estates of these Indians which the act in question took from him.

That for some 18 years these Indians have been robbed, overreached, and otherwise mistreated under cover of this act by the class of men commonly known in Oklahoma as "grafters" through the allowance of exorbitant fees by county courts to guardians and their attorneys; through the sale of lands with the approval of county courts at prices far below their known values; through the leasing by Indians, without the Federal supervision, of their agricultural lands under terms which produced ridiculously low rentals; through the practice of declaring adult Indians "incompetent" by county courts to the profit of guardians and lawyers and loss to the Indians; through the opportunities afforded by the provisions of the "partition act" of 1918, by which Indian heirs have been compelled to sell their interests in inherited lands at prices set by the purchaser of the interests of another heir, and by involving Indians in complicated litigation that developed unconscionable fees and costs.

That in many instances county judges have been extremely lax in their duties, or indifferent to their responsibilities, or overinfluenced by considerations of social or political obligations, or have been the willing tools of designing men.

In a report of the Board of Indian Commissioners, dated January 26, 1926, on the Five Civilized Tribes, these matters were considered in some detail. Had we the space it would be comparatively easy to cite numerous typical cases of the misuse of the provisions of the act of 1908. But we are content to go to Congress itself for confirmation of our views on this lamentable situation.

VIEWS OF THE HOUSE COMMITTEE

A subcommittee of the House Committee on Indian Affairs investigated the affairs of the Five Civilized Tribes on the authority of a House resolution "to inquire into and investigate the situation with reference to the administration of Indian affairs in Oklahoma." The majority report (Rept. No. 1527, House of Representatives, 68th Cong., 2d sess.) of the committee was laid before the House by the chairman of the Committee on Indian Affairs, February 19, 1925. This report presents the condition of affairs obtaining in the Five Civilized Tribes arising out of provisions of the act of 1908 concerning the sale of inherited lands and the leasing of agricultural lands by restricted Indians. It is a convincing presentation, and we beg leave to offer the following excerpts to indicate the state of mind of the committee on this matter:

The act of May 27, 1908 (35 Stat. L. 312), provided that the probate courts of Oklahoma should have jurisdiction over the persons and property of minor allottees, except as otherwise specifically provided, and that full-blooded Indian heirs might alienate their inherited Indian lands with the approval of the

county courts. Thus a full-blood restricted adult Indian, uneducated, unlettered, inexperienced, and incompetent to manage or transact his business, may sell his inherited lands without restrictions, except that the county court must approve the deed of conveyance. This requirement, however, in practical administration, furnishes no safeguard or protection to the Indian; the procedure in such cases, simply requiring the approval to be granted, not by the judge sitting as a court or acting in a judicial capacity, but simply as an agent of the Federal Government in the exercise of ministerial powers only. No petition for sale is required to be filed, notice of hearing is not required to be given, no appraisal of the land is required by law, and simply acting as an agent without remuneration, but little if any consideration is given, and the matter is treated as a formal act to accommodate the parties interested in the purchase. As a result of such total lack of procedure, the purchase price is often far below the actual value of the land sold, and as no necessity for the sale is required to be shown, the lands in many cases pass out of the hands of the Indian for a price much less than their true value. The purchase is often paid in bulk to the Indian, who entirely ignorant of values and inexperienced in trade, and susceptible to the artifices in the commercial world his moneys are often dissipated and irretrievably lost. Many complaints are filed from the Indian heirs against their grantees on account of alleged inadequate considerations and practices of fraud.

Under existing law a full-blood restricted Indian may execute and deliver a valid and subsisting agricultural lease for a period of one year upon his restricted homestead, and for a period not exceeding five years on his surplus allotted lands. This unlimited, unsupervised authority given full-blood restricted Indians, a great many of whom are wholly incompetent to transact such business, has resulted in the creation of a class who makes it a business of trading and trafficking in such leases, in many instances obtaining leases on valuable agricultural lands at a nominal rental. Unable to read or write, not being under guardianship, and approached by unscrupulous and designing persons when assistance is not available, the Indian is induced to give a lease on his valuable agricultural lands, and additional leases for overlapping periods, the persons taking them knowing that by recording same he can exact a profit from a bona fide lessee. With authority vested in the unlettered and ignorant Indian to execute such instruments, many forged leases appear of record, slandering the titles and depreciating the values. One witness alone produced for examination at the hearings of the committee at Muskogee over 100 leases on Indian agricultural lands, the signature of the lessor to each of which he declared to be a forgery and that said leases were placed of record for the purpose only of compelling the lessee, in maintaining his quiet and peaceful possession, to purchase said forged claims.

This blackmailing system has produced an unconscionable class who are willing to resort to forgery itself for their exactions, leaving the valuable agricultural lands in the hands of tenants who, once in possession, are seldom dispossessed, paying but nominal rentals, if at all, while the full-blood restricted Indians, to a large extent, are dispossessed of their lands and are living in the hills. Why such authority was ever delegated to the poor, unlettered, and ignorant wards of the Nation, whereby he is deprived of the possession of his lands, is indefensible from any standpoint of trusteeship, and inexcusable by those in the discharge of such responsibility.

Your committee finds that there are reprehensible and indefensible practices carried on in the oil-producing districts on Indian lands by unconscionable attorneys and persons who make it a profession to obtain appointments as guardians. That such persons, whether as guardian, attorney, or business man making sales, are indigenous not to the State of Oklahoma or its laws, but to the unprecedented production of fabulous wealth upon the lands of those who are unlettered, inexperienced, and incompetent to transact their own business, and to take care of the enormous fortunes into which they suddenly come in possession.

RECOMMENDATIONS

It appearing that there is much uncertainty in the law relative to the jurisdiction of the administration of the affairs of the Five Civilized Tribes, which uncertainty should be removed by clear congressional enactment, we recommend that legislation is imperatively necessary in the matter of (1) the approval of agricultural leases of restricted Indians; (2) the leasing of allotted or in-

herited lands of restricted Indians; (3) in the matter of the approval of conveyances by full-blood or other restricted heirs or devise; (4) the approval of the partition of estates in which restricted Indians have any interest; (5) in the matter of the guardianship of property of minors or other Indians adjudged incompetent; (6) limiting amount of attorneys' fees with sliding scale, which may be allowed by the department or the courts; (7) prohibiting approval of gifts by incompetent Indians, unless found competent by the county court to clearly understand the nature of, and appreciate result of the gift proposed to be made.

GUARDIANS' AND ATTORNEYS' FEES

The average cost of the probate administration of the estates of restricted and unrestricted members of the Five Civilized Tribes is \$709.81, according to a survey made of 2,821 cases by the Superintendent for the Five Civilized Tribes in 1923. This is twenty-seven times the average charge made by the Bureau of Indian Affairs from 1914 to 1920, inclusive, for handling all of the probate affairs of all restricted Indians, excepting those of the Five Civilized Tribes and of the Osage Tribe. The Indian Bureau's average charge was but \$26.47.

The survey referred to showed that the expenses of probating the estates in the county courts of Oklahoma ranged from below 5 to more than 50 per cent of the total receipts. This survey required the investigation of 14,229 probate cases in six counties in Oklahoma and the investigators could get no information, whatever, from 9,042, or 63 per cent of the 14,229 cases, because all reports of such cases were missing from the files of the courts. The survey included restricted and unrestricted Indian estates and estates of freedmen and whites.

In former years, it appears that all parties concerned were of the opinion that the superintendent was compelled, without question, to honor county court orders for the payment of fees and other charges in the probating of restricted Indian estates. But about 12 years ago the Muskogee Agency began to question the authority of county courts to direct the agent of the Federal Government to pay out funds in his hands belonging to restricted Indians, particularly in respect of probate fees, and began exercising considerable discretion in the matter.

In this connection the superintendent said last year:

All attorney fees charged against restricted Indians are checked up very closely, and regardless of whether or not a court allows a fee which is apparently exorbitant this office is usually successful in determining what should be a reasonable fee and by negotiations settlements are made which are satisfactory to all interested parties. In unrestricted cases, this office has no jurisdiction and by reason of laws in force we can not enter into cases over which we have no control.

Inquiry has developed the fact that the excessive fees allowed guardians for Indians and their attorneys by the county courts within recent years have arisen out of the probating of estates of unrestricted Indians over whose affairs the Federal Government has no jurisdiction whatever. The curing of this particular evil rests in the hands of the people of Oklahoma.

The prominence given in the printed reports of congressional hearings and official investigations and in the columns of Oklahoma newspapers to the allowance of these excessive fees would make it

appear that such exorbitant charges have been the principal methods employed to exploit the Indians. But a little study shows that the Indians involved are, numerically, but a small proportion of the Five Tribes' membership. The fact is that many more Indians have been fleeced through the "legal" sale of their inherited lands under cover of the act of 1908 than through allowances of abnormally excessive fees.

To check the harmful operations of the class known in Oklahoma as "lease brokers" the field clerks and probate attorneys of the agency have suggested the following:

That all such agricultural leases, known as commercial leases (those made by restricted Indians without departmental supervision) shall be invalid unless in writing, with the approval of the United States probate attorney in whose district such lands are located indorsed thereon; that any person, firm, or corporation who shall take or hold possession of any such lands, without such approved lease, or cause to be placed on record any lease not so approved, shall be guilty of a misdemeanor and shall be subject to prosecution in the United States court; that no receipt given by a restricted allottee for rents claimed to have been paid under such lease shall be competent evidence unless such receipt is witnessed by some officer or employee of the United States; that the transfer, subletting, or assignment of any lease, or any interest therein, shall be void and terminate all rights of the lessee thereunder unless the consent of the lessor in writing is indorsed thereon and approved by the probate attorney of the district in which the land is located.

INDUSTRIAL AND SOCIAL SERVICE NEEDS

The grave complications arising out of the uncertain attitude of Congress in regard to the termination of the period of restrictions of the Five Civilized Tribes in 1931 will require the best that is in the responsible Federal officials to work out the problem under consideration. While there are indications which seem to point to congressional enactment that will extend the period of restrictions of all or part of these Indians, it is well within the probabilities that in April of 1931 there will come a day when the Indian problem, so far as it concerns the Five Civilized Tribes, will cease to be a Federal problem, but will become one to be handled by the State of Oklahoma.

Nevertheless, and notwithstanding the uncertainty of Congress, plain duty requires the Department of the Interior and the Bureau of Indian Affairs to prepare for the eventuality of restrictions extension. It would appear to be the imperative obligation of the legislative and executive officials of the Government to begin at once intensive endeavors along the line of industrial and social service activities to prepare those Indians, who will likely be separated from Federal supervision in 1931, for the great change.

It is quite obvious that the Indian Service can not do this without added funds and we feel that Congress should recognize its responsibilities in this matter by providing the augmented appropriations that would be necessary. Much can be done in five years toward preparing such Indians for self-support.

We have recommended that the five-year industrial program which has been successfully tested on the Blackfeet Reservation be put into effect in the Five Civilized Tribes. If this is done we feel confident that a considerable number of these Indians who may be

"turned loose" in 1931 will continue to go forward under the impetus given them by the practical application of this program.

Every Superintendent for the Five Civilized Tribes in his annual reports has urged that more attention be given to the health matters of these Indians. They have asked for sanatoria, treating stations, physicians, and nurses again and again. The annual report of the superintendent for 1925 discloses that tuberculosis and trachoma are on the increase. He states that numerous plans for the establishment of a health organization have been submitted without tangible results and he asks for an organization of field matrons to teach the Indians sanitation in their homes, and methods of preventing and controlling diseases and to report incipient cases.

There is but one tuberculosis sanitarium in the jurisdiction and that is the hospital at Talihina, which was built with Choctaw and Chickasaw tribal funds. The only other Indian Service Hospital is the one at the Sequoyah Orphan Training School near Tahlequah, and that is a school hospital. There has been a lamentable lack of medical service for these tribes; it is doubtful if any other Indians in the United States have been more neglected in this respect.

Reports indicate that the children of the Five Civilized Tribes not only are eagerly responding to the efforts of the Indian Service to place them in schools but also that their parents are equally responsive. We trust nothing will intervene to embarrass this important work of the educational division; it is one of the most encouraging phases of the Five Civilized Tribes situation.

Faithfully yours,

GEORGE VAUX, JR., *Chairman.*
WARREN K. MOOREHEAD.
SAMUEL A. ELIOT.
FRANK KNOX.
DANIEL SMILEY.
MALCOLM McDOWELL.
HUGH L. SCOTT.
CLEMENT S. UCKER.
FLORA WARREN SEYMOUR.
JOHN J. SULLIVAN.

To the SECRETARY OF THE INTERIOR.

APPENDIX

The field work of the Board of Indian Commissioners took members into the Indian sections of Idaho, Oklahoma, Minnesota, Montana, New Mexico, North Dakota, Wisconsin, and Wyoming. Their special reports on conditions in the reservations that were inspected are presented in this appendix in abridged form.

HAYWARD INDIAN SCHOOL, WISCONSIN

Commissioner SEYMOUR

Commissioner Flora Warren Seymour visited the Hayward Indian School at Hayward, Wis., and part of her report follows:

"The passing of the timber means an end of the work which has been the winter support of the Indian. Logging on the Lac Courte Oreille Reservation, under the Hayward jurisdiction, is nearly at an end, as it is across the whole northern portion of this State. The Indian is not yet turning to farming, though his wife maintains a garden which ekes out the family food supply. Sheep or cattle might bridge the gap, furnishing an occupation more suited to the tastes and habits of the Indian, and at the same time requiring less equipment and labor at the start than would the preparation of cut-over land for the plow.

Certainly the Indian should not be allowed to fall entirely into the status of a beggar and purveyor of cheap amusement for the lack of intelligent direction at a period of change. Providing amusement for the tourist is an economic factor in life at resort places; but it is not a year-round occupation for a race which needs to learn self-respect and self-support, in this day of transformation.

"At every village powwows were in evidence, and the sound of the tom-tom incessant. One result of this love for gregarious merrymaking was seen in the imminence of an epidemic of infantile paralysis, which it was hoped to avert by a close quarantine of the reservation and the postponement of the opening of school until the period of quarantine should be ended. It was supposed that this was a spreading out of an epidemic already in progress in Minnesota. It came into Wisconsin through the attendance of various tribal groups upon a pageant at Bayfield, Wis. Various other fairs and festivities had encouraged its spread. I hope that the timely precautions inaugurated by Superintendent Ryder may help to check the ravages of this disease.

"While Hayward is classed as a nonreservation school, it is so in a technical rather than a real sense. It is 15 miles from the Lac Court Oreille Reservation, which is cared for by Superintendent Ryder in addition to the management of the school, so that it is not situated on a reservation. But it can care for few others than the Chippewa children from this one reservation, and it takes them only to the sixth grade; so that it is to all appearance and in all results much more the type of the reservation boarding school. As such the children finishing its six grades should whenever possible be sent on to higher schools; but the tendency too often is to consider this the completion of an education. One result, of course, is the early marriages, or rather the irregular connections which are about as frequent as marriages; so that the real development of the race is retarded just at the point where it should receive an impetus. A list of the nonlegalized connections is surprising in its large proportion of younger men and women. A single connection of this sort might easily be legalized, but the constant changing of partners makes the situation a difficult one to remedy. Its results, in social and legal and physical ills, are serious. The only real solution of the problem, however, lies in an education which will change the ideals and habits of the young Indian. This goal can

not be attained in a single generation, even under the most favorable auspices; but an education which would keep the children longer in school and longer under the influence of a more settled standard of life, is the first step toward improvement.

"In the six grades of Hayward School, carried on with but three or four teachers, it is impossible to keep the second and third grades in school all day, as is the usual design. Nor is it possible, with such small children, to carry on vocational work to any really helpful degree. Thus the real purposes of a non-reservation school are not met here. These boys are going to need a means of livelihood, as their parents did not need it, in the midst of the timber. They should be receiving at the school a training which will compensate for the forest life that is rapidly disappearing.

"This is an immediate matter in another sense as well, for the land is being sold piece by piece, and as it goes, with it disappears the right of many to participate in the benefits of the Government Indian schools. Many are already in the public schools of the State, and no doubt it is well that this should be so, and that they should learn by daily contact with their white neighbors lessons of living which will be of value to them.

"These Indians have long been citizens, but while any restricted land remains there will be little effort on the part of the State to consider their needs or their deeds. It would seem that nominally they should be amenable to State laws forbidding promiscuous marital relations, bootlegging, and similar infractions of the social code. But practically they are still regarded as wards of the Government to such an extent that their concerns are left entirely in the hands of the Federal officials. In three or four years the restrictions on their lands will expire, and they should then be amenable to State laws and regulations. A great deal of land selling will no doubt result, and after that the problem of the landless Indian will again arise. The only permanent thing that can be done, it seems to me, is to provide them with training that will enable them to earn an honest living, with or without land, and with principles that will make obedience to the State laws as little hardship as possible. If it can be done at all it can and should be done here and now."

PUEBLO LANDS BOARD

Commissioner MOOREHEAD

While in Santa Fe, N. Mex., July, 1925, Commissioner Moorehead made some inquiry into the work of the Pueblo Lands Board. Following is an excerpt from his report:

"This commission is to determine the rights of the Pueblo Indians and non-Indians to lands within and adjacent to the pueblos under the provisions of the act of June 7, 1924. The commission is composed of Mr. Roberts Walker, chairman, who represents the President of the United States; Mr. Herbert J. Hagerman, who represents the Secretary of the Interior; and Mr. Charles H. Jennings, who represents the Attorney General of the United States. I conferred with Messrs. Hagerman and Jennings about the Pueblo situation and in addition secured information from various persons who have lived in Santa Fe for many years. I also had conferences with Superintendent Crandall, of the Northern Pueblos Indian Agency, and Superintendent De Huff, of the Santa Fe Indian School.

"The Pueblo Lands Board is now assembling data of all kinds with reference to disputed land claims. The hearings will begin about September 1. Obviously there are many complications and conflicting interests. The general impression prevailing among citizens of Santa Fe and members of organizations desiring to protect the Indians is that the board may be expected to render fair and impartial decision. There seems to be a general feeling of friendliness toward the Indians even on the part of citizens of New Mexico who previously were inclined to support the contentions of the Mexican squatters. This fact should not be overlooked as it was clearly shown to me some years ago that some of the influential men in State politics did not show any particular enthusiasm in safeguarding the rights of these Indians. One or two attorneys employed by some of the more radical friends of the Indians are in evidence. Their activities may, or may not, complicate the situation.

"It is felt by representative citizens and such persons as Doctor Hewitt, Doctor Kidder, Mr. Bradfield, Mr. Candelario, and others familiar with the

Pueblo situation, that the three commissioners should be given a free hand. Superintendents Crandall and De Huff are naturally rather reticent in expressing themselves, but they seemed entirely satisfied with the trend of events and were of the opinion that no more agitation is necessary. As to the general Pueblo situation many observers agree as to the responsibility for the development of the present state of affairs. It was reported years ago, both by Government officials and other persons, that action should be taken to curb the encroachment of Mexican squatters on Indian lands, the stealing of irrigation water, the moving of boundary fences, etc. It is not said in any special spirit of criticism, but it is manifestly true that had Washington acted promptly and energetically when these reports were received the condition of the Indians would have been ameliorated and it might not have been necessary to enter into expensive and protracted litigation.

"The lesson of the Pueblos is very plain and it should be heeded with reference to other places. The Pueblo Indians themselves are prospering through the sale of their various goods, there being a large number of tourists in the Pueblo country during the past year."

FORT HALL RESERVATION, IDAHO

Commissioner Knox

Commissioner Frank Knox made a survey of conditions on the Fort Hall Reservation, Idaho, with special reference to irrigation. He reported, in part, as follows:

"I have no hesitation in saying that the Fort Hall irrigation project is altogether the most satisfactory of any project I have visited in the entire Indian Service. The supply of water comes from the Snake River and the Blackfoot River. The Fort Hall Reservation has a decreed right of 600 second-feet in the waters of the Snake River. This water is diverted from the river $1\frac{1}{2}$ miles from Shelly, Idaho, and passes through a canal 12 miles in length to the Blackfoot River. This surplus water is carried down the Blackfoot River 9 miles to the diversion dam, where it is turned into the canals of the Fort Hall project. The above-mentioned canal has recently been increased in size so as to take care of the decreed amount of water.

"The water of the Blackfoot is impounded in the Blackfoot Reservoir, located 32 miles southeast of the diversion works on the Blackfoot River. From the reservoir outlet the water is conveyed down the channel of the Blackfoot River into the main canal diversion, a total of approximately 53 miles.

"Of a total area of the reservation of 576,920 acres, 45,240 acres are under the canal. Of this total acreage of available land, 28,000 acres were irrigated this past season. Out of that 9,611 acres of this total were irrigated by Indians; 14,106 acres of the available irrigable land have been purchased by whites, and 5,628 acres leased by whites. Up to June 30 this year a total of \$1,275,631.35 has been expended on this project, which is about 85 per cent complete.

"The estimated cost per acre of this completed project is \$35. Fifteen thousand dollars was appropriated this year for operation and maintenance and \$165,000 for reconstruction. The approximate cost of operation and maintenance will be \$60,000, which means that at least \$45,000 must be collected from the water users. Last year the collections only amounted to \$25,928.24. Whether the additional \$20,000 needed will be collected is very questionable. No cost for operation and maintenance is assessed against the Indian farm land, but a charge of \$1.20 an acre is made against white-owned and white-leased lands. Originally the Fort Hall project was estimated to cost \$320,540. How inadequate and unskillful was this estimate can be gauged from the fact that already \$1,275,000 has been expended, with the project only 85 per cent completed. There can be little doubt that there was actual deception employed in making the original estimate, especially as this estimate was the basis under which Congress decreed that water rights should be sold of surplus land to whites for \$3 an acre. No more notable example of the exploitation of Indian lands at Federal expense for the benefit of whites can be found in the rather unsavory record of reclamation in the West.

"Under the existing system of canals, and with the volume of water now available, an additional tract of 20,000 acres can be put under water by the construction of a system of lateral canals at a very small cost. This area is almost all surplus land, and I can not emphasize too strongly what appears

to me to be the wise policy of selling this land for not less than \$60 an acre, the price which private owners are asking for similarly situated land. It probably would not sell readily at this price, but eventually it will come into the market, and in this way the Government can recoup some of the losses it sustained because of the \$6 per acre arrangement alluded to above.

"Under existing conditions I can conceive of no reason for any further large appropriation for this project. When the present reconstruction work is finished, ample water will be available for both Indians and whites, and further extensions of the system should await a time when the land is economically needed, which is not true now.

"I found conditions among the Indians better than I expected. A very large percentage of the Indians are living on their own allotments, and all of them are farming to some extent, quite a number to a considerable extent. The Fort Hall Agency is one of the few reservations I have visited where there was an ample water supply for irrigation purposes. With water in abundance, the Indians have this past season raised a very satisfactory crop of cereals and seem to be steadily tending toward a posture of self-support.

"The most striking need of Indian life is better homes, and a housing project might very appropriately be made the major project on this reservation for the next year or two. There is a supply of timber on the reservation itself, and recently a sawmill has been installed, so that a good proportion of the building material can be secured through the expenditure of labor. If the Indians could be induced to engage in a cooperative enterprise having for its purpose the building of better homes, I believe a large share of the expenses of housing could be eliminated. It will take real leadership, however, to bring this about.

"Things are in a sad way so far as the religious life of the Indian is concerned. The only Christianizing influence that appeared when I visited the reservation was a small Episcopal school for girls, maintained by two devoted women missionaries. This school has accommodation for only about 30 girls and necessarily is limited in its influence. I understand that the Presbyterian mission, which has been closed for a good many years, is about to be reopened, and a missionary and his wife are supposed to take up this work some time this summer. The time I was there they had not yet arrived. The only other religious institution is a small Mormon church on the town site, adjoining the agency; but this church confines its work among the Mormons, many of whom are lessees on the reservation.

"The Fort Hall boarding school which adjoins the reservation has a capacity of about 200 pupils. The buildings are constructed of stone and present a very handsome appearance. The school authorities assure me that practically every child of school age on the reservation was going to school, and although the school was not in session when I visited the reservation I saw every evidence of an efficient educational plant. The school authorities are asking for a gymnasium and a central heating plant. Both ought to be provided as soon as the money is available. According to the superintendent, last year every child was in school who was physically fit. Most of those excused were excused because of tuberculosis, of which there is considerable, due undoubtedly to living conditions in the homes. The only way this can be corrected properly is through the adoption of such a policy as that which Superintendent Campbell has initiated on the Blackfeet Reservation, of small one-room cottages built of logs, situated near the hospital, where the hospital staff can give the patients the necessary medical care and the patients themselves can live under conditions where they will expose no one else to the disease. This is, in my judgment, the most practical and the least expensive plan for handling tuberculosis cases I have seen anywhere, and it ought to be adopted very generally throughout the service.

"There are two public schools on the reservation and an Indian enrollment of about 35. There seems to be no reluctance on the part of the Indian children to attending such schools and little prejudice on the part of the whites against their enrollment."

FLATHEAD RESERVATION, MONT.

Commissioner KNOX

The Flathead Reservation in western Montana, with a native population made up of approximately 2,600 Flathead, Kutenai, Kallispel, and Pend d'Oreille Indians, grouped as the "Confederate Flathead," was visited by Commissioner Knox, whose report, in part, reads as follows:

"In 1911 surplus lands on this reservation were opened for homestead entry, and a large number of whites availed themselves of this opportunity. Following the political organization of the Indian country into four counties, the enforcement of law has been largely in the hands of the county officers; only minor offenses are handled in the Indian courts. Law enforcement is rather lax, but the responsibility for this condition rests upon the county officers and not upon the agency staff. In addition to the liquor brought in from Canada, there is a good deal of 'moonshine' made both by whites and Indians, who carry on their operations up in the mountain country where successful apprehension is difficult.

"Another difficulty encountered is the fact that the Federal courts refuse to handle liquor cases brought them as offenses against the law which prohibits the bringing of liquor into the Indian country, but try them under the national prohibition law. The result is that offenders convicted in the Federal courts are usually given trivial fines. The agency people tell me they are having better results in handling liquor cases in the State courts, where the minimum penalty is 60 days in jail for a first offense, coupled with a fine and with more severe penalties for later offenses.

"I found general health conditions among the Flatheads good. There has been no general epidemic recently, and tuberculosis cases among the young have been pretty satisfactorily controlled. The children who develop tuberculosis are sent to the Fort Lapwai Sanatorium, where many of them have been apparently cured. Adult cases of tuberculosis are sent to the Fort Spokane Sanatorium. The agent says he has great difficulty in getting patients to take advantage of the treatment offered there until the disease is too far advanced to hope for recovery. The agency physician is performing trachoma operations on school children and on adults, and apparently the trachoma situation is not serious and is by way of being cleaned up.

"The Holy Family Hospital, a Catholic institution at St. Ignatius, has made a rate of \$2 a day for all Indian cases, but for some reason no funds have been provided to take advantage of this very reasonable offer. It is recommended most earnestly that an appropriation of not less than \$2,000 be provided annually for the hospitalization of indigent Indians in this institution.

"Recently the field matron at the agency reached the retirement age, and her place has not been filled. It should be filled as soon as possible by a competent woman physically able to perform the arduous duties involved. She should be supplied with an automobile in order to travel over the large area of the reservation and give instructions in sanitation, the care of babies, etc.

"The school situation on the reservation is very good, and is worthy of imitation elsewhere, where conditions permit. There are no Government schools at all, but everywhere the Indian children are sent to the public schools. I found very little prejudice among the whites against Indian children attending their schools, and a very large percentage of the children of school age are in school. A most excellent girls' boarding school and a boys' boarding school are maintained by the Catholic church at St. Ignatius. The girls' school building there is one of the finest educational institutions in the entire State, and most excellent instruction is provided the students.

"These two institutions are used by the agency to provide schooling for Indian children who live in the district remote from any public school. Both of these institutions at St. Ignatius are filled to capacity; indeed there are some Indian girls who desire to attend the girls' school but who had to be denied because the school was full. Tuition in the public schools for children whose parents are Government wards is paid by the department. However, this cost is considerably less than would be the case if the department had to maintain strictly Indian schools.

"The past season on the Flathead Reservation was a very satisfactory one, and good crops were raised; although this is the first time this could be said for six years. A great deal of the Indian produce is made up of grain, and there are 15 grain elevators on the reservation. The Indians are apparently settling down to agriculture with fairly good results. Instead of putting the emphasis on grain growing, however, it would seem wise to interest these Indians in livestock. Remoteness from the market for grain and the high cost of transportation make wheat growing uneconomic.

"The irrigation project on the Flathead Reservation is supplied with water secured by impounding flood waters in the mountains and diverting the flow

of small mountain streams into artificial reservoirs. The project is divided into three general divisions, known as the Mission Valley division, the Jocko division, and the Camas division. All are supplied with water in the same way. The source of supply is insufficient, and additional reservoir space will have to be provided at a very large cost. To date \$5,141,497.53 have been expended upon this project. It is estimated that to complete it will require \$1,636,200 on the Mission Valley division, \$255,000 on the Jocko division, and \$77,000 on the Camas division, making a total estimated cost just to complete the project of approximately \$2,000,000.

"Thus far, at an expense of over \$5,000,000 for putting 112,000 acres under ditch, only 29,839 acres are actually irrigated, which means that the irrigated land has cost about \$175 an acre. Of the total only 1,832 acres were cultivated by Indians, while 23,312 acres are white owned and 5,696 are white leased. Even if every acre of land available were brought under ditch, after an expenditure of \$2,000,000 more, the average cost per acre of putting water on the land would be \$60. The present cost is an impossible one, viewed from an economic standpoint, and the ultimate cost, if the project were completed and all land put under ditch, would be prohibitive.

"If \$60 an acre could be expended on agricultural lands in the north-eastern part of the United States, including New York, New England, and other States in that vicinity, by the Government, there would be no abandoned farms in that region, and the produce grown on such farms would have a ready and inexhaustible market almost at their doors. But no one is proposing that the Government expend \$60 an acre on eastern farms, and a proposal to do so would be greeted with derision, and yet in basic economics it would be much sounder to spend this sum per acre in the East where the food markets are than to spend an equivalent sum in a section of the country remote from markets and where substantially all the profit in farming goes to pay transportation costs.

"I do not believe the expenditure of another penny in enlargement of the Flathead project can be justified until the food necessities of the country make such development and expansion, at such a cost, defensible. Furthermore, it seems thoroughly unwise to expend \$2,000,000 in expensive reservoir construction for the purpose of impounding flood waters in the mountains when there is available for irrigation purposes the waters of the Flathead River, which flows through the entire reservation in volume far in excess of any irrigation needs. Unfortunately the Flathead River throughout all of its course through the reservation flows through a canyon and is not available for use for irrigation by any gravity system.

"However, at the mouth of the Flathead River, which drains the Flathead Lake, the largest fresh water lake in all the West, there is an actual fall of approximately 200 feet. It is estimated roughly that not less than 185,000 horsepower could be developed in the Flathead River, at a point about 5 or 6 miles from the mouth of the river. The cost of hydraulic development there would not be excessive, since the river flows through a canyon more than 200 feet deep, and Flathead Lake, itself, would serve as a mill pond.

"I do not urge that the Government embark upon a huge hydraulic undertaking of this sort; but I was reliably informed while on the reservation that a Montana utility corporation had applied for the right to develop water power at this point. Unquestionably, the hydraulic development would be of immense use to the entire State, and would be one of the largest units in that section of the country. It would seem to me sound business for the Government to enter into negotiations with this power company to lease this water power, and make as a condition of the lease the reservation of not less than 10,000 horsepower to be employed in pumping the water from Flathead River into the irrigation system already established.

"Such an arrangement, which might possibly be put into execution, if shrewdly handled on the part of the Government, would save an estimated investment of around \$800,000 for additional reservoirs and canals on the Mission Valley division. The cost of installing pumps, to be operated by the electrical energy, supplied free of cost, would be almost negligible in comparison with the savings made.

"I make this suggestion, however, not with any thought that it would be economically sound under normal conditions to pump water for irrigation purposes by electrical energy; but in this instance there are two other factors which enter in: An irrigation system already built, but provided with insuf-

ficient water, and involving an expenditure of several million dollars, and a large and unused water power available to provide the electrical energy needed, and, under the arrangement I have suggested, without cost.

"Under the circumstances, I certainly would recommend that the irrigation division of the Indian Bureau undertake some negotiations with the Montana power company in question, and discover if some arrangement such as I have outlined above is possible. Under existing economical conditions in the country and in the agricultural industry, I can find no sound justification for expenditures on this project looking to its expansion. The time may come when the food necessities of the country will need the resource under consideration, but that time has not yet arrived; and the experience thus far on this, as upon other similar projects is that they, under existing conditions, are far from being self-supporting.

"Justification may be found for Indian irrigation projects designed solely to provide irrigated lands for the Indians themselves, but beyond this, as a general proposition, I do not believe the Indian Bureau would be justified, under present conditions, in going. The Flathead Indian Reservation comprises an extremely fertile and attractive region. Sometime its fertility must be realized upon, but when it is it should be frankly as a project for the white man and not for the Indian. How out of proportion present returns are may be gauged by the return per acre in crop values in 1924. I pointed out that the cost of date of the irrigable land actually under cultivation has been \$175 per acre. In 1924, the gross crop value of this entire acreage averaged \$19.07. Thus the entire crop value, ignoring labor and other costs, represented only 11 per cent on the sum actually invested to provide the water to irrigate the crops, and this ignores entirely operation and maintenance costs for the project itself. Surely a more complete answer could not be devised, and the argument here used applies, without exception, to all of the irrigation projects on Indian reservations, of any size, which I visited."

BLACKFEET IRRIGATION PROJECT

Commissioner Knox

Commissioner Knox visited the Blackfeet Reservation in Montana with the special purpose of inquiring into the irrigation situation of that jurisdiction. His report thereon, in part, is as follows:

"Inasmuch as my colleague, General Scott, has been a frequent visitor on this jurisdiction, and has thoroughly covered its activities, aside from irrigation, I shall attempt here no discussion of conditions among the Blackfeet Indians, save only to add my hearty and unequivocal approval of the unusually intelligent manner in which Superintendent Campbell is meeting and solving the Blackfeet problems.

"Nowhere in the Indian Service have I encountered among the Indians themselves a more hopeful, forward-looking spirit, characterized by self-respect and self-reliance, than that which I met with on this reservation. The application of the same principles adopted and pursued by Superintendent Campbell throughout the Indian Service would be a God-send, and speedily provide a solution of most of the perplexities of the service.

"However, when I turn to the irrigation problem, all of the enthusiasm engendered by a study of the living conditions on the Blackfeet Reservation and the progress the Indians are making, oozes out of me. I have never surveyed a more hopeless and what seemed to me a more unwarranted irrigation project in all of my travels. In a rough way, and merely assuming to be an approximation of the truth, I should say that the Government had wasted more money, and secured smaller returns, on the Blackfeet irrigation project than on any I have ever seen. There are literally miles of lateral ditches dug, with the necessary construction to control the flow, which have never carried any water, and have never produced a penny of return, either to the Government or to the landowners or land lessees. Hundreds of structures along these ditches are falling into such a state of disrepair as to be useless, and large sums would have to be expended to put them back into a serviceable condition.

"This project was initiated by the Reclamation Service in 1908. The original plan contemplated construction of six units, but, fortunately, work has been

done upon only four of them. Of these four units the principal source of water supply are the Two Medicine River, Badger Creek, and Birch Creek. The units of the Blackfeet project, completed or partially completed, are known as the Two Medicine unit, the Piegan unit, the Badger-Fisher unit, and the Birch Creek unit. Of these four, the most land has been irrigated on the Two Medicine and Badger-Fisher units.

"The Two Medicine unit has had the greater growth because it is tapped by the Great Northern Railroad which passes through there, giving the farmers on this unit an outlet. Some of the best land on the reservation, however, is located under the Badger-Fisher unit, but the average distance of haul from this unit to the railroad is 12 to 15 miles, and is operated under a handicap.

"The Piegan unit serves land of very poor quality, and should not have been undertaken. The Birch Creek unit, while it has good soil, is inaccessible from a shipping point of view, and also should not have been undertaken.

"The ultimate area which would have been irrigated when the entire project was completed comprises 107,500 acres, and the area which can now be supplied under constructed works includes 21,341 acres. The area actually cultivated in 1924 was 7,136 acres. But of this area only 4,048 acres were actually irrigated. And of this meager total only 306 acres were actually irrigated by the Indians. Thus, we have presented the spectacle of an irrigation project, which has cost the Government to date \$1,102,258.50, providing only 4,048 acres of actually irrigated land, of which only 306 acres were irrigated by the Indians in whose supposed interests the project is being carried on.

"This means that at the present time the cost to the United States Government per acre for land now being actually irrigated on this project is \$272. If every acre now under ditch that could be supplied with water were actually irrigated, this would only reduce the cost per acre to \$51.52. These figures show how hopeless the situation is, and point unmistakably to the uneconomic character, under present conditions, of the whole project.

"To complete the entire project as originally laid out, it is estimated, would cost \$2,266,408, and even the completion of existing partially constructed projects would cost \$1,614,029. Surely no high degree of business acumen is required to prove that further expenditures on this project should be halted until the food supply conditions in the country and the market for food products make the use of this land necessary.

"On this huge investment by the Government of more than \$1,000,000, the accruals of all charges against the owners of the land, both white and Indian, amount to only \$43,727.40, while the actual collections of these accruals, both from whites and Indians, amount to only \$7,915.70. It is an obviously impossible economic situation, and is a monument to the unthinking enthusiasm with which the country 20 years ago embarked upon its reclamation policy.

"Entirely aside from this major irrigation project I have had under discussion, there is I believe, warrant for a number of very minor irrigation projects on small streams which flow through the reservation, along the banks of which most of the Indians reside. It ought to be pointed out that the Indians have consistently refused to make use of the large areas under the main project itself, which are situated a long distance from timber and water (except for irrigation purposes). Their use of such land would mean complete abandonment of the homes to which the Indians have been accustomed for generations.

"The natural and traditional abode of the Indians has been along the wooded borders of the streams. In most cases these lands adjoining the streams can be irrigated by the water from the streams at a very small cost. The superintendent, Mr. Campbell, and the resident engineer in charge, Mr. Anspaugh, estimated for me that an appropriation of \$50,000 would provide for these minor projects, and would enable the Indians to irrigate the land on which they live. I do not hesitate to indorse an appropriation of this amount for this purpose, but I most heartily recommend that the large project be abandoned as an Indian project entirely, and either returned to the Reclamation Service, which started it, or be sold to private interests, if a purchaser can be found."

REORGANIZATION OF INDIAN SERVICE

Commissioner MOOREHEAD

As the result of his study of reports, surveys, conclusions of members of the Indian field service personnel and publications, together with personal research, Commissioner Moorehead has prepared what he terms "a suggested plan for the reorganization of the United States Indian Service."

His plan is outlined in 19 paragraphs which embody his personal views on the matter. The lack of space in this appendix prevents the presentation of his plan in full. The following are Commissioner Moorehead's 19 points, which are set forth herein for record:

"1. That the Office of Indian Affairs, Department of Interior, be independent of political control, and that the commissioner and the board of advisers herein proposed be appointed in the manner recommended in the third paragraph. That he or they be not removed except for age, physical disability, or failure to discharge properly the duties to which they are assigned.

"2. That the President of the United States be requested to appoint a committee, to be composed of the Secretary of the Interior, the Secretary of the Smithsonian Institution, the president of the National Academy of Sciences, who shall nominate to the President some person eminent in his knowledge of the American Indians and their needs and recommend his appointment as Commissioner of Indian Affairs. Also, that they nominate to the President a person equally qualified to serve as assistant commissioner.

"3. That when the Commissioner and the Assistant Commissioner of Indian Affairs shall have been appointed on recommendation of the committee aforesaid, the appointees shall hold office during good behavior or until retired under the provisions of the retirement law.

"4. That the United States Board of Indian Commissioners be changed to board of advisers and that there be appointed nine persons of high character and recognized ability, each one of whom shall be a competent authority in one of the following subjects: (a) Health and sanitation, (b) education, (c) property rights and finance, (d) agriculture and stock raising, (e) irrigation and conservation, (f) mineral and oil resources, (g) forestry, (h) native arts and industries, (i) community life and social service. That these persons devote their entire time to Indian affairs and be paid salaries.

"5. That the Commissioner of Indian Affairs, with the assistance, counsel, and cooperation of the board of advisers, give earnest and careful consideration to the following: That the laws, rules, and methods of procedure, including instructions to school superintendents or agents of the Indian Service, be codified and brought within workable compass.

"6. That the plan of Indian administration so successfully followed in Canada be adopted for the government of the Indian tribes in the United States, so far as may be practicable.

"7. That the clerical force of the Indian Bureau be reduced to a minimum working basis, and that the money thus saved be utilized in meeting the salaries of fewer but more competent officials, particularly the heads of or assistants in the nine divisions recommended under section 4.

"8. That agents or school superintendents be given authority to deal directly with the Indians in minor matters.

"9. That all persons having less than one-fourth quantum of Indian blood be considered whites and stricken from the rolls.

"10. That there be a complete reorganization of the Indian police system, and that the Canadian mounted police be taken as an example worthy to be followed. That by means of such police force on reservations, superintendents or subordinates be enabled to give adequate protection to the Indians under their jurisdiction against the aggression of the whites.

"11. That the transfer system be abolished or greatly curtailed.

"12. That the Indians be consulted frequently as to their property and funds.

"13. That the Indians be encouraged to form business committees for the management of their own affairs.

"14. That the allotting of land to Indians be curtailed rather than expanded.

"15. That real and thorough inspections be made by competent employees.

"16. That the salaries of physicians, field matrons, nurses, and inspectors be increased.

"17. That the health and property rights and morals of Indians be placed above every other consideration.

- "18. That our policy of education be continued, but with certain changes.
 "19. That the recommendations or requests of Indian councils or groups of real Indian individuals be given more earnest consideration."

AGENCIES IN MONTANA, WYOMING, NORTH DAKOTA, AND MINNESOTA

Commissioner SCOTT

Commissioner Scott, in the course of an inspection trip through the Northwest, visited 10 agencies in Montana, Wyoming, North Dakota, and Minnesota and reported that he was "glad to be able to report general progress on the part of the Indian as an individual and on a betterment of conditions at the agencies." Concerning the increasing prevalence of trachoma and tuberculosis and the inadequacy of medical personnel and equipment in the agencies visited, he wrote:

"It is inconceivable to me that Congress would allow such conditions to continue if the facts were fully impressed upon it and I recommend that the honorable Secretary of the Interior make a special effort to procure the funds he considers necessary to stamp out trachoma in one year and to provide sufficient sanatoria to cover the Indian country. The present conditions are a reproach to our Government and should no longer be allowed to continue.

"Among all the agencies visited it was noted that the vaccination for smallpox and inoculation for typhoid fever were inadequate. These are preventable diseases, as shown by their elimination from the military service, and are possible only through the neglect of those responsible. It is recommended that a census of nonimmune be taken and proper treatment administered through the Service to prevent these diseases. Steps should be taken to keep their treatment abreast of future growth."

Blackfeet Reservation, Mont.—Commissioner Scott's visit to the Blackfeet Reservation, Mont, was primarily for the purpose of "checking up" the progress of the five-year industrial program and other activities he had inquired into in previous inspections. While there, he attended a general council of the chapters into which the reservation is divided for industrial improvement, with Mr. Scott Leavitt, chairman of the House Committee on Indian Affairs, whose presence, he wrote, "did much to encourage everybody concerned." They both observed a spirit of hope and a resolution to persevere in the face of obstacles which was most encouraging. Concerning the five-year program, Commissioner Scott commented as follows:

"This industrial program is capable of being put into operation at most agencies and can not but help to be of advantage wherever conditions permit its installation and as long as it continues to be heartily supported by the Indian Office.

"Some superintendents I have seen are slowly improving their agencies without the program. There is no agency, however, whose conditions are entirely satisfactory and can not be improved. I have seen no agency which would not, in my opinion, be bettered by the organization of both men and women and no superintendent should permit any personal subconscious feeling that perhaps the Blackfeet Agency is gaining too much prominence and consideration, to interfere with his prompt, wholehearted and determined obedience to the instructions of the Indian Office to start the five-year industrial program at this agency. Such a superintendent would be standing directly in his own light by courting unfavorable comparisons."

Rocky Boy Agency, Mont.—In his report on conditions he observed in the Rocky Boy Agency, Mont., Commissioner Scott noted the need of hospital facilities, a nurse, matron, and a telephone line to Box Elder, and also a suitable house for the farmer and his family. His report, in part, follows:

"Superintendent Keeley has succeeded in locating on farms and obtaining a self-supporting employment for an alien band of British Creeks. A great work has been accomplished at this agency with little means, and a brighter future is in sight, notwithstanding the fact that a portion of the band feels that it ought to be supported by the Government without labor.

"I was called upon by this element to help bring about the issue of full rations to all the tribe. Strange to say the foremost protagonists of this request were men of property and industry I had seen working hard the day before in their hay fields. They were told that they were British Indians, anyhow, and if they gave the Indian Office too much trouble it might put them

back north of the line where they came from. With triumphant logic they replied 'there was no place for them north.' They were advised to get to work and obey their superintendent or there might not be any place for them here either.

"This is a very difficult agency to administer, composed as its population is of small remnants of alien people who have no cohesion among themselves and who have been kicked about from one side of the Canadian line to the other. The whole agency is a makeshift that only a resolute and determined superintendent would consider living in. The present incumbent is securing valuable results and I recommend that every encouragement be given him in the support of his efforts."

Fort Belknap Agency, Mont.—Commissioner Scott reported that he noted a "tremendous improvement at the Fort Belknap Agency of late years. It now has a water supply, living quarters for the principal and employees of the boarding school, and a hospital. I was extremely glad to see this year the latest improvements, a gymnasium, where children can move about and get some exercise during the long blizzards of that latitude. The doctor here appeared to me to be unusually enthusiastic in his work. He has an adequate hospital which is kept in spotless condition by the matron. He greatly needs a closed car; no surgeon can be expected to perform a delicate operation after driving 30 to 40 miles in winter in this climate. This applies also to the case of the doctor at Turtle Mountain Agency, N. Dak., one of the very coldest places in the United States, as well as to other doctors now stationed in the northern jurisdictions where severe winter weather prevails.

"The people who are on my mind are the superannuated, the lame and the blind who are unable to earn anything. This indigent class among the whites is always taken care of by the municipality but unless this class of Indians here is provided for by the Government they will surely die of misery and want. They have a very insufficient ration given them at many agencies that keeps them undernourished and makes them the prey of every passing disease.

"I believe that many have died prematurely in the past from these causes. I note that this ration is being made adequate by the issue of horse meat at the Fort Belknap Agency. Some complaint has been made about this in past years, but I have heard nothing about it this year, and the superintendent reports the subsidence of the prejudice, some of the strongest objectors now purchasing it. A horse that eats more food on the range than a \$50 steer can be purchased here for \$2.50. This affords a slight market for an otherwise unsalable animal and gets the horse off the range."

Fort Peck Agency, Mont.—At Fort Peck Agency Commissioner Scott was informed that the five-year industrial program was producing valuable results and that the crops, together with the outside labor performed by the Indians would carry them through the winter. He noted that some of the children were without school facilities.

Crow Agency, Mont.—On his way to Shoshone Agency Commissioner Scott made a short visit to Crow Agency, Mont. He reported that he "found the Crow Indians comfortable, advancing in civilization, more harmonious among themselves and more loyal to the superintendent than in previous years. I believe the organization of men and women into chapters would better their condition materially and this may be said, also, of the Shoshone Agency."

Shoshone Agency, Wyo.—"The lack of comfortable houses, heretofore reported (in the Shoshone Agency) still exists, although conditions are somewhat better than at the time of my last visit to this jurisdiction," reported Commissioner Scott.

The superintendent reported a loss of approximately \$18,000 on the tribal herd, and Commissioner Scott suggested it would be better to diversify the crop, dispose of the herd, as has been done elsewhere, and lease the range as a grazing privilege, and change this annual balance from a liability to an asset. He stated that the agency boarding school seemed to be in good condition and commended the work done by the Episcopalian and Catholic mission boarding schools. He added:

"I visited, also, the school of Rev. John Roberts, missionary at this agency for more than 40 years. He is greatly beloved by Indians and white men alike. I congratulate him upon the possession of the respect and affection of the whole countryside and upon the result he has obtained in his life's work. Let us hope that he may be long in the land to continue it."

Fort Berthold, N. Dak.—Because of the absence of the superintendent, Commissioner Scott's visit to Fort Berthold Reservation, N. Dak., was much curtailed, but he noted that the crops were excellent and he heard no complaints of any kind.

Fort Totten Agency, N. Dak.—Commissioner Scott had visited this agency the previous year and he reported several improvements in the agency plant, among them the gymnasium for the school. Conversation with Indians revealed much dissatisfaction because of the delays in taking up for settlement the question of ownership of lands laid bare by the drying up of Devils Lake. "This matter," he wrote, "has long been before the department without result and needs prompt adjudication and settlement."

Turtle Mountain Agency, N. Dak.—In his report on the Turtle Mountain Agency, N. Dak., Commissioner Scott stated, in part, that some of the allotments of these Indians are widely scattered, some being in Montana; that it was reported to him that land exchanges earnestly desired by the Indians are held up for long periods unduly by the department before approval, to the detriment of progress on the agency. He recommended that a suitable hospital be erected on a site that can be kept sanitary; that the doctor be provided with a closed car, and that a special officer be detailed at this agency to compel children to attend the public schools, for lack of attendance has become flagrant and it would be impossible to make the children go to school regularly unless a truant officer is placed in this jurisdiction.

Consolidated Chippewa Agency, Minn.—Parts of Commissioner Scott's report on the Consolidated Chippewa Agency, Minn., follow:

"There are 12,000 Indians scattered for hundreds of miles over northern Minnesota surrounded by a white population that cares little for their uplift and the task of getting about among them enough to effect any real improvement is too great for one agency. The superintendent reports 'The five-year program is not in force and the agency has not been attempting any program looking to the industrial advancement of the adult Indian, our activities since consolidation have been confined almost entirely to looking after health matters, taking care of and distribution of tribal funds, looking after the educational interests of the children and attempting to care for the needy and aged.' Even this modest program is too much for one person in this widely scattered field and it would seem that the department is no longer interested in the moral and economic situation which it has abandoned entirely."

Concerning the dissatisfaction of the Chippewa over the failure of legislation to authorize these Indians to take their claims against the Government to the United States Court of Claims, Commissioner Scott observed, "As to the claims referred to as causing dissatisfaction it appears to me that these Indians are just as much entitled to their day in court as the Blackfeet, Sioux, Crow, Flathead, and other tribes that have been accorded that privilege. The lack of such opportunity is productive of unrest and dissatisfaction wherever denied and the injustice is deeply felt. I have several times recommended that a blanket law be passed covering all tribes having a color of right to such an adjustment and we owe it to our sense of justice to deny it no longer."

MENOMINEE INDIANS, WISCONSIN

Commissioner SEYMOUR

In June, 1926, Commissioner Seymour made a close survey of conditions existing in the Menominee Reservation which covers 10 townships in Shawano County, Wis., the home land of slightly more than 1,900 Menominee Indians, a considerable number of whom are mixed bloods.

She inquired into the living conditions of these Indians; the reservation activities and the situation concerning education, health, social service, law and order and industries and into the important problems arising out of timber operations, the possibilities of hydroelectric power development and the fundamental and pressing question of allotment.

Commissioner Seymour's recommendations follow:

First. The social service work should be directed especially toward the young people of the tribe. More pupils in higher schools, more practical training in schools of all grades, should be the aim. There should be organized effort at placing young men and women at reputable and remunerative work, either on or off the reservation.

Second. The State laws as to education, health and morals should be made operative on the Menominee Reservation and should be enforced diligently.

Third. Allotment should be made with a diminished trust period. This period should be the time of intensive social service work and concluding the tribal business.

Fourth. At the end of the trust period all the tribal business of the Menominees should be wound up and a complete accounting made. When a patent in fee is issued it should be accompanied by the due share of all other tribal possessions, and the Menominee Indian should assume complete responsibility for his own life and property.

Commissioner Seymour found all Menominee Indians living in houses, either of logs or of ordinary frame construction, and that outside of Keshena, where the agency is located, and Neopit, where the sawmill is, the tendency was toward unpainted cabins "with the huddle of outbuildings characteristic of Indian life." She reported that only the Indians of advanced age are unacquainted with the English language, though most adults use the tribal tongue in conversation with each other. Of 20 marriages during the preceding year, 11 were of Indians and 9 of Indians with white partners. The young people in dress and manners are little different from the white boys and girls of that section. Every home had its little garden, and, in most cases, chickens were raised, but the keeping of cows was unusual.

Education.—Commissioner Seymour's report gives the following information about the educational situation of this jurisdiction: Practically all Menominees under 50 years of age have had some degree of schooling. The children have parents, and often grandparents, who are school-bred. The Government boarding school at Keshena, with its substantial and well-located buildings, takes care of 130 children through the grammar grades. At Neopit, the sawmill town, there are two day schools, one Government and the other a mission school. Superintendent Donner, of the reservation, was in communication with the Wisconsin State authorities with the intent of having a public school established at this place. St. Joseph's Industrial School (Catholic), has an attendance of 220 and receives an appropriation from the tribal funds of \$125 for each pupil each year, a total of \$27,500.

In her comments on the Government school farm at Keshena, Commissioner Seymour said:

"The general purpose of the farming done for the school seems to be to provide feed for the cattle which supply the milk for the pupils during the school season. This purpose is served to some extent, but the original purpose of a school farm, the instruction of Indian boys in agriculture, seems to have been overlooked. In the school year the boys, I am told, milk one cow apiece and consider that they have done all that could possibly be required. I saw no cows at the Indian homes visited.

"The economy program of two or three years ago resulted in cutting from the school salary list the position of carpenter. The boys, therefore, are without instruction in carpentry. This is rather a questionable economy. Here again the underlying purpose of Indian education has been overlooked. If instruction is to be merely in the ordinary branches of the public school, there can be no particular reason for maintaining Government schools at all.

"The elementary school opportunities of the Menominee are certainly ample. In spite of this fact the proportion of boys and girls who go on to higher schools is small. Among the older people there were some who had been to distant Government schools; but the younger generation seems reluctant to avail themselves of its opportunity. A few had been to Tomah and one or two, among those I saw, to Haskell; but ambitions in general seemed to point in other directions than education."

Health.—Concerning the health situation, Commissioner Seymour stated that the health needs of the Menominee are cared for by a hospital at Keshena and a smaller one at Neopit with a physician stationed at each. "In general," she observed, "I should say that in health matters the Menominee seem to be well above the average of the tribes I have visited. The children seem larger and sturdier and certainly the families are larger than is usual among Indian tribes." She found that no indication of the old Indian aversion to the white man's medical ideas was apparent; that the women practically without exception come to the hospital for accouchement. A number of old couples, blind, or helpless through some other cause, live regularly at the hospital at Keshena, which has a capacity of 30 beds. This building "itself is in that

unfortunate condition of being too good to be discarded, yet not good enough to justify the extensive repairs and improvements necessary to put it into first-class condition. In general, the attitude of the Menominee toward matters of medicine seemed to be that of any community of average enlightenment. Sanitation, however, is a different matter."

Law and order.—"Although the Menominee Indians are citizens of the United States and voters in the State of Wisconsin, they are not amenable to the laws of the State and the Shawano County authorities are unacquainted with them except on election day," observed Commissioner Seymour in her report. "All offenses, except those of so serious a nature as to call for the action of the Federal court at Milwaukee, must be handled by the agency force of three or four Indian policemen and the Indian court of two native judges."

Commissioner Seymour attended a session of the Indian court, the proceeding of which, she said, "Were informal and rather jolly, as a whole. The two Indian judges, Jerome Lowe and Charlie Chicky, took their situation with due seriousness and rather more impartiality than one might expect considering the close relations which the members of an Indian tribe bear to one another."

Most of the cases were "drunk and disorderly," the result of a per capita payment of \$100 which had been made a few days before. Each of the defendants had already served a few days in jail, or at least working around the grounds and returning to the jail to sleep and for the good meals provided by the wife of the chief of police.

"This fact was taken into account," said Commissioner Seymour, "in assessing fines, which were paid in each instance with a cheerful grin. 'Sure they like to be in jail,' said one Menominee, 'Its right in town on the main road and they see every one go by, and their friends come and talk with them'."

The commissioner found the Menominee rather lax in their domestic relations, from the standpoint of white people. "Girls and boys barely in the twenties are married, unmarried, remarried for the second, third, or fourth time. How many of these changes are of any legal validity, it would require a court of inquiry to determine.

"Enough has been said to show the utter lack of comprehension of the white man's system of moral rule and scruples. Centuries of racial contact and intermixture, and practically a century of educational and religious training, have brought about a pro forma acceptance of certain ceremonies, but nothing seems to have penetrated below the surface. It would be folly to interpret this as a deliberate wickedness. As well expect the blind to recognize tints or the deaf to enjoy a symphony. Let us say, rather, that the Menominee are tone-deaf so far as the white man's ideas of marital relations are concerned, and that his teaching so far has not tended to correct the deficiency.

"There seems little reason why the Menominee should not be amenable to the usual laws of the State in which they live. The undesirable results of the present lack of jurisdiction are evident, and it seems probable that this undesirability will increase rather than diminish.

"But law is not the first nor even the best answer to the types of problems presented by these people. If there were ever a ripe field for social service work of a high order, this is the place. The economy program removed a field matron from the list of Government employees and cut down by one the agency farmers, whose work on some reservations has a distinct social service aspect. Another employee or two, however, would do little toward filling the need. It is a matter for outside groups and for groups of the Menominee themselves."

Industries.—Commissioner Seymour is of the opinion that industrially the Menominee are in a transition stage, and that impermanency of effort characterizes any industrial efforts of these Indians. Before the days of the sawmill it was the custom to issue seed in the spring; the Indians then cleared land and planted it. But with the inauguration of the sawmill the issue of seed was given up, and, apparently, the need of farming has not taken deep enough hold to make the Indians realize the advantage of saving his own seed for next year's crop, or of saving enough of the proceeds of one year's work to carry him through the winter. Consequently farming operations have diminished.

The native occupations include the making of reed mats by the older people; the making of birch bark baskets to sell to tourists; the manufacture of maple sugar, the gathering and sale of wild berries and ferns and other native

produce. The increase of tourist travel over the main roads has led to the Menominee to build little candy and pop stands, which seem to be clean and well managed.

"All of these different occupations," said Commissioner Seymour in her report, "casual and intermittent in their nature, have a great deal more appeal to the Menominee than steady work, day after day, at cutting down trees and sawing them into lumber, or than regular employment supervised by others."

Timber operations.—About a year and a half ago the large sawmill on this reservation constructed from tribal funds was burned and a new one has replaced it. Commissioner Seymour noted that the Menominee attitude toward the mill is not an enthusiastic one, many Indians preferring the old plan under which a Menominee could get out logs when and where he chose, a certain proportion of the price being kept for the tribe, the balance going to the Indian himself. She expressed the opinion that it was probably this feeling that led in the successful agitation against making this a two-band sawmill.

Concerning this sawmill, her report reads:

"The mill operation, however, brings up the question of its purpose. Is it a business undertaking to make money for the Menominee, or is it, primarily, a place where they may be educated in this type of labor? Naturally it will serve both purposes in a measure; but its actual workings depend largely on the decision as to which purpose should predominate.

"One of the complaints most frequently made is that they (the Indians) were promised, when the mill was first built, that as the Menominee learned to become foremen and headworkers in the mill they should be placed in such positions. And now they point to the fact that the Menominee have learned and have not been promoted as a result of their labors. The factor that they fail to admit to the calculation is the irregularity of Menominee efforts. They work in the mill for a few days, get their money and lay off for a few days.

"With Menominee labor alone the mill could not operate. Yet there is a distinct feeling in the tribe that they should manage it. 'We Menominees want a voice in our own affairs,' was the complaint heard from many sources. It is obvious that a sawmill requires technical management and continual effort, which the Menominee has not yet learned to supply; but the slogan is a good one and wins many adherents.

"It is easy to see that the complaints of the Menominee gain support from people outside the reservation. It would be quite to the interests of business men in surrounding towns if there were no competition from within. The resources of the reservation are too rich not to have longing eyes directed toward them, and to this fact many manifestations on the part of the Indians and the self-styled friends outside may be attributed."

Hydroelectric power.—One of the features most interesting to outside business is the possibilities of hydroelectric power that lie in enlarging to a height of 75 feet the dam at Keshena Falls. The Wisconsin Central Power Co. has applied to the Federal Power Commission for a permit to undertake the development of this project, and a bill authorizing construction of a dam was introduced in the last Congress, so that this issue is before the Menominee people. In her report on this feature of the reservation Commissioner Seymour wrote:

"Such a dam would mean the flooding of a large area of land along the Wolf River, the submergence of the entire valley for a considerable distance. It would mean also huge bodies of workmen and the creation of an industrial center of magnitude. The result of all this upon the social and industrial life of the Menominee is difficult to foresee. Aside from the question of profit, and even aside from the social change inseparable from so great a project, it seems to me that if this enterprise were to involve a lease that would mean a perpetual trust fund for the Menominee, it would be a very bad thing. To maintain the tribe forever as wards of the Government is to abandon at the outset the whole purpose of Indian education which is to prepare them for independence and self-support."

Allotment.—As pointed out by Commissioner Seymour in her report, "Allotment is, of course, the fundamental question with the Menominee people." In anticipation of this possibility there now is a great pressure of applicants to be admitted to the Menominee rolls. The rolls now number more than 1,900, and there are 500 more who are seeking to be added. This matter is complicated by the contention raised by applicants who claimed rights under

the half-breed roll which was made up for the "Half-breed payment of 1849." The tribe is divided on the question of adding such applicants to the tribal roll for the purpose of an allotment. The following are excerpts from Commissioner Seymour's report that are pertinent to the question of allotting the reservation lands to the Menominee Indians:

"When allotment is made, undeniably the rights of certain Indians to certain lands which they cleared and improved will have to receive due consideration. So will the fact of the buying and selling of houses which goes on among them. Each year in which the present state continues means greater confusion and difficulty when settlement of claims is finally brought about.

"The sentiment of the Menominee at present seems strongly in favor of allotment but with many reservations as to the manner in which it is to be made. An impression seems to prevail that the allotment of land is to be accompanied by a payment of \$500, an amount deemed pitifully inadequate in making use of the land. The reservation of the timber rights to the tribe as a whole brought out this comment: 'You have the land, but you don't have it. The old way a man could clear his land and get enough money from the timber to build his house and buy stock. But if he can't have the timber the land is no use to him.' This is an argument which may well give food for thought.

"So far as their intelligence and ability are concerned, it seems as if the Menominee are as fitted to receive allotments as they ever will be. Certainly, if they are not ready, no Indians are ever ready.

"The Menominee Indian has virtually passed through the preparation or trust stage. That is, he is as far advanced, at least outwardly, in the ways of civilization as it was assumed by the framers of the Dawes Act the Indians would become at the end of the 25 years of wardship. He still has something to learn of white ways, of obedience to the law; but these are things he will learn only when the complete end of the trust period brings him greater responsibility, amenability to the laws and closer contact with white neighbors.

"This being the case, it seems undeniable that allotment of the Menominee should be made with reference to their present development. First, the period of trust ownership should be shortened, and second, when patents in fee are issued to the land there should also be an end of Government wardship of all sorts. Competency should mean actual responsibility in every sense.

"The first of these stipulations, reducing the trust period, possibly from 25 to 10 years, recognizes the fact that the Menominee is well advanced on the road to ordinary life and that the next steps must await greater responsibility. No doubt the proposition will meet with disfavor from those who picture our duty to the Indian as involving greater care of his property than of his development. The Menominee will be richer if he never receives allotment and is kept for all time under guardianship. But wealth is not the only aim of human life, and the comfort of a canary fits him for nothing better than a cage. We assume that the Indian is to be fitted sooner or later for a normal human life with all its responsibilities, even though some of them are possibilities of loss.

"The second stipulation will bring up some rather difficult problems. While I saw many Menominee whose intelligence is comparable to the white man of that or any other section, I would scarcely hope to find a sufficient number who could handle the mechanical or business problems connected with the running of a sawmill or a large power plant. These are special activities which require not only a high type of intelligence but a long special training which so far the Menominee has not received. No matter how long the duration of the trust period, it is not highly probable that its close would see the Menominee as a whole in a position to administer wisely and competently these large interests. Nor even if some measure of competence should in some way be developed would it be desirable to have tribal ownership and control continue, if that were to mean also the continuance of tribal relations, the superiority to laws and courts, and the lack of responsibility that exists at present.

"The solution would seem to lie in such a disposition of tribal interests as would make it possible, at the close of the trust period, to have a clean, complete accounting and a dismissal from wardship of the tribe as a whole and of each individual member. This would mean the sale of the sawmill and

power rights. The Menominee should then be amenable in every respect to the laws of county, State, and Nation; they should assume the responsibility for their own actions that help to make men and women of other citizens of our land. They will differ from other citizens slightly in blood, and considerably in fortune, for there is a large estate to divide among them.

“ But when the division is made they should be wards and infants no longer. They are in the midst of a prosperous, intelligent, far-sighted state; a state that offers abundant care and health to its citizens of all degree. The Menominee should not suffer when they attain actual citizenship, with its opportunities and responsibilities, in addition to the formal grant of citizenship status given by the act of June, 1924.”



U. S. DEPARTMENT OF THE INTERIOR

**ANNUAL REPORT OF THE
BOARD OF INDIAN COMMISSIONERS
TO THE SECRETARY OF THE INTERIOR
FOR FISCAL YEAR ENDED JUNE 30, 1927**

Indians I

U. S. DEPARTMENT OF THE INTERIOR

REPORT
OF THE
BOARD OF
INDIAN COMMISSIONERS

TO THE
SECRETARY OF THE INTERIOR
FOR THE
FISCAL YEAR ENDED JUNE 30, 1927



UNITED STATES
GOVERNMENT PRINTING OFFICE
WASHINGTON
1927

BOARD OF INDIAN COMMISSIONERS

GEORGE VAUX, Jr., Bryn Mawr, Pa. ; appointed November 27, 1906.
WARREN K. MOOREHEAD, Andover, Mass. ; appointed December 19, 1908.
SAMUEL A. ELIOT, Boston, Mass. ; appointed November 27, 1909.
FRANK KNOX, Manchester, N. H. ; appointed May 2, 1911.
DANIEL SMILEY, Mohonk Lake, N. Y. ; appointed December 17, 1912.
MALCOLM McDOWELL, Washington, D. C. ; appointed May 23, 1917.
HUGH L. SCOTT, Princeton, N. J. ; appointed February 25, 1919.
CLEMENT S. UCKER, Savannah, Ga. ; appointed March 22, 1922.
FLORA WARREN SEYMOUR, Chicago, Ill. ; appointed October 5, 1922.
JOHN J. SULLIVAN, Philadelphia, Pa. ; appointed May 5, 1924.

GEORGE VAUX, Jr., *Chairman.*
MALCOLM McDOWELL, *Secretary.*

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FIFTY-EIGHTH ANNUAL REPORT OF THE BOARD OF INDIAN COMMISSIONERS, FISCAL YEAR ENDED JUNE 30, 1927

WASHINGTON, D. C., *September 1, 1927.*

SIR: We have the honor of submitting this, the Fifty-eighth Annual Report of the Board of Indian Commissioners for the fiscal year ended June 30, 1927, during which members of the board visited and inspected the following schools and agencies of the Indian Service:

Fort Hall and Fort Lapwai Agencies, Idaho; Salem School and Klamath and Warm Springs Agencies, Oreg.; Blackfeet Agency, Mont.; Phoenix School and Sells, Pima, and San Carlos Agencies, Ariz.; Northern Pueblos Agency and Pueblo Lands Board, N. Mex.; Sac and Fox Agency, Iowa; Choctaw Agency, Miss.; Cherokee Agency, N. C.

Special reports on the agencies visited, with recommendations, have been transmitted to you and they are appended hereto in abridged form. The board held its usual meetings during the year. George Vaux, jr., of Bryn Mawr, Pa., was reelected chairman, and Malcolm McDowell, of Washington, D. C., was reelected secretary of the board. There was no change in the personnel of the board during the year.

FEDERAL AND STATE RELATIONS

We beg to direct your attention to the growing tendency toward closer cooperation in the relations of the Federal and State Governments in the administration of Indian affairs.

Three bills were introduced in the last Congress to authorize the expenditures of Federal appropriations for the education, health, and social welfare of Indians in California, Montana, and Wisconsin by appropriate State agencies.

The Montana bill reached a hearing in the Senate Committee on Indian Affairs, and the Legislatures of California and Montana indorsed the principles of the bills and urged their passage. None of the measures was reported out by the committee. It is probable that one or all will be reintroduced in the coming session of Congress and that an earnest effort will be made to pass them.

The bills referred to were substantially identical in their provisions. Their character and purposes are well expressed in the California measure, which provides for the exclusive administration, under the general direction of the Secretary of the Interior, by the State board of education, the State board of health, and the State board of public welfare, of all funds appropriated by Congress "for the education or medical attention or health service and for the relief of the aged and infirm among the Indians of California."

Before the Secretary shall approve the expenditures of such appropriations the bill requires that "he shall receive official assurance from the respective State agencies in the State of California above

mentioned of their willingness to assume responsibility for the proper expenditure of said sums for the purpose mentioned under their respective jurisdictions."

Another condition to the Secretary's approval is the submission by each State board of a budget showing in detail the purposes for which the funds are to be expended, and "the total amount of each annual budget shall in no instance exceed the average amount expended by the Department of the Interior annually during the past five years for the purposes included within the jurisdiction of the State agency submitting such budget."

Under the provisions of the bill the State boards are permitted to use "to such extent as they may deem necessary" all of the school buildings, hospitals, and their equipments, excepting Sherman Institute, at Riverside; any of the authorized agents of the State boards are to be given full access to all necessary Federal records and are to be permitted to enter upon all Indian lands, reservations, and trust allotments to make necessary inspections and enforce sanitation and quarantine regulations and also school attendance.

We are unable to find any phraseology in the bill referred to which, even by implication, places any responsibility or accountability on the State itself. In effect, the provisions of the measure require the Secretary to turn over the administrative functions relating to Indian education, health, and welfare to State boards or bureaus if they formally agree to do the work and make out a fiscal program which he can approve. The State is not made a party to the proceedings and the Secretary is not given any discretion in the exercise of his judgment in the matter of transferring the care of wards of the Government to State employees.

MAKING CONTRACT WITH STATE

We are of the opinion that if a bill is to be passed looking to the assumption of a greater degree of responsibility by States in Indian affairs it should authorize the Secretary in his discretion to enter into a contract or contracts with the State—not with any department or bureau—for the education, medical attention and relief of distress of the Indians after the legislature has authorized such contracts. The Secretary should make all of the necessary rules and regulations incident to the transaction and be given the authority to cancel the contract in his discretion. Of course, the Indian Service school and hospital plants and their equipments should be turned over to the State and State agents be given access to all necessary records and the right to enter upon Federal supervised Indian property for inspection and other proper purposes.

We are of the opinion that if the kind of a bill we have outlined should become law and be accepted by the State it would be a definite step toward that assumption of a greater degree of responsibility by States in the care of Indians which you have suggested as the following excerpts from your recent annual reports clearly indicate:

Centralized authority with decentralized responsibility, the fundamental of effective administration, is essential in the Indian Service because of the distance between the bureau in Washington and its wards. States should be impressed that ultimately the Indian problem is theirs to solve and the Government's participation should eventually be cooperative rather than initiative in character.

States should interest themselves in the affairs of the Indians. The State governments now have agencies similar to those maintained by the Indian Bureau to assume these responsibilities over restricted Indians. Their State boards of health, departments of education and agriculture, boards of charities and welfare are already performing similar functions for their white population to which could be added the Indian population. The Indian Bureau could then confine itself to administering treaty rights, land titles, collection and disbursement of Indian funds, and the rights and property of the Indians.

In your report on Senate bill 5498 (the Montana bill to which we have referred) you again express your approval of the principle of closer cooperation between the Federal and State Governments, as follows:

The principle underlying the bill, therefore, is in agreement with my belief that the time has arrived when the States directly interested in the civilization and advancement of the Indians should begin to assume a certain degree of responsibility for the administration of their affairs. However, it would be futile to deny that the issues involved are of sufficient moment to demand the most careful thought and that the proposed transfer of responsibility if carried out should be a gradual process so arranged as to offer the least possible chance that the existing organization should be disrupted to an extent that would endanger the main objective at which it aims.

WHAT OF THE INDIANS?

The note of caution which you sound accentuates the importance of the Indians of the proposed transfer of administrative responsibilities. So far as we can learn the Indians themselves have not been consulted in this matter. Some published expressions of approval and disapproval by Indians were those of so few that they can not be taken as representative of the opinion of even a considerable group. We feel that before any conclusive action is taken in the matter under consideration the Indians concerned should be consulted.

The proposition under discussion, in our opinion, should be approached with an open mind, in good faith, and with the future of the Indians as the prime objective. The question naturally arises; "Would the Indians be benefited; would they be better served by the State than they now are being served by the Federal Government?"

This question can be answered only by a demonstration—an experiment. There are no precedents to serve as guides; the only States which are performing the functions set forth in the bill are Maine and New York, and in neither State has the Federal Government ever had an Indian school or hospital.

Unless a State could do the same kind of work that the Indian Service is doing, with the same results but at less cost to the Federal Government or unless a State could do more efficient work for the same money the only reason for the proposed transfer of administrative activities would seem to be to bring home to the people of the State the fact that the time is nearing when they will have to shoulder the full responsibility of taking care of their citizens of Indian birth and would better begin doing it gradually.

THE MINNESOTA PROGRAM

The State of Minnesota has given this question more thoughtful consideration than, apparently, was the case with other States. The Minnesota Legislature, in 1925, directed the governor to appoint a

commission on Indian affairs to negotiate with Congress for transferring the administration of all of the affairs of the Minnesota Indians to the State. In 1926 the governor appointed the commission, naming Bishop G. G. Bennett, of Duluth; Mr. Edward L. Rogers, of Walker; and Mrs. Blanche L. La Du, of Minneapolis. Members of the commission visited the Indian reservations, conferred with the Secretary of the Interior, the Commissioner of Indian Affairs, and other Federal officials, and with a number of organizations in Minnesota. The commission submitted its report to the governor March 1, 1927.

It is a comprehensive report which deals with the Indian problem as it relates to Minnesota. It disapproves of the proposition to negotiate with Congress for the transferring of Indian funds, lands, and other properties held in trust for the Indians by the Federal Government and of the administration of all of the affairs of the Indians. But it recommends closer cooperation in Indian affairs between the Federal Government and the State, stating:

The whole question is one of cooperation between the State and the Federal Government, and since all the Indians are now citizens, the consequences to the State are clear and unmistakable. Our commission recommends the gradual assumption by the State department of education of this responsibility.

The commission states its position on the question of State responsibility in Indian affairs as follows:

Looking forward to the time when the State must assume full responsibility for the welfare of its Indian citizens, our commission recommends a tentative plan for cooperative work by State departments.

This plan provides that the State board of health take the first step; that the State board of control begin its work to supplement the health work along general welfare lines; that the State departments of education and agriculture join in on a definite program to fit the Indian by education and training for self-supporting citizenship.

The summing up of this report takes the form of a resolution calling for another commission to consider the advisability of going further in the matter, the resolution reading as follows:

Therefore be it resolved, That a State advisory committee on Indian affairs, composed of three ex officio members, representing the State boards of health, education, and State board of control, respectively, be appointed by the governor, for a period of two years:

That said State advisory committee on Indian affairs thoroughly investigate before the next session of the legislature the advisability of negotiating with the Indian Bureau and with Congress for the transfer of all funds appropriated for the care, education, and relief of the Chippewa Indians of Minnesota, under the direction of the Secretary of the Interior; and that said committee report as to whether, for the protection of the interests of the State and the betterment of the Indians thereof, these funds should be expended by the State through its above-mentioned departments, or whether the Federal Government should continue to administer the same;

That said State advisory committee on Indian affairs make a report of its findings to the legislature at its next regular session, and that any report of the committee shall not be binding on the State of Minnesota unless approved by the legislature of the State;

That the members of the State advisory committee on Indian affairs shall receive no additional compensation for this service, but that it shall be considered a part of the responsibility of said boards in the regular performance of their duty.

We are informed that the Governor of Minnesota has approved the report and has appointed a commission to confer with a commission to be named by you. We are of the opinion that the method

of procedure laid down by the Minnesota Commission on Indian Affairs is practical and we, therefore, recommend—

That the governors of States whose people may become interested in the matter be invited to appoint commissions similar to the Minnesota commission to confer with commissions to be appointed by the Secretary of the Interior to consider the administration by the States of Federal appropriations for the education, medical attention, and relief of distress of their citizens of Indian birth.

IOWA AND MICHIGAN INDIANS

We further recommend that the Governors of the States of Iowa and Michigan be approached with the suggestion that they appoint commissions to meet with commissions to be appointed by the Secretary of the Interior to consider proposals that these States shall take over the care of their Indians. In the case of Michigan the proposition would include the transfer of the Mount Pleasant Indian School to the State of Michigan for the purpose of educating Indian children, but the transfer of the jurisdiction of the Sac and Fox Reservation, Iowa, should not involve the Sac and Fox Sanatorium, which is not on Indian land and which takes in young Indian tubercular patients from near-by States.

In his report dated November 27, 1926, on the Sac and Fox Agency, Iowa, Commissioner Eliot described the sanitary and moral conditions on that reservation as "intolerable." He states that the sanitary and criminal laws of Iowa stop at the boundary of the reservation; that off the reservation the Indians are reasonably law abiding, but on the reservation all kinds of minor crimes are committed and the culprits can not be punished; that the marriage laws are held in complete defiance; that the condition of the women is often most deplorable and that a number of children are suffering for the want of proper care. He further states that the reservation might become a center not only of moral but physical contagion; that the laws of the State protecting the health of the people can not be enforced and that epidemics can not be controlled, and that "it is simply intolerable that these conditions, which make this small community a possible source of disease and vice, should be allowed to continue at the center of a great Christian Commonwealth."

In his report Commissioner Eliot presents the following:

The remedy for these conditions is a simple one. The United States Government should immediately and by congressional action return to the State of Iowa all the jurisdiction which, at the request of the State, it took over in 1898, and the State should then proceed to enforce its own laws in this now separate and isolated community. I am convinced that these Indians will not live decently, with a profit to themselves and with due regard to the protection of their neighbor, except under coercion. They must assume the obligations as well as to enjoy the privileges of citizenship.

According to the Indian Office statistics there are 7,610 Indians in the State of Michigan of whom 6,417 are classed as "not under agent." The greater part of the Indians who are not under agent are in the southern peninsula of the State and the Federal Government is doing nothing for them along the lines of welfare activities excepting to educate between 350 and 400 children in the Indian Service nonreservation school at Mount Pleasant.

These Michigan Indians are generally very poor. They have been thrust back from the lands which they once occupied but failed to improve and their shacks and little houses are now to be found along the beach, on the lakes, or in more or less inaccessible places in the forest. Like most Indians they are not given to steady labor and the older generations show but little interest in bettering conditions. Some of them are drifting into the cities, attracted by the factory work, but for the most part they seem to be content to lead a somewhat nomadic life and reports indicate that many of them are simply existing very near the starvation zone.

A large portion of the Indians own no property at all and are simply squatters. There is little or no prejudice among the white people of the State against Indians as Indians, but the fact that the Indian children live under such squalid conditions often makes them unwelcome in the public schools.

We are strongly of the opinion that the State of Michigan should assume the entire responsibility for the education of these Indian children and might well begin by taking on welfare work to improve the conditions of the adults.

EXTENSION OF RESTRICTIONS

The general allotment act, sometimes called the "Dawes Act," became law 40 years ago last February. As a result of the operations of that historic measure, and some subsequent legislation, thousands of Indians were prematurely given patents in fee to their allotments and passed from the supervisory care of the Federal Government.

Within the next few years a considerable number of Indians will reach the termination of the periods during which their allotments are held in trust for them by the United States. The question concerning the advisability of the extension of trust patents will arise repeatedly. With the hope that reliable information can be secured which will enable this board to present recommendations and suggestions pertinent to the issue, a committee of board members has been named to study the effects of declaring Indians to be competent, giving them unrestricted titles to their allotments and thus removing them from Federal supervision and protection. This committee is expected to make its report to the board at the next annual meeting.

LAW AND ORDER ON RESERVATIONS

We again beg leave to recommend legislation by Congress which will make the marriage, health, education, and criminal laws that are in force outside of Indian reservations enforceable within such jurisdictions. All Indians now are citizens of the United States. The only material difference between Indians living in reservations who are classed as "supervised Indians" and their white fellow citizens is that the Federal Government is trustee of certain of their properties and because of that their lands are held in trust for them and are nontaxable.

There may have been a time when it was expedient to exempt Indians from the operations of the general law of the land because of their primitive status and the persistence of an aboriginal state of mind. In those days many Indian customs and tribal ways of doing

things were immoral from the white man's viewpoint but were moral and proper from the Indian's.

We maintain that time has passed. If an Indian, in his manner of living, in his religious doings or in his social practices should indulge in immoralities and indecencies, then he should be as amenable to the local laws as a white man would be in similar circumstances.

We are spending millions of dollars educating Indian boys and girls. An essential part of their schooling is the observance of the laws and local rules and regulations. Then we send them back to their reservation homes where they are practically immune from State laws because they happen to be wards of the Government.

For several years past bills designed to bring about the enforcement of State laws within Indian reservations have been introduced in Congress but none of them has even been reported out of a committee. The so-called Indian court bill (H. R. 8726, "to extend the civil and criminal laws of the United States to Indians, etc."), which appeared to have had the approval of the department, was not reported out of the House Committee on Indian Affairs, although hearings were held on the measure. In our last annual report we expressed the opinion that this bill adequately covered the general situation and met the requirements, but we felt that it was of such vital importance to the Indians that it would appear to call for the most thoughtful consideration by the legal staff of the department before the bill was reported out for passage in the House.

In his last annual report (1926) the Commissioner of Indian Affairs, under the heading "Law and order," states:

Legislation is urgently needed to remedy the situation relative to the maintenance of law and order within Indian reservations. Because of a law passed in 1854—section 3, act of March 27, 1854 (10 Stat. L. 270), and amended February 18, 1875 (18 Stat. L. 320; sec. 2146 U. S. R. S.)—Indians within reservations are not as a general rule subject to the State or Federal laws governing offenses committed.

Sections 328 and 329 of the United States Criminal Code of 1910 provide for prosecution of Indians for only eight offenses, viz, murder, manslaughter, rape, assault with intent to kill, assault with a dangerous weapon, arson, burglary, and larceny.

For other offenses, including assault with intent to commit rape, assault with intent to commit bodily harm, robbery, mayhem, breaking and entering a house in the daytime, malicious mischief, adultery, unlawful cohabitation, fornication, seduction, carnal knowledge, statutory rape, bigamy, incest, lewdness, desertion of wife and family, wife beating or other cruelty, etc., the only corrective or punitive action that can be taken is through the reservation courts of Indian offenses.

Reservation courts of Indian offenses and Indian judges figured prominently in the discussion of the House bill to which we have referred. In our official visits to reservations we have found some Indian courts doing commendable work and some that were doing nothing. Some superintendents find the courts of much assistance to them and some do not regard them as of any importance.

We are of the opinion that if the Indians of a reservation want Indian courts they should be given the opportunity of expressing such desire and a chance to elect the judges, and there should be some higher authority to which an appeal from a decision may be carried. There should be no difficulty in drawing up a measure which would make the marriage, education, health, and criminal laws of a State operative within Indian reservations and also provide for

the establishing, in the discretion of the Secretary of the Interior, of courts of Indian offenses in jurisdictions, if the Indians therein so desire.

Local law officers have generally been apathetic in regard to the administration of law in Indian communities because Indian property held in trust by the Government is nontaxable. It is hardly to be expected that a sheriff or constable or a county attorney will display any enthusiasm in carrying the law to a community which contributes no funds to the county treasury.

We would suggest, therefore, that Congress should provide the money to pay the costs of courts, sheriffs, and other law officers in Indian cases where Indian-owned property is held in trust by the United States. If Congress should extend the operation of local laws to Indian reservations, it is quite likely that the local authorities would not take any more interest in offenses committed by restricted Indians than has been the case, unless provision is made to meet the incidental expenses by payment to the county from Federal sources.

FIVE CIVILIZED TRIBES

Under existing laws some 25,000 or more restricted members of the Five Civilized Tribes, the Cherokee, Creek, Choctaw, Chickasaw, and Seminole Indians of eastern Oklahoma, will cease to be the wards of the United States in April, 1931. Of this number approximately 14,000 will be the surviving restricted, enrolled, and allotted members of the Five Civilized Tribes; the balance were never enrolled or allotted because they were born after the final rolls were closed in 1906.

The United States will cease to be the guardian and trustee of all these Indians in April, 1931, when the period of restriction will come to an end, unless Congress intervenes. At that time a situation will arise fraught with serious consequence to these Indians and this crisis will be upon them in but little more than three years.

Congress, and Congress alone, can extend the restriction to all or part of these Indians, but if Congress should be content to let the law take its course all of these restricted Indians, the old and young, the strong and weak, adults and minors, able-bodied and crippled, mentally sound and unsound, prepared and unprepared, will be "turned loose" in the spring of 1931.

The last session of Congress adjourned without giving any indication that it was at all interested in the impending crisis which will profoundly effect the lives and affairs of these Indians. The comparatively few months left for the determination of a policy emphasizes the importance of immediate action on its part.

There are indications that a determined effort will be made by interested white persons in Oklahoma to oppose any action which will extend the period of restriction for any of these Indians, and it is to be expected that they will urge Congress to permit the law to run its course so that the restricted lands of these Indians shall become subject to taxation in 1931.

The last annual report of the Board of Indian Commissioners contained a summary of a special report which was made to you concerning the situation in the Five Civilized Tribes. We discussed this matter at considerable length and beg leave to refer to the presentation of our views in our 1926 report, in which we submitted a

number of recommendations and suggestions for meeting the situation.

For the purpose of centering the attention of the Federal legislative and executive authorities upon this matter of supreme importance not only to the Indians and white people of Oklahoma but also to all the people of the United States, we recommended that Congress should provide for the extension of restrictions after 1931 for the restricted members of the Five Civilized Tribes who, in 1931, shall be 40 years of age or older or who from physical or mental ills would not be capable of self-support, and that such extension should be for the life of the original allottee.

We recommended that the able-bodied Indians, excepting such as might be mentally incapacitated, who in 1931 would be between the ages of 21 and 40 years, should then be released from their restrictions and "turned loose." We do not delude ourselves in the belief that any considerable number of this class of Indians would hold their lands for long, but they would be in possession of health and strength and ability to earn their own living, and it seemed sensible to us that Indians between 21 and 40 years of age should not have their restrictions extended beyond 1931.

The suggestion has been made that the situation we are presenting can be met by an act of Congress which would authorize the President of the United States, in his discretion, to extend the period of restriction for any or all of the restricted members of the Five Civilized Tribes. It was pointed out that if the President was given this authority he could issue his Executive order extending the period of restriction of all of these Indians and then could call upon the Secretary of the Interior to submit to him a list containing the names of Indians of this group of tribes who were competent and otherwise qualified to handle their own affairs, and who, therefore, should be released from Federal supervision and be given their lands and funds without restrictions. The President could then direct that such Indians should be declared "competent" and that their period of restrictions should be ended.

The importance of this matter and the short time left for action presents an emergency which demands that at the coming session of Congress this whole proposition should be thoughtfully considered and a definite constructive policy be determined.

Other recommendations which were contained in our last annual report are also of much importance in our opinion, and we respectfully but earnestly urge that they, too, be given prompt consideration. In substance they are as follows:

That the restricted Indians of this group of tribes having an annual income of \$5,000 or more shall have their estates placed in trust with competent trust companies which will have the approval of the Secretary of the Interior.

That Congress shall repeal the law that made the office of the Superintendent for the Five Civilized Tribes appointive by the President, and that the present superintendency be subdivided into two or more jurisdictions, with superintendents and employees subject to civil service laws.

That Congress shall restore to the Secretary of the Interior the supervision of the restricted property of these Indians which was

taken from him by the act of May 27, 1908, and subsequent legislation.

That restricted lands shall no longer be leased for agricultural purposes without Government supervision.

That Congress shall provide that wills executed by the restricted members of these tribes disposing of restricted property shall not be valid without the approval of the Secretary of the Interior, and that more authority shall be given to probate attorneys in the probating of Indian estates and in the sale of inherited property.

We also recommend that an adequate medical service for the Five Civilized Tribes be established, that special efforts be made to provide hospitalization for advanced cases of tuberculosis, and that field matrons and more farmers be detailed to work among these Indians.

CIVIL-SERVICE STATUS FOR THE COMMISSIONER

We are hopeful that a bill will be introduced in the coming Congress which will provide that the Commissioner of Indian Affairs and Assistant Commissioner of Indian Affairs shall be placed within the protection of a civil-service status.

With the exception of these high officials, the superintendent for the Five Civilized Tribes and a few minor positions, all members of the Indian Service personnel, have a civil-service status. As a general thing the employees of the Indian Service are not affected by the intrusion of partisan politics, but the office of the Commissioner of Indian Affairs has long been regarded as one of the choice political perquisites of the party in power.

We have, heretofore, shown that since 1832 up to the present time 31 different men have filled this office. Five served for periods of less than one year, five for one to two years, seven between two and three years, four between three and four years, six between four and seven years, three between seven and eight years, and the present incumbent completed his sixth year April 1 last. The average term of office of the 31 Commissioners of Indian Affairs has been about three years.

These frequent changes in the office, frankly made to advance the fortunes of some political party, have been largely responsible for many of the troubles which have hindered the progress of the Indians, the wards of the United States.

In other civil branches of the Federal Government where a continuing policy was regarded as essential to the successful carrying out of public affairs, Congress wisely gave the men at their heads a civil-service status. For example, the Chief Forester in the Department of Agriculture, who has charge of the National Forests, and the Director of National Parks in the Department of the Interior have a civil-service status.

The promotion of the health, education, industrial progress, family welfare, and happiness of the American Indians are regarded by Congress itself as being in the nature of trusts to be assumed and faithfully executed by the United States, and Congress has made the Commissioner of Indian Affairs the chief executive of the Federal establishment which was created by it to carry out these trusts. Yet this delegated trustee is a political appointee, and his office is held as a party asset.

We beg to repeat that the office of the Commissioner of Indian Affairs and every other official of the Indian Bureau should be entirely divorced from politics and that Congress should do the big thing that would bring this about.

AGENCY AND SCHOOL BUILDINGS

The agency, school, and hospital plants of the Indian Service are valued at \$7,500,000. As a whole they are depreciating rapidly in their value and diminishing in their usefulness because of inadequate appropriations for their repair and upkeep. During the World War little repair work was done, and the Government's policy of extreme economy, which was put in force immediately at the close of the war, was loyally carried out by the Bureau of Indian Affairs.

We are not forgetful of the necessity of keeping Government expenditures down to the minimum, and we are in accord with that policy, but our plain duty compels us to protest against that degree of economy which would longer prevent the full use of the agency, school, and hospital buildings in administering the affairs of the Indians, educating their children, and healing their sick.

Steam plants that are so old that they are practically useless; pumping machinery which is so ancient that its efficiency has almost reached the vanishing point; buildings that are so dilapidated that they are a reproach to the Federal Government and, in a number of cases, are a source of peril because of their structural weakness; schoolrooms and hospital wards with the plaster of walls and ceilings falling and houses for employees so open to bitter winter weather as to make them practically uninhabitable ought not to be tolerated in any Federal service and certainly not in the Indian Service.

In the stress of the war times and even after the close of hostilities there was good justification for postponing repairs of structures and machinery, but we believe that the tension should now be lessened and that the buildings used by the Indian Service should be brought back to normal condition.

We therefore respectfully but earnestly recommend that a vigorous effort be made at the next session of Congress to materially increase the general and specific appropriations for the repair of agency, school, and hospital buildings.

BUSINESS VENTURES ON RESERVATIONS

At the last annual meeting of the board the question of developing the water-power resources of several Indian reservations was discussed, more particularly those of Keshena Falls, Menominee Reservation, Wis., and the Flathead River, Flathead Reservation, Mont.

In considering this matter the duty of the Federal Government, as trustee of restricted Indians, to develop tribal property, must be taken into account. The point at issue raises the question of how far the Government should go in carrying out its trust.

The maximum possibilities of water-power development of some reservations is exceedingly large and far beyond the greatest possible use by the Indians alone. They can, however, be made income-producing properties by selling the surplus power to white communities outside of the reservations.

If a water power project, with or without a related irrigation system, should be planned as a minor, local reservation enterprise solely for the interested Indians, there would be justification for the Federal Government to construct the project, advancing the funds on a reimbursable basis, and to operate it.

But there are several reservations whose power resources are so large that if only the minimum development, solely for the use of the tribe, should be effected, the future maximum development, not only for the Indians but also for the surrounding country, would be seriously embarrassed if not entirely prevented. Where this kind of a situation is found, and it is decided to develop power, sound business principles would seem to demand that the maximum development should be utilized.

In such cases we are of the opinion that the enterprise should not be undertaken by the Federal Government as an Indian Service function but that the water power should be sold or leased to public utility corporations under contracts so carefully drawn that the interests of the Indians, and also of the white people, who, through existing laws, became the owners of Indian lands within reservations, should be completely safeguarded.

The revenues accruing to the Indians from such enterprises would be deposited in the National Treasury to the credit of the Indians subject to disposal by Congress if the usual order of procedure should be followed.

In connection with this matter we respectfully refer you to a report on the Menominee Indian Reservation, dated June 30, 1926, by Commissioner Seymour, and to a report on the Flathead Reservation, dated November 7, 1925, by Commissioner Knox.

WARM SPRINGS BOUNDARY DISPUTE

During July, 1926, Commissioner Sullivan visited the Warm Springs Reservation, Oreg., which is the home of a thousand Wasco, Tenino, and Paiute Indians. They told him that their chief problem concerned the adjustment of the reservation boundaries and he conducted an all-day hearing on the question. In his report, dated September 1, 1926, Commissioner Sullivan outlined the situation as follows:

They (the Indians) complain that on all four sides of the reservation some of their land has been taken from them. While perhaps this complaint is unfounded with respect to the southern and eastern boundaries, it seems clear that they are in the right with respect to the northern and western boundaries. On several occasions the lines have been gone over by surveyors acting under instructions from Washington. The most recent official study of these lines was made by Fred Mensch, deputy United States surveyor for Oregon. His report plainly shows that on the northern and on the western boundaries of the reservation the Indians have lost great tracts of land which ought to be restored to them, or at least be compensated for, immediately.

Unfortunately some of the land which ought to be included in the northern part of the reservation was turned over many years ago to white settlers and it would be impracticable to restore all this land to the reservation. Certainly, however, full pecuniary compensation should be made to the Indians for this land. About six years ago it was suggested to the Indians that they consider accepting \$54,880 for this portion of the ground which ought to be included in the reservation. They carefully considered this suggestion, but rejected it, for they allege that this part of their land is worth at least \$100,000.

They contend that very valuable timber has been cut from some of this land for which they should receive payment. Of the value of this land I have no knowledge, but it is obvious that a gross injustice is being done the Warm Springs Indians by the continued failure to straighten out this matter.

Mr. Mortsoff (the reservation superintendent) has made a careful study of the boundary question. He believes that the Indians are entitled to much more land on the west and on the north of their reservation than is now included within the reservation lines. My own investigation convinces me that this is correct. Happily, a large part of the ground of which the Indians have been deprived is now included in the national-forest reserve, so that on the western and on much of the northern part of the reservation the adjustment of the boundary lines need present little difficulty.

I can not urge too strongly that this matter shall receive the immediate attention of the Board of Indian Commissioners and the Department of the Interior through Commissioner Burke.

We heartily concur in Commissioner Sullivan's recommendation and respectfully urge that this justifiable complaint of the Warm Springs Indians receive the immediate attention of Congress and the department and that suitable action be taken which will bring to a quick end the long delay in the adjustment of the reservation boundary lines.

MISSIONS ON RESERVATIONS

The missions maintained on Indian reservations by the Protestant and Catholic churches have long been regarded as cooperating units with the board and the Bureau of Indian Affairs in the Federal Government's effort to aid and qualify Indians to take their places as self-supporting, independent men and women in the general citizenry of the Nation.

The Congress of the United States, the successive Secretaries of the Interior and Commissioners of Indian Affairs, and the school and reservation superintendents have again and again testified by legislation, Executive orders, and official statements to the value of the missionary work. The Federal officers have recognized the missionaries as influential members of the authorized personnel on the reservations. The Government as the guardian and trustee of some 240,000 Indians desires and welcomes the cooperation of the mission boards in all endeavors to promote the welfare of the Indians.

About three years ago the Board of Indian Commissioners began a study of the Christian missions among the American Indians with the purpose of ascertaining the extent and results of missionary endeavors and the degree of interest which the supporting churches were taking in Indian mission work. Letters were sent to a number of missionaries for the man on the job, the reservation missionary, knows more about his task than any one else.

The replies received from the reservation missionaries constrain us to feel that the members of the Christian churches are not sufficiently informed on matters concerning our American Indians, and because of this there seems to be a lack of interest in the Indian mission activities. Information is the mother of interest and interest is the mother of generosity. There appears, also, to be room for greater efficiency in the Indian mission field, for larger appropriations for Indian mission work, for more appreciation of the manifold problems faced by Indian missionaries and a stronger recognition of their

value as a Christianizing and civilizing influence among the Indian people.

The results of the inquiry concerning the work of the missions made by the board were presented in a bulletin which contained certain facts about the history, progress, present distribution and needs of the Christian missions among the American Indians. A limited number of copies of the bulletin was mimeographed and the issue was quickly exhausted. Some of the statistical information in the bulletin is included in the appendix of this annual report.

RESERVATION BOARDING SCHOOLS

Some fear has been expressed that the nonreservation schools were receiving a disproportionate amount of the attention of the officials in charge of Indian education at the expense of the reservation boarding schools. This feeling of apprehension is not altogether well founded, for the Indian Bureau now is giving the smaller institutions special consideration.

We are informed that it is the purpose of the bureau to so arrange the reservation boarding-school program that all of the pupils, from the beginners' class to the sixth grade, inclusive, will be kept in the academic rooms all of the school day. During the past few years the children in the three lower grades in most of these schools have been kept in the schoolroom all day and now this privilege is to be extended, as rapidly as possible, to the fourth, fifth, and sixth grades.

Under these conditions it will be possible for the children to complete the six grades by the time they are 12 and 13 years old. Up to a few years ago it was not uncommon to find a considerable number of pupils in these schools from 16 to 20 years of age. But to-day, in most of the schools, there are but a few pupils older than 15 years; the Indian children now are nearer the ages of white children in the same grades.

Obviously, children of 13 years and younger are too immature to attempt to give them much of what is generally called vocational training. They are in the prevocational grades, and prevocational work might well be called home work, or chores. We have observed in some of these schools that those in charge seemed to regard prevocational work simply as necessary routine, apparently with no thought that it might be used as a method of education.

In well-organized rural community schools white children are taught to do chores systematically, under direction, with the purpose of teaching the girls to help care for the home, assist in the kitchen, mend clothing, darn stockings, etc. The boys are taught to do the things which will tend to inculcate habits of industry and give them some degree of skill in garden work, milking, caring for the work animals and poultry. In these schools prevocational work is made an important part of the schooling.

Many Indian children, through stress of circumstances, end their school days in the reservation boarding schools. Consequently, they are deprived of the opportunities for real vocational or industrial training which is emphasized in the nonreservation schools. Such children, in our opinion, are entitled to special consideration. These also are children living on reservations where they are likely to find

themselves landless and with no revenues from tribal resources by the time they reach their majorities. Many of these children will leave school when they have finished the course in the reservation boarding school.

We beg to suggest that the situation we have outlined calls for the best thought of the Indian Bureau officials who are responsible for Indian education and that prevocational work in reservation boarding schools be given the importance in the general school scheme which, we believe, it should have.

Respectfully submitted.

GEORGE VAUX, Jr.

WARREN K. MOOREHEAD.

SAMUEL A. ELIOT.

FRANK KNOX.

DANIEL SMILEY.

MALCOLM McDOWELL.

HUGH L. SCOTT.

CLEMENT S. UCKER.

FLORA WARREN SEYMOUR.

JOHN J. SULLIVAN.

The SECRETARY OF THE INTERIOR.

APPENDIX

The field work of the Board of Indian Commissioners took members into the Indian sections of Idaho, Montana, Oregon, Arizona, Iowa, North Carolina, and Mississippi. The special reports on conditions in the reservations inspected are presented in this appendix in abridged form.

FORT HALL INDIAN RESERVATION, IDAHO

Commissioner SEYMOUR

Following is a part of Commissioner Seymour's report on this jurisdiction:

"The reservation, in southeastern Idaho, is shaped like an inverted pipe whose rounded bowl is outlined by the confluence of the Snake and Blackfoot Rivers. The eastern part of the reserve is mountainous and chiefly grazing land and in the lower sections of this district some irrigated tracts lie along the banks of the streams. The southern end of the Indian lands is a strip 10 miles wide extending 30 miles south of the Snake River. The interest of the reservation centers in the northwestern districts bordered by the Snake. Here lies most of the irrigated lands. In this section are the Government boarding school, the agency headquarters, and the Episcopal mission church and school. And here, along the marshy Snake River bottoms, lies a portion of the huge area that is to be flooded when the American Falls Dam, now nearing completion, 25 miles down the river, is in full operation.

"When the stored waters have reached the final depth the engineers have estimated there will be submerged one of the most notable spots in the history of America—old Fort Hall, the fur trading post founded in 1834 by the young American, Nathaniel J. Wyeth, from Boston. With his party to the building of the fort traveled Jason Lee, earliest American missionary to the Oregon country, and on this site in August, 1834, preached the first sermon in English the West had heard. A plain granite shaft commemorates this event, near where the melted-down adobe still dimly outlines the plan of the walls of the old fort. The patriotic ladies who raised the memorial chose to commemorate this occasion rather than the raising of the flag over the completed Fort Hall, because history records that the latter event was celebrated by the consumption of an undue amount of 'villainous alcohol.'

"Two years later Wyeth succumbed to the opposition of the Hudson Bay Co. and sold his fort, which from America's western outpost thus became the eastern outpost of the British power in the then debatable land of Oregon. But just before the transfer the Whitman missionary party had brought the first white women across the Rockies, the first portent of the mighty tide of immigration that was to flow along the Oregon Trail from 1842 on and was to win Oregon for the United States. Along this Snake bottom land rolled this tide, and widely paralleled deep ruts still are to be seen which were worn by those ox-drawn Conestogas of 80 years ago.

"A movement has been set on foot to build on the site of the old fort a tower and lighthouse which will shine out across the water at night. It is to be hoped that this will be successful, for the story of this fort is a stirring chapter in the epic of America.

"Below this central portion of the reserve lies Pocatello, the second town of the State, a thriving and attractive little city of 18,000 inhabitants. It is a railroad junction point. From Pocatello north the Yellowstone Branch of the Oregon Short Line runs through the reservation, paralleled by a concrete State highway. Westward from Pocatello the main line of the same railway cuts across the Bannock Creek stem of the reserve on its way to American Falls. The section here traversed by the railroad is known as the Michaud Flats.

"The area of the reservation is over 366,000 acres. The country is here about 4,000 feet above sea level. The annual rainfall is 12 to 14 inches. It is an area of sand and sagebrush, which in the watered region blooms into beautiful vegetation. Irrigation means transformation to wealth and beauty. The summers are short at this altitude, but wheat and hay are produced in abundance when water is obtainable.

"The Bannocks and Shoshones, over 1,700 in number, were allotted a dozen years or so ago their trust patents dated from 1914. The restricted period has thus 13 years longer to run. Some, of course, received certificates of competency and patents in fee under Secretary Lane's 'declaration of policy.' Others who were quite capable of managing their own affairs seem to have preferred quasi dependence with its exemption from taxes, and still remain wards, though intelligent and prosperous business men and employers of labor. They are, of course, few in number, but even a few who make use of their quantum of Indian blood to escape responsibilities they are quite able to assume are a drawback to Indian progress.

"For the main body of these Indians the period of restrictions is more than halfway traversed. They have completely abandoned the old village life and live as a rule upon their allotments. Tepees have almost vanished, not more than three or four remaining. Many families still live in tents, usually further protected by brush shelters. Many unprotected tents were in evidence at the time of my visit, but these were for workers in the harvest fields. The more permanent houses are of frame or log construction, very small and rude in appearance. Undoubtedly better housing is one of the great needs of these Indians. The situation is complicated by the fact that they have not yet outgrown the superstition which leads them to abandon a house in which a death has occurred.

"The standard of housekeeping is rather better than one would expect from the houses themselves, but there is still great room for improvement. In the matter of industry I received a much more favorable impression than my previous knowledge of these people had led me to expect. Haying was going on everywhere, and I saw Indians actually at work on all sides.

"The agency physician, Doctor Wheeler, has been at this point nearly 20 years. In this he is an exception, for the turnover in school and agency employees here strikingly illustrates the nomadic nature of Indian Service folk. There had been three superintendents within the past 12 months, and at the time of my visit there were a notable number of vacancies to be filled, though school was soon to begin. Fortunately, among the employees attaining some degree of permanency are the district farmers, whose work has such effect upon the industrial welfare of their charges.

"In his long stay the physician has seen great changes take place, though from one year to another the difference may not be apparent. Nineteen years ago the reservation was guiltless of fences and almost unacquainted with roads, according to the present standard. The Indian roved and hunted, camping in village clusters of tepees.

"Then came the allotment and the building of the big irrigation system which has made fertile so many of these acres. With allotment and the sale or lease of surplus lands came the white neighbor with his serious devotion to farming.

"To-day fencing is universal and Indian farms are found that are good, indeed, to look upon. One-third of the acreage, roughly speaking, is leased. Irrigated land is leased by individual farmers; the grazing lands by corporate interests. Contact with whites has apparently here worked some portion of the good anticipated by those who devised the allotment system.

"The public schools of Idaho, as in all western States, are well built and equipped and generously maintained. The public school at the infinitesimal town of Fort Hall, adjoining the agency, is an imposing and substantial building, with teachers' quarters. Many Indian children attend it, some even living at the Government boarding school and taking its higher grade work. It covers the grammar-school work and will inaugurate a ninth grade this year, it is reported. At the town of Blackfoot, a small but exceptionally clean and up-to-date town just north of the reservation, are excellent schools open to Indians as well as whites. There is apparently no lack of harmony between the races, and the Indians like the public schools.

"Just east of the agency is located an Episcopal mission boarding school, where 26 girls are educated in an environment of the most desirable sort. There is an atmosphere of home and family life here, apparent even in the vacation season. This mission has been working here for many years, and is

so well appreciated that there is a waiting list of students such as private schools of distinction will have.

"The Indians express a desire to have the agency boarding school abolished and public schools substituted, but distances make this absolutely impossible at present. The school has an excellent irrigated farm of 200 acres, whose products add materially to the school table. A domestic-science building is nearing completion and it is a fine example of an up-to-date home.

"The outstanding need of the Bannocks and Shoshones is better homes, with better home conditions. The burning question in their minds, however, is the money which they anticipate receiving from the sale of the Snake River bottom land.

"The amount paid for these lands was \$700,000. One hundred thousand dollars of this was appropriated for repairs and improvements to the irrigation system. This, however, is reimbursable, and will ultimately be returned to the fund from rentals collected from white lessees and landowners.

"The \$600,000 remaining means more than \$300 for each member of the tribe. The shares of an average family should be sufficient to build an adequate home or to equip one already built, or it would supply farm equipment in considerable measure.

"It was the thought of Supervisor Lipps that if an adequate program of equipment and improvement were worked out with the interest and approval of the Indians, such a program could be presented to Congress as a justification for making so large a sum available for use. Otherwise, it would probably be made available a part at a time. With this in mind, Mr. Lipps talked to these Indians in the spring.

"It is highly improbable that any wise friend of the Indian would recommend an immediate per capita payment of the total amount, and equally unlikely that Congress would make the whole amount available except upon strong representations of real necessity. To pay out all of this fund at once to these undeveloped and unreasoning citizens would be to encourage the dissipation of their resources to the ultimate gain of the bootleggers and the purveyors of useless gimcracks. Six hundred thousand dollars would vanish like dew in the sun. Yet the Indians will never admit they have received it unless they obtain it in such a way.

"It was pointed out that the irrigation system which brings fruitfulness to their lands was built at a cost of \$1,700,000. Although legally reimbursable it has never been charged against the tribe or the allottees. The Congress would be within its rights in enforcing the application of this fund as part payment for the irrigation works.

"There is a project under discussion for the extension of the irrigation system. A further extension of canals already in service could be made to bring water to the Michaud Flats, a section south of the present system and west of the city of Pocatello. This land adjoins the main line of the railroad. The present superintendent expresses himself as opposed to such an extension because whites would be sure to benefit by it, while the Indians might fail to make use of it. Of 26,000 acres in this area, 9,000 are already sold. The remainder is unallotted tribal property. If the Indians need more irrigated land than they now use, let them resume some of the 6,000 acres now operated by white lessees. There is merit in this contention. If the land were to be irrigated merely to be sold or leased for the Indians, it would be practically but a postponement or extension of the evil results of a per capita payment.

"Undoubtedly the application of this money to the improvement of Indian homes and farms will be the least harmful method of distribution. The effort to interest the Indians in such a program is being continued, and in time they may assent to it as the means of getting the payments they desire.

"The obvious need for these Indians is home development. Social service and missionary work, of the type that has had such excellent results among the Nez Percés, is necessary if they are to be won to a better attitude and a more wholesome life. Their physical circumstances are in most respect fairly satisfactory; it is in spirit and in character that the change must be sought.

"Every encouragement should be offered the missionary board in authority over this station to resume active work among these people. This should be field work of a practical nature, as friendship and confidence will have to precede any interest on their part in formal services.

"The improvement of homes and of moral conditions should be a prime object of the Government work. Not only should expenditures of money be viewed in the light of their relation to this purpose, but a greater degree of

personal work should be done by school and agency. The new domestic science teacher might well work to create an organization of mothers—a canning club, sewing club, parents association, or some grouping that study would show to be better suited to their needs.

“Undoubtedly one factor in the mental state of these wards is the constant changing in personnel at school and agency. So many are always strangers to them. The agency office has undergone a complete change in the year; the school force is almost as unstable. There have been three superintendents within the fiscal year ending last June. To the casual view there is nothing in the location and surroundings to make this more difficult than other Indian Service points. Again the reason lies in feeling rather than physical conditions. ‘These Indians have gotten so they’re not to be satisfied with anyone,’ some one expressed the situation. Evidently the same discontent has been reflected in the employee force. A new awakening of spirit must affect both whites and Indians if real improvement is to be brought about.”

FORT LAPWAI INDIAN RESERVATION, IDAHO

Commissioner SEYMOUR

In the latter part of August, 1926, Commissioner Seymour made a visit to this reservation, in western Idaho, the home of 1,400 Nez Perce Indians, of whom more than a thousand are full bloods. The jurisdiction covers 212,000 acres, of which 178,000 have been allotted. Parts of the report on this agency are as follows:

“If all the Indian tribes who have received lands in severalty reached the state of progress attained by the Nez Perces the general allotment policy of the Government might well be deemed a satisfaction of the needs of the Indian. This is not by way of saying that there is nothing left to be desired for this tribe. But, if there were no needs more serious than theirs, the ‘Indian problem’ would have passed into history.

“These are an exceptional people in many ways, and theirs is an exceptional country. It is hard to believe that the continuous hills are really cultivated fields, for they look too precipitous for horses and machinery. But, at this time of year they are rich with a golden harvest of wheat.

“The former Nez Perce Reservation, long since opened to development, lies along the course of the Clearwater River in western Idaho. Lewiston, at the junction of the Clearwater and the Snake, is a dozen miles northwest of the Indian lands and of Fort Lapwai, where are located a tuberculosis sanatorium and the agency establishment which cares for the business of those Nez Perces who are still in wardship.

“At Fort Lapwai the altitude is about 800 feet, and the climate is designated as ‘semitropical.’ This perhaps exaggerates the situation, but certainly it is a land of long summers, mild winters, and fertile soil.

“An hour’s drive along the Idaho North and South Highway, which passes by the fort, will take one to an altitude of 3,500 to 4,000 feet above sea level, where the breeze is cool and laden with the scent of pine trees. As a car presses up the slopes, winding round and round the hills at an average 5 per cent grade, one looks below at a marvelous panorama, a vast rolling checkerboard of alternate wheat fields and summer fallow lands, whose smooth blackness contrasts vividly with the gold of ripened wheat or of the stubble left after the huge ‘combine’ has made its way over the fields behind 20 or 30 toiling horses, in its progress cutting the wheat, thrashing it, sacking it, leaving rows of scattered straw and heaps of sacked grain in its wake.

“All this is dry farming, of a productiveness I have not seen equalled. There are some small irrigable garden spots in the little pocket canyons where a stream pierces its way through the hills, but the great acreage is bringing forth its wealth of grain with an annual precipitation of about 14 inches.

“Here and there the narrow canyons widen into pockets large enough for a settlement. In such a valley, entirely surrounded by hills, is the Fort Lapwai Agency with its buildings and sanatorium. In the eastern part of the reservation is the larger and more notable Kamiah Valley, the home of the mythical monster from whom the ancestors of the Nez Perces were fashioned. The heart of the monster may still be seen, an odd-shaped pile of rocks jutting up unexpectedly from the floor of the valley. Northeastward from Kamiah lies the Lo-lo Trail, over which came and went the Lewis and Clark expedition, leaving with the Nez Perces the tradition and sentiment of friendship for the white

man which has been broken but once, and then by only that recalcitrant portion of the tribe which, in 1877, followed Chief Joseph outward along the Lo-lo Trail after fighting the battles of Whitebird Canyon, the Cottonwoods, and the Clearwater.

"The story of the development of the Nez Perces in the main tells of cooperation on the part of the Government authorities, the missionaries, and the Indians themselves. Lewis and Clark found these Indians peaceful and friendly, though the hard circumstances of the meager existence they could wrest from their bare land made them more avaricious as well as more thrifty than the average tribe.

"A quarter of a century later came the visit of the four northwestern Indians to St. Louis in search of the 'white man's gospel.' While varying accounts given by the whites assign these Indians to different tribes, the Nez Perces themselves have an oral tradition, unquestioned by them, handed down from one generation to another, which gives with considerable detail the names, relationships, and story of the four who made the long pilgrimage. According to this tale, all were Nez Perce Indians, one having a Flathead mother. While the party did not bring back the book they sought, their trip was followed in a few years by the establishment of the first missions in the Oregon country, and to the Nez Perces came Henry and Eliza Spalding, to set up on the banks of the Clearwater, as the inscription on a boulder recently placed reads, 'The first home, the first school, and the first church in the State of Idaho.'

"Great beginnings were made in the next decade. The Spaldings and those who joined them later were leaders in works as well as in faith. Farm, orchard, gristmill, printing press, all joined in the work of regeneration. But a few years ago the first apple tree in the State, grown from seeds planted by Spalding himself, stood here, until the whim of an automobile tourist made it material for a camp fire.

"The Whitman massacre in Oregon, in 1847, resulted in the withdrawal of all this mission work, and Mr. Spalding was absent from the tribe for many years, returning for educational work for the Government for a period in the sixties and for regular mission work in the seventies, not long before his death. But some of the early seed had reached good soil; and the Misses McBeth, two devoted sisters whose work among the Nez Perces extended from 1874 to 1915, carried on so well that to-day the Nez Perces stand alone among Indians as a tribe that supports its own churches, provides its own ministers, conducts its own religious life, and even sends out missions to other Indian people.

"After the trouble of 1877-78, when Chief Joseph and his captured band were sent to Oklahoma, the Christian Nez Perces sent to them preachers and teachers; and through their efforts many of the hostiles were reconciled to the life and beliefs which had been adopted by the majority of the tribe. These returned later to Idaho and to their people. Those who remained unfriendly went with Joseph to the Colville Reservation in Washington.

"Miss Alice Fletcher, when she allotted the Nez Perces in the early nineties, pleaded with Joseph to accept an allotment, but in vain. The majority, however, received their trust patents in 1895, becoming citizens at that date, according to the law.

"At the expiration of the trust period in 1920 many who were deemed competent received patents in fee. For the others there was a 10-year extension, their restrictions now being scheduled for removal in 1930.

"This period since allotment has been one of considerable prosperity for the tribe. The sale of surplus lands, the lease of large areas, the lease or sale of inherited lands, the growth of dry farming, have combined to make a golden flood for the Nez Perce. The old people have in many cases retained the thrift begotten in them by early years of industry and need, but the young folk have grown up in the pernicious atmosphere of 'easy money' and have suffered a deterioration in character as the result.

"During the past five years wealth has flowed less freely. Many who spent lavishly now feel the need for a careful husbandry of what remains to them. One man who dissipated in a grand three month's trip with racing horses the entire proceeds of his land sales, some \$20,000, came to inquire anxiously for his share of one-third of the crop of a 2-acre plot still remaining to him.

"An organization to carry out a five-year industrial program was formed two years ago, but its activities seem to have worked very little improvement as yet. The pinch of economic need will prove more effectual, probably, than any pressure from without.

"Since the Nez Perces are citizens of long standing, living for the most part in permanent homes within reach of good public schools, there has been for some years no need to maintain a tribal boarding school. The buildings which once housed such an institution, purchased by the Government from the tribe, formed the nucleus of Fort Lapwai Sanatorium, open to children in the earlier stages of tuberculosis, from this and from the other tribes of the Northwest. As a rule about half the patients or pupils at Fort Lapwai Sanatorium are Nez Perces.

"There is at Slickpoo a Catholic mission school which is in part an orphanage for dependent white children and in part an Indian boarding school. It takes in also some day pupils among the Nez Perces.

"For more advanced education the nonreservation schools are open to the Nez Perces, as are also, of course, the State institutions of higher learning. Students for the ministry receive training at the McBeth Mission, now carried on by Miss Mary Crawford, niece and successor to the Misses McBeth.

"It will be seen that the Nez Perces have not only ample opportunities for education, but also opportunities for education in contact with the white race and with other tribes, in each type of school. At the time of my visit the schools were not in session, but the general report was that while enrollment extended to nearly if not quite all the children capable of school attendance, still the actual attendance was apt to be irregular. This complaint was registered with respect to each different type of school, so it is reasonable to conclude that this irregularity is marked enough to be a real drawback in matters of education.

"The Government farmer has as part of his work the maintenance of clubs among the school children of the tribe. This brings him into contact with the various schools, and the spirit of cooperation seems at work all around. Sewing clubs, pig clubs, and the like are designed to arouse the interest of the young people in the home and farm.

"The public schools are frequent and apparently adequate. Teachers' salaries compare very favorably with the general economic status of the region. 'Teacherages' are a feature one sees often in Idaho, though they are not so common in other parts of the country. There is reported to be no feeling of race prejudice in the schools of this section, nor indeed was there sign of this in other respects.

"At the Indian Service sanatorium building work was in active progress. The new girls' building is in use, while a boys' building, which is its duplicate, and a new hospital are in course of construction. The cost of the three buildings amounts to a hundred thousand dollars. They are of brick, one story with a basement. The two dormitories are built around a central court which provides an attractive and easily supervised playground. The rooms are ample and airy, ideally arranged for these children inclined to ill health.

"Of the original buildings the dining hall and school building remain in use. They are frame buildings, painted white. The dining hall should be replaced by a new building. This addition would make Fort Lapwai almost a model sanatorium.

"The Nez Perces obviously are reaching a point of development where little if any guardianship is needed. Many of the able-bodied adult Indians have already received their patents in fee. Some have used their privileges unwisely. It is true. Yet there is a great bulk of substantial achievement that can not be gainsaid.

"Four years more will bring the extended period of restrictions to an end. The original allottees will then all be 35 years of age or over. The old ones are probably, in general, more prone to thrift than the younger, who have grown up in a less thrifty era. There will be little excuse for prolonging the period of tutelage any longer save in perhaps a few special instances; and it would seem that for these proper guardianship by individuals or corporations could be found and the Federal Government relieved of such relationship.

"Tribal property and funds, apart from the claims outlined, are not of vast extent or importance. It ought not to be difficult to wind up all tribal properties at the time when the restrictions expire and to leave the Nez Perces completely free from supervision, citizens of the State of Idaho and of the United States in every sense of the word. This was the intent and purpose of the entire allotment policy. It has seldom had a real chance to prove itself. The Nez Perces situation affords perhaps as good an opportunity as has so far been developed to carry the idea through to its logical conclusions.

"Undoubtedly there will be some failures; what group of people is without them? But the Nez Perces have a gift for organization, a history of cooperation, a sturdiness of character in matters in which they have had free development that ought to make them equal to the needs of their new situation."

INDIANS IN OREGON

Commissioner SULLIVAN

During July of 1926 Commissioner Sullivan visited the Salem Indian School and the Klamath and Warm Springs Agencies, located in Oregon.

The Salem School, located at Chemawa, was reported to have a capacity for 800 pupils and in a fertile section of the State which facilitates the teaching of farming to the students. It also enables the employees and pupils to raise great quantities of vegetables and fruit and thus minimize the maintenance expenses.

The buildings were found to be mostly in good condition, but the plant had been laid out in the past without due regard to a unified system for supplying water and heat and providing for sewage. The dormitory buildings of two stories were reported to be of frame construction and it was recommended that plans be considered for erecting one-story structures in the future to be grouped in a quadrangular shape with large inner courtyards. Such buildings would be safer from disastrous fires, would be less expensive, and would serve all the requirements of the institution in a more satisfactory way.

The Klamath Reservation in the southern part of the State covers an area of 1,020,988 acres. Much of it is mountainous and a large portion is covered with a splendid stand of virgin yellow pine. The population was reported to be 1,241, composed of 473 Klamaths, 214 Modocs, and some Paiutes, Pitt Rivers, Shastas, and mixed tribes. Mr. Leroy D. Arnold, the superintendent, has had experience in forestry work and is well trained to handle the large forestry operations on the reserve. Following are the observations of Mr. Sullivan on this work:

"The Indians are disposed to criticize harshly the management of the reservation. Some of them have no thought but for getting as much money as possible from the sale of their timber, and that with the greatest speed. Many of them urge the absurd proposal that the United States Government lend the tribe \$5,000,000 on the security of the timberlands so that a big, luscious melon may be carved and eaten at the earliest possible moment. Certainly nothing more harmful to the Indians themselves could be thought of than this preposterous proposal. The timber problem which exists on the reservation is typical of the timber problems which have confronted Indian superintendents in other parts of the country. If the tribal lands are allotted in severalty to the Indians, the allottees are likely to dispose of their timber to the first bidder who offers spot cash. They will sell their birthright for a mess of pottage and eat the pottage as soon as can be.

"From the viewpoint of the Indians themselves and from the national viewpoint, it would seem clear that the rich timberlands on such reservations as the Klamath should be conserved so as to yield a permanent annual income to the tribe. In the long run this would inure to the benefit of the lumbermen, some of whom are constantly exerting personal and political influence to bring about the sale of Indian timber, as well as that on some of the national forest reserves.

"If this matter were handled on the basis of an annual timber crop, the Indians would be saved from the certainty of an overrich feast from the proceeds of a quick sale of their tribal wealth, which with equal certainty must be followed by a famine. They would get year after year for probably all time an income from the current sales of their timber not so great as to prevent them from following any gainful occupation, but enough to keep the wolf from the door. The matter being once put on a definite basis, there would be no further uncertainty with frequent complaints and political intervention and interference with regular labor, all of which are bred by the present system of dealing with the tribal timber.

"Moreover, the forest country would not be turned into a desert waste such as one can find in many States of the Union where timber has been sacrificed. There would be a better and more regular water supply instead of alternate periods of drought and flood which are to be found in countries where forest lands have been laid bare.

"Any permanent solution of the timber problem should involve a yearly replanting or reseeded sufficient to produce in due time the same amount of timber as is being cut during the current year. In the case of the yellow pine and of some other stands of timber, this can be accomplished best by a selective cutting which will leave a number of good bearing trees on each acre of ground that is being cut over. The natural reseeded is more likely to produce good results than any artificial replanting. Besides, it is accomplished without expense or trouble.

"Any cutting of trees should be done under strict regulations so as to minimize the damage to trees left standing. A tree should be cut as close to the ground as possible and the 'slash,' consisting of the boughs and other parts of the tree not removed, should be neatly piled in a number of small heaps and carefully burned when the snow will lie on the ground during the following winter. This reduces greatly the danger of forest fires which cause untold loss every year.

"It would be hard to conceive of anything more wasteful than the lumbering operations which for over a century have been stripping great portions of the virgin forest land throughout a large part of the United States. Consider the typical lumber town which rises like a mushroom and decays almost as quickly. The mere wastage from the abandonment of a lumber town after the destruction of the surrounding forests involves a tremendous loss. If instead of a number of lumber mills there were one comparatively small mill with prospects of a permanent supply of lumber, there would be an enormous saving in this respect alone. The mill and the homes of those who are to work in it would be permanent.

"Arrangements could be made with the lumber company which offered the best bid for several years' cutting of timber on a permanent crop basis so that, if it should not be the successful bidder on a subsequent award of the contract for a further period of years, it would sell its mill to the then successful bidder at an appraised valuation. As it is now, the system involves the needless multiplication of mills with all the utter waste that such multiplication means. Now, a new lumber company which succeeds in getting a contract for cutting over a forest area may find it necessary to install a new mill while its unsuccessful competitor's mill stands idle.

"This matter should receive immediate attention, for there is still enough timber on the Klamath Reservation to enable the system proposed above to be installed. On the other hand, if the increasingly large amount of cutting should continue for a very few years, many of the Indians will have become used to depending on large annual payments from the tribal funds and it will be very much more difficult to install the system both by reason of the despoiled timber lands and by reason of the habits of idleness and extravagance which a continuation of the present system will surely create among the Indians.

"The Government buildings at Klamath are in good condition, but some of the houses and other buildings owned by the Indians are sorely in need of paint and repairs. It would be well for the superintendent to try to persuade the Indians receiving payments from the tribal fund to use the money toward improving their farms. It is not easy, however, for the superintendent to persuade the Indians to do this. Some of them have abandoned what were once prosperous ranches and have become largely dependent upon the payments from the tribal funds.

"Several years ago, a very extensive irrigation system was put in operation for the benefit of the Indians, but hardly any of them are using the water.

"Some of the Indians object to the employment of tribal funds for building a hospital near the agency. They assert that most of the Indians would prefer to go to Klamath Falls and be treated by private physicians there. In view, however, of the long distance from the reservation to Klamath Falls, I believe that it is desirable to have a hospital near the agency. It may be difficult to build and equip this hospital within the financial limits imposed upon the superintendent. It was proposed to keep within these limits by putting up the building proper now, and later installing the plumbing, heating, etc. I believe, however, that the only businesslike method is to put up the building as a whole and, if necessary, to increase the appropriation for that purpose.

"The health and the morals of the Indians on the reservation seem to be fairly good.

"There is a school on the reservation with dormitories for the children. The suggestions made above in connection with the Chemawa school buildings apply in some measure to the school buildings on the Klamath Reservation. It

would be better to have one-story dormitories in quadrangular form, each with a private inner court. Moreover, the school building should have only one story.

"The agency is located near an excellent supply of pure spring water. Most of the buildings are laid out along an avenue of fine trees. They are being painted in uniform colors and present a more attractive appearance than do the buildings on many other reservations."

The Indians on the Warm Springs Reservation are of the Wasco, Tenino, Paiute, and other tribes and number about 1,000. They have considerable difficulty in making ends meet. Most of their land is mountainous and barren. Although they have considerable wealth in yellow pine and other timber, little of this is readily accessible. The reservation area is 462,804 acres.

One of the most important matters for consideration at this reservation Commissioner Sullivan found to be the adjustment of the boundaries of the Indian lands. The Indians complain that land has been taken away from them on all four sides of the reservation. As to the northern and western boundaries this claim seems to be true, and recent studies of these survey lines indicate the Indians have lost great tracts which ought to be restored to them, or they should be compensated for the loss. A few years ago it was proposed that the Indians accept \$54,880 for the land in question, but this was rejected because they were of the opinion that the acreage was worth at least \$100,000. Considering the poverty of the Warm Springs Indians and the apparent justice of their claim for lands lost, Mr. Sullivan urged that the Indian Bureau take up the matter as soon as possible in order that the tribe may be adequately recompensed.

"The Indians object to the making of contracts with white sheep owners for grazing sheep on the reservation. They complain that the sheep occupy pasturage needed for the Indian horses and cattle. Apparently, however, there is need of obtaining funds for the agency by making grazing contracts with white sheepmen, but these contracts should be made in such a way as to interfere as little as possible with the Indians. Considerable pasturage is eaten up by the wild horses which roam over the reserve.

"There is need of better roads on the reservation. Some of these roads wind along the side of precipitous cliffs. They are narrow and the frequent sharp turns increase the danger of serious accident. No fences or parapets have been constructed to prevent an automobile from going over the outer edge of the road.

"Conditions on the reservation would be improved if there were several new buildings, including a dairy and cow barn and a laundry. A dairy would provide more milk for the school children. To keep a dairy it would be desirable to have more fresh fodder for the cows than is now available, and this is dependent upon an improved irrigation system, which would render productive some of the level land in the valley near the agency buildings.

"An irrigation system and a reservoir would also facilitate the growing of shade trees near the agency buildings. For lack of such shade, the group of buildings now presents an unattractive appearance. The transportation of ice to the reserve is a matter of considerable difficulty and no little expense. An artificial ice plant should be installed. The necessary power could be obtained from one of the streams in the neighborhood of the agency. Perhaps the same hydroelectric installation that would work the ice plant could be utilized for fire protection. A reservoir, pipes, and fire-fighting apparatus are needed to reduce the fire hazard."

BLACKFEET INDIAN RESERVATION, MONT.

Commissioner SCOTT

In his report on this jurisdiction following a visit made in July, 1926, Commissioner Scott said that he had been deeply interested in the development of the five-year industrial program among the Blackfeet since its inception and had somewhat to do with encouraging its adoption on other reservations. He believed that the results shown had borne out his early predictions of its success and value to the Indians. It was recognized that the test of this industrial program, which aims to make the Indian economically independent, would come during years of drought. The season of 1926 proved to be very dry and the Indians were only able to raise half a crop, but with the aid of their root crops they had sufficient food supplies at hand to carry them through the winter. These conditions, however, in no way daunted the spirit of the people.

In regard to livestock conditions Commissioner Scott reported as follows: "The economic future of the Blackfeet seems to rest mainly in the raising of sheep rather than cattle. Sheep eat a great variety of weeds, a food supply not otherwise utilized. Sheep supply two annual money crops, wool and wethers, whereas a steer requires four years for its development as a marketable animal. Also, the care of sheep develops habits which tend to keep the Indian at home and this conduces to the more rapid advancement of his civilization. Sheep thrive well in Montana and the Blackfeet holdings are increasing."

Commissioner Scott has been interested for some years in the treatment of trachoma which is so prevalent among the Indians. He has attended a number of clinics at Blackfeet and on the one of 1926 he reports as follows:

"While I was on the reservation a most important event was staged at the Cut Bank School, the conduct of a trachoma clinic carried on by the eminent eye specialist and philanthropist, Dr. L. Webster Fox, of Philadelphia. I attended this clinic throughout and am more impressed than ever with the optimism and enthusiasm of the medical corps of the Indian Service.

"There were present some 15 Indian Service surgeons being educated in the technique of Doctor Fox's operations for trachoma. Most of the surgeons performed the delicate operations themselves under the supervision of Doctor Fox and were pronounced by him as competent to carry them on alone. There also were surgeons present from Great Falls and neighboring towns, who took advantage of the wonderful opportunity afforded by this clinic to perfect themselves in the technique.

"I attended the first of these eye clinics on this reservation in 1924. It was held at the agency hospital, then located at the little town of Blackfoot, 20 miles east of the mountains, where it never should have been placed. When I saw it first it held but one patient and that was a case of tuberculosis from the Crow Agency. It has since been removed to the Cut Bank boarding school and has been improved by a new operating room, a mortuary chapel, and a basement under the main building. These improvements have added much to its capacity, and it is now of immense value to the tribe.

"In the opinion of Doctor Fox and the other surgeons, this one clinic alone has more than justified the expense of its removal to its present site. It would have been impossible to have carried out the clinic on any such scale at Blackfoot. Wonders have been accomplished by combining its present resources with those of the school; results have been achieved which no one would have considered possible at such a small place, with its limited resources.

"One hundred and fifty cases were operated on at this last clinic and the patients received adequate aftertreatment, and others were coming for trachoma operations after the clinic ended. The sight preserved and the suffering prevented for 150 trachomatous Indians is surely ample justification for the removal of this hospital from an inaccessible and otherwise undesirable site to one where the conditions made it possible to carry on the clinic I attended.

"All of the patients, the doctors, and the nurses were lodged and fed, and a corps of surgeons were perfected in the technique of the operation. The zeal and energy displayed by resident and visiting surgeons were very marked. It was most touching to see the care and tenderness displayed by the nurses of every degree, trained and untrained, for the little red sufferers who, necessarily deprived of water for the time being, tossed about with thirst and pain but who were soothed by womanly sympathy, their thirst assuaged by the drops of orange juice, and the flies driven away.

"When able to be moved the patients were transferred to a school building where the dormitories were utilized as wards, thus making room for those coming after. Two Indian women, who had been operated on for trachoma when they were students at Carlisle, 30 years ago, came to the clinic with their children who were suffering from the eye disease. The eyes of these women were found to be entirely free from trachoma, although they had been constantly exposed to its infection all during the 30 years. These and similar cases give assurance that the results attained here will be permanent.

"The zeal, foresight, energy, and administrative ability of Superintendent Campbell; the skill and philanthropy of Doctor Fox; and the sympathy with the Indians constantly shown by Doctor Yates, the agency surgeon, who went to Philadelphia several years ago to acquire the technique, have combined to inspire such confidence in the Indians that they unhesitatingly trust themselves and their children to the skill of Doctor Fox and Doctor Yates.

"All this with the energetic support of Commissioner of Indian Affairs Burke and Assistant Commissioner Meritt, as well as the enthusiastic cooperation of every one of the employees of the agency, who form a harmonious unit behind

Mr. Campbell, has brought about a reduction of the operative cases of trachoma from 35 to 2 per cent, the results of which will be permanent. Therefore I feel I am fully warranted in asserting that the end of trachoma in the Blackfeet Reservation is in sight."

Following is a statement in regard to the agency buildings: "In previous reports I called attention to the deplorable condition of the agency plant, the home of employees, and the boarding school and submitted recommendations for improvements that would remedy the situation brought about by long neglect. I now can report that after the improvements which have been authorized are completed it will require only the construction of a suitable gymnasium or playroom for the Cut Bank boarding school, which will provide a place for the children during the severe winter weather of this section, to place this plant in the front rank of agencies."

SAC AND FOX SANATORIUM AND MUSQUAKIE RESERVATION, IOWA

Commissioner ELIOT

Following are extracts from Commissioner Eliot's report on this superintendency, which was visited in November, 1926:

"The Musquakie Reservation consists of some 3,251 acres owned by the Indians and held in common. Two farms separated from the main part of the reservation are rented to white farmers. Most of these Sac and Fox Indians are voters, and they pay their taxes from the receipts obtained from the rented farms. The population is reported to be 363, and most, if not all, of the people are full bloods. Practically all speak English; and while the people are poor, yet there seems to be no serious destitution.

"Four years ago I was able to report that housing conditions were improving. I believe that it is now accurate to say that all the Indians are housed in decent frame dwellings. The old wickiups have disappeared except where they are retained as outdoor kitchens or storehouses. Many of the houses are of four rooms or more, a few of one or two rooms. Some of the families live in primitive fashion, but many have bought modern furniture, including beds, stoves, and dinner tables. The superintendent, Doctor Breid, has been very successful in persuading the Indians to put their money into suitable dwellings. Better housing affects the whole social outlook of the band and should help to introduce the people to the ways of civilized life.

"These Indians make their living in diverse occupations. Almost every man has a little farm or garden piece. Practically every family has a cow, hens and chickens, and a pig. There is the usual pest of superfluous ponies of a poor stock. The men wander a good deal in the open hunting season trapping and hunting along the streams and creeks of the State. A number of the men work as section hands on the railroad which runs through the reservation. Of late a good many members of the band have been finding summer occupation in the show business. This is obviously demoralizing, but the superintendent has no authority which permits him to control the situation.

"The Government maintains two day schools on the reservation and the progress of the children is on the whole encouraging. For a long time these Indians were opposed to giving their children any education, but now 70 per cent of the available children are enrolled; and while the attendance is somewhat irregular, the record improves from year to year. The mission maintained for these Indians by the United Presbyterian Church is slowly gaining influence. For many years there was practically no return for this missionary expenditure, but now a number of Indians have associated themselves with the mission and prospects are increasingly satisfactory.

"The sanitary and moral conditions on the reservation are intolerable. Eight years ago when Commissioner Ketcham of this board visited these Indians he described their moral condition as 'unspeakable.' There is apparently little or no improvement. The sanitary and criminal laws of the State stop at the boundary of the reservation. Off the reservation the Indians are reasonably law-abiding, but on the reservation all kinds of petty crimes are committed and the culprits can not be punished. The marriage laws are held in complete defiance. The men and women cohabit at will and often for very short periods. Marriage means taking a woman into the house and divorce means putting her out. The care of the children devolves entirely upon the mothers, the fathers apparently assuming no responsibility. The condition of the squaws is

often most deplorable and a number of children are suffering for want of proper care. The reservation might readily become a center not only of moral but physical contagion. The laws of the State protecting the health of the people can not be enforced. Epidemics can not be controlled. It is simply intolerable that these conditions, which make this small community a possible source of disease and vice, should be allowed to continue at the center of a great Christian Commonwealth.

"The remedy for these conditions is a simple one. The United States Government should immediately and by congressional action return to the State of Iowa all the jurisdiction which, at the request of the State, it took over in 1896, and the State should then proceed to enforce its own laws in this now separated and isolated community. I am convinced that these Indians will not live decently, with profit to themselves and with due regard to the protection of their neighbors, except under coercion. They must assume the obligations as well as enjoy the privileges of citizenship.

"The Sac and Fox Sanatorium, near Toledo, Iowa, is in charge of Dr. Jacob Breid, who also has the Musquakie Reserve under his supervision. Originally an Indian school, this institution was converted into a sanatorium in 1913 for tubercular patients. It is now one of the eight sanatorium schools of the Indian Service for children with incipient tuberculosis, and takes its patients from Indian agencies in Michigan, Wisconsin, Minnesota, Nebraska, and the Dakotas. It has a rated capacity of 80 and admitted 143 patients during the last fiscal year. An annual appropriation of \$50,000 is made for the support of the institution.

"I have had the opportunity, through my recent visit, to compare present conditions at the sanatorium with those existing four years ago. I am glad to be able to report that a number of the recommendations made in my report of a visit to this institution in 1922 have since been adopted and carried through.

"A new and adequate office building has been built near the entrance to the grounds and the old office building has been made over into a cottage for men employees. The old storehouse has been made over so as to furnish two school-rooms, one over the other. A modern cottage has been built next to the new office building for occupancy by a married employee.

"Whereas four years ago I found only 2 nurses employed in a hospital with 80 patients, and 1 teacher in a school of some 50 pupils of various ages, and therefore urgently recommended the immediate increase of the number, I now find 3 nurses and 2 teachers with the grades properly divided. Formerly patients of all ages were received, but now I find that there is more discrimination. Most of the patients appear to be between the ages of 12 and 18 and it is therefore much easier to handle the school situation.

"I found the sanitary arrangements improved and sufficient space and accommodation in the sleeping porches. The provision for the isolation of bed patients is inadequate. Everything is done to utilize the existing facilities, but it is obviously impossible to maintain a modern hospital in a building originally designed for a schoolhouse and with an appropriation insufficient for necessary upkeep and repairs. Doctor Breid is to be congratulated upon the efficiency with which he administers his charge under necessarily depressing circumstances."

INDIANS OF SOUTHERN ARIZONA

Chairman VAUX

In March, 1927, Chairman Vaux made a tour of inspection of Indian jurisdictions in southern Arizona, visiting the Pima, Sells, and San Carlos Agencies and the Phoenix school. Parts of his report are as follows:

"On the Papago Reservation no large irrigation project is in contemplation. and for their supply of water the Indians are dependent in large measure upon wells, of which there are none too many, and for the stock, storm water, when available, is impounded in dams locally known as 'charcos.' In recent time the Indian Bureau has increased the number of these reservoirs, which can be constructed at comparatively small cost. The need for a much greater number must be manifest to everyone, and it would certainly seem to be good business if the Indians, who at best have a hard struggle for existence, could be encouraged by the provision of considerably more reservoirs than are now in contemplation within the next few years.

"Like so much of southern Arizona this particular locality of the Sells or Papago Agency is sadly in need of an ample supply of water. It would

seem as though this important subject might not have been given due consideration when the location at Sells was selected. The most practicable method of meeting the situation would seem to be to pipe water for a distance of 8 miles from a point where there is an ample supply and whence it will run by gravity. The cost of the pipe line is the principal obstacle. I do not believe it will be possible for the agency to be run adequately with its hospital and other important facilities until this water supply question is satisfactorily solved.

"There are many points in which the equipment of the hospital at Sells is sadly lacking, but since my return east I have found that already arrangements have been made to supply a number of the important wants there as well as to make some important changes in the hospital building itself. Fortunately it is not one of the monumental structures of the sort to which I have had occasion to refer in former reports and where almost every practical consideration had been sacrificed to architectural effect, but in several respects the arrangement is bad and it is gratifying to know that steps have been taken to have some of them remedied.

"One of the adjuncts pointed out by Superintendent Stewart would be the extension of the telephone line to some points on the reservation more remote even than Sells in order that, among other uses, the doctor permanently located at the hospital might be communicated with in cases of emergency. Now the only means of communication is by sending a messenger, and oftentimes many hours, if not days, elapse before the sick or injured person can receive medical attention. I saw one case of this personally, where a boy who had had his foot seriously injured the day before was being brought into the hospital nearly 24 hours after the accident had happened. I did not visit any points very remote from Sells, although I went to some of the day schools about 20 miles distant, where I found enthusiastic and painstaking people trying to do their very best, often with very limited facilities.

"It must be remembered that in dealing with the Indians in this region the Papagos, like the Pimas, have always been peaceful and industrious, hard-working people, who, with facilities which we should consider almost nil, are doing their best to earn a living, and that they sympathetically accept any reasonable assistance given to them; that they cooperate both in medical care and educational enterprises and in every way are trying to get the utmost that can be found from the very limited help afforded them. The country is mountainous and broken, difficult to get around in, and if any people are deserving of encouragement these are.

"San Xavier is but 10 miles from Tucson and the site of one of the very oldest of the Franciscan missions. It is under the Sells jurisdiction, but is so located as to be in many respects separate from it. Here there is more water and considerable irrigation work has been done, while more is in progress. In this activity the Indians have cooperated and are said to have donated something like \$50,000 in labor in order to complete the irrigation project which has cost more than \$200,000. The principal need in connection with this work at the present time, so far as I could discover, is to replace a brush and mud diversion dam which frequently washes out and has to be rebuilt with a more permanent structure. I was not able to find out, however, as to the engineering feasibility of this scheme or what its expense is likely to be. From an examination of the locality it would not appear to a layman as though it would be a very serious undertaking, especially as compared with the importance of the Indian farms which are under ditch and the really industrious character of the people.

"When at Phoenix I found a decidedly different situation now existing from that reported two or three years back by Commissioner McDowell. He was then enthusiastic as to the possibility of employing Indian labor on the irrigated land which is under the Roosevelt Dam project, particularly in connection with the raising of cotton. In the time that has elapsed since his visit conditions have altered very materially, the cotton industry having received a serious setback. This has been due to a number of causes as to which I am not competent to speak, but some of them appeared to be observable even by a casual visitor.

"The policy of the cotton users has been subject to a number of variations following the demand by the automobile-tire manufacturers for cotton of different lengths of staple dependent on the methods adopted in constructing the carcass of the tire. This has introduced a good deal of uncertainty which, taken with the general depression in the cotton market, and the overenthusiasm of

some of the cotton raisers, resulted in the production running far in advance of the demand, and in March I saw many acres of last season's crop of cotton which apparently had not been harvested.

"The deadness of this important section of the agricultural industry was a natural incubus hanging over all the other departments, and its effect could be seen in many directions. This region must not be confused with that to which I have referred above on the Papago Reservation, for not a great deal of the immediate vicinity of Phoenix is Indian land. It was, however, desert land until the Salt River project, which included the construction of the Roosevelt Dam, had reclaimed thirty or forty thousand acres of very fertile soil capable of raising all kinds of vegetables, in addition to cotton and citrus fruits, as well as alfalfa and other crops.

"The industrial situation which has resulted from the changed conditions which I have endeavored to outline is not favorable at the present time, in my judgment, for the further exploiting of the colonization schemes which have been suggested, so far as white men were expected to back them. As respects locating on the Pima Reservation, or adjacent thereto on Indian land, Indians from the north and east, who should be industrial workers in these activities, there does not seem to be an openness on the part of their Indian brethren to receive and welcome them with much enthusiasm.

"The Gila River Reservation lies in a general way to the southward of the city of Phoenix. There is not at the present time a great deal of cultivated land, because the territory in the main is not irrigated, although there are some hundreds of acres of going farms. The soil, however, is fertile, requiring only the introduction of water and modern methods to make a very garden spot of what is now a desert.

"It is to endeavor to bring about this most desirable result that the San Carlos project (now known as the Coolidge Dam) was evolved. Nearly 100 miles to the eastward from Sacaton, and near the southern edge of the San Carlos Reservation, a favorable site exists where it is possible to construct a dam across a box canyon and impound a very large amount of water; the point is near the confluence of the Gila and San Carlos Rivers, both of which are at times subject to heavy floods, and whilst the storm waters run off with rapidity, investigations have shown that there is a good prospect, by regulating the flow, of securing an ample supply of water continuously to irrigate 40,000 or more acres of lands. After the making of many detailed surveys and the discussion of the engineering feasibility of a variety of plans, the engineers finally adopted one of these, and Congress has authorized the work to proceed and has made the initial and substantial appropriations to commence the construction.

"Much negotiation was necessary in order to provide for the rights of other persons than the Indians who would be affected by the progress of this work, the most important of which is the relocation of a number of miles of line of one of the branches of the Southern Pacific Railroad, and claims which might have been serious, growing out of this condition, have been satisfactorily adjusted, the Government agreeing to pay to the railroad company \$1,000,000 toward the cost of the new construction work that will be involved.

"Another serious question is the submerging, not only of a considerable number of Indian homes but also of all of the buildings of the San Carlos Agency. It is expected that the headquarters of this jurisdiction will be removed to Rice, where the Government now maintains a boarding school. This location is several miles to the north from San Carlos and is also on the railroad. There would seem to be good reason to believe that it will be as convenient in every way as is San Carlos although a considerable sum will have to be spent for the erection and equipment of suitable buildings.

"In magnitude of construction the Coolidge Dam will rival the Roosevelt Dam and it is expected that about three years will be occupied in the work of building. Excavation was commenced about the first of this year and is being prosecuted with great vigor, although up to the time of my visit the actual construction of the dam itself had not been begun. The removal of thousands of tons of earth and rock, made necessary to provide for the spillways and similar adjuncts, was in progress, but the contracts provided that concrete should not be poured during the summer months as the extreme heat and dryness of the atmosphere would interfere with the stability of the masonry were building to be done at that time in the year.

"It would seem as though at last something tangible was to be done for the Pima Indians on the Gila River Reservation. No one who has seen the work

in progress as I did could fail to be impressed with the magnitude of it and with the rate at which it is progressing. One of the chief problems in connection with this reservation is that of getting the Indians to appreciate what is being done and preparing them to avail themselves of the results when not only the dam is finished, but also the canals and ditches which will distribute the water.

"Naturally, the Indian wants to be shown, and of course he will wait, in many instances, until he actually sees the water at hand before getting his land ready to receive it. Some of the friends of the Indians in Arizona expressed a fear that if too much time were to elapse before the actual beneficial use of the water was made there was danger that the Indian might lose his rights and that the white man, after all this long struggle, would be the real gainer from this enterprise, because the Indian would under the State law lose water which he did not actually use. I am assured by officials of the Indian Bureau that the acts of Congress have been very carefully framed so as to prevent so direful a consequence from resulting."

PUEBLO LANDS BOARD

Chairman VAUX

Returning east from Arizona, Chairman Vaux stopped at Santa Fe, N. Mex., to obtain some first-hand information concerning the activities of the Pueblo Lands Board and to see some of the Pueblo Indians. Mr. Herbert J. Hagerman, a member of the Lands Board, submitted a statement later respecting the work being carried on among the Indians. Parts of the statement are as follows:

"Five pueblos (Tesuque, Jemez, Nambe, Taos, and Zia) have been reported on by the board. Two other pueblos (Santa Ana and Sandia) have been thoroughly examined and investigated and are nearly ready for report. At two other pueblos (Isleta and San Felipe) much preliminary work has been done.

"The board has passed on 1,152 cases of adverse claims, each case involving the meticulous and detailed examination of original documents furnished by the claimants, many of them were old Spanish deeds which had to be photostated, translated, and analyzed. Each was then abstracted and discussed by the board. Then hearings were held at or near the various pueblos, at which hearings the claimants, the Indians, their attorneys, their witnesses, and the representatives of one or more of the organizations claiming to be solicitous for the Indians' welfare were present. There were generally present also the special attorney for the Pueblo Indians, and frequently the special assistant to the Attorney General. There were always present at these hearings at least two members of the board, often all three members. Each of the 1,152 cases had to be considered separately, and in each case a careful stenographic transcript of all testimony was made.

"After all the evidence has thus been gathered in each case, much of the testimony has to be reconsidered and studied by the board members preliminary to the drafting of the final reports.

"Frequent meetings have been held, not only in the pueblos already passed upon but in other pueblos, with Indians and non-Indians, outside the regular hearings, to secure the cooperation of all interested parties.

"A good deal of work has been done by the board in cooperation with the reclamation and irrigation service of the Indian Bureau and other field officials of the office in connection with the water rights of the various pueblos with a view of preserving, as far as possible, all necessary water for the Indians, irrespective of the results in respect to lands, and with a further view of recommending betterments and improvements in the irrigation systems of the pueblos when the Indians' damages for lost lands shall have been appropriated by Congress in accordance with the provisions of the law.

"The total amount of damages so far found in favor of the Indians for lost lands in the case of the five pueblos passed upon is \$104,929. Of this, \$29,301.20, the Tesuque award, was provided for in the last deficiency appropriation bill.

"Owing to the fact that the Joy survey did not cover certain tracts of land in some of the pueblos, it is necessary for the board, through its engineering force and in cooperation with the cadastral engineer of this district, in some cases to make further examinations and surveys. This has recently been so in the case of the town of Bernalillo, and some months of time and considerable expense have been necessary for the making of these surveys prior to the preparation of the Sandia report. Similar surveys will have to be made in San

Felipe and probably in other pueblos. In these surveys we have had the heartiest cooperation of the General Land Office.

"It should always be remembered that in asking the question, 'What has been accomplished?' the board's work is but the beginning of the operations contemplated by the act. Theoretically the board's operations as to a particular pueblo are over when its reports are filed, but actually they are by no means over, especially in so far as the representative of the Department of the Interior on the board is concerned. Mr. Fraser, who has been designated by the Attorney General to bring the suits to quiet title after the board's reports are filed, is experienced in Indian matters and is in every way cooperative with the board. The closest sort of cooperation is necessary between him and the board during the whole course of our joint operations."

CHEROKEE INDIANS OF NORTH CAROLINA

Assistant Secretary HENDERSON

By direction of the board, Assistant Secretary Henderson visited the Cherokee Indian Reservation in North Carolina in March, 1927, to obtain certain information regarding conditions there. Following are extracts from his report to the chairman on this jurisdiction:

"The band of Eastern Cherokee Indians residing in North Carolina is now passing through one of the most important periods in its unique history. The Board of Indian Commissioners has shown an interest in the affairs of these Indians for a number of years and urged the passage of legislation to change the peculiar status of this part of the tribe which refused to move to the West with the rest of the Cherokee Nation in 1838. By the act of June 4, 1924, Congress authorized the winding up of the affairs of the band, providing for a final enrollment of its members, an allotment of the community lands, and the individualization of the rest of the tribal estate.

"These Indians live in the southwestern end of the State about 60 miles from the resort city of Asheville. These mountain people, around 2,800 in number, are to be found in the counties of Swain, Jackson, Graham, and a few in Cherokee. The Government maintains a boarding school and agency at the settlement of Cherokee, 5 miles from the station of Ela, on the Murphy Branch of the Southern Railway running westward from Asheville.

"The home of the band is one of the most beautiful mountain regions in the eastern part of the United States. The Great Smoky Range of the southern Appalachians, the highest in the East, borders the Indian country on the north and west. The hills and mountains rise abruptly from the narrow valleys to elevations from 3,500 to 6,000 feet above sea level. Some peaks of the region attain the height of 6,600 feet. The country is heavily wooded; it is estimated that only 3 per cent of the area is cleared. The small tracts of land available for cultivation are narrow strips along the wider portions of the valleys. Because of its scarcity fair agricultural land is highly priced considering the value of crops it will produce.

"The Indian lands of the agency total 63,160 acres. The reservation proper, the Qualla Boundary, comprising 50,818 acres, is located in Swain and Jackson Counties, and here, in one of the most picturesque and mountainous districts of the region, most of the Indians of the band reside. There are about 50 separate and smaller tracts scattered about the mountains, which have an area of 12,342 acres. Some of these land parcels are as far as 50 to 70 miles from the headquarters at Cherokee, and, because of the lack of adequate roads in the more remote parts of this rough country, many of them are very difficult to look after.

"The Indians within the Qualla Boundary reside in four rather well-defined districts. Along both sides of the Ocono Lufly River in the southern end of the reserve is Birdtown, the residence of a considerable number of Indians. North of this section along the river is an area which was known in the old days as Yellowhill, a community of Cherokees residing in the neighborhood of the boarding school and the hamlet of Cherokee. Soco Creek flowing westward from Soco Gap enters the Ocono Lufly near the village at Cherokee. For several miles up the Soco valley are scattered Indian homes constituting a large group of the tribe. This district was formerly recognized as having two parts known as Painttown and Wolfstown, these, with Birdtown, deriving their names from Cherokee clans.

"Eight or nine miles up the Ocono Lufly to the north of the boarding school and near the Tennessee line is the sequestered mountain valley of Big Cove. This opening among the mountains is the residence of a number of Indian families, some of them the most conservative and backward of the tribe. The Big Cove country is one of the most inaccessible in that part of the mountains and during certain portions of the year can only be reached on foot or horseback unless a ride can be obtained on a spur of the lumber railway running in that direction.

"The Eastern Cherokees have always been a self-supporting, independent people. When white men first saw them they lived in permanent huts or camps in the mountain valleys, supplying their needs by hunting and fishing and raising corn, beans, and other produce on small farm patches. They proved to be one of the most intelligent tribes encountered by the early whites.

"To-day the Indian still clings to his mountain home. His house is a rude, unpainted hut, sometimes of log construction, of two to four rooms, with a stone fireplace built in one end. The furniture of the home is mostly of a crude variety, much of it often being made on the premises. A cookstove, a dining table, some chairs, and a bed or so constitute the family possessions. The housewife usually keeps her cabin clean and neat, but some of the dwellings are not in the best sanitary condition.

"Many of the Cherokee homes are perched on the steep hillsides overlooking the valleys below. A rude barn and a shed or two are to be seen a short distance away. At every house there is a small but well-fenced garden, where the family obtains its supply of beans, potatoes, onions, and other vegetables. A small field of 3 to 5 acres is planted to corn or other crops. A patch of an acre or so is fenced as a pasture for the family cow.

"The Cherokee farmer raises several varieties of corn, one is used for hominy and several others are ground into meal. Corn bread, hominy, beans, and potatoes are important articles of the Indian diet. Many families raise a few hogs, which are butchered and the meat cured in the home. The housewife churns butter, cans fruit for winter use, and obtains honey from hives kept near by. Chickens are seen at every farmyard. In season, the Indians gather berries, grapes, apples, and peaches, for this is an excellent fruit country, and berries and grapes grow in profusion.

"It is surprising to see under what adverse conditions the Indian carries on much of his farming operations. Some of the patches or fields slant upwards at an angle of from 50 to 60 degrees. Much of the farming is done with a hoe, small hillside plows with blades as small as those of the ordinary cultivator are in common use, and in some places the slopes are so great that a horse, if it can be used, has great difficulty in pulling a plow across the field. Some of the mountain-side pastures look dangerous for grazing stock.

"The bottom lands along the streams are not great in area, but seem to be of good quality. It is really surprising to see what good corn can be raised on the hilly lands, samples of some of the ears are as large and well formed as any raised in the best parts of the Middle West. The Indian has farmed these same patches for years and, because of the smallness of the cultivated area and difficulties connected with farming in such rough country, it has been almost impossible to rotate crops to any extent. Much of the corn raised is ground into meal, some at a mill near the agency and some at old-fashioned Indian-owned mills propelled by water power.

"About 300 families earn the major portion of their living by farming. It has been estimated that there are but 15,000 acres of agricultural lands, and of this amount 9,000 acres are devoted to grazing.

"Fruit raising offers one of the best means for profit among the Cherokees, a region of only limited resources but one excellently adapted to the growing of varieties of apples, besides peaches, grapes, and berries. With the idea of starting all the Indian families to raising apples and peaches, Superintendent Henderson has distributed thousands of young trees free of charge during the last 10 years. It has been the policy to persuade each family to take care of at least 50 fruit trees. Over a year ago there were around 15,000 apple trees and some 2,000 peach trees growing on the Indian farms. One-third of the apple trees at the time were reported as of bearing age. Grapes and berry plants have also been distributed; over 1,100 grapevines are now growing on Indian lands.

"The grape vineyard attached to the boarding school is reported as being exceptionally good. Strawberries grow in such quantities on the school lands that enough are canned each year to supply the pupils throughout the winter.

"There is a nursery maintained near the agency from which several thousand trees and plants are distributed each year. A nurseryman looks after this work and gives the Indians instruction in spraying and care of the growing trees. If the Indian will follow instructions, as he should, considerable quantities of apples will be ready to send to outside markets in a few years.

"The North Carolina Cherokee has to do some real work to support himself and family very well in the location he is in. Though his wants are simple, he must live in a frugal manner to keep the family in clothes and food throughout the year. Besides farming the family adds to its income from other sources. The women weave baskets, make pottery, and do some bead work. This handicraft brings to the reservation around \$10,000 each year. The colored cane and white-oak baskets have a ready sale. Some of the men perform day labor, working at the lumber mills, as section hands on the railroad, and at other jobs.

"Lumbering has been one of the important industries in western North Carolina. The timber on the Indian lands is hardwood, 25 per cent chestnut, 20 per cent oak, and a good part of the balance is made up of hemlock, poplar, basswood, and hickory. There are around 35,000,000 board feet of timber, valued at nearly \$2,000,000, covering an area of 57,000 acres. Some Indians obtain permits from the agency to cut timber, which they transport to points on the railroad for sale. This enables them to obtain ready cash at times when in need of funds and it also helps to remove a portion of the timber that has become mature.

"The report of the last school year showed there were 573 Cherokee Indian children eligible for school attendance. Of this number, 515 were reported as attending some school, 37 in Government nonreservation schools, 356 at the agency boarding school, 92 at the two reservation day schools, and 30 in public schools. Eligible children not in school numbered 58.

"The largest single activity of the Government among the Eastern Cherokees is the conducting of the boarding school located near the settlement of Cherokee. The buildings of this institution are beautifully situated among the trees on high land overlooking the Ocono Luffy River. A small picturesque campus or athletic field lies on the lowland in the front part of the school land bordering the county road, which skirts the river at this point. A handsome stone wall closes in the main part of the grounds along the river road. The general aspect of the place is very attractive.

"The school plant is fairly well equipped. It has, besides the usual school and dormitory buildings, an auditorium, shops, a hospital, an office building, and quarters for employees. This coming year \$62,000 will be spent for new construction work, a new school building, another girls' dormitory, an enlargement of the dining hall, and the remodeling of the old school building into another dormitory for boys. A dormitory for the larger boys has been completed but a short time. A new water reservoir on the mountain side above the buildings is about to be connected up and a new hydroelectric plant on the river above the school has sufficient capacity to supply all the needs for electric current for years to come.

"With the completion of the building program during the ensuing year the needs as respects buildings at the institution will be well met. There are several things that are still required, however. Three of the more important ones are the enlargement of the school hospital, the installing of a central heating plant, and an increase in the area of school lands for farm purposes. All of the many buildings on the campus, except the shop building and a few minor structures, are of frame construction. When the new buildings are completed there will be such a crowding together that danger from a general fire will be very greatly increased. The land area occupied by the buildings of this plant is relatively small for a school of the size. A central heating plant to replace the many furnaces now in operation will be a very justifiable expense. The superintendent hopes to find some means of acquiring more farm lands for the institution. Money was appropriated for this purpose a few years ago, but the tribal council refused to approve the sale of a near-by tract of good land for the reason that the tribe should not alienate any farming areas, even though the property in question was to be used by the school in connection with the education of the Indian children.

"Health conditions in this primitive mountain community are reported as not the best; tuberculosis and other diseases are prevalent. One of the greatest health needs is the employment of a field nurse to visit the homes to give instruction in hygiene and stimulate a greater interest in better living. The

routine duties of the doctor and other members of the staff prevent the performance of much of this important work. The school doctor is kept busy looking after over 300 pupils at the boarding school and making calls at all hours of the day and night to different points on the reserve, often rather difficult to reach. The 20-bed hospital, primarily for the needs of the school, should be doubled in size to better meet the needs of the whole agency. The superintendent recommends the providing of isolation wards for the treatment of contagious and infectious diseases, a maternity ward, and a section for the care of tubercular patients. The latter he considers one of the most urgent needs.

"The Cherokee as a rule are a law-abiding and worthy people. They stay within their own communities and devote most of their time to obtaining a meager living by working their farm plots. The days when they could go into the mountains and bring back ample supplies of venison and skins for moccasins are past. The streams near their homes no longer abound with fish, no longer do they grind their meal in the old wooden mortars. To-day they dress and live in much the same way as their white neighbors; their clothing, household utensils, and part of the family food supply are purchased from the general store in the nearest hamlet."

The report reviewed the history of the Eastern Cherokee band. It showed that the early home country of the Cherokee Tribe covered a large mountainous area extending from southwestern Virginia down into northern Georgia and Alabama. Following the settlement of the South Atlantic States by the whites the Indians became engaged in wars lasting up to 1835, when a treaty was negotiated for their removal west of the Mississippi. Many of the Cherokees living in the mountains of western North Carolina fled from the troops engaged in transporting the Indians westward. After some negotiations this small part of the main tribe was permitted to stay in the East. Following some years of effort, Col. William H. Thomas, a trader among the Cherokees, prevailed upon the Government to set aside for the eastern refugees the share of moneys due them for being dispossessed of lands and improvements as guaranteed by the treaty of 1835. By the act of July 29, 1848, Congress directed that the names of those Indians remaining in the East be ascertained and \$53.33 was placed in the Treasury to the credit of each Indian enrolled.

With the interest on the money so obtained, Thomas purchased lands for the Indians from time to time up to 1861, in order to provide them with permanent homes. The lands now occupied were acquired by these purchases. As the laws of North Carolina prohibited Indians from owning real estate at that time Thomas held title to the property in his own name. At the end of the Civil War he became involved in serious financial difficulties which brought on insanity. It was then necessary for Congress to step in to recover the lands for the Indians. An award was made in 1874 returning the lands to the tribe and later the band incorporated under the laws of the State in order to hold title to its landed possessions, the law prohibiting Indian land ownership having been repealed.

The report continues as follows:

"Ever since the band was first settled formally on the present lands they have been held in common. It is believed that Thomas had in mind at one time the creation of individual allotments for the tribal members, but this plan was never carried out by him. Each family now occupies a well-defined area, the possession of which is recognized by the other members of the community. These pieces of real estate are inherited and may be sold within the band. Many of these little holdings have been occupied by the same families for several generations.

"Although this communal ownership has been fairly successful, there has been a movement in existence for some years to establish individual land holding in the tribe, to bring about equalization of land possessions, and create a greater interest in the improvement of the homes and farm areas. After considering the matter for some years Congress finally passed the act of June 4, 1924, to authorize a final enrollment of the individuals entitled to membership in the band and to allot the lands. This is the most important legislation affecting the band that has been passed since it was separated from the main part of the Cherokee Nation in 1838.

"As the title to the Indian lands was held by the corporation known as the Eastern Band of Cherokees it was first necessary for the organization to transfer the property to the Government. This transfer has been completed and the title to the lands now rests in the United States.

"The next step is to determine the individuals having tribal rights before proceeding to allot the lands. This complicated enrollment work is now being carried on at the agency headquarters by a commission of two members, the superintendent, and an examiner of inheritance in the Indian Service. For years there has been contention as to the right of a large number of persons to be placed on the rolls of the band. On various occasions the tribal council has challenged the rights of numerous individuals to be on the rolls. Some claimants have at times engaged counsel and made strenuous efforts to gain admission to the tribe.

"Since the removal in 1838, rolls or censuses have been made of persons of Cherokee blood residing east of the Mississippi. Not all of the rolls were made for the same purposes, some were censuses of the Cherokees living in the East and others were of the individuals purporting to be members of that group of Indians known as the Eastern Band of Cherokees. The names on these rolls are of great assistance in a determination of the present tribal membership.

"The survey, appraisement, and division of the communal lands will be a difficult piece of work. The topography of the country, rough and mountainous, will not make the survey work easy or inexpensive. Then there comes the greater difficulty of dividing up the lands so as to locate the present occupants on their own farms, as far as possible, as well as attempting to give contiguous areas to other members of the family. The amount of agricultural land is so small and so scattered up and down the valleys and along the hillsides in such irregular patches that it is exceedingly difficult for one to figure out how it can be done in a satisfactory way.

"The law provides that members of the band may apply for a tract or tracts of land to the extent of 30 acres. If any member fails to receive his full share of lands the difference may be equalized by payments made from tribal funds. In the same way for those receiving an excess of their proper share of lands their apportionment of tribal funds may be reduced to adjust the allotment. The whole business is going to be difficult and complicated and it will probably take a number of years to work it out after the enrolling has been settled.

"Some people well acquainted with this band look on this winding up of its affairs with misgiving. They fear tracts of land will become alienated as the years go by, white settlers will move in, and the tribe will eventually lose its old home lands. This is in the distant future. In the meantime these mountain farmers will have property they can call their own, an estate they can improve, and a chance to work out their own salvation unhindered."

CHOCTAW INDIANS OF MISSISSIPPI

Assistant Secretary HENDERSON

In March of 1927 Mr. Henderson, assistant secretary, made a trip to Mississippi by direction of the board to obtain information about conditions at the Choctaw Indian Agency, the headquarters of which is at Philadelphia, in that State. Following are parts of the report filed on this superintendency:

"The Choctaws in Mississippi now number approximately 1,515. The most of them reside in five contiguous counties in the east central part of the State. Neshoba County, whose county seat is Philadelphia, the site of the agency headquarters, has the largest Indian population, estimated to be 415; Leake County, directly to the west, has 254 Indians; and Kemper County, on the east side of Neshoba, has 200; Newton County, directly to the south, has a population of 243; and Scott County, to the west of Newton and south of Leake, has 45 Indians in its northeastern corner. The Indians in these five counties number 1,157, according to the best figures obtainable. Nearly 80 per cent of the Indians of the State live within 30 miles of a point a few miles west of Philadelphia.

"Of the 358 remaining Indians in the State, there are 102 reported as living in the counties of Hancock and Harrison on the Gulf Coast, 75 in the former and 27 in the latter. Northward of these is a small community of Indians in Jones and Jasper Counties, numbering 68, all but 10 being in Jones. The Indians near the Gulf are 150 or more miles south of Philadelphia and those in Jones County are about 65 miles south of that town. Over to the northwest in the rich lowlands of the 'Delta,' between the Mississippi and Yazoo Rivers, are 72 Indians reported to be in the counties of Coahoma, Tunica, Tate, and Sunflower. The rest of the Indians in the State, slightly over 100 in number, are scattered widely, not over 10 in any one county.

"In the slave-holding days extensive plantations in its western districts made Mississippi one of the richest States of the South. A large negro population grew up along the fertile sections bordering the river, the home of the rich cotton planters. The hilly timbered region in the east central and southeastern parts of the State remained in a rather undeveloped condition for some years. Whites entered the country to do small farming and lumbering; the Indians lost whatever lands they may have occupied and were forced to seek homes in the poorer lands in the wilder parts of the region. While the negro was acquiring habits of steady labor under the slave system the Choctaw led a somewhat care-free life in the Indian fashion, doing some hunting and fishing and a little farming. He worked intermittently when necessity compelled.

"As the valuable pine forests began to be cut away the Indian became unable to exist in the old way and was forced to adjust himself to the white man's economic system. Just as the negro became a tenant farmer in the old plantation areas, the Indian became a tenant in the hill country among the small farms of the whites.

"This hill or ridge country of not over 300 feet elevation above sea level is a region of thin soil where agriculture has only been moderately profitable. The white farmers, of pure Anglo-Saxon stock, are mostly poor and have not had the advantages of much education. The farmhouses are usually small, unprepossessing structures without paint. In the back country travel is often difficult over the rough, unimproved roads.

"As a tenant the Indian either farms on shares or rents by paying a portion of the crops raised, following the practice in this section of the South. When the Choctaw farms on shares the landlord furnishes all the seed, implements, mules, and other equipment needed, besides supplying food and other things the Indian family may need to get through the year. The landlord takes half of the crop and the Indian must pay for his living out of his share. The renter supplies his own implements, horses, seed, and other essentials and for the use of the land pays the landowner one-fourth of the cotton raised and one-third of the corn.

"About 75 per cent of the Choctaws are farmers on shares or 'halvers.' In some ways this system is better for the Indian than renting, if the landlord is fairly honest. As the white man is furnishing everything, it is to his interest to see that the Indian gets a good crop. He sees that the Indian plants in time, cultivates the cotton properly, and attends to business.

"The Indian has not prospered under the system. His freedom of the old days has been exchanged for that of an exceedingly poor, often pauperized, back country farmer. He has not been able to make much on the land; when the crop season is over and his bales of cotton are sold and the debts paid there is nothing left. The landlord finances him again and he goes through the same thing next season. Then there is a certain class of whites who, taking advantage of the Indian's ignorance and inability to comprehend the simple processes of business, cheat him out of the little he makes. The landlord may overcharge him for the groceries and clothing furnished, may give him the small end in the division of the crop, and overreach him in numerous other ways. In some cases the Indian is said to be kept in debt from year to year and is not allowed to leave for some place where he might do a little better. If he does attempt to leave, force may be resorted to in order to compel him to return. In his ignorance and poverty he is unable to resort to the protection of the law.

"If the Indian is a renter and sells his own products he may not receive a fair price. If he hauls in a bale of cotton, 500 pounds, the merchant in town may pay the Choctaw at a rate below the market price. If he buys a mule or a cow on some partial payment plan a shrewd and unscrupulous white can easily get the animal back on some technicality after the Indian has paid most all he owes. Low cotton prices, occasional bad crop seasons and the ravages of the boll weevil, in addition to the many cases where they have been overreached by grasping white men, have discouraged these Indians to such an extent they have lost their spirit and a desire to advance.

"Only a portion of the whites have been mistreating the Choctaw, many have been friendly and have been good to them in time of need. The general farming system of the region, however, has not been conducive to prosperity even among the white farmers and much less so to the more inefficient Indian. With their old methods the tenant farmer of the South living east of the Mississippi can not compete very successfully with the large-scale and up-to-date cotton growers farther west.

"The Indian's home is a small hut located on the little farm he has agreed to work during the year. Most of these structures are very poor habitations of one, two, or three rooms, constructed of logs or rough-finished timber. A fireplace in one end, often built of mud and straw, serves for heating and cooking among many of the families, although wood-burning stoves are in common use. A high per cent of the dwellings have wooden floors, some have an insufficiency of windows, a number are constructed with an opening running through the center dividing the walled portion of the house into two parts.

"It is not exceptional for the whole family, possibly six or seven persons, to sleep in one room. Those that can not pile in the bed rest on the floor. Back of this general living room will often be found a drafty portion of the dwelling which serves as the dining room and kitchen. The furniture is almost negligible beyond a bed with a mattress of straw, a table, a chair or bench or two and some pots and pans.

"The housewife has few utensils to prepare the poor meals of corn bread, potatoes, and small and infrequent servings of meat. Some garden vegetables are raised to supplement the almost universal corn-meal diet. Possibly one out of three or four families may have a cow to help out. Some will have a pig and a few chickens. At certain seasons of the year many of the Indians are underfed, it is reported. Years of poverty have apparently so affected the stamina of the Choctaw that he is unable to perform hard and continuous labor like the white man and the negro.

"To supplement his crop of a few bales of short-staple cotton the Indian may perform some day labor, such as cutting timber or hauling logs. He will work for a while and then quit, if the spirit moves him, and after a time will return and do some more work. The Indian's farming operations suffer to some extent from this old habit of irregularity of labor. At a critical period in the growing season when the fields need his attention the Choctaw farmer may busy himself at some minor jobs around his place and pass up the needed cultivating or other work that should be engaging his immediate attention. The Choctaw does not direct his energies to the best purpose.

"The Indians have grouped themselves into rather well-recognized communities. In certain of the rougher portions of his country the Indian may have from 4 or 5 to 20 or 30 Choctaw families living within a few miles of his place. Some families move from time to time when they make agreements to farm for different landlords, and may be found in Neshoba County this season and probably south in Newton County two years hence. Notwithstanding some migration each year to other neighborhoods, the Indian communities in the State have remained, in a general way, in the same locations for many years and have acquired local and distinctive names. A rude school and church are often the centers of interest which tend to tie the families to certain Indian neighborhoods that have become well established.

"In Neshoba County, west of the county seat and agency headquarters of Philadelphia, is the Pearl River Indian community with a population of about 110, located in a rather poor district south of the Pearl River, an important and turbulent stream running through the central part of the State southward to the Mississippi Sound. To the northwest of this settlement, across the Pearl, is a smaller group of about 60 within a short distance of a school and church at Revenue or Canaan. East of there, near the railroad on the northern edge of the county in what is known as Civil District No. 5, are 43 more Indians. Six miles east of Philadelphia 106 Indians are living about the Roman Catholic mission at Tucker. In the northeast corner of the county near a large curve of the Pearl River is the North Bend community with a population reported at 68.

"The Boguechitto community, of which the North Bend group is a wing, is in northwestern Kemper County, directly to the east of Neshoba. This large Indian group of about 200 individuals is the most thickly settled one in the State. These Boguechitto Choctaws are the most backward, and up to the present time have resisted all attempts to assist them in any way. Government agents and missionaries have not been very successful in dealing with this obdurate band. There is also in the southwestern corner of this county a small settlement of about a dozen Indians known as the Muckalusha community.

"Leake County, immediately west of Neshoba, is the home of two fairly well-defined Indian groups. To the southeast, near the Walnut Grove post office, is a population of 115 Choctaws within a few miles of the Standing Pine School. North of the Pearl River and north and west of Carthage, the county

seat, are the Red Water Indians. The Old Red Water community, located in the barren Government Hills district on the western edge of the county, is one of the poorest in the State. On account of their bad condition some of these Indians have been transferred to the new Red Water settlement near the school of that name, 2 miles out of Carthage. The population of the two Red Water districts amounts to 120 individuals.

"Directly to the south of Neshoba County is that of Newton, and in its northwestern corner west of the town of Union is the largest Choctaw community in the State, located about the village of Conehatta. There are 243 Indians here. West of this section in northeastern Scott County is the Pine Bluff settlement of 55 Indians. The only other well-known Indian grouping in the State is near Sandersville and the Bogue Homo School in northeastern Jones County, where 68 Indians live.

"Friends of the Choctaws, moved by the distressing condition of many of these first residents of Mississippi, finally prevailed upon Congress to do something for their relief. The Indian appropriation act of May 25, 1918, carried legislation providing for the employment of a special agent who was a physician, a farmer, and a field matron, and made funds available for the establishment of day schools, for the purchase of farm lands, and the obtaining of seed, animals, machinery, tools, and other necessary equipment, \$75,000 in all, part to be reimbursable. Funds for carrying on work among these Indians have been appropriated every year since 1918.

"When the Indian Bureau started its work among the Choctaws it found them in need of education and also food, clothing, animals, farm implements, and land. In short, the problem presented was almost one of complete rehabilitation of a large group of neglected people. Guided by experience the bureau, instead of establishing a ration system with its attendant evils, planned to erect schools and purchase land and implements to permit the Indians to maintain themselves by farming.

"The Indian population of the State was so scattered the operation and maintenance of reasonably sized day schools with an adequate attendance was found to be a perplexing problem. It was decided to make land purchases and school buildings go hand in hand. Schools were erected in established Indian communities and then, to concentrate more families within a short distance of the schools, tracts of land were acquired and deserving Indians moved upon them. Only by such a system was it possible to make these day schools practicable, to bring 20 to 40 or more children of school age within a radius of $2\frac{1}{2}$ to 3 miles of a given point."

The report describes in some detail the five Government day-school plants now operated in the State. These are the Tucker and Pearl River schools located in Neshoba County, the Standing Pine and Red Water schools in Leake County, and the Bogue Homo School in Jones County. Four of the plants have a capacity for 30 pupils, and the Bogue Homo School has a rated capacity of 50. The school buildings, all of the same design, and the teachers' dwellings are well constructed and very suitable for their purpose.

The strongest and most noteworthy feature of the day schools of the agency is the fact that they are developing into social centers for the good of the whole Indian neighborhood in which they are located. Besides the regular elementary instruction, the older girl pupils are learning something of better methods of housekeeping as they assist the teacher's wife prepare the substantial noonday lunches which are furnished to the children. The pupils are learning something of the essentials of cleanliness by means of the shower baths operated at all the plants. The Indian homes offer very inadequate means of keeping clean.

The interest of the adults is drawn to the schools through the night classes which are held several nights a week. Denied the great advantages of an education, fathers and mothers are now applying themselves with a will in the same seats occupied by their children during the day. Then there are sewing classes about two afternoons a week for the Indian women, who usually bring in with them the smaller children. The teachers' wives and the Catholic sisters at Tucker give instruction not only in plain sewing but also in the more difficult branches of needlework, and it all seems to be very creditably done.

"A trip around the Bogue Homo school district will show in what bad circumstances some of the Choctaws live. Off in the brush about a mile from the school is a family of nine living in a log cabin of two small rooms. Two beds and a fireplace fill up most of the space in the living room, and a rude table, some benches, and an old stove are crowded together in the poorly constructed room to the rear. Part of these Indians must sleep on the rough wooden floor, and

it must be an uncomfortable place during the winter with so many openings around the walls and in the floor to let in all the breezes that blow.

"Another family of four lives near here in a one-room log cabin without windows. All sleep on the floor, there being insufficient space to accommodate a bed. The few bedclothes possessed by the household are piled on a shelf against the wall opposite the small fireplace built of mud and straw. A sewing machine—certainly in strange surroundings—is pushed into a corner, and across from it is a square-topped home-made table about large enough for serving a meal for one person. A kettle and a few other utensils are hung about the fireplace. A neat row of over two dozen empty snuff cans are on a shelf above the fire, the evidence of the family's only luxury. Except for a few short rows of growing vegetables, the dooryard of this diminutive habitation is about as barren as a desert. No farm implements are visible, and the family's livestock is limited to a couple of hens seen over near a small brook about 50 yards away, where the housewife is washing some clothes in the shade of some bushes.

"Congress has provided funds to purchase farm lands for the Choctaws ever since the first appropriation of 1918, all to be reimbursable. To date 1,406 acres have been obtained and 141 acres are in process of purchase, making a total of 1,548 acres, which cost \$26,758, or something less than \$20 per acre. If all the tracts obtained were in use, they would provide homes for about 30 families, or from 150 to 180 individuals. Some of the lands first purchased were low priced and poor and the agency has not been successful in inducing dependable Indians to move onto them. Ten per cent of all the land acquired is unoccupied, according to estimates made by the agency farmer, Mr. Thomas Scott. Of late the agency has tried to purchase only good lands that it is certain the Indians can use and make a fair living on if properly worked.

"Besides the Government-purchased lands there are over 200 acres bought with funds inherited from members of the Choctaw Nation in Oklahoma and about 450 acres acquired by Indians on their own account in the districts about the day schools. These two classes of land are occupied by 15 families, or from 75 to 90 individuals. At least 90 Indians are on the Catholic mission lands at Tucker.

"It takes about 40 acres for an Indian farm, and it has been the aim of the agency to acquire tracts of about this size. In many cases part of the lands are covered with timber, and some may be on the edge of a creek or swamp, and a few acres may not be fit for use. The chief crop planted is cotton, which usually takes about 2 acres to produce a bale of 500 pounds. Besides, the Choctaw plants corn and some garden vegetables and uses part of his land for pasture and forage crops if he has a horse or a cow. Although he can not make a great amount on his farm, the Indian is immeasurably better off on his own lands than working as a tenant. He has an incentive for work, to improve his lands, and raise larger crops. Before, no matter how much he worked, he did not seem to get ahead.

"The superintendent and the agency farmer have quite a task before them to improve the style of farming and see that all the newly acquired lands are occupied by deserving Indians. Many of these farmers must be instructed in the art of cultivating to prevent erosion of the soil and how to handle their cotton to reduce the ravages of the boll weevil. The agricultural problem of the Choctaw is not altogether solved by putting him on some land; he must be shown better methods and the advantages of steady work. The Indian is tractable and industrious to a certain degree, but he has more to learn if he is to step out of his old life of poverty."

INDIAN MISSIONS ON RESERVATIONS

A review of the history, progress, present distribution, and needs of the American Indian missions, compiled in the office of the Board of Indian Commissioners, was the subject of Bulletin No. 280, "Christian missions among the American Indians." The foreword by Dr. Samuel A. Elliot reads as follows:

"This bulletin presents certain facts about the history, progress, present distribution, and needs of the Christian missions among the American Indians. It is the result of an inquiry concerning the work of the missions recently made by the Board of Indian Commissioners. The missions maintained on Indian reservations by the Protestant and Catholic churches have long been regarded as cooperating units with the board and the Bureau of Indian Affairs

in the Federal Government's effort to aid and qualify Indians to take their places as self-supporting, independent men and women in the general citizenry of the Nation.

"The Congress of the United States, the successive Secretaries of the Interior, and Commissioners of Indian Affairs and the school and reservation superintendents have again and again testified by legislation, executive orders, and official statements to the value of missionary work. The Federal officers have recognized the missionaries as influential members of the authorized personnel on the reservations. The Government as the guardian and trustee of some 240,000 Indians desires and welcomes the cooperation of the mission boards in all endeavors to promote the welfare of the Indians.

"The members of the Board of Indian Commissioners are constrained to feel that the members of the Christian churches are not sufficiently informed on matters concerning our American Indians, and because of this there seems to be a lack of interest in the Indian mission activities. Information is the mother of interest and interest is the mother of generosity.

"The reader of this bulletin, and particularly of that part of it which contains testimony and recommendations of the missionaries themselves, will probably agree that there is room for greater efficiency in the Indian mission field, for larger appropriations for Indian mission work, for more appreciation of the manifold problems faced by Indian missionaries and a stronger recognition of their value as a Christianizing and civilizing influence among the Indian people.

"Should there not be provided a more adequate training and a special preparation for church workers commissioned to this field of service?

"Can not the missionaries be given more frequent opportunity to tell their stories in the supporting churches and arouse fresh interest in their work?

"Can not the missionaries be provided with better facilities and equipment? An automobile, for instance, is an essential of efficient work among the scattered or nomadic people on an Indian reservation.

"A simple community house or social hall is another requisite wherever Indians naturally gather.

"The work of the district nurse or the field matron might in many places open the way to the missionary preacher or priest.

"The hospital or dispensary might sometimes wisely precede the chapel. The care of souls and the cure of bodies might go on simultaneously. A class in home economics or in sanitary living might open the way to the Bible class.

"Friendly personal relations, home visiting, pastoral care, are often more effective in Indian missionary work than preaching services.

"The Board of Indian Commissioners believe that Christian teaching and the upbuilding of Christian character are fundamental necessities in any plan of action designed 'to hasten the progress and development of the Indian wards of the United States and their absorption into active and serviceable citizenship.' It is hoped that the facts here presented will quicken interest and stimulate greater efficiency in this important work."

The following table gives the general statistics of the Indian mission field and was compiled from reports of church mission boards, the Bureau of Indian Affairs, and other official sources.

Indian population in the United States, 1926.....	349, 876
Indians under Federal supervision—estimated.....	240, 000
Protestant Indian population—estimate of church mission boards....	80, 000
Catholic Indian population—estimate, Bureau of Catholic Indian Missions.....	100, 000
Total Christian Indian population—estimated.....	180, 000
Organized Indian mission stations:	
Protestant (25 denominations).....	697
Catholic (24 religious orders).....	154
	851
Mission churches, chapels, preaching stations, etc.:	
Protestant.....	708
Catholic.....	340
	1, 048
Ordained missionaries:	
Protestant (including 391 Indians).....	565
Catholic (Indians not reported).....	200
	765

Assistants:

Protestant (497 Indian helpers, 14 white and Indian laymen, and 44 white women)-----	555
Catholic (446 sisters, 63 brothers)-----	509
	<hr/>

1,064

Mission church membership:

Protestant-----	
Catholic (not reported).	

33,803

Mission boarding and day schools:

Protestant-----	40
Catholic-----	76
	<hr/>

116

Students at mission schools:

Protestant-----	2,716
Catholic-----	5,162
	<hr/>

7,878

Hospitals:

Protestant-----	4
Catholic-----	3
	<hr/>

7

Value of mission properties:

Protestant-----	\$2,837,792
Catholic (not reported).	

Annual appropriation for Indian missions:

Protestant-----	\$837,500
Catholic (not reported).	

Indian mission activities:

Protestant—Sunday schools, 411 with 19,510 members; young peoples' societies, 200 with 2,762 members; womens' societies, 206 with 2,971 members.

Catholic (no report).





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OF U.

U. S. DEPARTMENT OF THE INTERIOR

*ANNUAL REPORT OF
THE BOARD OF
INDIAN COMMISSIONERS
TO THE SECRETARY OF THE INTERIOR
FOR FISCAL YEAR ENDED JUNE 30, 1928*

Indians I

U. S. DEPARTMENT OF THE INTERIOR

REPORT

OF THE

**BOARD OF
INDIAN COMMISSIONERS**

TO THE

SECRETARY OF THE INTERIOR

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1928



**UNITED STATES
GOVERNMENT PRINTING OFFICE
WASHINGTON
1928**

BOARD OF INDIAN COMMISSIONERS

WARREN K. MOOREHEAD, Andover, Mass.; appointed December 19, 1908.

SAMUEL A. ELIOT, Boston, Mass.; appointed November 27, 1909.

FRANK KNOX, Manchester, N. H.; appointed May 2, 1911.

DANIEL SMILEY, Mohonk Lake, N. Y.; appointed December 17, 1912.

MALCOLM McDOWELL, Washington, D. C.; appointed May 23, 1917.

HUGH L. SCOTT, Princeton, N. J.; appointed February 25, 1919.

CLEMENT S. UCKER, Savannah, Ga.; appointed March 22, 1922.

FLORA WARREN SEYMOUR, Chicago, Ill.; appointed October 5, 1922.

JOHN J. SULLIVAN, Philadelphia, Pa.; appointed May 5, 1924.

MARY VAUX WALCOTT, Washington, D. C.; appointed October 28, 1927.

SAMUEL A. ELIOT, *Chairman*

MALCOLM McDOWELL, *Secretary.*

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FIFTY-NINTH ANNUAL REPORT OF THE BOARD OF INDIAN COMMISSIONERS, FISCAL YEAR ENDED JUNE 30, 1928

WASHINGTON, D. C., *September 1, 1928.*

SIR: We have the honor to submit herewith the Fifty-ninth Annual Report of the Board of Indian Commissioners for the fiscal year ended June 30, 1928, during which the following jurisdictions of the Indian Service were visited:

Turtle Mountain, Fort Totten, and Standing Rock Agencies, and the Bismarck School, N. Dak.; Sisseton, Crow Creek, Rosebud, and Pine Ridge Agencies, and the Flandreau School, S. Dak.; Consolidated Chippewa and Red Lake Agencies, Minn.; Five Civilized Tribes and the Kiowa and the Cheyenne and Arapaho Agencies, Okla.; Uintah and Ouray and the Paiute Agencies, Utah; Northern Navajo and Zuni Agencies, N. Mex.; Southern Navajo, Hopi, Havasupai, Truxton Canyon, and Colorado River Agencies, and the Fort Mojave School, Ariz.; Fort Yuma Agency, Calif.; the Indians of New York State.

Special reports on these agencies and schools were transmitted to the Secretary of the Interior from time to time, and they are appended hereto in abridged form. We beg leave to call your special attention to the specific recommendations in these reports. Most of these are concerned with administrative affairs, with needed improvements in executive methods, and in the school and hospital plants. These improvements deserve serious consideration and prompt action.

At the board's meetings and in the special reports referred to matters of much importance to the Indians and to the administration of their affairs by the Federal Government were considered. Among them were the necessity for increased appropriations for the Indian Service, employment for Indians, the problems arising out of the extension of the period of restrictions to members of the Five Civilized Tribes, the claims of tribes against the United States, the effects of per capita payments, the decentralization of administrative authority, and the definition of an Indian. We are considering these subjects in this annual report.

NEEDS OF THE INDIAN FIELD SERVICE

Repeatedly, in its annual reports, the Board of Indian Commissioners has presented the needs of the Indian field service and has urged that measures be taken to strengthen its personnel and to better the general conditions of the agency, school, and hospital employees.

We are encouraged to repeat our recommendations, and with added emphasis, because Congress in recent years has shown by steadily

increasing appropriations a sympathetic attitude toward the department's program when a reasonable showing was made of conditions requiring remedial or progressive action.

We also find encouragement in Secretary Work's frank statement concerning what he called "The poverty of the Indian Service"—a prominent feature of his last annual report—and which confirms our presentations of the situation in the field. The fact findings and criticisms in the lately published report of the American Indian Survey Party of the Institute for Government Research further substantiate these statements.

The human quality of the Indian field service gives it a unique character in the Federal establishment. No other branch of the Government is like it, and this peculiarity makes it difficult to justly classify its personnel for compensation purposes and to properly organize its activities in harmony with the general scheme of the Federal service. This is because the field personnel, in its everyday duties, is in intimate contact with the American Indians who comprise the unique population class in the United States. No other group of citizens sustain relations with the general Government similar to those of the Indians who are under Federal supervision. This uniqueness of the Indians was well defined by President Coolidge in his address to the Oglala Sioux at Pine Ridge Reservation, August 17, 1927, when he said—

The Indian problem on its face appears to be one simply of effective social service, practical philanthropy, and education. As a matter of fact, it is a many-sided problem, complicated by puzzling complexities. There are over 200 tribes and bands in the United States, each with its own name, tongue, history, traditions, code of ethics, and customs, which have the effect of law with Indian tribes. It is a curious fact that most people in this country seem to believe that the Indians are a homogeneous people and can be dealt with as a unified race or nation. The exact contrary is the outstanding fact which has made the Indian problem a most difficult one.

To-day we find that the Indian people, recently primitive, not so very far from the hunter stage, are surrounded by twentieth century conditions which are alien to their racial characteristics, their tribal ways, and states of mind. While thousands of them have succeeded in adjusting themselves to the new order of things, a great portion of them, mostly the elder ones, still cling to their old ways, stoically refusing to go further along the modern road. They wish to live and die according to the old traditional ways of Indians, and they should be permitted to do so. Within recent years, agriculture and stockraising have been gaining ground in the economic progress of the Indian people; but many of them are still unable at this time to take their places in the world as self-supporting farmers, mechanics, manufacturers, and skilled laborers.

In a large sense the functions of the Federal Government as guardian and trustee of the Indians ultimately rest in the hands of the 4,700 employees of the Indian field service. To a considerable degree they are responsible for the success or failure of the plans made in Washington for giving effect to the Nation's Indian policy to which President Coolidge referred in his Pine Ridge address. Unless in the field service there are intelligent understandings of the adopted policies, efficiency in the performances of specified activities, and faithfulness to duty the best laid plans of Congress and the department for the administration of Indian affairs for the advancement of the Indians will inevitably fall short of what should be expected and what ought to be desired.

In the part of the last annual report of the Secretary of the Interior dealing with the Indian Service, to which we have referred, the existing situation in the field is clearly stated in the following language:

The efficiency of an organization depends on the rank and file of its personnel. Supervision may be competent, but the struggle with untrained, incompetent, or dissatisfied help, especially when far removed from final administrative authority, is discouraging. With a more stable field force, the officers of the Indian Service could devote more attention to constructive work and less to training new employees and doing the work of the inefficient. Authority could then be decentralized by transferring more of the administrative responsibility from Washington to the field, where it belongs. The Assistant Secretary of the Interior in Washington, having supervision over the Bureau of Indian Affairs, for example, was required to take 18,000 administrative actions on Indian cases last year, in addition to many thousands receiving final action in the Indian Bureau. Much of this work should have been handled in the field offices.

That the situation has not been entirely hopeless is due to a great extent to competent supervision and to the innate missionary spirit of many of the employees. Advancement among the Indians has been accomplished despite the financial handicap, but the missionary spirit largely depended upon to hold underpaid employees in the Indian Service years ago is not now adequate in itself. The greater opportunities for remunerative employment in all lines which have developed during the past decade have made it more difficult each year to find capable young people willing to sacrifice their most productive years to a service that offers a restricted social life and little opportunity for a successful career.

The turnover of physicians in the Indian field service for the fiscal year 1927 was 56 per cent; for nurses, 122 per cent; for teachers, 48 per cent; while the average turnover for all permanent employees in the service was 67 per cent. These figures can not be ignored. They are a definite expression of the conditions underlying the so-called Indian problem and have their origin in shortage of funds. The constant capitulation between necessities and means brings despair to those engaged in the work, because the necessities of the human element in the Indian Service should dominate.

Although a considerable part of the percentage of changes in the Indian field service personnel was due to transfers within the service and to making temporary details permanent, the large labor turnover discloses the significant fact that the Indian field service is not an attractive one, although salaries have been increased to some extent since the provisions of the reclassification act were extended to the field service. The increased compensation seemingly has exerted a stabilizing influence, for we are informed that so far as administrative positions are concerned the number of resignations has decreased and there are at present fewer vacancies, especially in teacher positions. Nor can we ignore the fact that since the World War there has been a widespread restlessness of mind and excessive labor turn-overs have been reported in all kinds of business. This general condition probably would account for some of the many changes in the Indian field service.

But when all is said the fact remains that the service fails to induce highly desirable men and women to seek positions in the agencies, hospitals, and schools. The immediate task in hand is to build up a strong, effective, and enthusiastic field service personnel and this can not be done unless conditions in the service are attractive enough to enable it to successfully compete with other Government branches and with private business in the matter of getting a desirable type of employees.

We are not of the opinion that this betterment can be brought about through increased salaries only. The compensation factor of the problem does not appear to be as important as it was before the reclassification act was extended to the field-service salaries. The Welch Act, which became law during the session of Congress just ended, will further increase compensation. The provision in the act requiring the Personnel Classification Board to make a study of the salaries of positions in the field service as compared with like position in private business and the submission to Congress in the coming session of recommendations with respect to the proper compensations for such positions may result in further salary adjustments. The whole question of compensation for all branches of the Government service is now under consideration by Congress with a strong probability that before the end of another fiscal year legislation will be enacted which will make salaries more nearly commensurate with the duties and responsibilities of the field-service employees.

Concerning the medical service Secretary Work said in his report, "Promotions should be made regularly upon demonstration of professional fitness and sufficient length of service." We believe that if the principle of "longevity pay," coupled with satisfactory performance, were made applicable to all branches of the field service the employment situation would be stabilized to a marked degree. In this connection we beg leave to refer to the board's report for the year 1920 in which this phase of employment was considered, as follows:

Not only are basic salaries too low but the service offers no substantial encouragement to its employees in the form of assured salary increases at stated period of continuous employment as an incentive to the development of ambition, loyalty, and enthusiasm. If an employee holds the same position for a number of years, he should be given increases of salary at fixed periods and not be required to wait for resignations and transfers of fellow employees to secure better pay. The adoption of this method of making continuous service in the same unit attractive will go far, we believe, toward building up a field force of capable, experienced, and contented people.

On the assumption that entrance salaries in the Indian field service are to be fairly comparable with those of other branches of the Government we beg to suggest that earnest consideration be given to the policy of salary advancement based upon longevity of service and good performance, for we believe that if there is assurance that efficiency and faithfulness will be rewarded by increased compensation at stated intervals the field service not only will find it easier to get competent people but will hold them.

Isolation is the unavoidable living condition of a considerable portion of the field force. Many agencies, schools, and hospitals are far remote from even small country towns and are barren of any of the ordinary facilities to meet normal social needs and provide necessary entertainment. The greatest percentage of turnovers in the field personnel will be found in the isolated units; in some of them it is practically impossible to hold employees for any length of time.

The element of isolation can not be removed but it can be made less noticeable by furnishing more comfortable and attractive living quarters; by installing small electric plants for home lighting; by connecting these lonely places with the outside world by telephone

lines; by surrounding the agencies and homes with grass plots set with trees, shrubbery, and flower beds; by providing sidewalks and street lights; by installing water systems with pipes leading to the homes, all of which should have modern toilet facilities, bath tubs, and running water and the means of heating water for domestic purposes, with septic tanks where other sewage facilities are not available; and by having the homes of employees so well constructed that they can be kept warm in the cold months.

It would seem that the United States Government would be particularly considerate of the living conditions of those of its employees whose duties compel them to live in isolated places, but that does not seem to be the case in a number of the lonely units of the Indian Service.

We, therefore, recommend that a study be made of all isolated agencies, schools, and hospitals with the purpose of making the little communities attractive and comfortable and that in making up the Indian Bureau's budget first consideration shall be given to the needs of these isolated units and that this plan be followed until all the lonely places in the field service are made much more attractive than they now are.

With increased salaries, with the principle of longevity pay in effect, and with better living conditions for employees we believe the Indian field service will be sought by the type of men and women who are needed to build up a strong, efficient, loyal, and enthusiastic personnel.

EMPLOYMENT FOR INDIANS

We beg leave to call your attention to the following resolution which was adopted by the board at its semiannual meeting:

Whereas in the course of their inspections of reservations and schools members of the Board of Indian Commissioners have learned that one of the most important matters concerning Indians is receiving little or no attention, viz, that of aiding Indians to secure gainful employment; Therefore be it

Resolved, That the Commissioner of Indian Affairs be urged to establish an organization within the Bureau of Indian Affairs for the purpose (a) of securing gainful work for Indians who are under Federal supervision; (b) of placing in the Government service or in offices, shops, stores, domestic service, etc., boys and girls who leave the Indian Service schools.

We are emphasizing this resolution by recommending that the Bureau of Indian Affairs shall as soon as possible direct its earnest attention to the purpose of obtaining employment for able-bodied Indians who are in its charge and who should be doing useful gainful work. We believe that a well organized movement to carry out the recommendation we are making would prove to be one of the most promising of all Indian Service activities.

There seems to be no escaping the conclusion that the Indian will not reach any high degree of economic importance until a considerable number of the race have become self-supporting workers. Candor compels the admission that too many of the Indians who are under Federal supervision do not work continuously either on their farms or at other gainful labor. A large proportion of this class depend for their subsistence upon the intermittent revenues they receive from leasing their farm lands to white tenants, from per capita payments from tribal funds, from the occasional sale of

inherited property and from other unstable sources. In many cases these revenues are just sufficient to enable the recipients to exist with little or no work. This state of affairs encourages indolence, stifles ambition, and is a hindrance to progress.

The truth of the statement that a self-supporting man, whether he be Indian or white, is an asset and that one who is a dependent is a liability is so obvious that it is not debatable. There is, however, this wide difference between the average Indian who is under Federal supervision and the average white man, the Indian has not the opportunities the white man has for getting gainful work, which is a fundamental factor in the problem of self-support. Most of the restricted Indians live in reservations where but comparatively few wage-paying jobs are available. In some reservations there are opportunities for securing seasonal employment of an agricultural character. If a drought or other harmful weather conditions results in a crop failure this kind of seasonal work fails the Indian and he must have help to enable him and his family to get through the winter. Every year the Indian Office is called upon to meet urgent demands for food and clothing from reservations whose Indians have no money and no chance to get any wage-producing work in their reservations.

The issuing of rations seems to be the only immediate means the Indian Office has at hand to relieve the pressing necessities. Occasionally a resourceful superintendent who happens to have available funds, an unusual circumstance, is able to evade the ration system in his jurisdiction by employing heads of families on roads, by hiring them to do freighting, or to work at odd jobs around the agency.

As a rule, however, the "ration line" is the only way out for the Federal Government to meet the calls for immediate relief. Where conditions arise which threaten starvation and attendant suffering, then food, clothing, and medical attention should promptly, adequately, and efficiently be provided. Such measures, necessary though they may be to meet distressing situations, are at best but palliative.

A case in point was the situation in the Turtle Mountain Reservation, in North Dakota, year before last. For several years there had been poor crops in that section and each winter the superintendent of the reservation issued rations. At the same time the Rolette County authorities expended more than \$12,000 during the winter for "poor relief" for patent-in-fee Indians. Commissioner Seymour visited this jurisdiction in September of 1927 and in her report states:

If there were within a reasonable distance any regular employment which these people might obtain, the greater number of them would probably work at it faithfully enough to meet their actual needs, at least. Some would go even farther and become regular workers and "good providers" as the old phrase ran. But in all the State there is no such opportunity as this, and it is asking too much to expect of simple, uneducated people an ambition and courage that would lead them to far distant cities among conditions of which they can not even dream.

A necessary step is the finding of employment for everyone of these people who are able to take it up. This is not something that can be done on the spot, for it is not an industrial country and opportunities for work excepting on the farm are almost nonexistent. Of course it can not be expected that all these people can be induced to leave the land of their birth even if work could be found for them elsewhere, but if employment were offered undoubtedly a number could be prevailed upon to meet it halfway. This autumn should be a time

of a definite search for as many opportunities for employment at a distance not too remote as can possibly be found; and a diligent following out of this purpose will aid in a great measure to relieve the distress of the winter.

Commissioner Seymour telegraphed an outline of the situation then existing at Turtle Mountain to the Indian Office and suggested cooperation with the United States Employment Service of the Department of Labor. Commissioner Burke responded at once and in a short time District Superintendent Campbell, Superintendent Hyde of the Turtle Mountain Agency, and an agent of the United States Employment Service were handling the situation and work was found for a number of the Turtle Mountain Indians outside of the reservation.

We are citing this case because it was a demonstration of practical, effective, and easily obtained cooperation between the Indian Office and the United States Employment Service which brought almost immediate results. What was done for a few Indians in the Turtle Mountain Reservation can be better done for many more Indians and on a wider scale through a well-planned scheme for joint action by the Indian Service of the Department of the Interior and the Employment Service of the Department of Labor.

We believe the proposal is feasible and does not call for the setting up within the Indian Bureau of any elaborate employment organization. The essential thing would be the selection of the right kind of an Indian Service man, or men, for the Indian Service employment agent, and we have no doubt there are a number of men in the field service who are qualified to handle the task. District and agency superintendents could and should give their best aid, but the main job of getting jobs for reservation Indians should be placed in the hands of a man, or men, whose entire time would be devoted to the employment service.

The employment service we are suggesting would be helpful in securing remunerative work for the young men and women graduating from nonreservation schools, but we are of the opinion that the duty of finding employment for school graduates should be assigned to two placement officers—a man and a woman. As a matter of fact, the superintendents of nonreservation schools have been securing positions for their students for some time. They began doing this on their own initiative; their efforts have been largely individual, for there has been no organized system for this activity with a responsible directing head carrying out an adopted policy. Since these educational institutions are in, or close to, large centers of population, the school superintendents have had an advantage over agency superintendents so far as available employment sources are concerned.

We are recommending that the Indian Office take steps to organize a service for placing in the Government service, or in offices, shops, stores, or domestic service, boys and girls who leave the Indian Service schools and who do not intend to live permanently in their home reservations. The details of this organization can be left to the Indian Office, but we wish to point out that the task of getting jobs for reservation Indians is considerably different in character and methods from that of finding work for young people who have been in school for some years and who, during that time, have had the advantage accruing from close contact, under favorable conditions, with white people.

Consequently, we feel there should be two distinct employment-service activities—one for reservation Indians and the other for school graduates and students, but cooperating with each other where joint action is possible.

FIVE CIVILIZED TRIBES

The restrictions against the alienation, lease, mortgage, or other encumbrance of the lands allotted to members of the Five Civilized Tribes in Oklahoma enrolled as one-half or more Indian blood, were extended for an additional period of 25 years commencing April 26, 1931, by the enactment of Senate bill 3594 and its approval by the President May 10, 1928. Approximately 11,000 enrolled Cherokee, Creek, Choctaw, Chickasaw, and Seminole in the eastern half of Oklahoma will be affected by this measure.

The act provides that the Secretary of the Interior shall have the authority to remove the restrictions wholly or in part upon the applications of Indian landowners under such rules and regulations concerning terms of sales and disposal of the proceeds for the benefit of the restricted Indians as he may prescribe.

Section 4 of the act provides that after April 26, 1931, the restricted lands of each Indian of the Five Civilized Tribes, in excess of 160 acres, shall be subject to taxation by the State of Oklahoma. The act also provides that all minerals, including oil and gas, produced from the restricted allotted lands after April 26, 1931, or from inherited restricted lands of full-blood restricted heirs shall be subject to all State and Federal taxes of every kind and character the same as those produced from lands owned by other citizens of the State, and the Secretary of the Interior is authorized and directed "to cause to be paid, from individual Indian funds held under his supervision and control and belonging to the Indian owners of the land, the tax or taxes so assessed against the royalty interest of the respective Indian owners in such oil, gas, and other mineral productions."

The act further provides that the Indian owner of restricted land, if an adult not legally incompetent, shall select from his restricted land a tract or tracts, not exceeding in the aggregate 160 acres, to remain exempt from taxation during the period of restrictions provided for in the act and it is further provided that the tax-exempt land of any Indian allottee, heir, or devisees shall not at any time exceed 160 acres.

The salient features of this act are the provision for taxing the oil and gas royalty interest of the allottee of the Five Civilized Tribes and the provision which makes taxable the surplus lands. The tax on oil and gas will affect but a few hundred of the Indians, mostly Creek and Seminole. The surplus lands will be taxed as if they were those of white men and if the taxes are not paid they can be sold under the State law. The probability is that in a few years the greater part of the surplus lands will go under the hammer at tax sales, some Indians will farm their surplus land and get enough from it to pay the taxes; others will lease and pay the taxes out of the proceeds.

In the last annual report of the Board of Indian Commissioners and in previous reports, the affairs of the Five Civilized Tribes

were given much consideration. We have recommended that the restricted Indians of this group of tribes, having an annual income of \$5,000 or more, should have their estates placed in trust with competent trust companies that would have the approval of the Secretary of the Interior; that Congress should repeal the law that made the office of the Superintendent for the Five Civilized Tribes appointive by the President and that the present superintendency be subdivided into two or more jurisdictions with the superintendents and employees subject to civil service law; that Congress should restore to the Secretary of the Interior the supervision of the restricted property of these Indians which was taken from him by the act of May 27, 1908, and subsequent legislation; that the restricted lands should no longer be leased for agricultural purposes without Government supervision; that Congress should provide that wills executed by restricted members of these tribes disposing of restricted property should not be valid without the approval of the Secretary of the Interior; that more authority should be given to probate attorneys in the probating of Indian estates and in the sale of inherited property; that an adequate medical service for the Five Civilized Tribes should be established; that special efforts should be made to provide hospitalization for advanced cases of tuberculosis; and that field matrons and more farmers be detailed to work among these Indians.

Although we have little hope that Congress, in the brief time before April 26, 1931, will effectuate recommendations concerning a civil-service status for this superintendency and for restoring supervision to the Secretary of the Interior, we repeat our recommendations for we are firmly convinced that the remedial measures we recommend are essential to the welfare of the remaining allotted members of the Five Civilized Tribes.

There appears to be some probability that legislation to authorize the creation of Indian trust estates may be enacted during the coming session of Congress. Senator Thomas, of Oklahoma, introduced a bill (S. 4222) for that purpose and a like measure (H. R. 7204) was introduced by Representative Howard, also of Oklahoma. The Thomas bill passed the Senate and is now pending in the House.

If it is enacted into the law the greater part of the time of the personnel of the Five Civilized Tribes superintendency will not be monopolized by the affairs of a few hundred wealthy Indians whose allotments are leased to oil companies, and the welfare of some 11,000 allotted, restricted Indians and more than that number of their unallotted children can be given the attention which has been denied these poorer people.

But whether the Thomas-Howard bill becomes law or not we insist that the extension of the period of restrictions carries with it the demand that the Indian Service activities as respects health, education, industries, and welfare must be brought into this group of Indians and prosecuted vigorously to the same degree that such work is carried on in other jurisdictions. It is an undeniable fact that the great bulk of these Indians have been neglected because the material affairs of a relatively few oil-rich Indians have demanded and received almost all of the attention of the Muskogee office.

We are not insisting that the Federal Government should immediately begin operating its organized welfare activities in the Five

Civilized Tribes upon the heretofore accepted theory that a period of restrictions, a trust period, is educational in its effect upon the allottees and, therefore, imposes what is practically a legal obligation upon the Government to maintain schools and hospitals and to conduct industrial training and welfare work. The extension of the period of restrictions for this group of Indians is an admission that the restricted allotment policy, at least so far as the Five Civilized Tribes are concerned, has failed of its purpose. Education for the unallotted children and grandchildren of the original allottees can not be reasonably justified on the basis of land owned by them but restricted by law.

In urging the effectuation of our recommendations we are standing not on the legal aspect of the case, but upon equity; on the principle of right and justice to a people whose health, education, industrial progress, and welfare have not been adequately looked after by their guardian and trustee—the United States.

In The Problem of Indian Administration, which is the report of the American Indian survey party of the Institute for Government Research, we find the following corroboration of our position:

The many indigent of the Five Civilized Tribes of Oklahoma constitute a special case. Some are landless as the result of having been declared incompetent prematurely or because they were left otherwise unprotected from unscrupulous whites. Others are crowded back into the hills on land that they do not know how to use. They are in a forlorn condition, neglected both by the National Government and the State. Relief should be provided for these people as a part of an educational program in which both the Nation and State should have a part.

In this report, also, is the following paragraph, which is pertinent to this situation:

Oklahoma, which has evidenced a great desire to get control or possession of Indian property, has evidenced little tendency to protect the Indians or to provide the requisite developmental work. Many Indians in eastern Oklahoma who have been released from national supervision, are suffering from lack of suitable development work, especially in such fundamentals as health, schooling, and economic instruction. Oklahoma, despite its enormous wealth and prosperity, is storing up great future difficulties for itself by neglecting the social welfare of its rural population, both white and Indian, but especially Indian. * * * The National Government should oppose the removal of restrictions until the State of Oklahoma has shown as much interest in the social welfare of its Indians as it has shown in securing control of their property.

TRIBAL CLAIMS AGAINST THE GOVERNMENT

During the first session of the present, the Seventieth, Congress bills were introduced to confer jurisdiction upon the United States Court of Claims to determine the claims of 23 Indian tribes and groups of tribes against the United States. Of these bills 6 were passed, 4 were approved by the President, and 2 were vetoed by him. It is quite probable that several more jurisdictional bills will be introduced in the coming session of Congress. The United States Court of Claims now has on its calendar more than a score of Indian claim cases. It is not unlikely that this number will be doubled or trebled within a comparatively few years, because this question is becoming of paramount interest with a steadily increasing number of tribes.

While there is little doubt that much of the agitation over claims has been fomented by self-interested white men, there is no gainsaying the fact that a considerable number of tribes have valid claims against the United States which should be settled, and settled promptly, equitably, and finally. The honor of the Nation is involved in many of these disputes as well as the rights of the tribes.

Naturally the Indians concerned are firmly convinced that their cause is so righteous it is bound to win. They think and talk of claims in terms of millions of dollars, and many of them sincerely believe that in a short time each tribesman will be given a large sum of money as his share of the payment which the United States is to make in obedience to a decision of some court.

These great expectations are injuriously affecting the industrial and social progress of the Indians. It is a fact that on some reservations Indians have stopped their farming, have quit working, in the belief that they are rich men and do not have to work any more. As regards the psychological effect of great expectations, these Indians are in no wise different from white people who, heirs apparent of great fortunes, stop honest toil to dream of anticipated inheritances.

The situation we are here considering is viewed with concern by disinterested friends of our Indian folk, some of whom are beginning to believe that the Federal Government, through the Indian Bureau, should take the initiative in an endeavor to settle all Indian claims as quickly as possible, to clean the slate, balance accounts, and bring a speedy end to the discontent, the incessant dispute, and the agitation which are retarding the constructive work among the Indians the Government is attempting to carry on.

Several plans have been proposed to hasten the settlement of these claims. One, which has been considered for many years, is for Congress to enact a general jurisdictional bill authorizing the tribes to take their cases directly to the United States Court of Claims without first being obliged to get congressional authority, as is now the case. The objection raised against this plan is that the court would be swamped and the congestion would defeat the very purpose of the scheme. To meet this objection it is proposed to add several justices to the court to handle Indian cases only. It also is proposed to authorize the tribes to take their claims to the United States district courts and thus distribute the cases among so many tribunals that the settlement of the claims would be hastened.

For several years there has been talk of Congress instituting a standing joint committee on Indian tribal claims to which all claims would be referred; the committee to be somewhat of the nature of a claims commission with a staff of lawyers and field examiners and with authority to hear and determine tribal claims with the purpose of securing appropriations to pay judgments. It is pointed out by the proponents of this plan that under the present procedure the Senate and House committees first hold hearings on jurisdictional bills; that such measures must first be enacted into law before a tribe can go to the Court of Claims and then, after the court has rendered its decision and entered judgment Congress must make the appropriation to pay the judgment. Since Congress has initial and final authority in this matter it is argued that Congress might as well handle all of the claims itself from beginning to end.

In its comprehensive and intelligent discussion of Indian tribal claims against the Government the report of the American Indian Survey Party of the Institute for Government Research contains the following:

Within recent years the number of jurisdictional acts has greatly increased. Twenty tribes now have cases pending before the Court of Claims and several more have secured the necessary legislation but as yet have not commenced suit. Nevertheless, a number of Indian groups still remain for whom no relief has been afforded. Although much may be said in favor of a general jurisdictional act there is some danger that such an act would burden the court and the Department of Justice with too many ill-advised and unsubstantial suits, thus retarding action on more meritorious matters. It is recommended, therefore, that the Secretary of the Interior delegate to a special staff, expert in law and Indian affairs and not affiliated either with the Government or with attorneys prosecuting Indian cases, the authority to investigate the remaining tribal claims, and to report to him its recommendations in regard thereto, together with such suggestions as to the proper jurisdictional bills to be drafted in the instance where suit seems proper. Such information would be invaluable to Congress in enabling it speedily and efficiently to dispose of this problem recurring in each session.

The most recent proposal of a plan to accelerate the settlement of Indian claims contemplates the establishment by Congress of a United States Court of Indian Claims to be invested with exclusive original jurisdiction to hear and determine suits or claims hereafter filed against the United States by any tribe or band of Indians arising under or growing out of any treaty or act of Congress relating to the affairs of such tribes or bands of Indians. It would be a United States Court of Claims for Indians only; it would handle all tribal claims; none would go to the present Court of Claims after the Indian court was established.

The plan contemplates giving all Indian tribes a specified number of years—10, 15, or 20—as fixed by Congress, to file their claims in the United States court of Indian claims and at the end of the fixed period any claims not presented to the court within the time specified would thereafter be forever barred. There appears to be some likelihood that a bill to establish a United States court of Indian claims will be introduced in the forthcoming session of Congress.

Among the laws enacted by the present Congress is the unique one which authorizes the attorney general of the State of California to bring suit in the United States Court of Claims in behalf of the California Indians. There now appears to be some chance that the so-called "landless" Indians of California will get some compensation for the wrongs they have suffered arising out of the unratified treaties made with their forbears more than 75 years ago. For many years the Board of Indian Commissioners has appealed to Congress to do something for these Indians which would, in some degree at least, render justice in tangible form to a body of native people who for many decades had been the victims of neglect and mistreatment most discreditable to the Nation and to the State of California. It is some satisfaction to know that this measure, originating in the Bureau of Indian Affairs, passed Congress with practically no opposition.

The Board of Indian Commissioners recommends that the whole problem of tribal claims against the United States be made a special subject for the prompt and thoughtful consideration of the legal

staffs of the Secretary's office and of the Indian Office with the purpose of making a report with recommendations for action that would hasten the settlement of these claims.

DECENTRALIZATION OF AUTHORITY

When the Indian country was divided into nine districts for administrative purposes two years ago and a district superintendent was placed in charge of each district, we commended the new arrangement. Commenting on it we expressed the belief that it would bring the Indian Office much nearer the Indians because many matters which were taken up by superintendents with Washington could be handled by the district superintendents. This new arrangement, we pointed out, ought to go far toward removing much of the cause of the complaints against what had been termed "long-distance" administration of Indian affairs.

In the board's annual report for that year (1926) we recommended that the general superintendent and district superintendents be directed to suggest revisions of rules and regulations which would have the effect of permitting reservation superintendents to handle entirely all local matters of a character that, as a matter of fact, need not be referred to anyone outside of the reservation.

Little, if anything, has been done to bring about the decentralization of authority which we long have advocated and which we specifically recommended in 1926. We renew that recommendation and in connection with this matter we beg leave to refer you to the following excerpt from a report on the Kiowa Indian Agency, dated December 5, 1927, by Commissioner Hugh L. Scott:

I have during the past year been deeply interested in the revival of the district system under the foremost and most experienced superintendents as supervisors; have watched its development carefully and have noted its value in producing a budget system and of placing backward and less-experienced superintendents under the supervision of such capable and devoted supervisors as Buntin, Ellis, Campbell, etc. I have been disappointed that the Indian Bureau has not availed itself of this opportunity for decentralization and of getting rid of many of the nonimportant details that now go to Washington that ought never to leave the agency, but be finally acted upon there.

This long-distance system requires a vast, costly, and unnecessary correspondence with Washington; destroys initiative and consumes valuable time at each end. I had hoped that the revival of the district system would carry orders to the supervisors to bring about this decentralization in Washington. But, so far, I have not heard of such orders. The lack of ability to settle small matters by the supervisors, which still requires authority to be obtained from Washington, is looked upon by many as only throwing one more obstacle in the way of obtaining prompt results, since the correspondence now must pass through the supervisors also and they can only recommend.

This is all very well for really important matters such as a change in policy, but it is destructive of initiative, wasteful of time, costly in overhead, and is bad administration all around. No large business is managed that way successfully. It is my opinion that the aspirations of the American people as concerns the Government and the Indians can not be met by such a system.

The hopes of the American people that the Government will successfully solve the Indian problem will be futile unless the Indian Bureau reorganizes itself from within by its friends, as the Army quietly reorganized itself and brought about a proper system of administration that enabled it to put 2,000,000 men in France, a surprise to the whole world. This would have been impossible under the system in vogue before the Spanish War when the Army was organized for peace service and not to wage war.

PER CAPITA PAYMENTS

At its last annual meeting the board stated its position on per capita payments out of tribal funds in the following resolution:

Resolved, That the Board of Indian Commissioners places itself on record as opposed in principle to per capita payments from Indian tribal funds; and further be it

Resolved, That with respect to the Chippewa of Minnesota, the board wishes to place itself on record against a partial distribution of the tribal fund at any time, believing that any action taken should be based upon a thorough consideration of the legal status of the Chippewa fund and should be aimed at the proper termination of the trust as a whole.

The Chippewa fund was established at the time of the treaty when the areas of the reservations were fixed. The law provided that the principal sum should be held intact, and with accretions from sales of land and timber, should be distributed 50 years after the completion of the allotment of land. The interest of the fund, however, was to be paid out yearly to the members of the tribe, and this has been done. But Congress has authorized per capita payments out of this principal fund which was to be kept intact for 50 years after allotment, and allotment has not been completed yet.

The tribe as a whole is divided into two classes—one composed of those who have forsaken the old Indian ways and are living in white towns and who are favorable to the idea of winding up the fund so far as competent members of the tribe are concerned, reserving a share for the needs of those who still require Federal guardianship and who make up the other class. Such action as this would practically discharge from guardianship the greater part of the tribe and would leave the Federal authorities free to devote their efforts to the Chippewa who need help. But if the capital fund is frittered away by small per capita payments, the main purpose for holding the fund intact will be lost.

Per capita distribution from tribal funds should be available only for productive purposes. Too often they are authorized by Congress on the plea that all of the tribespeople are in dire need, when the facts are the needy represent but a small proportion of the tribe. The anticipation of per capita payments tend to hinder economic progress, for the prospect of receiving money without having to perform any labor for it quite naturally encourages indolence and thriftlessness. This state of affairs has been observed by members of the board and other disinterested friends of the Indian people. It is not a desirable condition, and we believe no sound reason can be advanced for its encouragement.

WHAT IS AN INDIAN?

The question, "What is an Indian?" has been discussed for some years by scientists, Members of Congress, officials of the Indian and Census Bureaus, and other interested persons. Some hold that an Indian is a person whose native American aboriginal blood is 100 per cent pure, while others declare that, anthropologically speaking, an Indian is a person in whom the native aboriginal blood predominates, thus accepting "mixed bloods" as Indians but restricting the use of the appellation "Indian" to persons of half and more Indian blood.

In view of the increasing interest which students of the American Indian tribes have been showing in the question, Dr. Warren K. Moorehead, a member of the Board of Indian Commissioners and director of the department of anthropology of Phillips Academy, Andover, Mass., made a special study of the definition of an Indian. He addressed a questionnaire on the subject to leading scientists and other interested persons, and the question was discussed at a meeting of the American Anthropological Association which was held at Andover the last week of 1927.

Doctor Moorehead has combined a summary of the replies he received to his questionnaire, with his own observations, in a paper addressed to the board and which is appended in abridged form to this annual report. In this paper he presents his definition of an Indian as follows:

By the designation "Indian" is meant a male or female of native American Indian descent whose father and mother were native, aboriginal Americans in whom the quantum of Indian blood predominated. Further, as Indians, under this designation are included such persons in whom the quantum of blood is one-half Indian and one-half white, that is the father of white descent and mother of Indian, or vice versa. Also are included under the designation "Indian" persons of one-fourth quantum of Indian blood. Under this definition of an Indian, any person, male or female, in whom the quantum of Indian blood is less than one-fourth, ceases to be an Indian. Individuals of Negro-Indian descent are classified according to the predominate quantum of blood of either race.

The Indian population statistics in the 1920 enumeration made by the United States Bureau of the Census were not satisfactory to many persons interested in our Indian people. The principal business of the Census Bureau is to enumerate the Nation's population and classify it into whites, negroes, Indians, Japanese, etc. The census enumerators classified individuals according to their own statements, the statements of neighbors, or they had to exercise their judgment. Consequently many mixed bloods who had so little Indian blood in their veins that it could not be identified to the satisfaction of the census enumerators were counted as whites.

It is suggested that before the 1930 Federal census is taken an agreement be made with the United States Census Bureau for classifying Indians which will give the census enumerators a more precise method of identifying Indians than the elastic system which was used in 1920.

THE AMERICAN INDIAN SURVEY

The report of a survey of the economic and social conditions of the American Indians and of the administration of their affairs by the Federal Government, made by the Institute for Government Research in accordance with the request of Secretary Work of June 12, 1926, was submitted to him February 21, 1928, and was published and distributed some weeks later.

The Secretary indicated to us his desire that the Board of Indian Commissioners should prepare an analysis of this report for the use of the Department of the Interior, and we have consented to do so. The space limitations of our annual report preclude more than a reference herein to the report of the Institute for Government Research. It is our intention to submit the requested analysis in a separate document.

The report of the institute's survey is a volume of 872 pages and is one of the most important documents concerning our Indian people ever published.

It is well described by its title, *The Problem of Indian Administration*. It contains eight general sections—

- (1) A General Policy for Indian Affairs.
- (2) Health.
- (3) Education.
- (4) General Economic Conditions.
- (5) Family and Community Life and the Activities of Women.
- (6) The Migrated Indians.
- (7) The Legal Aspects of the Indian Problem.
- (8) The Missionary Activities Among the Indians.

The survey party of 10 persons, as a whole or as individuals, visited 95 reservations, schools, hospitals, and other units of the Indian field service in 22 States. The high character and reputation for honesty and disinterestedness in research of each member of the American Indian Survey staff give weight to their fact findings and compel respectful consideration of their conclusions and recommendations. The Institute for Government Research is a nongovernment, privately endowed organization with headquarters in Washington.

We sincerely hope that every Senator and Representative in Congress will read *The Problem of Indian Administration*, for Congress alone can make the appropriations and confer the authority of law which are essential requisites to the kind of policies and administration necessary to advance the Indian Service toward the ideal proposed in the survey's report.

The board held its usual meetings during the year. At the annual meeting, January, 1928, Commissioner Samuel A. Eliot, of Boston, Mass., was elected chairman and Commissioner Malcolm McDowell, Washington, D. C., was elected secretary of the board for the ensuing year. Mary Vaux Walcott, of Washington, D. C., was appointed a member of the board, October, 1927, by the President, in succession to George Vaux, jr., deceased.

GEORGE VAUX, JR.

The death of George Vaux, jr., which occurred at his home, Bryn Mawr, Pa., October 24, 1927, terminated 21 years of useful, conscientious, and widely appreciated service for the Indian people and the Federal Government, as a member of the Board of Indian Commissioners, during which time he was its honored chairman for 14 years.

He was placed on the board by President Roosevelt, November 27, 1906, and was elected chairman in January, 1913, and every year thereafter until his death. He missed but one meeting of the board and that was because of a serious illness. He was diligent in visitations of Indian reservations, schools, and hospitals in all parts of the country.

His long experience in field work, his wide acquaintance among the Indian tribes and the jurisdictions of the Indian field service, and his many contacts with the perplexing problems daily arising on Indian reservations gave him a knowledge of the Indian problem and

the manifold difficulties in the Federal administration of Indian affairs which comparatively few other men possessed.

He had numerous friends among the Indians of many tribes and the employees of the Indian Office and the men and women of the Indian field service personnel regarded him as their sympathetic friend and constant advocate.

Always recognizing the obligations of the Government to conserve the property of its Indian wards, to protect them against evil exploitations, and to safeguard their legal rights, George Vaux, jr., ever insisted that the human side of the Indian problem should be of first consideration. He declared that the chief defect in the carrying out of the Government's Indian policy had been caused by the preponderance of attention which had been given to material things, subordinating the real good of the individual man and woman. He wrote this:

The time has come to face about and make the human being the first consideration, without relaxing the efficiency necessary to the proper management of property or the disposition of appropriations made for the benefit of the Indians. If as a Nation we have been culpable in our endeavors to do for the Indians it is because we have been dazzled by the apparent necessity for the administration of affairs connected with material things and have in our blindness neglected the high claims of the spiritual needs of a dependent race.

Respectfully submitted.

SAMUEL A. ELIOT, *Chairman.*

WARREN K. MOOREHEAD.

FRANK KNOX.

DANIEL SMILEY.

MALCOLM McDOWELL.

HUGH L. SCOTT.

CLEMENT S. UCKER.

FLORA WARREN SEYMOUR.

JOHN J. SULLIVAN.

MARY VAUX WALCOTT.

The SECRETARY OF THE INTERIOR.

APPENDIX

The field work of the Board of Indian Commissioners involved Indian sections of North and South Dakota, Minnesota, Oklahoma, Utah, New Mexico, Arizona, California, and New York. The special reports on conditions in the reservations visited are presented in this appendix in an abridged form.

ROSEBUD, CROW CREEK, AND LOWER BRULE SIOUX, S. DAK.

Commissioner SULLIVAN

In August, 1927, Commissioner Sullivan visited the Rosebud Agency in southern South Dakota and the Crow Creek Agency in the central part of that State. This latter agency is composed of the Crow Creek Reservation on the east bank of the Missouri River and the Lower Brule Reservation on the western side of the river.

The Rosebud Reservation, with its population of some 5,800 Sioux, spreads over Todd, Mellette, Tripp, Gregory, and Lyman Counties. The soil is a sandy loam in some places and gumbo and sand in others. The Bad Lands of South Dakota begin in the northwestern part. In general, the reservation is a good agricultural and grazing area. The original area of the reserve was 1,867,716 acres. The present area of Indian-owned land, tribal and individual, is about 872,000 acres, of which 828,000 are allotments.

For administrative purposes the reservation is divided into eight "farmers" districts, each in charge of an Indian Service farmer who, in this jurisdiction, is more of a subagent or field clerk than an instructor of agriculture. The agency has so many leases, so much land-purchase business, so many details of administration which call for office work that the agency farmer has little, if any, time to teach his Indians practical farming or to encourage them to cultivate some of their idle acres. However, most of these Sioux are fairly well skilled in ordinary farm work. They are preferred by white farmers for seasonal labor. The total income of these Indians for the fiscal year 1927 was \$500,501, of which crops raised brought in \$103,000; agricultural leases, \$84,250; grazing leases, \$52,200; wages earned, \$83,000; land sales, \$107,389.

The Sioux is not a natural farmer. It is asking too much to expect that a race of buffalo hunters should become plodding tillers of the soil without a long course of training and the greatest exercise of patience on the part of their mentors. Moreover, farming in South Dakota is subject to distressing setbacks such as were suffered by whites and Indians alike during the drought years of 1925 and 1926. It is not easy to make an Indian cultivate his ground, even when the harvest is a certainty. How much more difficult is it to do so in the face of successive disappointments.

Education of the children on the reservation is taken care of by the Government boarding school of 250 capacity, seven Government day schools, the Catholic mission boarding school of St. Francis with a capacity of 450 pupils, and local public schools which enrolled 408 Rosebud children in 1927.

Tuberculosis is making frightful ravages among the Sioux. It strikes down many of them in their teens. Not only tuberculosis of the lungs but also glandular tuberculosis and certain other forms of this disease contribute to the annual mortality. There is no good reason to remain satisfied with the efforts which are being put forth to overcome this disease among them when we consider that among the whites throughout the country the death rate from the disease has been cut in half during the last generation and a further substantial reduction in this death rate among the whites is confidently expected. Certainly it can not be said that South Dakota is less healthful than the rest of the country; in fact, it seems to be a natural health resort with a dry and salubrious climate.

Vigorous measures should be undertaken at once to remedy this situation. The hospitals now available for tuberculous Sioux are too far distant from the Indians' homes and, besides being inadequate in point of size, the hospitals in the State are for general purposes and it is usually out of the question to gain admittance in them for Indians suffering with this disease. A Sioux tubercular sanatorium is needed and the buildings at old Fort Meade or Fort Thompson, now no longer needed for military purposes, might very well be converted for such a use.

The Crow Creek Reservation is the home of 924 Lower Yanktonai Sioux, of whom about half are full bloods. The original acreage of this reserve was about 295,000 acres; 175,082 acres have been allotted. These Indians now farm 1,436 acres and graze an area of 28,000 acres.

In September of each year a fair is held on the Crow Creek reserve. Prizes are given for farm products and considerable competition has been developed in the matter of the quantity and quality of the farming done by various Indians. Those who win prizes have their names posted in the office. The Indian loves games. The spirit of competition for prizes, honors, and badges at such fairs stirs them to action. The children should be encouraged in this way at an early age, for if the lesson is learned in youth it is likely to last. Unquestionably, strong and persistent efforts should be made to keep the Indian on his farm. There is a natural tendency for the young Indians to become rovers and wasters. Their money should be used in buying land for them and in improving it with a home, trees, and farming implements.

The Indian agent at Crow Creek has charge of the band of Lower Brule Sioux living on the western side of the Missouri. These Indians number 598, and 49 of them are reported as being engaged in farming and stock raising.

DEFINITION OF AN INDIAN

Commissioner MOOREHEAD

Because "a definite and generally acceptable definition of an Indian has never been written," Commissioner Moorehead made a study of this question and addressed letters to a number of scientists and other interested persons to obtain their views on the subject. Although there was found to be no general agreement as to such a definition most seemed to favor the following draft which had been prepared by him:

"By the designation 'Indian' is meant a male or female of native American Indian descent whose father and mother were native, aboriginal Americans in whom the quantum of Indian blood predominated. Further, as Indians, under this designation are included such persons in whom the quantum of blood is one-half Indian and one-half white, that is the father of white descent and mother of Indian, or vice versa. Also are included under the designation 'Indian' persons of one-fourth quantum of Indian blood. Under this definition of an Indian, any person, male or female, in whom the quantum of Indian blood is less than one-fourth, ceases to be an Indian. Individuals of Negro-Indian descent are classified according to the predominate quantum of blood of either race."

Another definition favored by some was as follows:

"Any person, male or female, in whom the native American aboriginal blood predominates is hereby classified as an Indian. In individuals in which negro blood is in evidence the classification shall depend on the predominance of blood of one race."

In his questionnaire on this subject Commissioner Moorehead stated, "Much confusion has arisen in our administration of Indian affairs and, also, much gross injustice, because we have never defined an Indian. We are now including as Indians people who are one sixty-fourth Indian and sixty-three sixty-fourths white. I am informed by the Indian Bureau, by some Congressmen, and by other people interested in the welfare of our Indians that endless confusion results from our lack of official clarity with reference to who is and who is not an Indian. Obviously, I find it extremely difficult to condense in a few words such definition as might be acceptable to the Congress. Various methods of classification suggest themselves. This difficulty besets us at the beginning; apparently the physical anthropologists would desire a rather lengthy definition, the ethnologists might favor another, and the officials of the Indian Bureau a third. Congress might act favorably on a concrete definition couched in simple language."

FORT TOTTEN INDIAN AGENCY, N. DAK.

Commissioner SEYMOUR

The Fort Totten Indian School and the Devils Lake Reservation, situated in northeastern North Dakota, were visited by Commissioner Seymour in September, 1927.

The Devils Lake reserve, occupying 137,381 acres in Benson County, has been an open one so long that it is no longer distinctly "Indian country." Allotments were made in 1891, the roll approved in 1893, to fewer than a thousand Sioux of the Cuthead, Sisseton, and Wahpeton bands. The 25-year trust patents on these allotments would have expired in 1918, but were continued for 10 years more. In 1928 the extended period will come to an end; so the vital question is the advisability of a further extension of the wardship of the Government over the lands of these Indians and their activities.

The Devils Lake Sioux rank high in intelligence. There is a degree of capacity and comprehension that is an outstanding Sioux characteristic. The results of allotment among these Indians might fairly be considered typical of the better groups of Plains Indians. They dress in the same clothes—though not so clean—as their white neighbors. Overalls and blue calico dresses, in more or less acute stages of disarray and maculation, are the usual order. Only among the older people does the Sioux language prevail. Industrially, years of precept and example and white contact have given these people a comprehension of farming ways, and experience in practicing them.

Housing conditions show a notable progress as compared with the tepee life of 35 years ago. As compared with modern American ideals, they would in the main be considered deplorable, even horrifying. From homes such as any white farm family might possess, the scale descends to one-room log cabins or dingy shacks in which the outer boards are covered with tattered tarpaper. About the style of living in these houses one can not be enthusiastic. There are well-kept homes but they are the exception rather than the rule. Dirt and disorder prevail, but even worse than these is the overcrowding which comes when the long hard winter drives them in from the tepees and the outside fires the old ones still love. The great need here, as everywhere in Indian country, is a movement directed toward raising the standard of living. But with the best-directed efforts the accomplishment of such an aim is a matter of not one but several generations.

Of the original allotments around Devils Lake 566, or about one-half, have been patented and sold. This process continues; 24 were sold during the past year. Of those still under wardship 18,000 are leased by the Government presumably for the benefit of the Indian owners, but this is the wrong way in which to refer to this policy; they are leased, as a rule, very decidedly to the detriment of the Indian owners. The purpose of the allotment policy was presumably to create a race of farmers; but the effect of leasing has been to foster a race of noncompetent landlords, adding the traditional arrogance of landlordism to the helplessness of the ward.

Intellectually, physically, politically, the Sioux of Devils Lake seems as well fitted to care for himself as the average citizen. His two great failures are in his low standard of living and in his improvidence and irresponsibility. Any future policy should be directed specifically toward these two points. The whole purpose of the school system has been to raise the standard of living and the allotment policy to develop responsibility. In both cases there has been a really considerable measure of accomplishment, but it is not the distance already traversed but still to be covered that arrests our attention now.

To encourage the Indians to save seed corn over the winter for the next planting time, the agency superintendent has provided a place for storage so the Indian farmers can develop some responsibility in this matter. He also wishes to provide a flour mill so the Indians can bring their grain to be ground into flour and thereby stopping them from selling it and wasting the proceeds. Such things as these are commendable steps in the right direction; but the backboard pull of easy lease money and free rations is a serious handicap to all effort along this line.

At the Fort Totten boarding school it was recommended that a seventh grade be added. It would mean a real addition to the general training of these boys and girls, and should be directed specifically toward making them more industrious and more sanitary farmers and housewives when they return to their homes.

A development needed at this agency is a home follow-up system which shall have for its purpose the extension of school ideals into the home, with the addition of a well-chosen employee whose work shall be directed specifically toward raising the standard of home life.

A survey of this reservation, in the light of the allotment policy and its results, indicate certain conclusions, which are listed as follows:

1. Allotment in severalty has created a sense of ownership but not always a sense of responsibility. The leasing system has effectually destroyed the latter.

2. Making each Indian man a farmer is too comprehensive an ideal. We should plan so that those who do not look far enough ahead for farming can work as employees in some form of industry.

3. During the period of tutelage the Indian has learned much, but the work has always suffered from lack of completeness. In particular, the thought that the Indian home is our chief objective has not been stressed sufficiently. Indian school work is improving from year to year; but it still lacks the follow-up which will make it truly and practically worth while.

BISMARCK INDIAN SCHOOL, N. DAK.

Commissioner SEYMOUR

The Indian school located at Bismarck, N. Dak., was visited by Commissioner Seymour in September, 1927.

This is a nonreservation school of 115 capacity for Indian girls. The pupils come chiefly from three sources: the Fort Berthold Reservation, where there are grouped members of Arikara, Gros Ventre, and Mandan tribes; from Sioux reservations in various parts of the Dakotas; and from the Turtle Mountain Chippewa in northern North Dakota. Of these the Turtle Mountain folk are the neediest and the least Indian, being descendants of the "Crees," or Chippewa half-breeds. The school carries nine grades, has three academic teachers, and at the time of Commissioner Seymour's visit a fourth teacher for the assembly room and junior high-school work was expected. With the additional teacher the school was prepared to inaugurate the "platoon system" as recommended by the Indian Office.

The school is well located on a bluff overlooking the Missouri River and the view, either up or down the stream, is beautiful indeed. Some of the land back of the school buildings is useless and it has become advisable to lease some acres of pasture for the school cows. Land prices being low at the present time offer an excellent opportunity to purchase additional land for pasture.

The atmosphere of the school was found to be homelike. Undoubtedly, the fact that this is for girls only has aided in the development of such a feeling, as there is much less need for restraint and constant supervision than with coeducation. The plant was clean and in good order and the good feeling between the employees and pupils was most eloquent testimony to the reality of the school spirit. The cordial attitude of the town of Bismarck toward the school and its pupils is one of the happiest features of the situation.

The report states, "The dormitory building was attractive throughout. This is a strong statement when one thinks of what the dormitory basements may become, and all too frequently do become. These basements were clean, freshened with new paint and varnish, well aired and lighted. They would be a credit to any home. Throughout all the buildings the floors were in splendid condition, polished, and beautifully clean. The sleeping rooms were inviting and the dining room was in excellent condition."

It was pointed out in this report that there is great need of home training for Indian girls and the domestic science instruction should not aim to create a group of teachers but to raise the very primitive Indian homes to a higher level of sanitation and wholesomeness. It was stated that "there is something of menace in the present tendency to put the greatest emphasis upon academic training to the slighting of industrial work." The greatest need of the Indian young people is not academic knowledge but how to live as the white man lives, if they are to take their place in modern life. Continuing the report states, "A great need of the Indian Service is a follow-up system to bridge the gap between school and adult life. The boys and girls who wish to take their places in the usual life of the world should be encouraged and aided to do so. Positions should be found for them, and especially opportunities for vocational study which will qualify them for better work."

Leaving Bismarck, Commissioner Seymour made a short stop at the Standing Rock Reservation in southern North Dakota, a large reserve which extends over the State line to the south. Over 3,600 Sioux are accredited to this jurisdiction.

Superintendent Mossman, who has spent more than a quarter of a century in the Sioux country, is dealing very effectively with the Standing Rock empire. It is divided into seven subagencies, each with a farmer in charge. Of these, three were visited, the agency farmers were found to be alert and vigorous men, ably backed up in their efforts by the untiring energy of their superintendent.

While the manner of living, here as elsewhere, is vastly in need of improvement, yet there is much encouragement in what is being done. When one thinks that nomadic life prevailed little more than a half century ago, the progress is noteworthy. It is not surprising that good friends of the Sioux, such as Major McLaughlin, knowing the race well, believed a few years ago that the time had come for the issuance of patents in fee.

Yet the result of these certificates of competency was almost uniformly discouraging. Land lost, proceeds dissipated, the emancipated Indian drifted back to the cabin of some still protected relative and did his best to live still under the shelter of wardship. It appears that the wardship over one can not end until all have passed out of the period of tutelage.

Inasmuch as these Indians were variously allotted over a period of several years, their trust periods will expire at intervals during the 1930's. This fact and the still existing surplus lands will prove real complications in a situation that can never be simple. At present trust periods are being extended on other reservations, without, apparently, any real consideration of the underlying questions. These extensions are merely a continuance of the matter, but some day time itself will move a cloture and a vote must be taken. There should be real consideration now and not mere postponement.

TURTLE MOUNTAIN INDIAN RESERVATION, N. DAK.

Commissioner SEYMOUR

The Turtle Mountain Chippewa residing near the northern boundary of North Dakota were visited by Commissioner Seymour in September, 1927.

These Indians, numbering about 4,000, are of mixed blood. The early French voyageurs and trappers came into the country inhabited by this Chippewa band, and the Indians now have an undoubted mixture of French blood and many of them speak a French patois. This Turtle Mountain, or hill country, which extends over the line into Canada, became the hunting grounds of the Chippewa before the coming of the white man. In 1892 an agreement was made with these Indians for the formation of a reservation in their old home country and two townships were set aside for the full bloods. The mixed bloods, the great majority of the tribe, were not given lands until 12 years later when all the near-by country had been taken up by the whites. This necessitated allotting them on the public domain in western North Dakota and in Montana, many miles west of their old home. Patents in fee were soon given to many of them and their property was soon alienated. Now about 1,000 live in the west and the balance, about 3,000, are concentrated on the two townships in Rolette County, and nearly 80 per cent are landless.

The big problems of the Turtle Mountain Chippewa fall under three heads—industrial, educational, and law and order needs.

The northern part of the reservation is brush country and the southern area is good prairie where farming can be carried on profitably. The possibilities of the brush country are very limited; some Indians carry on a small amount of dairying. The resources of the Indian lands are insufficient to support the large population located there, and as a result Rolette County is burdened with a great proportion of landless and often foodless Indians, willing to work for wages but without any opportunity to do so except for a short season of the year; lacking the foresight and the thrift to invade new countries in search of employment or to plan their lives so as to make the best use of the scanty resources they have.

In this county, during the winter of 1926-27, there was an expenditure of more than \$12,000 for poor relief; and most of this went to relieve the needs of patent-in-fee Indians who were without food and clothing in the severe weather. The population of this county consists of 6,000 whites and 3,000 Indians. None of the latter pay any taxes, as those who are in the taxable class have no

property. This means that for the relief of Indian distress each white man, woman, and child in the county paid \$2 during the year, a rather severe burden to add to the regular county taxes for administration, roads, schools, law enforcement, and the like. It is not surprising that a strong plea was made to Congress for an appropriation of \$15,000 to relieve distress here. One can not question that the relief of distress at this place is a burden which is well nigh too much for a single county to bear.

The land is not plentiful enough nor productive enough to provide for the great number of Indians gathered there. Giving them money in any particular winter, of course, serves to draw others back from Montana, and to make the situation even more acute with each succeeding year. Add to this the fact of their rapidly increasing families, for these are an unusually prolific people, and you have the elements of unending need. Instead of any action tending to call them back, every action should be taken that will make possible their dispersion. Those Indians who are at present in Montana should be given every encouragement to remain there; and if there is possibility of settling others who still have western allotments upon their lands it should by all means be done.

The agency superintendent is directing much effort to a program which is designed to educate the reservation Indians to the point of grain raising and feeding. An elevator has been purchased and this will serve for grinding and storing grain for stock. The hope is that in another year a mill may be set up at which wheat may be ground into flour for family use. Those having brush land are being encouraged to clear it to raise a certain grade of wheat which will be issued reimbursably. Another prospective reimbursable purchase is a small combination harvester and thresher which will offer a better method of handling the small acreage of the Indian farm than the present thresher gang, which often leaves the Indian farmer very little more than his experience when the wages are paid.

To relieve the industrial situation at this agency the Indian Office should direct its attention toward the obtaining of employment; also there should be cooperation with the employment service of the Department of Labor. Immediate and practical work along this line is a very important step.

The educational situation at Turtle Mountain also calls for immediate consideration. In March, 1927, there were found to be 230 children at this agency not attending school. A 1-room day school at Dunseith is the only educational activity carried on by the Government on the reserve. The distant Indian Service and mission schools are taking as many of these children as they can take care of. The public schools are too far for many of the little children to walk. Many parents have not proper clothing for their children to wear, nor can they provide the lunch basket with food for the noonday meal.

Apparently the only way in which all the eligible children of this agency can be placed in school is by the establishment of a boarding school on the reservation. It is late in the day to establish a boarding school in this section of the country, but the fact that it should have been done sooner only heightens the present necessity. A school of not less than 200 capacity is needed. With such a school established, the solution of the educational difficulties of this jurisdiction will be brought about and also offer a very important aid in relieving the deplorable industrial situation.

The nearness to the Canadian border makes the problem of law enforcement particularly difficult here. The lack of educational facilities and industrial opportunities, in addition, are the foundation for a breeding ground of vice and crime. The incentives to ill doing are far stronger than the inducements toward well-doing, but the reservation is as well-behaved as the non-Indian towns in its neighborhood. The superintendent with his two policemen, assisted by the occasional visit of another Federal officer, can not scope adequately with the situation presented here. A law and order officer should be here most if not all of the time, and he should be backed up with such other assistance as he finds necessary.

CONSOLIDATED CHIPPEWA AGENCY, MINN.

Commissioner SEYMOUR

In September, 1927, the Consolidated Chippewa Agency, with headquarters at Cass Lake, was visited by Commissioner Seymour. All the Chippewa in Minnesota, with the exception of those at Red Lake, are under the jurisdiction of this agency.

The five former reservations of these Indians extend over a great share of northern Minnesota, from the northeastern tip at Grand Portage west to White Earth and south to Mille Lacs. But this land is no longer in any real sense Indian country. Over all of them the supervision of the Government is limited, and in many cases it is purely nominal.

No Indian tribe will show a greater diversity of adaptation to white life than these Chippewa. Of the more than 10,000 under the combined jurisdiction, more than half live without the borders of the old reservations. More than 2,300 are living outside the borders of the State, and merge into the white population in various parts of the United States, without any sense of difference. From these people who are not in any way to be distinguished from their neighbors of the white race, the scale descends to the irreconcilables in the remote sections of northern Minnesota, living as wild a life as the forests and lakes will afford them. In other words, the Chippewa are as varied in their manner of living, their tastes and their accomplishments as so many thousand people of our race would be. They illustrate admirably the futility of sweeping general statements as to what the Indian is or is not, will do or will not do.

In accordance with their own strongly expressed desire all the Indian Service boarding schools among these Indians, excepting Red Lake, were closed a few years ago. The public schools of the State are now used by the tribe except in a few remote places where the Indian Service still operates day schools. Some of the Chippewa children go away to nonreservation schools in other States—Wisconsin or the Dakotas. The attendance in the public schools averages as well as that of the white children with whom the young Indians study.

While the sight of an occasional abandoned Government school plant occasions regret, on the whole it appears that attendance upon the public schools is working out excellently. With the careful and intelligent supervision which is being given to the situation, attendance is regular, difficulties are being ironed out, and the Chippewa child is being brought into the same status as the white child of the State wherever this is humanly possible. The situation here gives one a forward look into the future of the tribe.

In health matters there is a cooperation between Federal and State authorities which also points to future development for the tribe. The response to health activities among the Chippewa is good, and they make use freely of the hospitals and sanatoria. The Government has converted the former boarding school at Leech Lake into a sanatorium for 80 or more patients and also maintains a small general hospital at the same place. Another hospital is also conducted at Cloquet.

The Chippewa tribal fund of several million dollars was established at the time the treaty was made which fixed the reservation areas. The common interest in this fund is the one thing that holds these people together. The law provided that the principal sum should be held intact, and with accretions from other sales of land and timber and the like, should be distributed to the Indians 50 years after the completion of allotment. The interest, however, was to be paid out yearly to the individuals of the tribe. This has been done; and not infrequently the pressure brought to bear upon Congress has resulted in the distribution of a per capita payment from the principal. Every winter brings its agitation for a per capita payment, and the constant anticipation of easy money is an influence toward thriftlessness at all times.

The use of this fund is the great question which keeps Chippewa faction alive and in controversy. The winding up of the affairs of the tribe and the removal of the competent individuals from all governmental relations is at present being held in abeyance awaiting the settlement of their claims amounting to seventy or eighty millions. Naturally few wish to be cut off from the tribal rolls until the tribal fund has been swelled to its utmost proportions. When the question of the claims against the Government are finally settled and the competent members of the tribe are classified and released from all restrictions this would practically discharge from guardianship the greater portion of the tribe and leave the Federal authorities free to devote their efforts to those who are in need of help.

The story of the White Earth allotments and land sales lead one to something like a conclusion that it is the exceptional Indian who retains his land when he is given the power to alienate. Whether it be under the permission of a Clapp amendment which allows mixed bloods to dispose of their timberlands, or under a declaration of policy which declares Indians competent to manage their own affairs, the removal of restrictions, in 9 cases out of 10,

means the removal of the lands from Indian ownership. The White Earth Indians have been temporarily quite prosperous, first in the sale of their lands, and second in the recovery of more money where the sales had been adjudged unfair. Now they are experiencing the poverty which follows extravagance. And some of them are experiencing the ordinary life of industry and self-support that falls to the lot of the average white citizen. The lessons learned from being actually thrown on their own resources may prove the most valuable of all.

The Chippewa, people of the streams and wood, are not becoming farmers and their country is not well adapted to successful farming. Fortunately for them, Minnesota is well developed as an industrial State; and it is probably to this fact more than to any other except perhaps the all-prevalent blood mixture, that we owe the progress of the Chippewa in adaptation to modern industrial life. They are to be ranked among those whose absorption in the common life of their State is a reasonable expectation. For a great proportion that absorption has already practically taken place; for many more it is going on steadily.

RED LAKE CHIPPEWA AGENCY, MINN.

Commissioner SEYMOUR

The Red Lake Chippewa, the most northern band of Chippewa in Minnesota, was visited by Commissioner Seymour in September, 1927.

The reservation of these Indians, which is still unallotted, lies upon and around Red Lake, with its upper and lower branches combined forms the largest body of fresh water within the boundaries of a single State. The land is heavily timbered. The band, numbering about 1,800 individuals, is grouped into two distinct communities, the greater number living in the woods about Red Lake are known as the "Christian" Indians. The pagan or "big medicine" Chippewa, 500 or so in number, are in a section known as Ponemah, a point of land stretching westward to divide Upper and Lower Red Lake.

This jurisdiction is well supplied with schools. At the agency is the Government boarding school; and, within a mile, the mission boarding school of the Catholic Church. Each cares for about 100 children. On the point is the Cross Lake School, of about the same size. Besides this, approximately a hundred are away and in public schools; while a smaller number is cared for in the nonreservation boarding schools of the Government. Altogether, there is adequate school opportunity for all these children.

Health needs are apparently having all consideration. The hospital at Red Lake has recently been put into the best of order, and presents an extremely professional and attractive appearance. These people are quite willing to accept medical aid, but do not like to endure the confinement of a hospital any longer than is absolutely necessary. Field nursing is the obvious need here as in many other places in the Indian Service. This need is in process of being filled.

Economically these Indians are in a peculiarly favorable condition. The main industries are the fishing, which brings in an income of about \$50,000 yearly; and the sawmill and logging, which maintain a pay roll of about \$10,000 a month. With a cash income of such an extent, with abundant land for gardens and pasture, with abundant fish and game, fuel for the gathering, wild fruit of many sorts for the picking, and with the greater number of the children of school age fed, clothed, and sheltered for at least 10 months of the year, there is certainly no reason for anything approaching poverty. They are indeed highly prosperous, and the poverty from which they suffer is not material, but of the spirit.

The trouble here can be told in three words—dirt, drink, promiscuity. Against these evils schools and missions, programs of building and development, have as yet made little headway. In size and finish the Indian homes at Red Lake are somewhat above the average of Indian dwellings, but within there is disorder, overcrowding, and disease-breeding filth. There should be income enough to provide better things; but the desire for them is lacking. Only continued contact with higher ideals can arouse the desire. It is to be hoped that the work of the field nurses may be directed toward awakening a feeling for cleanliness and for wholesome surroundings. Mere treating of disease is futile unless the underlying conditions are improved.

Wretched homes and drunken inhabitants are perhaps accountable for an absolute disregard of what the white man considers essential family morality. It is not through lack of acquaintance with white man's standards; for these

Indians have had schools and churches for more than a generation. Something more than precept will be necessary if these ways are to be mended.

Improvement of the law-and-order situation among these Indians is an indispensable preliminary to the allotment of the lands. A good deal of moral ground needs clearing; and that clearing should not wait until the land is partitioned.

SISSETON INDIAN AGENCY, S. DAK.

Commissioner McDowell

The reservation for the Sisseton and Wahpeton Sioux Indians in northeastern South Dakota was visited by Commissioner McDowell in July, 1927.

The Indian population at this agency is close to 2,500, an increase of nearly 700 since 1889, when allotment of the lands began. This is a reserve with no Federal or mission school of any sort, no Indian Service hospital, no tribal lands or funds, no Indian court, and no important tribal interests excepting a claim against the United States which is now before the Supreme Court. The Sisseton area, particularly the fertile Whetstone Valley, is one of the richest agricultural regions of the State. The wedge-shaped reserve, extending southward from the North Dakota line, originally approximated an area of a million acres, but land cessions and sales have reduced the Indian-owned area to about 120,000 acres.

The Sisseton and Wahpeton people are said to be the most civilized of the Sioux Nation. They have lived in closer proximity, and much longer, with white farmers than any other of the Sioux subtribes. Their neighbors are rated as first-class agriculturists. By example and contacts these Indians for a number of years have been afforded many opportunities to become interested in farming their own lands. Enough of them have been successful farmers to prove that the Indians here can farm—if they want to. They are sought after for farm labor because of their skill and knowledge in all kinds of farm work.

Many of these Indians lease their farms, preferring to be landlords rather than dirt farmers and obtaining a certain income from rentals rather than risk a crop failure in a region where conditions have been poor for several seasons. Confronted with this situation the superintendent has made considerable progress in stimulating an interest in gardens. Very few places in the Indian country can show so many good-looking gardens. Besides 90 per cent of the Indian families keep chickens and 35 per cent milk from 1 to 20 cows. With every family having a garden, chickens, cows, and a good root cellar the superintendent expects the lease moneys to supply the necessary cash for the family needs.

Given normal crop conditions there seems to be no valid reason why any able-bodied Indian of this reservation should not be entirely self-supporting. About 700 of these Indians have received patents in fee to their allotments, and according to the best information available fully 90 per cent of them sold their lands and used up the proceeds. However, most of them since have inherited property; some are living on the allotments of their wives or children, have planted gardens, made root cellars, are milking cows, and are doing something in the way of self-support. Land sales are now discouraged, and only a limited area is alienated at the present time.

The Indians are well housed, a number of the dwellings having been built by the Indians themselves and a still larger number through the agency office. Repairs as a whole are not well kept up, and but few homes have been repainted.

About 16 per cent of these Indians have some form of tuberculosis and around 12½ per cent are trachomatous. The general health conditions have been pretty fair for several years, however. The agency physician maintains an operating room and dispensary at the town of Sisseton. Many of these Indians have been patronizing private hospitals, and when they had plenty of money some years back it was not difficult for them to pay for treatment. Now they have difficulty in meeting the costs of hospital treatment. Some tubercular cases have been sent to sanatoria in Idaho and Iowa, there being no institution in North or South Dakota maintained by the Indian Service to take care of them. A tubercular sanatorium for this area is a great need.

Of the 600 children old enough to go to school 279 are enrolled in the public schools, 234 are attending the nonreservation schools of Flandreau, Haskell, Pierre, Pipestone, Rapid City, and Wahpeton, 12 are in mission schools outside the reservation, and 75 are not attending any school. The larger proportion of

those out of school are children of parents who are not progressive and do not care to have their children attend.

The truancy law is not well enforced in two out of four of the counties where the Indians live. The superintendent and day-school inspector do not appear to be particularly happy over the public-school situation. A considerable number of Indian parents appear to be rather indifferent, not to say somewhat hostile, to the idea of sending their children to public schools. They prefer the nonreservation institutions where the children are clothed and fed at Federal expense. There is no apparent prejudice of white people against the Indians attending school with the whites, but Indian boys and girls are not as alert mentally as their white schoolmates, nor as cleanly in their persons and habits. Consequently the Indians do not receive the attention from their teachers which the white children get. Then, too, many Indian parents do not have the money to clothe their children properly. The effect of these several causes is irregularity in attendance and parental indifference.

STANDING ROCK INDIAN RESERVATION, N. DAK.

Commissioner McDOWELL

The large Standing Rock Indian Reservation, originally covering an area of 2,500,000 acres, was visited by Commissioner McDowell in July, 1927.

This is the country of the Hunkpapa, Miniconjou, and Yanktonai Bands of the Sioux. These Indians played an important part in the wars on the northern plains and they were leaders in the battle that resulted in the death of General Custer and his command. They now number about 3,640, and 2,236 are reported as full bloods. The agency headquarters is at Fort Yates in North Dakota and their lands, now reduced to 1,050,000 acres, extend southward over the line into South Dakota. Practically all of the land which was turned over to the unrestricted Indians when they were given their patents in fee has been sold to white men, but most of the patent-in-fee Indians have some inherited lands. Almost all of this area is available for agriculture or stock raising.

More farming is done here by full-blood Indians than on almost any other Indian reservation. On most agencies the large farms are operated by the mixed bloods only. The greater number of farms here have from 20 to 80 acres in corn, wheat, rye, flax, and barley. With few exceptions, every home had a good garden and root cellar and many families had chickens and a few milch cows. During the time this place was visited the Indians were busy in their fields; the crop prospects were bright and the entire reservation had the aspect of a prosperous, well-cultivated, busy farming community.

The agency superintendent said that most of the credit for the good showing made by the Standing Rock Indians must be given to his seven agency farmers. They display an enthusiasm and good sense that has resulted in bringing about real progress among their charges. The farmers not only teach agriculture and encourage the Indians to farm but also act as subagents, representing the superintendent in their respective districts. They make recommendations as to the use of Indian funds, supervise the activities of the farm chapters, and in general look after all the details of the daily life of the families throughout the country in their charge.

The agency staff is actively engaged in carrying out the well-known five-year industrial program of the Indian Service. Through the organized chapters the men are given theoretical and practical instruction in all phases of farming and the women, through farm chapter auxiliaries, are learning much about the care of children, clean homes, poultry raising, gardening, canning, and preserving. Clubs have also been organized among the boys and girls.

The Standing Rock Sioux are far from being rich Indians. They never have much ready cash. If the money belonging to the tribe and to individuals now in the Treasury, in banks, and at the agency were to be distributed pro rata, each Indian would receive only about \$200. The 3,000 allotments of land have an estimated value of \$18,650,000. In 1927 the total income of these Indians amounted to \$556,808, of which approximately \$270,000 represented the value of farm and garden products, almost all of which was consumed by the Indians themselves. Actual cash receipts averaged between \$90 and \$100 for each person.

According to the superintendent, the result of the issuance of patents in fee and certificates of competency, with consequent removal of restrictions, on this reservation has been disastrous to the Indians in every way. There are very

few who have not disposed of their lands, and some of them live on their children's lands, some on their wives', some on church property, and a few even live on their friends' lands. There is still so much land in possession of Indians that they are not crowded in any way to live. The effect of making the Indian landless has been to make him more dissatisfied, less respected, diminished in his own self-respect, and with less opportunities to be independent. Practically all the land patented has been sold; the proceeds of much of this land have purchased automobiles; some of it was simply "lived up." Some Indians attempted to emulate the white man and bought tractors and proceeded to farm on a large scale and lost everything.

At the close of the school year 1927 out of 969 children of school age there were 908 in school. The agency boarding school with a capacity of 220 had 247 enrolled and at the Little Oak day school there were 24 and 23 at the Cannon Ball day school. Nonreservation schools took 116 Standing Rock children, 34 went to mission schools and 98 children away from the reserve attended distant public schools. Twenty-five of the 40 public schools within the reservation enrolled 366 Indian children. Two of the counties within the borders of the reservation have little money and find it difficult to maintain their schools; four of these schools and the quarters for teachers are in Government-owned buildings.

The establishment of the seventh grade is recommended at the agency boarding school and the old buildings need considerable attention.

Although no unusual amount of sickness has been reported here the bad sanitary conditions around the Indian homes justify the belief that health conditions are far from satisfactory. Field matrons or field nurses are needed at this place. The frame hospital of 30 beds at Fort Yates is in need of repairs, the doctor in charge looks after the Indians in the northern part of the jurisdiction and one located at McLaughlin takes care of Indian patients on the lands in South Dakota.

PINE RIDGE INDIAN RESERVATION, S. DAK.

Commissioner McDOWELL

During August, 1927, the Oglala Sioux living on the Pine Ridge Reservation in southwestern South Dakota was visited by Commissioner McDowell.

This band of Sioux numbering about 7,800 constitutes the largest subdivision of the Dakota Nation. Some of the most prominent Indian chiefs were of this group; the old full bloods here are conspicuous examples of the finest type of American Indians—the red men of the plains, the buffalo hunters of the wide prairies. They are dignified, courteous, innately honest and religious, intelligent, rather shrewd in a way but almost childlike in matters of business. Physically they are superior to many other tribes; they are a fine looking people.

Originally the reservation lands covered an area of 2,789,309 acres, of which 1,812,094 acres were allotted, 756,037 acres sold by authority of Congress, and other tracts reserved for school, agency, and mission purposes. There are left 170,219 acres of unallotted and unreserved land of little value for anything. This rectangular shaped reserve covers four counties. In the east the soil is generally good, in the northwest a large area is in the famous Dakota Bad Lands, in the south are the sand hills, which are worthless for farming. A considerable portion of the reservation is fair to good grazing land.

The outstanding and encouraging development revealed by the visit to this agency was the industrial advance made by these people in the short space of some 30 months. The significant feature of this betterment in economic conditions is that the superintendent's efforts to effectuate his industrial program has the cooperation of the older rather than the younger Indians.

In 1925 a 5-year industrial program was started on the reserve. While at the reservation in 1927, Commissioner McDowell selected the names of 18 Indians at random and made a close study of their records. When the industrial program was started, they farmed in the aggregate less than 150 acres; the 1927 records showed their little farms totaled nearly 900 acres, an increase of 600 per cent. This is a remarkable showing and indicates an effective leadership on the part of the superintendent and an intelligent and loyal cooperation of the agency farmers.

The industrial program centers on the purpose of getting each Indian to have a permanent home for himself and family on his allotment or that of some member of the family, with a good well and sufficient crops and enough garden truck to enable him to be self-supporting and self-reliant. "Not one 500-acre farm but one hundred 5-acre farms" is Superintendent Jermark's way of putting it.

The superintendent has the backing of a large number of the influential full bloods and of the clear-thinking mixed bloods who, from sad experience, have learned the bitter lesson of the landless man. Pine Ridge has its fair share of loafers, Indians whose principal job is visiting around, who do no work themselves and keep others from working, who sponge on the man who has some food. But there are not so many of them, and most of such are made up of the young men who are "feeling their oats."

The superintendent states that these Indians are generally too poor to be provided with suitable tools. When the first survey of conditions was made three years previous, it was found that a hoe, rake, walking plow, and a spau of Indian ponies made up the average equipment. These people like to work in groups. If one has a plow, the neighbor or neighbors work with him and then move on to another place to plant what to the white man would seem to be very small patches. Until the Indians are able to equip their farms and purchase cows and hogs, it is best for them to lease such land as they can adequately handle.

The older Indians at Pine Ridge expressed concern in regard to their young people who were returning from school where they had learned much of the white man's ways and had forgotten much of the old Indian life.

No one can rightly object to the statement that our nonreservation schools are giving Indian boys and girls a first-class education; that in the process the young people do lose much of their reservation ways of thinking and doing; that the schools deliver them to the reservation line well dressed, clean, habituated to discipline, and imbued with the school spirit; that then and there the homeward-bound students are literally turned loose, with no one to encourage them to carry on the school teachings, to help them adjust themselves to the new order of things.

Much of the money and energy expended in Indian education is wasted because there is no particular effort made to find a market for the school products. Every year hundreds of young Indians physically, mentally, and educationally equipped for self-support are returned to their homes from the schools. They are rid of roll calls, schedules, and the many restrictions incident to school discipline. They can go and come as they please. There is no work for them on or near the reservation excepting perhaps a few days here and there in the harvest field. Their parents seem to be quite willing they should loaf around the home or go visiting. Home conditions tend to discourage the immediate gainful use of the academic and industrial teachings of the schools. There is no one whose business it is to lead them to paying jobs. The question carries its own answer—place students in contact with jobs as soon as they leave school.

The only avenue of industry on the average reservation open to Indians—and this is true at Pine Ridge—is some branch of agriculture, and the makings of a successful farmer are missing in most Indians. Many are trained for trades at schools, and, since they show skill in this type of work, they should be given a chance to make the best use of their special training and abilities.

UINTAH AND OURAY INDIAN RESERVATION, UTAH

Commissioner SCOTT

The Uintah and Ouray Reservation, in northeastern Utah, was visited by Commissioner Scott in October, 1927.

This Executive-order reserve, originally containing some 360,000 acres, is the home of three bands of Northern Utes. The band of Uintas numbers 499, the Uncompahgre 452, and the White Rivers 245, making a total population of 1,176 for the agency.

This country of the Uinta Basin is a dry region, and the matter of irrigation is of the utmost importance here, for without the presence of irrigating waters agriculture in these parts is a precarious pursuit. By the act of June 21, 1906, Congress appropriated \$600,000, to be reimbursable from the proceeds of land sales within the reservation. For a time it was thought, because of certain provisions in the act, that the State of Utah could appropriate the water

rights of the Indians if water was not placed on the lands during a period of five years. The Indian Service has made beneficial use of the water rights of the Indians and has complied with the provisions of the State laws, but it maintains the position, however, that the State statutes of abandonment do not apply to rights of the Indians on the reservation.

The Utes are allotted and have 40,062 acres under cultivation with 281,000 acres of surplus tribal grazing and timber lands. There are 24,812 acres of allotted lands leased to white men at an average rental of \$1.25 per acre plus the irrigation charge of approximately 75 cents per acre. There are 77,273 acres under ditch.

Last year there were harvested by Indians 52,660 bushels of wheat, 54,000 bushels of oats, 17,500 bushels of corn, 42,000 tons of alfalfa hay, 3,600 tons of clover hay, and 1,600,000 pounds of alfalfa seed. The Uinta Basin raises a large proportion of the alfalfa seed used in the United States and is the most valuable crop here.

The raising of livestock is another major occupation of the basin. The Indians own 9,000 sheep, 4,000 cattle, 200 goats, 900 work and 5,000 range horses. Most of the latter should be gotten rid of at any price that can be obtained, for they are an injury to the range. More and more the Utes are taking to sheep, from which two cash crops can be obtained in a year, whereas it requires four years to realize on a steer. The care of the sheep, however, must be constant, and where there are only a few members in the family to take care of them the work is too confining and meticulous for an Indian.

The lease question is an unsolved problem here as at many other reservations. Too many Indians, instead of cultivating their land and becoming valuable members of the community, lease it for just enough to enable them to drag along half starved without working, a burden upon their more enterprising relatives.

It is reported that there are 20 cases of tuberculosis and 100 of trachoma; also that the trachoma has not been treated by the Fox method since May, 1926. From this time treatment has been given by the silver-nitrate method by orders from Washington. This was a great surprise to Commissioner Scott for the last he heard the department was pushing the Fox method to the utmost. Those cases seen after that treatment had been made were cured and the friends of the Indian were looking forward to the rapid disappearance of trachoma at agencies.

At the time of the visit to the agency it was reported that there were 319 children of school age, 42 attending public schools, 98 the boarding school, 65 nonreservation schools. The boarding-school plant at White Rocks was found in good repair and well provided but without sufficient room for all its pupils, some dozen of whom were forced to sleep two in a bed. There is plenty of land for school use but not enough is being utilized. The livestock lack pasture and about 15 acres should be laid down in alfalfa for hogs and cows so as to bring a large increase in pork and milk.

Altogether the condition of the Utes is slowly improving. Not all are housed and greater efforts should be made to house them. They have timber enough, as well as teams to haul it to the agency where there is a saw mill and it lacks only the will to furnish the necessary labor to house them in comfort. The water and land are available for all if properly utilized—which it is the province of the department to bring about. Rations are being regularly issued to 94 Indians each month.

There was a fund created under the act of April 29, 1874, amounting to \$500,000, to be invested in 5 per cent bonds, the interest to be paid as annuities. This interest should be used to push the acquirement of sheep as fast as the Indians show themselves able and willing to take care of them.

KIOWA INDIAN AGENCY, OKLA.

Commissioner SCOTT

During November, 1927, Commissioner Scott visited the Kiowa Indian Agency in southwestern Oklahoma.

This is the home land of 5,256 Kiowa, Comanche, Kiowa-Apache, Fort Sill Apache, Caddo, Wichita, and affiliated tribes. This Indian area covers approximately 550,000 acres of land. The Kiowa, Comanche, and Apache live on the south side of the Washita River, some as far south as Red River. The other tribes live north of the Washita. The Kiowa and Comanche are the most populous tribes with over 1,800 individuals each; the population of the com-

bined Caddo, Wichita, and affiliated bands is nearly 1,300; the Kiowa-Apache number 209 and the Fort Sill Apache 87.

All of these tribes and bands were "blanket Indians" when Commissioner Scott first saw them in 1889 and were still in a very primitive condition. They have made astonishing advance in civilization during the intervening 38 years. This is due, partly, to the forced contact with white men and the discipline taught many during their 5-year enlistment in Troop L, Seventh Cavalry, where they received instruction of many kinds which put them in civilization far ahead of their neighbors who did not have this experience.

General Scott was greatly struck by the large number of comfortable dwelling houses with barns, garages, and poultry houses shown in the different sections of the Indian settlements. Many of the houses had running water and electricity, and only one family was reported as living in a tent. Superintendent Buntin, of this agency, is fully aware that the acquisition of a home is a fundamental requirement in the progress of the Indian, and he has brought about great results by his tact, firmness, and foresight. Since his arrival in 1925 his efforts have resulted in the erection of 228 houses with Indian money at an average cost of \$1,875, total \$427,000. Sixty houses have been rebuilt at an average cost of \$700; 123 new barns have been erected besides garages; the total cost of all improvements during this period amounting to \$736,780. These results have been secured through the complete confidence the superintendent has been able to inspire among his people as well as by his firmness, tact, and diplomacy and his unremitting zeal.

Besides the home building several other elements have contributed to the advancement of these Indians. One is the fertility of the soil; another is the adaptability of the soil and climate to the growing of cotton. This crop lends itself to the nature of the Indian who sees in it remuneration for his efforts and industry. The Indian picks most of his own cotton and is sought for by white men, who consider him the best cotton picker in the market.

Approximately 1,120 heads of families cultivate on an average 40 acres of land each. They raised about \$400,000 worth of produce last year. The average family income from all sources amounted to about \$1,200. Some of the Indian farmers cultivated from 35 to 100 acres of cotton, realizing from \$1,200 to \$3,500 from the crop. The Washita Valley is one of the finest in the West, the soil is immensely rich and the climate mild and moist enough to raise fine crops of kaffir corn and cotton, but dry enough to discourage the boll weevil. The land has been allotted to Indians or else is in the possession of white men. The two races live intermixed in great harmony and the amount of crime among them is unusually small.

The school facilities on this reservation appear to be ample. The three Government boarding schools maintain a high average attendance. The Anadarko school has a capacity of 125, Fort Sill school 160, and the Riverside school 160. There are mission schools in addition to these institutions. The agency records show there are 1,732 children between the ages of 6 and 18 years and 1,539 are actually attending school. The public schools enrolled 949, and of these 731 had their tuition paid by the Indian Service. These Indian children are welcomed among the public schools of the whites. They are doing well, and the system of coeducation of Indian and white children is amalgamating the interests of the two races to their mutual good.

The two major scourges of the Indian race are tuberculosis and trachoma. Ten per cent of the population of this agency, or 525 persons, is afflicted with tuberculosis in some form; and of the 1,330 examinations made for trachoma 279 were found to be suffering from that eye disease. Trachoma is being treated casually in different ways here. A few Indians have secured the services of eye specialists elsewhere and have paid their own bills. The intensive effort by the Indian Bureau to eradicate the eye disease by the Fox method, which yielded such valuable results at Blackfeet, seems now to be abandoned by the bureau which has gone back to the former eye treatment by which the disease was constantly gaining. This removes the hope of the friends of the Indian that the disease would be eradicated.

Some of those Indians who have received treatment on the outside have been greatly victimized. All adults and the children of school age at the agency not immune from smallpox have been vaccinated. There are two physicians here. one at the hospital at Lawton and one at the agency headquarters at Anadarko.

Commissioner Scott said that, with the establishment of the system of district superintendents in the field service of the Indian Bureau, he had hoped there would be inaugurated a policy of decentralization by which many nonimportant

details of administration would be handled at the agencies rather than in Washington. This, he reported, had not been brought about and the centralization of authority at Washington was still in effect—a system requiring costly and unnecessary correspondence, destroying initiative, and consuming much valuable time both in the field and at Washington.

CHEYENNE AND ARAPAHO INDIAN RESERVATION, OKLA.

Commissioner SCOTT

During November, 1927, Commissioner Scott visited the Cheyenne and Arapaho Reservation located in the central part of western Oklahoma.

At the time of this visit the Cheyenne Indians numbered 1,835 and the Arapaho 820, making a total population for the agency of 2,635. The original land area was approximately 550,000, but it has been reduced to 189,837 acres, all allotted.

The affairs of the Cantonment and Seger Agencies have recently been consolidated at Concho. This appears to be a backward step to General Scott, for the time of the superintendent at Concho was more than filled before the change was made, and the interests of the Indians in the far-away districts of Cantonment and Segers Colony seem bound to suffer.

The superintendent showed a number of good Indian homes and reported that 754 families are well housed while 158 are without permanent homes, living in tents and other temporary structures because of "no resources to build homes." This seems strange, for here are good crops of cotton, vegetables, kaffir corn, and wheat; the land is valuable and the sales of heirship allotments ought to provide enough money to put every family in a permanent home, if the money is not frittered away for automobiles and other nonessentials.

Of the 189,837 acres of these Indians, 85,000 acres are cultivated by them and 150,190 are leased for farming and grazing. The Indians' principal crops are cotton, wheat, oats, and corn, and they own 212 cattle and over 1,800 work horses. About 40 of the allottees are self-supporting, as their entire income depends upon individual efforts. There are 321 who might be classed as partially self-supporting, for they do some work and have incomes from the leasing of their surplus acres.

This leasing of land for a small sum is a great evil here as it is elsewhere in the Indian country, since it permits a family to drag along without work in a shiftless way with a bare subsistence, little short of starvation. No way has yet been devised, however, to prevent it, except through the successful operation of the 5-year industrial program, which is taking hold at this agency.

There are 703 children of school age here. The Cheyenne and Arapaho boarding school has a capacity of 240 and the one at Seger 120. There is some apprehension as to the future of the latter school. It needs repairs and serves a large number of Indians in the upper Washita and Canadian Rivers. It should be fostered. Both schools are crowded and are maintained as well as funds will permit. The Indian children are welcomed in the public schools, and over 300 attend. It is reported that they do not go regularly, and the home conditions of some are not at all satisfactory.

General Scott has watched the progress of the Indians of this jurisdiction since 1889 with deep interest. They did not have the advantage of the service in the Army as did the Kiowa, Comanche, and Apache of the next agency to the south and their condition of comparative backwardness shows it. Nevertheless, they have made great progress since 1889. The difference is quite marked, however, between the Indians of the two agencies, all of whom came off the warpath at approximately the same time.

SCHOOLS OF THE FIVE CIVILIZED TRIBES, OKLAHOMA

Chairman ELIOT

During June, 1928, five of the seven tribal schools among the Five Civilized Tribes in eastern Oklahoma were visited by Chairman Eliot.

The Euchee, Eufaula, Sequoyah, and Mekusukee schools and the Jones Academy, besides the Bacone University at Muskogee, which is maintained by the Northern Baptist Convention, were visited while in the State. Following are certain comments and recommendations respecting the tribal schools:

Euchee, a Creek boarding school for boys at Sapulpa, has a capacity for 120 scholars. The boys attending are mostly from full-blood families living in the back country where public schools are remote. The school is now supported

by Congressional appropriations. The plant is in need of a number of things, the interiors of the buildings need general repairs, employees' quarters should be improved, new mattresses should be obtained for the dormitories, more land for the farm should be purchased, and a larger dairy herd acquired.

The Eufaula School, a boarding school for Creek girls, is within the limits of the city of Eufaula and has the advantage of city facilities. The school is overcrowded, having a capacity for 110 and enrolling as high as 154 last year. More teachers are needed here for the proper instruction of the children. A new building to serve as a dining hall and kitchen should be built and the space in the main building then converted into a social parlor and recreation room. A great improvement in the appearance of the grounds would be made by the construction of a terrace wall to replace the old fence and thereby preventing the washing away of the hillside after heavy rains.

The Sequoyah Orphan Training School at Tahlequah, primarily established and maintained for Cherokee children, has a beautiful situation in a rolling country, well wooded and watered. It has a capacity for 300 boys and girls. The newer buildings are admirably devised and, with the exception of the approaches, the school presents an attractive appearance. A combined power house, central heating plant, and laundry is needed here. It is planned to erect a new cottage for the superintendent and convert the old building into a domestic-science cottage. Two more cottages should be built to assist in improving the quarters for employees.

Mekusukey is a boarding school for Seminole boys and girls. The building is an old 3-story structure, a fire trap, and in a shabby and dilapidated condition. The dining room and kitchen are in the basement—dark, inconvenient, without any decent equipment. Boys and girls occupy dormitories on the same floor and at opposite ends of the same corridor. This plant should be abandoned and no attempt made to reopen it next fall—that is, the fall of 1928.

The school is in the midst of a rich oil field and hundreds of derricks are visible from the school windows. It was reported when visiting the place that over 25 wells would be drilled on the school property of 300 acres during the summer. This obviously makes the reopening of the school in the old quarters impossible, and at the same time it probably makes possible the acquisition of a new property and the building of a modern, well-equipped school. No effort should be spared to prevent the distribution of any money obtained from the oil leases in per capita payments to the members of the Seminole Nation; the expected oil royalties should be used for educational purposes.

The Jones Academy at Hartshorne, a boarding school for boys of the Choctaw Nation, has an admirable location. The Choctaw funds, which are used to support this institution, are still sufficient and the improvements needed to make this school really adequate ought to be made at once. There should be a combined gymnasium and auditorium building erected here similar to the one at Euchee, and when this is done the dining room and kitchen in the main building should be moved upstairs out of the basement. The heating plant should be brought to a higher state of efficiency; an employees' club building, a new carpenter shop, new engineer's cottage, all should be erected in addition to a cottage for the superintendent which is already planned. The teaching staff should be increased by the addition of another grade teacher and one to instruct in trade or vocation work. General repairs are also required throughout the whole school plant.

Looking into the history of the schools among the Five Civilized Tribes we find that they were apparently making good progress when the Civil War practically destroyed all educational endeavor. In the years 1870 to 1890 the churches which had been maintaining missionary activities in the Indian Territory undertook the task of school rehabilitation and a number of school buildings were constructed, opened, and operated. Later, most of the tribal schools which had been maintained under cooperative agreement between the tribes and the churches were taken over entirely by the tribal authorities. The provisions of the nineteenth section of the Curtis Act of June 28, 1898, were construed as conferring upon the Secretary of the Interior authority to assume charge of the several schools and orphan asylum to insure better management and more economical administration of these institutions. The Seminole Nation was exempted. By the act of April 26, 1906, the Secretary of the Interior assumed control and direction of the schools and the act limited the amount that could be spent in any one year for the maintenance of the schools to the total expenditures made from the tribal funds during the fiscal year 1905. Since then, it is pointed out, the purchasing power of the dollar has decreased so that

the Indian Bureau has found it impossible to adequately operate and maintain the schools with such restricted appropriations.

Since the Interior Department took over the management of the tribal schools there has been a steady loss in their number. The deplorable story of the discontinuance of so many of the tribal schools is supplemented now by an administration of the existing schools which is ineffective because it is so parsimonious. The surviving schools are starved in the number and quality of teachers, in essential equipment, in adequate buildings, in sufficient and sensible diet for the children, and, most of all, in decent living quarters and sufficient pay for teachers and employees. Because of inadequate appropriations the schools are compelled to carry on with a personnel insufficient in number and too often not possessed of the qualifications requisite for the efficient performance of their duties.

Appropriations for the maintenance of these schools should be increased. More emphasis should be placed on vocational training and better facilities for giving such instruction are needed. An adequate follow-up system to find suitable employment for the boys and girls leaving school is also necessary. Attention should also be given to the Indian pupils who wish to carry on their studies beyond the eighth grade instruction now offered in these schools.

NEW YORK INDIANS

Commissioner SEYMOUR

The Cattaraugus, Allegany, Tonawanda, and Tuscarora Indian Reservations in western New York were visited by Commissioner Seymour in June, 1928. The first three reserves listed are for Seneca Indians, and upon the largest, the Cattaraugus, a group of Cayuga are also domiciled with the Seneca.

The anomalous situation of these Indians has long been a matter of perplexed consideration. The measure of responsibility of either the Federal Government or New York State for their conduct and development has never been determined. They exist in a sort of twilight zone whose obscurity is welcomed by those who like darkness rather than light.

The State of New York has accepted responsibility for the education of the tribes within its borders. District schools are maintained on the various reservations. The teachers, sometimes white, sometimes Indian, are appointed in the same manner as in other rural schools of New York. Indian children are admitted to the public high schools and are received as equals. They are practically without language handicap, for only the elders and a few of the more backward keep alive the native language in daily conversation, and there are none who do not use English. The State has extended its compulsory school attendance laws to its Indian wards and a small fine for noncompliance has made it effective.

For orphaned and needy children there is the Thomas Indian School, situated on the Cattaraugus Reservation. Here 200 children, drawn from all reservations of the New York Indians, are maintained by the State and educated through the eighth grade.

Adjoining the Allegany Reservation is a boarding school maintained by the Friends for about 50 Indian children, carrying them through the eighth grade.

In the matter of court procedure the position of the New York Indian is most confused. By United States statute the Federal courts have exclusive jurisdiction over the major crimes; the local reservation courts, so-called, are supposed to have jurisdiction over such minor offenses as would come under the purview of a justice of the peace. The Indians of the State are much given to litigation, and there are lawyers from cities round about who grow prosperous on suits that are brought and on the defense of Indians for actions in which a white man would have no just defense. An Indian will be brought before a State court and the plea that he is a ward of the Federal Government will bring his release. The same matter will be brought before a Federal court, and the same lawyer will plead that he is a citizen of the Indian tribe only, and not amenable to the laws of the Nation. The Indian thus escapes responsibility on both sides. There are, indeed, vast potentialities for evil in this situation. In his long contact with the white man's civilization the Indian has adopted many ways and customs without requiring legal sanction, so that his conduct is in general far better than the law demands of him. But this very fact makes it the more imperative that the law-abiding Indian should be protected against the minority who take advantage of their freedom from restriction.

The question of citizenship is a vexed one, and the act of June 2, 1924, is variously received. If the Indians are correct in their contention that the tribes of New York are separate nations, it may easily be argued that this act does not apply and has not made the New York Indians citizens of the United States. Many do so argue. Just what change citizenship would bring to them is another question. Citizenship does not in itself confer the right of suffrage. There seem to be a considerable number of Indians who would prefer to be voters, and a considerable body who are quite vociferously opposed to becoming members of the body politic to any greater extent than at present. Too much emphasis has been placed on this question. Whether these people became citizens in 1924, or have been citizens since the treaty of 1794, or have not yet become citizens, is purely an academic question so far as their right to vote in New York is concerned.

Any legislation designed to aid in untying the legal knots wound about the New York Indians should, of course, be based on a complete and thorough study of previous laws, treaties, and decisions, going back to colonial times and reaching out to all the different aspects of the situation. It would not be an easy undertaking. Probably it would assume a size that might be judged out of proportion to the number of people and amount of land involved. Perhaps this disparity has been the reason for the long neglect of the situation. Nevertheless it is something that obviously should be done, and done on a basis of thorough study and comprehension.

The one great feature which makes the Indian of this State different from the "western Indians" is that he has always earned his own living and always has expected to do so. Small payments from treaty moneys, rentals, and royalties scarcely afford means for an interruption. He is surrounded by white industrial communities, and his opportunities are practically the same as those offered the white man. Consequently, the Indian is to be found in employment in cities anywhere in western New York, and the visitor has the unusual experience of conversing with Indians who consider work the normal state of mankind and self-support a thing to be expected. Industrial conditions vary considerably from one reserve to another, but in all agriculture is on the decline and the areas of idle land are increasing from year to year.

ZUNI INDIAN RESERVATION, N. MEX.

Commissioner WALCOTT

During June, 1928, the reservation of the Zuni Pueblo Indians in western New Mexico was visited by Commissioner Walcott.

The 1,800 Zuni Indians reside on an arid reserve of 288,040 acres and have supported themselves for many years by some stock raising and irrigated farms along the Zuni River. In recent years the Government has built a large reservoir at Blackrock, which permits the irrigation of about 5,000 acres of land.

Zuni pueblo, the main village of the tribe, is dirty and unattractive and specially overcrowded in the winter season, when all the Indian farmers come into town to reside until spring. With day schools in the outlying villages, the Indians might be induced to remain in the country, where the surroundings are better and dairy animals and poultry can be kept. The cemetery in the middle of the pueblo is a menace to health; the interments are in very shallow graves and all the drainage from the area is into the river where the Indians obtain their water supply.

The report suggests that the large day school at Zuni village be operated as a health center. The present school buildings could be changed into a general hospital and the few remaining children could attend the two mission schools located near by. The sanitarium school at Blackrock, with accommodations for 80 children, takes care of a sufficient number of young Indians to make a relatively small attendance at the day and mission schools.

The Blackboard sanitarium needs an X-ray machine to assist in detecting the presence of tuberculosis in its early stages, and at a time when it is possible to bring about a cure. This is of great importance here, where it is claimed 65 per cent of the population is infected. Another need here is the construction of a silo, so that the dairy herd can be fed to produce milk in sufficient quantity during the winter months. An adequate milk supply is an important matter in an institution of this kind.

In addition the hospital at Blackrock needs a thorough painting throughout and more light should be provided for the basement rooms. The clubhouse is old and in need of repairs. It should have the stoves removed and steam

heat installed, there being ample steam in the present plant to heat the house. It is an old building, and while there are two baths and toilets there are no wash basins. These should be installed. In fact, attractive, clean rooms should be provided and the old broken chairs and other dilapidated furniture should be varnished and, where necessary, new chairs should be provided to replace the broken ones. The morale of the workers would be much improved with comfortable living conditions and better work would be the result. The isolated position of most of the reservation schools is a handicap in itself, but much can be done to help.

The superintendent has accomplished a great deal with the means at his disposal to improve conditions. There is a trained health nurse in this jurisdiction in addition to the nurse in the hospital, but the hospital should have a person of all work to keep the premises clean, as the nurses have not the time for the heavy work necessary.

HAVASUPAI INDIAN RESERVATION, ARIZ.

Assistant Secretary HENDERSON

In November, 1927, the small Indian agency of the Havasupai Indians in northern Arizona and just south of the Grand Canyon of the Colorado River was visited by Mr. Henderson.

The home of this small tribe, numbering only 186, is in a deep rocky canyon through which flows the beautiful Havasu River. The Indians maintain themselves on a small irrigated area of a few hundred acres along the banks of the river, raising fruit, vegetables, and some grain. They are also engaged in basket making, tanning, stock raising, and some miscellaneous labor about Grand Canyon.

The dwellings of these people are mostly built of poles and brush. Often two or more huts are grouped together in order to furnish room for all the members of the family and to store the household effects. Usually they are too crowded and dirty to insure comfort and proper sanitary conditions. The interiors of most of these homes are not inviting. The floors are of dirt, the bedding and food supplies are scattered about in much confusion. With the exception of a couple of families who own beds, these Indians sleep on the ground either in blankets or small, thin mattresses. Cooking is done over a wood-burning stove or on an open fire in the middle of the floor, the smoke escaping from a hole in the roof.

Some years ago the Government built about eighteen 2-room wooden houses in the canyon in order to improve living conditions, but the Havasupai families preferred their old wickiups or hogans for dwelling purposes. Only about three of the houses are used for living quarters and the rest are used to store food and miscellaneous supplies of the families living in small huts next door.

The Indian farms are mere patches of an acre or two and most of the cultivating is done with a hoe. Peaches, apples, figs, melons, corn, and common varieties of garden vegetables are the products generally raised. Rock dams built in the river divert enough water to irrigate the farm lands. Great floods which rush down this narrow gorge following heavy rains destroy the Indian-made dams now and then. A flood in August, 1926, tore away the dams and as a result the Indian Bureau took steps to erect a dam of concrete which would not be ruined by every freshet. Delay has been experienced in starting construction on this proposed dam. The material has been hauled into the canyon and the Indians have promised to furnish all the labor necessary.

During the scholastic year 1926-27 there were 62 children of school age in the tribe and only 3 were out of school. All of the Indians of the canyon are concentrated in a small area making day-school attendance practicable. A day school with a rated capacity of 35 pupils is operated here. The attendance is small, however, because about 50 children are sent away to nonreservation schools. The first three grades are taught at this place and a noon-day lunch is served the small pupils during the school-year. The quarters of the teacher are too small and should be enlarged, an urgent need here on the account of keeping good employees in such an isolated location.

Living as they do, health conditions among the Havasupai are not good. They are so crowded together in their huts it is not surprising that communicable diseases spread with great ease. Tuberculosis is prevalent and it has been estimated that as high as three-fourths of the tribe is syphilitic. At the time of the visit a hospital was in course of construction. This will meet a great need at this remote station.

Havasupai is the smallest separate agency in the Indian Service, but its wonderful scenery and unique characteristics as a habitation of man rank it as one of the most remarkable places in the West. This deep, narrow gorge is a wonderland of nature, beautiful and awe-inspiring. A visitor here nearly 40 years ago aptly wrote, "Nowhere in the world has nature been more lavish in her demonstrations of power and exquisite beauty." The small, conservative, and rather primitive tribe living here is much attached to its home and is adverse to moving out where it might come into closer contact with the outside world and thereby make greater progress in acquiring civilized habits of life.

TRUXTON CANYON INDIAN AGENCY, ARIZ.

Assistant Secretary HENDERSON

The Truxton Canyon Indian School and the Walapai Indian Reservation in northwestern Arizona were visited by Mr. Henderson in November, 1927.

The Truxton Canyon boarding school, located several miles south of the reservation, is the headquarters of the agency. This institution has a rated capacity of 225 and, besides the Walapai children nearby, takes pupils from the Navajo, Hopi, Papago, and Havasupai Tribes living in Arizona. Recent improvements to the plant have put it in adequate condition and it has become one of the important units for the education of young Indians living in the northern part of the State.

The Walapai Indians, numbering somewhat over 400 individuals, live on the outskirts of the small towns along the Santa Fe Railroad from Seligman on the east to Kingman and Chloride on the west, a distance of nearly 100 miles. The large Walapai Reservation of 730,880 acres is a rough, arid territory bordered on the north by the Grand Canyon of the Colorado. This land is only suitable for stock raising on a large scale and very few Indians have ever lived on this tract, which was created for them by an Executive order in 1883.

Most of the tribe are squatters, living in ugly, dilapidated shacks built of old lumber, railroad ties, sheet iron and any other material that may be picked up around the five or six small towns where they have been congregated for many years. There has been a little improvement recently in some of their dwellings, but the average Indian home is usually dirty, poorly ventilated, and lacking proper furniture and household equipment.

The Walapais make their living chiefly at odd jobs and most are adverse to continuous labor. They like to go off in the hills with their wagons and cut wood and haul it to the towns for sale. Miscellaneous labor is performed about the towns, mines, and the few ranches of the country. The railroad would be glad to recruit them as section hands, but the Indian refuses to work regularly and will not move very far from his present habitat. Some of the younger and better educated women who are more cleanly than the average are employed as domestics in the homes of the whites. Principally because of the demand for unskilled labor the Indians are allowed to remain in their nondescript camps on the edges of town, otherwise the whites undoubtedly would have forced these unprepossessing squatters away from the neighborhood.

The family income is supplemented by the sale of native baskets of woven fiber and quantities of piñon nuts. The Indian women are skillful at basketry and a fair income is derived from this work. Piñon nuts, which are often obtained in large amounts, are traded to merchants at 30 to 40 cents a pound. A year ago native industries were estimated to bring in a revenue of over \$12,000.

As long as the tribe continues its present habits there certainly will not be any great improvement. It now lives much as it did 20 or 30 years ago, and will probably exist in the same way for years to come unless steps are taken to bring about a betterment of economic conditions and a stimulation of greater interest in improved housing and morals. It is useless to force these people on their barren reservation, and, if the local authorities in Arizona will do nothing, it seems incumbent upon the Indian Bureau to arrange some colony system for them near the towns where they can make a livelihood. Land could be purchased very cheaply; small houses of a few rooms provided with running water would not be very expensive. It should be the duty of some one to see that they conform more strictly to the laws and try to create more interest in steady work.

A tribal herd of approximately 7,500 head is grazed on the southern and western districts of the Walapai Reservation. An annual income of \$10,000 is derived from a grazing permit for 5,000 cattle in the eastern end of the Indian lands. The tribal cattle business seems to be a profitable one, and the stock is of such high grade that it brings top prices for range cattle in Arizona. The gross income from cattle sales often runs from \$90,000 to \$100,000 a year.

In such an arid country the grazing of any considerable number of stock has been made possible by constructing storage reservoirs or tanks in selected locations to receive the flow of water following the few rains that occur during the course of the year. With good supplies of stock water available, large areas have been opened up for grazing that otherwise would have been absolutely useless. Approximately \$60,000 has been spent by the Indian agency in building these reservoirs on the reserve.

Individual Indians, most all nonresidents, have been issued small herds from the tribal stock. The earnings from these issues are turned back to the account of the tribal herd from year to year until the Indian has completed the purchase of his cattle. Some of the Walapai who have cattle running with the tribal stock never see them and only go to the agency with requests for part of their earnings following one of the cattle sales. Raising cattle on a great range requires only a few men, and to keep this group of town people interested in a herd some distance from most of their homes is a rather difficult matter.

The profits made by the cattle on the reservation have assisted many of these Indians when in dire need and the use of some of these funds may make it possible to acquire small tracts of land and build some sanitary and comfortable homes on the outskirts of the towns where they now live.

COLORADO RIVER INDIAN AGENCY AND FORT MOJAVE SCHOOL, ARIZ.

Assistant Secretary HENDERSON

During the latter part of November, 1927, Mr. Henderson visited the Colorado River Indian Reservation and the Fort Mojave nonreservation boarding school located on the Colorado River in western Arizona and also the Mojave Indians residing in Needles, Calif.

The superintendent of the Colorado River agency has charge of 1,145 Mojave and Chemehuevi Indians, over 500 of whom live on the reservation at Parker. The reserve covers an area of 240,699 acres, and nearly 60 per cent of it is bottom land along the river.

In this hot, dry country agriculture is only possible through irrigation. In the early days the Mojave Indians supported themselves by raising small crops on the lowlands following the periodic overflows of the Colorado. Now large pumps take water from the river to irrigate about 6,000 acres, a strip of land approximately 13 miles long and a mile wide in the northern end of the reservation. About 2,000 acres within this area are not used and around 800 acres near the upper end of the ditches are waterlogged. This low, sandy area, 50 to 100 feet below the level of the great plain which constitutes a large part of the reservation, has been allotted in 10-acre tracts to 748 Indians. South of the allotted area 35,000 acres of the river bottom lands are leased to white men for cattle raising.

About 400 resident Mojaves and 130 Chemehuevis and about an equal number of white lessees and cotton pickers carry on the farming on the reservation. Cotton is the principal crop; alfalfa and maize are the other leading products. A medium length staple cotton, called "acala," is raised here, and it is reported to bring in several cents more per pound than short staple cotton. The Indian farmer can take care of about 20 acres advantageously. When he tries to plant 40 to 60 acres he usually makes a failure of it. Because of his less efficient methods the Indian produces less cotton to the acre than the white man or Mexican. During years of good prices an Indian family can make a substantial income on its cotton crop, aided by their sales of alfalfa and maize.

The Indians of this reserve are still a rather primitive people. They live in huts of adobe or small two or three room frame structures built with reimbursable funds. A few of their homes have wooden floors. Most of the Indian camps have thatched shelters in the dooryard, where they carry on most of their household activities during the warmest months. These people show little interest in gardens, chickens, pigs, or cows, practically all their food supplies being obtained at stores in town, where they obtain credit on the cotton crop.

At the agency headquarters a boarding school of 80 capacity is operated. The whole plant appears adequate with the exception of the agency hospital. This old structure, over a mile distant from the modern school buildings, should be abandoned and a new hospital erected at the agency. If this is not possible, considerable money should be spent on renovation.

Over 500 Indians, mostly Mojaves, living at the town of Needles, Calif., are under the jurisdiction of the Colorado River superintendency. Practically all of the Indian colony in the town lives in a congested settlement of adobe huts on lands belonging to the Santa Fe Railway and not more than 200 yards distant from the railroad tracks. Over 100 men are engaged in various lines of employment about the town which call for unskilled workers. The railroad, which maintains a division headquarters and shops at this point, hires about 40 Indians, but less than 10 of these hold positions demanding any great amount of mechanical skill. Several of these men, however, can earn as high as \$150 to \$160 per month. Others drive trucks and work about stores, garages, the ice plant, and other miscellaneous enterprises.

The town Indians dress very similar to those on the reservation, overalls for the men and long calico dresses and bright shawls for the women. At the railroad station 10 to 20 women, in their picturesque costumes and long black hair, carry on quite a trade selling strings of beads to tourists.

There is a resident field matron at Needles who looks after conditions there, assisted by the physician from the Fort Mojave School, who visits the town once a week. The agency superintendent at Parker also makes regular visits to town and the Fort Mojave Reservation lands across the river in Arizona.

Above Needles on the Arizona side of the Colorado is the Fort Mojave Indian boarding school. This institution, converted into a school from an old military post, has a capacity of 250 and takes pupils from a number of Arizona tribes, including the Papago, Navajo, Mojave, Paiute, and Pima.

The school plant is on the bank of the river and by the use of pumps sufficient water is carried back on the desert east and south of the buildings to irrigate a farm of 75 acres. It is estimated that about twice this area can be irrigated by the present flumes and ditches now operating.

The original buildings at Fort Mojave were of adobe construction. Later brick and frame structures were erected to replace some of the old ones and increase the capacity of the institution. Because of lack of money for maintenance over a period of years the whole place has become run down and is in urgent need of repairs. Work has been carried on here from year to year, but it has not been sufficient to keep things in a fairly presentable condition. An increase in the allotment of funds should be made to carry on this school, which still meets the needs of a large Indian population having very limited school facilities.

FORT YUMA INDIAN AGENCY, CALIF.

Assistant Secretary HENDERSON

The Fort Yuma Indian Agency on the Colorado River in southeastern California was visited by Mr. Henderson in December, 1927.

There are about 850 Yuma Indians at the Fort Yuma Indian Reservation and a few Cocopas attached to the agency. Like the Mojaves, the Yuma tribe supported itself in the early days by some rude cultivation along the banks of the Colorado following the spring floods. With the completion of the Laguna Irrigation Dam the lands of the Yuma Reservation were first brought under irrigation in 1912.

By the act of March 3, 1911, allotments of 10 acres of irrigable land were authorized to be made to each enrolled Yuma Indian. There were 811 Indians allotted and later the surplus irrigable area, amounting to 6,939 acres, was sold to white settlers. The remaining unallotted land, comprising the large barren mesa in the northwestern half of the reserve and some narrow strips of lowlands between the irrigation project levees and the river's edge, totals 30,949 acres. These figures show the original area of the reservation amounted to about 46,000 acres. The net amount of irrigable land now belonging to the Indians is an area of 7,413 acres. The Yumas are reported to be cultivating 2,984 acres at the present time and 3,483 acres are leased.

The Indian farmer cultivates anywhere from 10 to 40 acres, but 20 are about all he can take care of to advantage. Cotton of medium length staple, maize, and alfalfa are the principal crops. In seasons when good prices prevail cotton is the most profitable commodity raised; alfalfa and maize are more steady in price from year to year. The Indian and his family do the cotton picking

and he hires out as a laborer on other farms and has a reputation of being a good hand. His lack of a desire to work continuously hampers all his farming operations, however. It is estimated that about one-third of the Indians on the reserve have developed into fair farmers.

The Yuma seems to have little interest in growing garden vegetables other than his favorite squashes and melons. He keeps no pigs, chickens, or cows; even his horses are few in number. Much of his food supply is obtained at the grocery store.

The Indians of the reserve live in small 1-room houses of frame with walls filled in with adobe mud. The poorest dwellings are dilapidated hovels with patched walls of adobe, tin, and canvas and roofs constructed of layers of brush and earth. The few better grade homes, built by the Indians themselves, are fairly creditable looking places made of planed lumber or having well-built walls of lath and adobe and roofs of shingles or tar paper. Porches or shades of thatch are attached to many of the huts to protect the family from the great heat of the summer sun. Most dwellings have floors of hard-packed dirt.

These large and strongly built people dress very similar to the Mojaves. The older men cover their long hair with colored handkerchiefs tied in a knot at the forehead. The women favor long, loosely fitting cotton dresses of blue and wear a bright-colored shawl over the shoulders. Their straight black hair hangs down over the eyes and drops to the shoulders in back. Many still tattoo the forehead.

The population of the Yuma Tribe has remained about stationary for 20 years. The agent's reports show 807 of these people in 1906, 813 in 1916, 833 in 1926, and 847 in 1927. During the last school year 211 children of school age were reported at the agency and 185 attending schools. Of those in school 115 were enrolled in the Fort Yuma boarding school; all but 2 of the 46 in Government nonreservation schools were at Sherman and Phoenix, 5 in the mission schools, and 19 in the public schools. Besides the children from the Yuma and Cocopa Tribes the agency boarding school enrolled 79 pupils from other Indian Service jurisdictions during the year, including 60 Papagos and 15 Mission Indians.

The agency headquarters and boarding school on the barren, rocky hill on the north bank of the Colorado facing the city of Yuma command an extensive view of the river valley and the reservation lands. The buildings line each side of a long campus sloping down from the superintendent's home at the crest of the hill. Trees and grass have been made possible by walling up inclosures or parapets which are filled in with soil and leveled so that they can be irrigated.

The buildings of the school are mostly old and have suffered from insufficient money to keep them in the best state of repair. Some of the structures are of adobe built before the fort was turned over to the Indian Bureau in 1884. The old office building, one of the poorest on the campus, is to be replaced at a cost of \$5,000, according to a provision made in the appropriation act for the fiscal year 1929. The superintendent should have an ample repair fund each year to keep the whole plant in good working order.

The first six grades are taught at this place. The capacity is now rated at 200, and during the scholastic year 1926-27 the average attendance was 178 and the per capita cost \$230. An excellent farm of 160 acres located on the irrigated tract north of the school supplies many products for the institution.



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*ANNUAL REPORT OF
THE COMMISSIONER OF
INDIAN AFFAIRS*

*TO THE SECRETARY OF THE INTERIOR
FOR FISCAL YEAR ENDED JUNE 30, 1929*

UNITED STATES DEPARTMENT OF THE INTERIOR

ANNUAL REPORT

OF THE

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*UNITED STATES
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THE BUREAU OF INDIAN AFFAIRS

When the War Department was created by Congress under the act of August 7, 1789, the duties assigned to it included those "relative to Indian affairs."

A Bureau of Indian Affairs was organized in the War Department on March 11, 1824, with Thomas L. McKenney as its chief, and among the duties to which he was assigned were: The administration of the fund for the civilization of the Indians, under regulations established by the department, the examination of the claims arising out of the laws regulating the intercourse with Indian tribes, and the ordinary correspondence with superintendents, agents, and subagents. He was succeeded September 30, 1830, by Samuel S. Hamilton, whose successor about one year later was Elbert Herring.

By the act of July 9, 1832, there was created in the War Department the office of Commissioner of Indian Affairs, who, subject to the Secretary of War and the President, should have "the direction and management of all Indian affairs and all matters arising out of Indian relations."

On June 30, 1834, an act was passed "to provide for the organization of the Department of Indian Affairs." Under this enactment certain agencies were established and others abolished, and provision was made for subagents, interpreters, and other employees, the payment of annuities, the purchase and distribution of supplies, etc. This may be regarded as the organic law of the Indian Department.

When the Department of the Interior was created by act of March 3, 1849, the Bureau of Indian Affairs was transferred thereto, and hence passed from military to civil control.

Section 441 of the Revised Statutes provides that "the Secretary of the Interior is charged with the supervision of public business relating to * * * the Indians."

Section 463 of the Revised Statutes reads: "The Commissioner of Indian Affairs shall, under the direction of the Secretary of the Interior and agreeable to such regulations as the President may prescribe, have the management of all Indian affairs, and of all matters arising out of Indian relations."

Commissioners of Indian Affairs

Commissioner	State	Date	Secretary
Herring, Elbert.....	New York.....	July 10, 1832	Cass. ¹
Harris, Carey A.....	Tennessee.....	July 4, 1836	Cass and Poinsett. ¹
Crawford, T. Hartley.....	Pennsylvania.....	Oct. 22, 1838	Poinsett ¹ to Marcy. ¹
Medill, William.....	Ohio.....	Oct. 28, 1845	Marcy ¹ and Ewing. ¹
Brown, Orlando.....	Kentucky.....	May 31, 1849	Ewing.
Lea, Luke.....	Mississippi.....	July 1, 1850	Ewing to Stuart.
Manypenny, George W.....	Ohio.....	Mar. 24, 1853	McClelland and Thompson.
Denver, James W.....	California.....	Apr. 17, 1857	Thompson.
Mix, Charles E.....	District of Columbia.....	June 14, 1858	Do.
Denver, James W.....	California.....	Nov. 8, 1858	Do.
Greenwood, Alfred B.....	Arkansas.....	May 4, 1859	Do.

¹ Secretaries of War.

² Ewing and all following Secretaries of the Interior.

Commissioners of Indian Affairs—Continued

Commissioner	State	Date	Secretary
Dole, William P.....	Illinois.....	Mar. 13, 1861	Smith to Harlan.
Cooley, Dennis N.....	Iowa.....	July 10, 1865	Harlan and Browning.
Bogy, Lewis V.....	Missouri.....	Nov. 1, 1866	Browning.
Taylor, Nathaniel G.....	Tennessee.....	Mar. 29, 1867	Browning and Cox.
Parker, Ely S.....	District of Columbia.....	Apr. 21, 1869	Cox and Delano.
Walker, Francis A.....	Massachusetts.....	Nov. 21, 1871	Delano.
Smith, Edward P.....	New York.....	Mar. 20, 1873	Delano and Chandler.
Smith, John Q.....	Ohio.....	Dec. 11, 1875	Chandler and Schurz.
Hayt, Ezra A.....	New York.....	Sept. 27, 1877	Schurz.
Trowbridge, Roland E.....	Michigan.....	Mar. 15, 1880	Do.
Price, Hiram.....	Iowa.....	May 4, 1881	Kirkwood and Teller.
Atkins, John D. C.....	Tennessee.....	Mar. 21, 1885	Lamar.
Oberly, John H.....	Illinois.....	Oct. 10, 1888	Vilas.
Morgan, Thomas J.....	Rhode Island.....	June 10, 1889	Noble.
Browning, Daniel M.....	Illinois.....	Apr. 17, 1893	Smith and Francis.
Jones, William A.....	Wisconsin.....	May 3, 1897	Bliss and Hitchcock.
Leupp, Francis E.....	District of Columbia.....	Dec. 7, 1904	Hitchcock, Garfield, and Ballinger.
Valentine, Robert G.....	Massachusetts.....	June 16, 1909	Ballinger and Fisher.
Sells, Cato.....	Texas.....	June 2, 1913	Lane and Payne.
Burke, Charles H.....	South Dakota.....	Apr. 1, 1921	Fall, Work, West, and Wilbur.
Rhoads, Charles J.....	Pennsylvania.....	July 1, 1929	

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REPORT OF THE COMMISSIONER OF INDIAN AFFAIRS

DEPARTMENT OF THE INTERIOR,
OFFICE OF INDIAN AFFAIRS,
Washington, D. C., August 15, 1929.

The honorable the SECRETARY OF THE INTERIOR.

MY DEAR MR. SECRETARY: I have the honor to submit herewith the report of the Bureau of Indian Affairs for the fiscal year 1929, covering the activities of the service prior to my entrance on duty July 1, 1929.

Since taking office the new commissioner and his associate have been actively occupied in familiarizing themselves with the problems involved. We are impressed with the variety and complexity of administrative details which often prevent a clear view of the real objective of the Indian Service. We are determined to keep the goal before our personnel and the public to the end that the increased funds and trained personnel absolutely needed may be secured.

The cost of Indian education and care of health obviously must exceed that of similar services amongst the white population, yet heretofore the appropriations, particularly for food, clothing, and vocational training, have never been adjusted to postwar costs. Prior administrations have reported this situation, but the data now in hand convince us that as a mere economic problem it will save the taxpayers money to grant at once larger appropriations to the Indian Service and to continue this policy for several years, to the end that the Indian may soon be able to contribute his share to the life of the Nation.

CORRELATION BETWEEN THE WASHINGTON OFFICE AND THE FIELD SERVICE

In the report of the commissioner for the fiscal year 1928 mention was made of the conditions existing in the Washington office and its relations with the field. So far as the present clerical force is inadequate to perform the work incumbent upon it and retardation or inefficiency occurs, conditions remain as before. For the best interests of the Indian Service, and especially that the assistance to or direction of the field units may be prompt, remedial, and conclusive, better provision for the accomplishing of the work continues to demand consideration.

Advice was issued to the field directing curtailment of correspondence, and this to some extent has been effected. Consistent with application of the policies of the service and with its prior plans for the future improvement of its field work and its schools, superintendents of units should administer their institutions and attend to the details thereof and assume responsibility therefor. Should they not measure up to this responsibility, so far as financing permits, a definite field reorganization would appear essential. There should be available

in the office time and resources for study of the major field problems and of important data and for formulation of constructive measures now forced aside by pressure of current routine work.

PERSONNEL

During the year the efforts of the bureau have been directed toward the strengthening of the personnel of the field service. The requirements for qualification for civil-service examinations for teaching positions have been made more difficult and the educational standards for the position of principal have been raised. Now the possession of a degree is a prerequisite for examination and appointment to this position for persons not already in the service.

Pursuant to Executive Order No. 325, Indians have been given a classified civil-service status, effective April 1, 1929, but after that date Indians entering the service, except in certain minor positions, are required to qualify in open competitive examination. Certain preferences are allowed, however, in compliance with existing law requiring that Indians shall be employed whenever practicable.

Increased salaries allowed in conformance with existing reclassification laws have proven of noticeable benefit to the service in giving a more contented and efficient personnel.

HEALTH

There has been progress in the general medical work of the service during the year. The Indian people are increasingly responding to their medical needs; that is to say, an increasing number of Indians are seeking appropriate relief for medical and surgical conditions. Likewise, progress is being made in matters relating to disease prevention and public health. This is becoming manifest in connection with the activities of health workers, as well as of lay personnel within Indian reservations. Greater interest is being developed in Federal, State, county, and municipal health organizations, as well as by voluntary agencies. Closer cooperative health activities are being developed in many States having large Indian populations. In many instances members of the health personnel of the Indian Service are working in conjunction with or under the direction of similar organized health agencies of these States and counties. In this general health work the Indians themselves are believed to be showing a responsive interest.

The Association of State and Provincial Health Authorities of North America has appointed a committee on Indian health and through this committee information regarding Indian health matters is being disseminated to State and local health agencies where Indians reside. Diagnostic, laboratory, and clinic facilities of these various organizations are being made known and available to health agencies of the Indian Service, all of which is conducive to a more complete and thorough health program in all sections of the Indian country.

Trachoma, tuberculosis, and diseases of infancy and childhood continue to constitute the outstanding health problems affecting the several Indian jurisdictions. While increased facilities have been provided for the care of tuberculosis and for incipient cases in Indian children, material progress in the eradication of this disease will not

be brought about until a well organized field nursing service has been instituted, together with an educational program which will reach the Indian home. The extension of this program will have its effect also in the reduction of mortality among infants and children.

While fluctuations occur in the reported incidence of trachoma, it is believed that the activities conducted by the special physicians of the service are bringing about a greater decrease in this disease. Organized primarily as a program exclusively for trachoma prevention and eradication, the work of this group of special physicians tends more and more to comprise a broader field of activity and now includes general and special operative procedure for other eye conditions, for the removal of diseased tonsils and adenoids, and the care of other ailments.

Epidemics of contagious diseases have been somewhat less as compared to preceding years. Influenza has been quite prevalent. Outbreaks of measles have been infrequent, due in all probability to the fact that a number of epidemics of this disease occurred during the two or three years prior to the period of this report. The incidence of whooping cough and chicken pox has been about as usual. The number of diphtheria cases has been low and almost no cases of epidemic cerebrospinal meningitis have occurred. Smallpox has occurred on five or six of the reservations, the largest number of cases being reported from the Nez Perce Reservation at Lapwai, Idaho. Vaccination of Indians throughout the country against smallpox has been continued and protection secured against diphtheria by administration of toxin antitoxin wherever possible.

Preparations were made during the latter part of the year to operate the Tacoma Hospital, Washington, which has been for some years operated by the Veterans' Bureau and was formerly the Cushman Indian School. This institution will have a capacity of about 100 beds and will be principally for treatment of tuberculosis. A new general hospital was constructed at the Western Navajo jurisdiction, Arizona, with a capacity of 36 beds. Small general hospitals were constructed at Taos in the Northern Pueblos jurisdiction, New Mexico, at Chin Lee, Ariz., and Tohatchi, N. Mex., both within the Southern Navajo Reservation. A small hospital or infirmary was erected in the Havasupai Canyon, Ariz., for the benefit of the Indians at this point. A converted hospital proposition was established at Toadlena in the Northern Navajo jurisdiction, New Mexico, with an approximate capacity of 20 beds. A new brick hospital was constructed at the Western Navajo jurisdiction, Arizona, with a capacity of 20 beds. A new brick hospital was constructed at the Keshena Agency, Wis., to replace the old frame hospital destroyed by fire. This has a capacity of 36 to 40 beds. The school plant at Kayenta within the Western Navajo jurisdiction, Arizona, was converted into a tuberculosis sanatorium, with a capacity of 40 beds and with provision of 10 beds for general cases. This sanatorium is 160 miles from the railroad. Its conduct under great administrative difficulties is in the nature of an experiment because of its distance from transportation lines. The Navajo Indians in this isolated section, however, are responding quite rapidly to the facilities thus provided for their welfare. A converted building has been made into an improvised sanatorium at the Crow Creek jurisdiction, South Dakota, and will provide for approximately 22 cases of tuberculosis. A new sanatorium of 40 beds was built on the

Yakima Reservation at Toppenish, Wash. These hospital and sanatorium facilities have added approximately 312 beds for Indians in need of treatment. New X-ray apparatus has been provided in a number of hospitals and sanatoria and hospital equipment generally has been improved. There has been an increase in the ratio of nursing personnel, which has permitted a less onerous working day, and a new schedule of pay offers the possibility of advancement for those who do efficient work and are competent to undertake executive responsibility.

In addition to the necessity for extension of hospital and sanatorium facilities as well as field personnel for the Indian reservations, there is pressing need for improvement and upbuilding of the institutions now being operated as infirmaries, hospitals, or sanatoria. Nearly all of these institutions are substandard in their equipment and operative personnel. Constant effort is being made to improve both the character and quality of the service rendered in these plants. With the establishment of adequate facilities and personnel the Indians generally have demonstrated a willingness to accept such services.

Attention has been given to the collection of more accurate data relating to health and disease among Indians and the statistical section of the Indian Office has cooperated to the end that better health records and more complete reports of births, deaths, and population may be available. The accuracy of census returns is obviously of great importance in a determination of the ratio of births, deaths, and health data generally relating to the Indian population.

Sanitary surveys by sanitary engineers of the United States Public Health Service are enabling the office to make better provision for safe water supply and proper disposal of sewage. The growing interest manifest on the part of the field employees of the Indian Service is encouraging. Also the increasing interest and helpful activities of the Public Health Service of State, county, voluntary, and other health organizations will be productive of better health among the American Indians.

EDUCATION AND CIVILIZATION OF THE AMERICAN INDIANS

The work of the year represents the continuation of a system of civilization and education which has long been established, is historical, and, in fact, has necessarily been developed in conformity with Federal legislation and limited by financial resources. The energies and powers of the service have been directed toward the improvement of the educational system, although it should be understood that the desired culmination of these efforts has not been attained. In some phases, however, the results achieved at this time are of importance in their bearing upon the eventual solution of the Indian problem. Of these the most important perhaps is the present reliance of 35,000 Indian children upon the State public schools for their education. The endeavors of the service thus directed still continue and the next few years, it is believed, will witness a material increase in the number and a further elimination from the Federal Indian schools of those who can, to advantage, attend the public schools.

Thus there are at this time two means of reaching the end sought, namely, the schools of the several States and the schools conducted by the service. So far as the latter are to serve for some years to

come, the present problem is the improvement of these schools or such adjustments as may be found possible in order that better results may be secured. This applies more especially to the boarding schools, both reservation and nonreservation. In comparison with the public or with the Indian Service day schools, two important points of difference are to be considered, namely, training in vocations which will be of definite value to the graduate, and in the teaching of the English language.

The necessity for vocational training as an ultimate objective for the great majority of Indian youth has been recognized since establishment of the first Indian boarding schools. Such training has been given by the boarding schools, though imperfectly. While results bearing upon the future life and activities of the pupils have been attained in many cases, this has come about through practical training but without competent and systematic instruction because funds have never been available for employment of expert instructors and for the necessary equipment. In some of the nonreservation boarding schools these essential factors have been available to an extent; in the reservation boarding schools, not at all.

Therefore, it should be understood that there are two possible alternatives, either provision of adequate funds for efficient conduct of such vocational courses as are essential and adapted to the needs of Indian youth, or this training can not be given. However, some alleviation of the difficulties appears among the possibilities. If the Government schools may be relieved of those who do not require their aid and who should attend their local public schools, and also those who should rightly be considered white persons by reason of a small degree of Indian blood, the available financial resources, if not reduced in amount by legislation, will enable the service to perfect the vocational courses as well as to provide more liberally for all educational needs of the institutions. Existing law provides:

That hereafter no appropriation, except appropriations made pursuant to treaties, shall be used to educate children of less than one-fourth Indian blood whose parents are citizens of the United States and of the State wherein they live and where there are adequate free-school facilities provided. (Act of May 25, 1918, 40 Stat. L., 564.)

A study of the enrollment of the boarding schools has already been commenced and elimination of ineligible should proceed. The States and the local public-school districts appear to be generally in sympathy with the plan of education by the States, conditioned, however, upon such financial assistance as they need and as the Federal Government can offer. At present the rate paid for each day's attendance of each Indian pupil varies from about 20 to 60 cents, the average being slightly above 35 cents.

The objective of the service is admittedly such preparation and development of the individual as will fit him to become a self-dependent and worthy citizen. In the report of the Secretary for the fiscal year 1928, under Indian employment, brief mention was made of the importance of assistance in the placement of the Indian boy or girl graduate in some suitable occupation and environment, and of the need of an organized and efficient personnel to accomplish this work. Also, in prior annual reports it has been explained that considerable work of this kind by superintendents, supervisors, and field employees

has resulted each year in the employment of many young Indians, though this has been accomplished without organized and systematic guidance. A committee called by the Secretary very early in the year made this recommendation:

As a beginning and part of a comprehensive program of guidance and placement, the principal of each Indian school should collect information relative to the present employment of its graduates and forward this to the central office. For the future a record of the employment of each graduate in vocational types of work should be recorded, and a progressive record kept of the same. Many leads to additional opportunities for the placement of the graduates of Indian schools may be obtained in this manner.

Thereafter, attention of school superintendents was called to this recommendation and they were directed to make a study of their former students for the purpose of determining if they are engaged in the vocation for which they were trained and also to secure information of this character concerning all pupils leaving the schools. The action thus taken, while neither new nor radical, should yet be a step in the development of guidance and placement which, with consistent attention of the office and cooperation of the field service, should bring to pass in the near future the more definite growth and development of Indian employment.

Direction was issued to school superintendents to give full attention to the matter of a suitable and sufficient diet for school children, avoiding any possible deficiency, and to supply funds so far as available to the furtherance of this end. In checking over the cost of food for subsistence of Indian children in the Government boarding schools during the year, it has been found that this cost averaged 20 cents per pupil per day, of which 14 cents represented expenditure from the support funds of the schools, and 6 cents the value of food produced at the school. During the year emphasis was again directed to the inadequacy of the food ration and a committee was appointed to consider this question. The committee, consisting of Dr. M. C. Guthrie, chairman, Dr. E. Blanche Sterling, both of the Public Health Service, Dr. Frances Rothert, of the Children's Bureau, Department of Labor, and Dr. Edith Hawley, of the Bureau of Home Economics, Department of Agriculture, after careful study, found that the minimum cost to provide a proper diet for Indian school children would be 40 cents per pupil. Efforts are being made in connection with the budget for the fiscal year 1931 to secure through legislative action appropriations which will be sufficient to meet these requirements.

Emphasis upon child welfare has been embodied in a direction that there be periodical examinations by physician or nurse, record kept and treatment given where indicated. This has been supplemented by a caution to not overcrowd the schools to an extent detrimental to the health of the children.

Attention of the schools was also invited to the value of the use of local material in teaching, as Indian arts and life, Indian history, Indian geography, and matters of Indian daily experience.

Although already embraced within prior plans, attention has again been called to the importance of perfecting the teaching of gardening and poultry raising in the schools.

There is not at hand at this time definite data regarding the age-grade averages of pupils in the Indian schools. So far as the service has secured information, it appears that the Indian children in the Government schools are, on an average, about 2 years older than

the normal age-grade standard. This has been chiefly due to failure to secure the early entrance of children into school, although this condition has been remedied to a large extent within the past few years due to persistent effort of the bureau. Intelligence tests conducted have shown an intelligence quotient of 100 for Indian children, as compared with 114 for white, which difference would probably lessen somewhat with increase of education. It is clearly apparent, however, that differences exist between different Indian tribes or communities as to capacity for assimilation of knowledge or training. Therefore, any plan of schooling, theoretical or vocational, should not be rigid but adjusted to the capacities and tendencies of given cases. Related somewhat to this question the comparison by grades of enrollment in Government schools given in the report of the commissioner for 1928, and included in the report of the Secretary for 1928, page 57, is continued through the fiscal year 1929, as follows:

	1926	1927	1928	1929		1926	1927	1928	1929
Beginners.....	3,288	3,015	3,038	3,122	Grade IX.....	792	994	1,239	1,541
Grade I.....	3,070	3,150	3,103	2,932	Grade X.....	492	586	662	826
Grade II.....	2,963	3,256	3,129	2,914	Grade XI.....	232	380	458	472
Grade III.....	3,167	3,134	3,246	3,103	Grade XII.....	159	212	289	319
Grade IV.....	3,211	3,207	3,106	3,216	Special ¹		107	193	
Grade V.....	2,635	2,895	3,102	2,773	Junior College.....				123
Grade VI.....	2,133	2,469	2,663	2,730					
Grade VII.....	1,629	1,928	1,901	2,198		24,901	26,712	27,718	27,950
Grade VIII.....	1,130	1,379	1,589	1,681					

¹ Special includes pupils in sanatorium schools, pupils in ungraded classes, and a few attending secondary schools or junior college.

The familiar limitations imposed by legislation of expenditures per pupil per annum have been repealed by act of March 2, 1929, which provides:

That the provision in the act of April 30, 1908 (35 Stat. L. p. 72), and all other acts imposing a limit upon the per capita cost in Indian boarding schools, be, and the same are hereby, repealed.

There is now ground for the hope that reasonably liberal appropriations sufficient for the operation of efficient institutions may be hereafter secured.

With reference to the physical condition of school plants, it should be said that many of these are old and the buildings unsuitable or in a state of disrepair and modern improvements are lacking. Considerable new construction has been accomplished but a host of poor buildings remain. It has appeared advisable to expend funds for enlargement of some schools in order to provide additional facilities for children who have been without school opportunities. However, with the expectation that the State public schools will absorb gradually an increasing number of Indian children, it is believed that any general program of enlargement may cease. Then expenditures for material improvements may be confined to necessary repair or reconstruction at those schools whose continued operation will be essential for some years to come.

EMPLOYMENT FOR INDIANS

Referring further to the matter of Indian employment, this concerns both the school graduate and the adult Indian. The aim usually is a permanent occupation for the young man or woman but

temporary or seasonal employment for the adult. As to the former class, unless he be placed in and become adjusted to an occupation adapted to his interest and abilities, then the whole scheme of education and civilization fails. If he may return home to farm on land where conditions offer promise of success, this may in those cases be a legitimate objective, but if he returns to a reservation where unfavorable conditions prevail and the influences are such as to force him back to primitive conditions and idleness, then the result is detrimental. An experience of more than 100 years forces the conclusion that the civilization of the Indian will not be effected until changes are brought about in the isolation and customs of the remaining reservations and all Indians must live in close contact with the white communities. Even then, not every individual will be a success, but neither are all individuals of other races, and he must at least be compelled to depend upon himself.

Meanwhile it has been the policy of the service with the scant resources at its command, to seek employment for them away from the reservations and, as mentioned in prior reports, many have been successfully placed in occupational employment. An overseer at large, with headquarters in the Northwest, has placed many Indian youth with railroads, mills, machine shops, factories and other business concerns and with orchardists or agriculturists. Existing instructions to the entire supervisory force and to the field superintendents make it incumbent upon them to devote a part at least of their time to the matter of Indian employment. Supervisors are directed to make careful investigation concerning the opportunities of their respective districts, to arrange with employers of labor to take Indians of suitable age, health, and physical ability. A labor overseer has been assigned to duty among the Apaches in Arizona and has succeeded in obtaining work for a large number of the Apaches. Within the reservation at the Fort Apache unit, Arizona, there have recently been constructed 12 cottages for Indian families, and while this may seem unimportant the matter is mentioned for the reason that these Indians have been among the most backward and the interest which they have taken in these homes is thought to be indicative of the breaking away from the old tribal customs and modes of thought and to offer promise for their future development.

INDUSTRIAL ACTIVITIES

Generally throughout the country the Indians have continued to make encouraging progress along industrial lines, especially in farming and livestock activities, although somewhat retarded by drouths in the southwestern part of the country, until late in the year when abundant rains fell at several places. While complete data is not available, preliminary reports indicate that there has been a substantial increase in the number of Indians farming and the cultivated acreage on nearly all the reservations. Appreciation is expressed of the cooperation which has been given by the extension service of the United States Department of Agriculture and by many State colleges which have placed their facilities at the disposal of the service for the benefit of the Indians.

There were appointed during the year six directors of agriculture and three home demonstration agents, and it is hoped this personnel will do much to bring about still further improved conditions. Every

effort has been made to encourage and assist the Indians to make the most of their opportunities by means of industrial service and 5-year agricultural programs, which have been adopted on many of the reservations and which function through chapter organizations of the men and auxiliaries of the women.

Perhaps the largest and most important single project initiated during the year was the subjugation of 50,000 acres of allotted lands within the Pima Reservation in Arizona, which will eventually be irrigated from the Coolidge Reservoir. This work will require several years for completion, after which, however, it is believed the opportunity will be afforded to the Pima Indians for their agricultural rehabilitation and permit improvement in their present discouraging industrial condition which has been chiefly due to lack of water.

ROADS AND BRIDGES

The present need is for local roads to connect the various Indian communities with the main highways. Prior to this year, there was no general appropriation for such roads and very little work of this nature could be undertaken, due to the fact that the regular appropriations for the service were all absorbed by necessary current activities. However, an appropriation of \$250,000 was made by Congress for this purpose, and while this was a relatively small sum compared to the needs of the service for improved local roads, it is hoped that continued appropriations may be made until reasonably adequate roads have been provided within all of the reservations. Requests from the field for allotment of moneys for this purpose have aggregated \$960,000.

The bridge across the Colorado River, near Lee's Ferry, Ariz., was completed during the year, at a total cost of \$329,533, of which \$100,000 is to be paid by the Federal Government from an appropriation made for this purpose about two years ago. The balance of the cost was paid by the State and county.

ALLOTMENTS

During the fiscal year 253 allotments were made to individual Indians, embracing lands within various reservations aggregating 24,211.17 acres, as shown in the following table:

Reservation	Number of allotments	Acreage
Palm Springs, Calif.....	24	908
Round Valley, Calif.....	2	15
Rincon, Calif.....	79	419.04
Fort Yuma, Calif.....	3	30
Leech Lake, Minn.....	1	82.33
Fort Belknap, Mont.....	1	530.73
Flathead, Mont.....	1	120
Fallon, Nev.....	4	40
Kiowa, Okla.....	1	160
Klamath, Oreg.....	5	798.21
Cheyenne River, S. Dak.....	129	20,678.86
Lower Brule, S. Dak.....	1	109
Rosebud, S. Dak.....	1	160
Yakima, Wash.....	1	160
	253	24,211.17

In addition to reservation allotments shown above, 57 allotments were made to Indians residing on the public domain in various States, embracing 8,371.72 acres.

EXTENSION OF TRUST PERIODS

The period of trust was extended by order of the President on allotments made to Indians of the following-named tribes and bands: Prairie Band of Pottawatomie, Kansas; Iowa Tribe, Kansas and Nebraska; Winnebago, Nebraska; Pawnee, Oklahoma; Siletz, Oregon; Lower Brule, and Rosebud, South Dakota.

CHOCTAW INDIANS OF MISSISSIPPI

Three separate purchases of land were made during the year, covering a total of 230 acres, at a cost of \$5,000. This land has been resold to six Choctaws of the full blood under the reimbursable plan and will provide home sites for about 30 persons. In addition to the tracts actually purchased, \$1,480 has been obligated in the proposed purchase of 160 acres for resale to three individuals, whose combined families comprise about 15 persons. To date, \$43,912 has been used for the purchase of 1,593 acres. This land has been resold to 58 Indians. It is estimated that approximately 253 individuals have been provided with homes in this way.

MISCELLANEOUS PURCHASES

The purchase of 3,071 acres of land in Polk County, Tex., for the Alabama and Coushatta Indians has been consummated at a cost of \$29,000. Negotiations are under way for the purchase of 3,065 acres of privately owned land within the exterior boundaries of the Fort Apache Reservation, Ariz., at a cost of \$6,130. On the Crow Reservation, Mont., 160 acres of land was purchased at a cost of \$800, on the site of the Reno battlefield, for monumental purposes. A tract of land containing 20 acres was purchased for the Indian colony at Winnemucca, Nev., at a cost of \$500. Approximately 60 persons will be benefited by this purchase. All of these purchases were made from funds authorized by Congress.

ADDITIONAL LANDS FOR INDIAN USE

Under authority of the act of February 9, 1929 (45 Stat. L. 1158), a small tract of land containing approximately 7 acres, located at Celilo on the Columbia River in Oregon, was transferred from the War Department to the Interior Department as a fishing camp site for a small band of Indians now living thereon.

Under authority of the act of February 11, 1929 (45 Stat. L. 1161), several tracts containing 920 acres, located near Kanosh, Utah, were permanently set aside for the use and benefit of the Kanosh band of Indians.

Under authority of the act of February 11, 1929 (45 Stat. L. 1161), a strip of land $1\frac{1}{2}$ miles wide and 4 miles long, running north and south, lying between the boundary of the San Ildefonso Pueblo Grant on the east and the eastern boundary of the Santa Fe National Forest on the west, located in Santa Fe County, N. Mex., was permanently

reserved for the sole use and benefit of the Indians of the San Ildefonso Pueblo.

RIGHTS OF WAY

The act of March 4, 1915 (38 Stat. L. 1188), authorizing the opening of public highways over Indian lands in Montana and Nebraska in accordance with the laws of the respective States, upon condition that maps of location must first be approved by the superintendent in charge of the lands involved, is in line with the present policy of transferring jurisdiction over Indian affairs to the several States.

Recently, numerous protests from taxpayers, as well as owners of the restricted Indian lands involved, were received against the issuance to the Montana State Highway Commission of permission to proceed with the construction of Federal State Highway Project No. 253-A, between the town of Wolf Point and the bridge, a few miles southeast thereof, over the Missouri River. The Bureau of Public Roads, after full consideration, decided there was no reason to withhold the extension of Federal aid to this project, and sufficient guarantees being secured that the Indian owners would be fairly compensated for the damage done, the superintendent of the Fort Peck Agency was authorized to permit construction work to proceed. It has since been reported that the Indians are determined to prevent work on this location, and have actually resisted the entry of the State highway commission upon the land. This department is without jurisdiction to interfere, and responsibility for proceeding with the work rests with the State highway commission. All parties in interest have been so advised, and the Indians have been counseled to refrain from the exercise of personal violence and to seek their remedy, if any, through the courts. It will be of exceeding interest to note the manner in which the State of Montana meets and discharges the responsibilities arising in connection with this situation.

INDIAN SUITS AND JUDGMENTS

The United States Court of Claims, on May 6, 1929, handed down a judgment in the case of the Iowa Tribe of Indians (Oklahoma) *v.* The United States, No. 34677, awarding this branch of the Iowa Tribe the sum of \$256,850. The Iowas of Kansas and Nebraska are not entitled to participate in the judgment mentioned, as they were not parties to the suit, which related solely to lands of the Iowas who removed from Kansas and Nebraska to Oklahoma many years before the transactions occurred which resulted in the suit cited.

Suits not mentioned in the report for the year 1928 have been entered in the United States Court of Claims against the United States as follows:

Nisqually Tribe of Indians of Washington, petition filed December 31, 1928.

Steilacoom Tribe of Indians of Washington, petition filed April 2, 1929.

Kaw Tribe of Indians of Oklahoma, amended petition filed April 15, 1929.

INDIAN CLAIMS

The act of May 3, 1928 (45 Stat. 484), directed the Secretary of the Interior to investigate and determine claims of individual Sioux Indians enrolled at the various Sioux agencies in North and South

Dakota, Montana, and Nebraska, against the United States arising from failure to receive allotments of land or for loss of personal property or improvements where the Indian claimants, or those through whom the claims originated, were not members of any band engaged in hostilities against the Government at the time the losses occurred. Where such claims are found to be meritorious, the Secretary of the Interior is directed to adjust them under existing law; and where no such law exists meritorious claims are to be reported by him to Congress with appropriate recommendation.

Proper instructions were promulgated June 27, 1928, by the department, and the superintendents in charge of the respective agencies and Indians are now investigating the claims in the field. Approximately, 2,000 such claims have been transmitted to this office for review and action. It is believed there will be more than 5,000 such claims filed for settlement under the act cited.

TRIBAL ENROLLMENT

Preparatory to closing up the tribal affairs of the Eastern Band of Cherokee Indians of North Carolina, a final membership roll is being made under the provisions of the act of June 4, 1924 (43 Stat. L. 376), and the final report of the field enrolling official was submitted December 1, 1928. More than 12,000 applications for enrollment were filed and the tentative roll prepared contains 3,139 names, 1,222 of which were challenged or contested by the tribe. Nine hundred and forty-seven of the persons who were denied enrollment have appealed to the department. These cases are now being examined and will be submitted to the Secretary of the Interior for his final determination as required by the law.

The act of May 18, 1928 (45 Stat. L. 602), authorized the attorney general of the State of California to bring suit in the United States Court of Claims on behalf of the Indians thereof, and directed the Secretary of the Interior to make a roll of those Indians who are entitled to share in any favorable judgment obtained. The act also required a roll of all other Indians living in California May 18, 1928, and while the official census shows about 20,000 of these Indians, it has been reported that there will be 50,000 applicants.

FORESTRY

The substantial improvement in the market that has been eagerly awaited by the lumber production industry during the past five years has not yet materialized. While there has been some advance in prices of logs and lumber since July 1, 1928, these advances have not been sufficient to afford the majority of producers of this basic commodity a reasonably adequate return on the investment, especially when consideration is given to the risks involved.

The policy of restricting sales of stumpage on Indian lands to cases in which funds were urgently needed, or certain conditions indicated a loss of capital values through delay, has been continued during the year beginning July 1, 1928. However, the deprivations of the bark beetle, *Dendroctonus brevicomis*, on yellow pine of the Klamath Reservation, Oreg., to which reference was made in the annual report for the fiscal year 1928, though somewhat abated,

continued alarming. The timber offered as the Paiute unit in 1928, for which no bids were received, was combined with other timber at the north and west and again offered as the Black Hills unit. However, the damage already caused by forest insects was so great that no one was willing to bid even the minimum price of \$4 for pondosa pine. The timber on a large unit lying north of the Black Hills, designated as the Sycan unit, was sold at a price of \$6.92 for pondosa pine and prices of \$2 and \$1 for inferior species, of which there are small amounts. In view of the great reduction in volume that has already resulted from insect attack the price of \$6.92 is considered very advantageous from the standpoint of the Indians, even if the infestation should at once subside. On the Whiskey Creek unit lying along the reservation border south of Yainax and Beatty, pondosa pine brought a price of \$7.12 per thousand feet, and a small unit of 24,000,000 feet west of the Whiskey Creek unit sold for \$5.77. All of these units were offered, in contravention of the policy of restricted sales, because of the probability that a recurrence of an insect infestation such as occurred in 1926-27 might destroy a large part of the mature timber that had survived the earlier attacks.

Under the requirements of the decision of the Supreme Court of the United States in the case of *United States v. Payne* (264 U. S. 446), the greater part of the timberlands of the Quinaielt Indian Reservation, Wash., have been allotted to individual Indians. These lands are generally entirely unfitted for agricultural use and the only means by which the allottees can secure any benefit from the allotments consists in the sale of the timber. Because of the need of many Indians for funds and indications that the removal of certain large timber operators from the Quinaielt territory in the near future might diminish competition, four large units comprising all unsold timber on the Quinaielt Reservation and known as the Lunch Creek, Joe Creek, Raft River, and Cape Elizabeth units, were advertised for a period of nearly four months with sealed bids opened on June 18, 1929. After the advertisements were issued announcement was made that the Northern Pacific and Union Pacific Railways had decided to submit an application to the Interstate Commerce Commission for the privilege of building a common carrier railroad across Quinaielt Reservation to the Hoh River. This announcement aroused great interest for and against the proposed sales. While bids were invited and received upon the four units mentioned, after the close of the fiscal year all of these bids were rejected.

In September, 1928, more than one-half billion feet of pondosa pine on the Defiance Plateau unit in the Southern Navajo jurisdiction was sold at the rate of \$3 per thousand feet. About 20 miles of railroad must be built from the Atchison, Topeka & Santa Fe Railway to reach the edge of this tract of timber. As reproduction is very deficient in this area because of excessive grazing by sheep and goats, a very difficult problem in silviculture exists.

While operators on Indian lands have generally complained as to the inadequacy of profits, large investments in mills and logging equipment have practically forced them to operate on a fairly large scale each year. During the fiscal year 1928 contractors cut timber from Indian lands with a value of \$2,541,426, and, in addition to

this, timber with a value of \$140,445 was cut in connection with the timber operations conducted by the Indian Service on the Menominee and Red Lake Reservations. The detailed figures for 1929 are not available, but will be substantially the same as those for 1928.

The forest-fire situation on Indian lands was not as serious during the summer of 1928 as had been anticipated. A slightly increased appropriation enabled the forestry branch to place from two to five additional fire guards on duty July 1 at agencies having large forest areas to protect. Through the increased organization fires were quickly suppressed. The expenditure of \$10,000 for additional preventive organization and extra guards probably resulted in a saving of two or three times that amount in suppression expenditures. On the Hoopa Valley Reservation and on the Mission lands of southern California, where an adequate organization for detection and prompt suppression was not available, nearly \$12,000 was expended in suppression. Because of lack of funds for the meeting of such expenditures approximately one-half of this amount remained unpaid at the close of the fiscal year.

A deficiency act of May 29, 1928 (45 Stat. L. 908), appropriated \$25,000 for the resumption of the forest insect control work on the Klamath Reservation that had ceased at the close of 1924 because of lack of funds, and the Interior Department appropriation act of March 4, 1929, for the fiscal year 1930 (45 Stat. 1562, 1570), carried an item of \$25,000 for the continuation of preventive measures. Work was begun in September, 1928, continued in the spring of 1929, and will be resumed in September, 1929.

An appropriation of approximately the same amount will be requested for 1931. It is hoped that the work done under these appropriations and more favorable climatic conditions may result in a subsidence of epidemic conditions that have caused a loss of several millions of dollars to the Klamath Indians during the past decade. This infestation of forest insects has embraced an area in southern Oregon and northern California of which the Klamath Reservation is but a minor part and on some of the nonreservation areas the percentage of stand killed has been even greater than on the reservation. The experience in the Klamath Basin demonstrates conclusively the need for sufficient appropriations for the maintenance of a constant surveillance over this field of forest protection and prompt action when serious conditions are discovered by the forestry branch of the Indian Service.

PRINCIPAL IRRIGATION ACTIVITIES

The irrigation division of the Indian Service is charged with the initiation, construction, operation, and maintenance and collections concerning all irrigation and drainage projects on Indian reservations, including in numerous instances privately owned lands in conjunction with Indian projects; including also development of stock and domestic water and flood protection. The operations in the field are carried on under five irrigation districts, each in charge of a supervising engineer, who is responsible for conduct of the work authorized by the Indian Office on the various projects under each jurisdiction.

District No. 1, with headquarters at Yakima, Wash., comprises Oregon, Washington, and northern Idaho, the larger projects included being the Yakima, Klamath, Colville, Lummi, and Kootenai.

District No. 2, with headquarters at Blackfoot, Idaho, comprises southern Idaho, Utah, and Nevada, the larger projects being Fort Hall, Uintah, Walker River, Pyramid Lake, and western Shoshone.

District No. 3, with headquarters at Billings, Mont., comprises Montana, Wyoming, and South Dakota, and includes Blackfeet, Fort Belknap, Flathead, Crow, and Wind River projects.

District No. 4, with headquarters at Los Angeles, Calif., comprises California and Arizona south of the Santa Fe Railroad and includes the San Carlos, Colorado River, Yuma, Fort Apache, San Xavier, Papago, Salt River, Mission, Tuolumne, Tule River, and other miscellaneous reservations in California.

District No. 5, with headquarters at Albuquerque, N. Mex., comprises New Mexico, northern Arizona and Colorado, and includes all the pueblos, with the exception of the Middle Rio Grande conservancy work as it applies to the Indian pueblos, the Navajo reservation, Mescalero, Jicarilla, Zuni, Pine River, Hogback, Ganado, and other miscellaneous projects. An engineer is to be appointed to handle the pueblo matters affected by the Middle Rio Grande conservancy district activities.

There are 205 projects on the books, of which 80 were active during the last year, with approximate total costs to June 30, 1929, for construction of \$37,104,000; for operation and maintenance, \$10,284,000. The construction repayments have been approximately \$1,271,000, and operation and maintenance repayments, \$3,400,000. The total area of land under constructed irrigation works is 754,000 acres, an increase of 44,500 acres during the past year; the total acreage irrigated during 1928, 387,552 acres. Of this amount the acreage irrigated by Indians was 124,316, the area irrigated by lessees 103,578, and by white owners of land 159,658 acres. There is an estimated total of 1,358,761 acres of irrigable lands under projects. The estimated cost to complete these projects to supply all of the irrigable land is \$31,000,000. There have been approximately 242 wells, 300 springs, and 34 ponds developed to date for domestic and stock water. These are mostly in Arizona and New Mexico, with by far the largest number on the Navajo reservations.

The costs for construction during the year were about \$3,750,000 and the costs for operation and maintenance about \$750,000. Collections for construction were approximately \$150,000 and for operation and maintenance \$400,000.

Of the larger projects on which crop census was taken the crop value was \$10,090,114 from 314,021 acres.

One of the major activities was the construction of the Coolidge Dam on the Gila River to supply water for irrigation of the San Carlos project in Arizona. The construction of this dam, which is of the multiple-dome type, 250 feet in height, was practically completed and the river-diversion opening closed on November 15, 1928. Owing to the extreme drought no water has been stored, and water conditions generally are worse than for many years. In connection with the dam a power plant consisting of two units of 6,250 kilowatts each is being installed. Practically all of the equipment is on the ground and it is expected that the installation will be completed by September, 1929. The limit of cost for the dam and power plant is \$6,050,500.

Contract was let in May, 1929, for the construction of a 20-mile transmission line from the dam to Rice for use of the school and agency and for irrigation pumping. Test wells were drilled and investigations made to determine the most satisfactory relocation for the Indians to be moved from the San Carlos Reservoir area. Construction work on the distribution system of the San Carlos project proceeded at a rapid rate under an increased appropriation of \$500,000.

Within the Yakima Reservation, Wash., construction was carried out and completed on the Wapato Pumping Unit No. 1. This is a direct connected hydro pumping plant designed to deliver 150 second-feet under a head of 85 feet to the pump canal 24 miles in length for the irrigation of 11,000 acres. The total cost of the work is approximately \$410,000. The distribution system is principally of cement pipe, 21 miles of which, varying in diameter from 6 to 18 inches, was installed at a total cost of approximately \$60,000. Water delivery was begun in June and water was supplied to approximately 1,000 acres. An investigation of the conditions on the Wapato project was made in March by Assistant Chief Engineer C. R. Olberg at the instance of the water users, and a further investigation was made by Consulting Engineer James W. Martin in May, the major recommendations being that the project lands should be defined, water rights determined, and the final cost fixed.

Within the Lummi Reservation, Wash., the construction of dikes was practically completed by June 15, 1929. The total cost of the work will be approximately \$65,000 for the reclamation of 4,446 acres of excellent land.

In Montana the principal construction work was on the Flathead project, for which \$347,500 was authorized to be expended for continuing construction work, including soil survey and classification of the project lands. Investigation of the foundations for the Kicking-horse Reservoir and the raising of Tabor Reservoir was made and Consulting Engineer A. J. Wiley was appointed in June, who reported favorably on the feasibility thereof.

Applications for development of the Polson power site are pending before the Federal Power Commission.

On the Fort Peck and Blackfeet projects investigations were made with reference to the advisability of continuing operations on these two projects. In regard to Fort Peck it was recommended that the project be abandoned but continuance of the Blackfeet project was recommended.

On the Fort Hall Reservation in Idaho, extensive surveys, including soil surveys by the Department of Agriculture, were conducted to determine the feasibility of irrigating the Michaud unit, and while the surveys were completed, the report had not been compiled at the end of the year. About 30,000 acres of suitable land was surveyed. Surveys and estimates were also made on various minor units at the Fort Hall Reservation.

The Gibson unit, of approximately 10,000 acres, was completed during the spring of this year at a cost of \$145,000. This involved the construction of 60 miles of canals and 9 miles of drains, including 568,000 cubic yards of excavation on which the contract price was \$79,554 and the construction of 96 structures at a cost of \$50,133.

Approximately \$48,000 is available for the construction of a spillway and drainage ditch to control the level of Lake Andes, S. Dak. This is contingent upon securing satisfactory guarantees from the State for the payment of one-half the cost of construction.

On the Pine River project in Colorado considerable progress has been made in clarifying the situation in regard to the interlocking rights and operation of the canal system and contracts have been entered into with several of the water users and ditch companies covering the payment of operation and maintenance charges.

Some progress has been made in the pending suit to define the rights of the respective parties in and to the waters of Gila River. A conference between the representatives of the defendants of this suit and the Government, represented by officials of the Department of Justice and this department, was held in Phoenix during the month of January for the purpose of reducing the amount of work involved in adjudication of the case by entering into stipulations agreeing to certain facts. While the representatives of both sides were unable to reach an agreement as to the stipulations, nevertheless it is believed a better understanding of the claims of the respective parties now exists by reason of this conference.

The development contemplated by the Salt River Valley Water Users' Association, involving hydroelectric power and utilization of the flood waters of the Verde River, has not yet been carried out. Under this proposed development as provided for in an agreement of June 19, 1929, the Indians of the Salt River Reservation may receive an adequate water supply to the extent of 6,310 acres. They have the right also to participate in the power development upon payment of the pro rata share of its cost. It is to be hoped that this development will be carried out at an early date as these Indians are in need of more water for the irrigation of their lands.

The severe drought that has been in evidence for the past several years in the Southwest has brought home more forcibly the need for additional water for these Indians. An agreement was reached with the Salt River Valley Water Users' Association under date of June 18, 1929, authorizing the association to operate three wells within the right of way of the reservation, upon condition that 500 acre-feet of water would be furnished free of charge for use of the Indians.

A controversy arose over the action of the city of Phoenix in emptying its sewage into the Salt River above the irrigation heading of the Maricopa Indians in that river. The matter became so acute that direction was issued by the Department of Justice to institute legal action for the abatement of the nuisance. At a conference held in Phoenix with the city officials an agreement was reached resulting in the abatement of the nuisance and avoidance of litigation.

The Flathead irrigation district, comprising within its confines approximately 50 per cent of the lands of the Flathead irrigation project, Montana, executed an agreement with the United States on February 27, 1929, which made available funds for much-needed construction work and paved the way for a better understanding between the district landowners and the Government and for better success of that part of the contract. The other two districts, the Mission Valley and Jocko districts, have not yet entered into an agreement, with the result that they do not receive the benefits

under the legislation, though it is probable they may do so in the immediate future.

A contract was entered into between the Government and the Middle Rio Grande conservancy district, a political subdivision of the State of New Mexico, which provides for the irrigation, reclamation, conservation, and flood-control works for approximately 132,000 acres of land within the Middle Rio Grande Valley, including six pueblos, namely, Cochiti, Santo Domingo, San Felipe, Santa Ana, Sandia, and Isleta. This contract was executed December 14, 1928. The district is to finance its share of the cost of the work from funds derived from the sale of bonds. It is understood that bonds to the extent of \$2,000,000, bearing 5½ per cent interest, were sold at 87.5 during June, 1929, and that there is an option held by a bond investment company on \$2,500,000 more of these bonds. Under the contract the Pueblo Indian lands are to pay for the work done for their benefits at not to exceed the per-acre amount to be paid by white land owners under the district, and in no event shall the Indian lands pay in excess of \$67.50 per acre. The payments for and on behalf of the Indian lands are to be made out of reimbursable appropriations.

The adjudication suit involving the water rights of the Walker River Indian Reservation is still pending. The master appointed by the court in the case has been taking testimony, but the United States deems it necessary to secure additional hydrographic data in connection with the alleged excessive losses in the Walker River beginning at a point before it enters the reservation.

Suits have been filed for the collection of delinquent construction and operation and maintenance assessments against private land-owners who acquired former Indian allotments on the Crow and Blackfeet projects in Montana, the Wind River project in Wyoming, and the West Okanogan project in Washington.

A suit was filed in the State courts by one H. H. Francis against C. J. Moody, project engineer of the Flathead project, to quiet title in and to waters of certain creeks within the Flathead irrigation project. It is understood that the jurisdiction of the State court will be brought into question with a view to dismissing the litigation.

The principles of the Winters case (207 U. S. 564) dealing with water rights of the Indians were applied in a recent case entitled *United States ex. rel. re U. S. Attorney v. Hibner et al.*, reported in 27 Fed. (2d) 909-912.

OIL AND GAS LEASING

Within the Navajo Treaty Reservation, Ariz., a test well on the Rattlesnake structure was completed to a depth of 6,765 feet. This well has been reported to have an average daily production of about 750 barrels of 38 Baumé gravity. There are now 25 producing oil wells in the Navajo fields, a number of which were considerably pinched during a part of the year. The total production therefrom has yielded to the Navajo Tribe \$115,595 for the year.

Discovery of oil in the vicinity of the Mount Pleasant Indian School, Michigan, has been reported. The yield is said to be about 48° gravity. There are a number of Indian allotments remaining

under restriction in this vicinity, which possibly may be leased and developed into available oil-producing lands.

Within the Ute Reservation, N. Mex., there are several good gas wells which have been closed because there was no market for gas, but negotiations are now in progress with the Mesa Grande Gas Co. for construction of a pipe line in order to market the gas in the city of Durango, Colo.

Five oil wells within the Crow Reservation, Mont., and a number of wells within ceded lands of the Shoshone Reservation, Wyo., remain closed. The oil from these fields is heavy in its crude state and of low gravity, and there are no pipe lines to the fields which afford the necessary outlet to a market.

Production from the Osage Reservation, Okla., during the year amounted to 16,629,116 barrels of oil, from which, including certain deferred bonus payments, an income of \$7,441,940 was derived. There has been a noticeable lessening of production and receipts from Osage oil and gas leases for several years and it appears that the high point has been reached and that these leases are now on the decline. Two public-auction sales of oil leases were held at Osage during the year, at which leases on 47,434 acres were sold. A provision was inserted in the leases, enabling the Secretary in his discretion to impose restrictions upon oil production when deemed necessary as a conservation measure and in conformance with similar restrictions imposed upon other wells in Oklahoma by State authority or agreement with operators.

A provision in the act approved March 2, 1929 (45 Stat. L. 1478), extends the trust period on the Osage lands, moneys, and other restricted properties until January 1, 1959. This act also amends the act of March 3, 1921, so as to give the Secretary more discretion in determining the acreage of Osage lands to be offered for leasing annually and provides that not less than 25,000 acres shall be offered for oil and gas mining purposes during any one year. Under the act of March 3, 1921, it was necessary to offer approximately 100,000 acres each year.

There was an increase in production from restricted lands of members of the Five Civilized Tribes, Oklahoma, over the production of the prior year, the total for the year being 27,698,850 barrels. The total income from leases of the lands of these tribes was \$5,636,919.

QUAPAW LEAD AND ZINC MINING LANDS

The lands of the Quapaw Reservation, Okla., are rich in deposits of lead and zinc. The lands lie in what is known as the Tri-State lead and zinc mining district. Mining was first conducted within the reservation in 1902, and since 1917 the production of zinc-lead ore has increased enormously. During the year the mines of these Indians under departmental supervision produced 24 per cent of the lead and 32 per cent of the zinc output from the Tri-State district, and about 3.9 per cent of the lead and 14.2 per cent of the zinc output from ore mined in the United States. At the close of the fiscal year, there were 50 departmental lead and zinc mining leases in force, embracing 6,284 acres; and 44 subleases in force, covering 2,294 acres. From these leases 186,423 tons of lead and zinc concentrates were sold during the year for \$8,809,442 and the royalties received therefrom for the Indians amounted to \$848,219.

FIVE CIVILIZED TRIBES IN OKLAHOMA

The unsold coal and asphalt mineral deposits belonging to the Choctaw and Chickasaw Nations are valued at \$9,254,829, and the other unsold remaining property is valued at \$225,092. The amounts to be collected from the purchasers of Choctaw and Chickasaw tribal property heretofore sold aggregate \$869,656.

The present tribal property of the Creek Nation is valued at \$92,050 and that of the Seminole Nation at \$250,000.

In the Cherokee Nation there remain a few unsold tracts of tribal property.

The Cherokee, Creek, and Seminole tribal lands, with the exception of a few tracts above mentioned, have been allotted, sold, or otherwise disposed of as provided by law, and the tribal affairs, with the exception of pending suits in the United States Court of Claims, are practically completed and closed.

Before the Choctaw and Chickasaw tribal affairs can be closed the above-mentioned tribal property of said nations must be sold or otherwise disposed of as provided by law and funds derived therefrom and from collection of the sums due from prior purchasers must be distributed per capita to the enrolled Choctaw and Chickasaw Indians entitled to share in the tribal funds or be otherwise paid out as provided by law and the pending suits of said nations in the United States Court of Claims must be closed.

Under certain jurisdictional acts passed by Congress in 1924 the Cherokee, Creek, Choctaw, and Chickasaw Nations have filed a number of suits against the United States in the Court of Claims in which suits, pending before said court, are set forth the demands of said Indian nations against the United States aggregating many millions of dollars.

There are approximately 12,000 enrolled Indians of the restricted class in the Five Civilized Tribes, of whom approximately 9,000 are full-bloods. The department has supervision and control over the restricted allotted lands and funds of these Indians. The present restricted allotted lands aggregate 1,663,115 acres.

The cashier for the Five Civilized Tribes Agency handled, during the year, a total of \$41,701,248, including receipts and disbursements of all classes of funds. Collections of tribal funds amounted to \$240,398 and there were credited to the individual Indian accounts individual Indian moneys totaling \$14,080,029. During the fiscal year there was disbursed from the restricted individual Indian moneys the aggregate sum of \$4,869,281 for the maintenance of the restricted Indians and for their farms, buildings, livestock, and equipment. The total amount expended from individual Indian accounts for permanent improvements, including farms purchased, amounted to \$856,175, and the amount expended for livestock and farming improvements was \$131,833. These expenditures for the benefit of the individual restricted Indians were made under supervision of the field force of the Five Civilized Tribes Agency.

The office is informed that there are many first-class farmers among the Indians of the Five Civilized Tribes and that commendable comparative progress has been made in the education and competency of the restricted Indians. It is reported that in many instances the Indian farmers have benefited by the demonstration and results of

superior methods employed by white farmers in their neighborhood and desire better homes and more modern farming equipment. It is also reported that many of the younger generation are filling clerical and mechanical positions in the cities and towns of Oklahoma in competition with their white neighbors.

PROBATE ATTORNEYS, FIVE CIVILIZED TRIBES

The beneficial work heretofore performed by the probate attorneys in eastern Oklahoma, formerly Indian Territory, has continued to yield good results to restricted Indians of the Five Civilized Tribes and Quapaw Agencies. These attorneys advise and assist the Indians who are in need of guidance in business or legal matters and who seek their aid in matters relative to guardianship, administration of estates, transactions of various kinds concerning their inherited and restricted property, and advise them regarding the conservation and use of their restricted lands and funds. The Indians consult these attorneys who examine witnesses, prepare cases for the courts, and conduct these cases to final conclusion. The attorneys prepare leases and other legal instruments for the Indians, examine the validity of legal instruments submitted to them, and aid in placing minors in schools.

The entire amount of money actually saved by these attorneys to the Indians during the year can not be definitely stated in dollars, but it is known to be considerable. In the report for the prior year statistics were given showing the number of cases handled, amounts of money involved, and other data, but this need not be repeated as the work which has been accomplished is comparable with that of the preceding year.

PUEBLO LANDS BOARD

Mention was made in the report for the preceding year of the status of the work of this board established by the act of June 7, 1924, to quiet title to Pueblo lands in New Mexico.

During the year reports were submitted upon the pueblos of Isleta, Picuris, and San Juan.

The act of March 4, 1929 (45 Stat. L. 1638), appropriated \$47,132.90 for Picuris, \$7,684.50 of which amount is made available for the purchase of 118.567 acres of land for the use and benefit of these Indians. The amount appropriated is to repay them for damages sustained by reason of loss of land and water rights.

The board found that the pueblo of Isleta had sustained damages of the character indicated amounting to \$3,218.21, and that the San Juan pueblo had suffered losses amounting to \$29,090.53. Payment of the amounts due these pueblos will await appropriations by Congress.

PURCHASE OF SUPPLIES

Concerning procurement of supplies for the schools, agencies, and hospitals, fancy merchandise is not purchased nor required, but standard grades believed to be in every way satisfactory are bought for the service, for the Indian boys and girls, and dependent adults. The quality of the food supplies in many lines is the same as of that bought for other governmental branches. Difficulty has been experienced,

however, in keeping cereals and fruit, particularly through the summer months, and on occasions this class of merchandise has been damaged by heat in transit. These difficulties are being obviated by changed methods of procurement. Continued emphasis has been placed on the need for careful inspection of deliveries and when expert assistance has not been obtainable within the service it has been procured from other governmental units or from the outside. Commodity specifications are constantly being revised.

Deliveries of food, wearing apparel, and other articles were more promptly made during the year than at any time since the World War period. Nearly all necessaries were on hand when the schools opened.

The service is indebted to the Bureau of Mines, the Bureau of Standards, the Bureau of Public Roads, the Bureau of Animal Industry, the Bureau of Plant Industry, the Bureau of Chemistry, and other branches of the Government for their assistance and technical advice in the procurement and inspection of supplies.

BIBLIOGRAPHY

In response to frequent requests for information there have been compiled a number of bulletins or pamphlets relating to Indian life, customs, history, population, etc., which are now available for those who desire, as shown in the following list:

- Primitive Agriculture.
- Bibliography—Legends.
- Bibliography—History.
- Arts and Industries.
- Indian Religion.
- Indian Missions.
- Education of the Indians.
- Colonial Population.
- Bibliography—Indian and pioneer stories for children.
- Indian Wars and Local Disturbances.
- American Indian in the World War.
- Cliff Dwellings.
- Indian Legends.
- Indian Music.
- Indian Citizenship.
- Indian Home Life.
- Indian Population, by States, Agencies, and Tribes, for the Preceding Year.
- Indian Reservations.
- Peyote.

CONCLUSION

In concluding this report it is desired to express on behalf of the Indian Service our appreciation of the interest and cooperation of yourself and other representatives of your department in the Indian work.

Sincerely yours,

C. J. RHOADS, *Commissioner*.

The SECRETARY OF THE INTERIOR.

APPENDIX

STATISTICAL TABLES

POPULATION

There are 337,652 Indians enumerated at 82 Federal agencies located in 25 States.

The definition of an Indian as employed by the Indian Service not only includes persons of Indian blood who through wardship, treaty, or inheritance rights have contact with the service, but also non-Indians entitled to enrollment. Thus, the census of the Five Civilized Tribes includes 23,405 freedmen. The Census Bureau defines an Indian as a person of a recognizable amount of Indian blood. Furthermore, the population enumerated at Federal agencies is not necessarily domiciled on or near the reservations. It is the population on the agency rolls and includes both reservation and nonreservation Indians. Thus, an Indian may be carried on the rolls because of tribal or inheritance rights, etc., and may reside anywhere in the United States or in a foreign country. Reports of births and deaths among absentees are often not received. In many instances certification is made to the State registrars of vital statistics and thus to the Bureau of the Census, but not to the Indian Service. In a considerable number of cases the addresses of nonreservation Indians are unknown. For the above reasons the statistics of Indian population as shown in the decennial reports of the Bureau of the Census can not agree with the statistics of the Indian Service.

Indians living in States in which there are no agencies are shown below in a separate table based on the Fourteenth Census of the United States taken in 1920. The figures include a number whose names appear on agency rolls.

Indians enumerated at Federal agencies plus those residing in States in which there are no agencies give a total of 345,575, but it should be borne in mind that the Indian Service figure is for 1929 and that the Census Bureau figure is for 1920; also, that it is impossible to ascertain the number of Indians, not enumerated at Federal agencies, living in States in which agencies are located.

No accurate figures are available concerning nonreservation Indians. Agencies having approximately 30 or more per cent of the Indians residing away from the reservations are referred to in separate footnotes at the end of the table.

In some instances the population figures vary considerably from those of previous years. Explanations are given in most cases. The figures in the following table are subject to revision, but are the most accurate available.

Indian population of the United States enumerated at Federal agencies as of June 30, 1929

State and agency	Total	Male	Female
Total.....	¹ 337, 652	117, 222	114, 272
Arizona.....	46, 350	23, 257	23, 093
Colorado River Agency ²	1, 161	643	518
Fort Apache Agency.....	2, 648	1, 371	1, 277
Havasupai Agency.....	188	105	83
Hopi Agency ³	5, 745	2, 978	2, 767
Kalbab Subagency, Paiute Agency.....	95	51	44
Leupp Agency ⁴	2, 018	1, 007	1, 011

¹ Males plus females do not equal total, because for some agencies population by sex is lacking.

² Approximately 40 per cent live off the reservations, the majority in Needles, Blythe, and Los Angeles, Calif.; the others in Las Vegas, Nev.

³ An enumeration of the Navajos was made in 1929 and included the following jurisdictions: Hopi Agency (Navajos), Eastern, Leupp, Northern, Southern, and Western Navajo Agencies. The census at Leupp, Northern and Southern Navajo has not been completed. Previous population figures for this tribe were estimates and can not be used for comparison.

⁴ Hopi Agency has under its jurisdiction 2,492 Hopis (1,326 males and 1,166 females) and 3,253 Navajos (1,652 males and 1,601 females).

Indian population of the United States enumerated at Federal agencies as of June 30, 1929—Continued

State and agency	Total	Male	Female
Arizona—Continued.			
Phoenix School—			
Camp Verde Subagency ¹	430	241	189
Salt River Subagency ²	1,207	633	574
Pima Agency ³	5,020	2,593	2,427
San Carlos Agency ⁷	2,585	1,309	1,276
Sells Agency ^{4, 5}	5,233	2,651	2,582
Southern Navajo Agency ⁶	15,210	7,231	7,979
Truxton Canon Agency ¹	442	222	220
Western Navajo Agency ¹	4,368	2,222	2,146
California ¹⁰.....	19,060	9,650	9,410
Bishop Subagency, Walker River Agency ¹¹	1,423	695	728
Fort Bidwell Agency.....	619	316	303
Fort Yuma Agency.....	870	461	409
Hoopa Valley Agency.....	1,939	951	988
Mission Agency ¹²	2,804	1,490	1,314
Sacramento Agency ¹³	11,405	5,737	5,668
Colorado: Consolidated Ute Agency.....	836	456	380
Florida: Seminole Agency ¹⁴.....	516	260	256
Idaho.....	3,898	1,955	1,943
Coeur d'Alene Agency.....	706	345	361
Fort Hall Agency.....	1,776	928	848
Fort Lapwai Agency.....	1,416	682	734
Iowa: Sac and Fox Sanatorium, Sac and Fox Subagency.....	387	196	191
Kansas: Haskell Institute, Potawatomi Subagency ¹⁵.....	1,581	830	751
Michigan: Mackinac Subagency, Lac du Flambeau Agency ¹⁶.....	1,192	591	601
Minnesota.....	15,573	7,865	7,708
Consolidated Chippewa Agency ¹⁷	13,220	6,667	6,553
Pipestone School, Mdewakanton Reservation ¹⁸	563	279	284
Red Lake Agency.....	1,790	919	871
Mississippi: Choctaw Agency ¹⁹.....	1,514	779	735

¹ An enumeration of the Navajos was made in 1929 and included the following jurisdictions: Hopi Agency (Navajos), Eastern, Leupp, Northern, Southern, and Western Navajo Agencies. The census at Leupp, Northern, and Southern Navajo has not been completed. Previous population figures for this tribe were estimates and cannot be used for comparison.

² Approximately 35 per cent live off the reservation in Arizona, the majority in Clarkdale. The residence of 40 per cent is unknown.

³ An enumeration of the Pima, and Papago Indians under Salt River Subagency, Pima, and Sells Agencies was made in 1929. The census of the Papagos at Akchin, and the Papago villages under Pima Agency is incomplete. 263 were enumerated. Reliable estimates place their number at 350. The Sells census has not been completed, and the figure is subject to revision.

⁷ Approximately 30 per cent are living off the reservation in Arizona, the majority in Gila Valley.

⁸ Approximately 10 per cent migrate to Mexico for the greater part of the year and approximately 15 per cent reside off the reservations in the Salt River Valley, Ariz.

⁹ Approximately 65 per cent are off the reservation, the majority in Arizona; the others in California and Oklahoma.

¹⁰ The Indians of California have a suit in the Court of Claims against the United States. Under the act of May 18, 1928, a roll of prospective beneficiaries and a separate roll of other California Indians are being prepared. They will not be completed until 1931. Present figures for the agencies in this State are estimates with the exception of those for Fort Yuma.

¹¹ Approximately 45 per cent live off the reservations in widely scattered localities in Inyo and Mono Counties, Calif.

¹² Mission Agency includes 28 small reserves widely scattered throughout the southern part of California.

¹³ The Indians under Sacramento Agency are scattered over an area of approximately 100,000 square miles in 45 counties in northern and central California. No accurate census has ever been made. The majority reside on 52 scattered rancherias on the public domain. Approximately 10 per cent live on the Round Valley and Tule River Reservations.

¹⁴ The Seminoles are scattered over an area of approximately 5,000 square miles within or near the Everglades, Fla. The territory is almost inaccessible and is uninhabited by whites. The census is accordingly inaccurate. Approximately 80 per cent live off the reservation.

¹⁵ The majority have received patents in fee to their land and are carried on the rolls because of inheritance rights in trust property or funds. The census is inaccurate.

¹⁶ Practically all of the Indians under Mackinac Subagency have been declared competent. They have little contact with the Indian Service. The last census was made in 1927.

¹⁷ Approximately 30 per cent live off the reservations. 25 per cent of the absentees reside in Duluth, Minneapolis, and St. Paul, Minn. The remainder are scattered in 39 States, and 3 foreign countries, principally in Canada, although a small number reside in Panama and China.

¹⁸ Approximately 45 per cent are living off the reservation, mostly in Minnesota.

¹⁹ There is no reservation. Approximately 80 per cent of the Choctaws are renters or share tenants. Of the other 20 per cent the majority live on land bought by the Government for resale to them, and a few live on private property.

Indian population of the United States enumerated at Federal agencies as of June 30, 1929—Continued

State and agency	Total	Male	Female
Montana.....	14, 043	7, 181	6, 862
Blackfeet Agency.....	3, 533	1, 827	1, 706
Crow Agency.....	1, 947	1, 481	966
Flathead Agency.....	2, 908	1, 485	1, 423
Fort Belknap Agency.....	1, 242	659	583
Fort Peck Agency.....	2, 416	1, 221	1, 195
Rocky Boy's Agency.....	536	278	258
Tongue River Agency.....	1, 461	730	731
Nebraska.....	4, 337	2, 126	2, 211
Ponca Subagency, Yankton Agency.....	390	189	201
Santee Subagency, Yankton Agency.....	1, 270	665	605
Winnebago Agency.....	2, 677	1, 272	1, 405
Nevada.....	4, 900	2, 419	2, 481
Carson School—			
Fort McDermitt Subagency.....	314	146	168
Nevada Subagency.....	1, 761	868	893
Pyramid Lake Reservation.....	539	250	289
Moapa River Subagency, Paiute Agency.....	206	104	102
Walker River Agency ²⁰	1, 388	687	701
Western Shoshone Agency.....	690	364	326
Mexico.....	27, 583	14, 346	13, 237
Eastern Navajo Agency ^{3, 21}	7, 140	3, 543	3, 597
Hicarilla Agency.....	639	339	300
Mescalero Agency.....	687	342	345
Northern Navajo Agency ¹	8, 219	4, 239	3, 980
Northern Pueblos Agency.....	3, 170	1, 692	1, 478
Southern Pueblos Agency.....	5, 796	3, 103	2, 693
Zuni Agency.....	1, 932	1, 088	844
New York: New York Agency ²²	4, 402	(²²)	(²²)
North Carolina: Cherokee Agency ²⁴	3, 191	1, 721	1, 470
North Dakota.....	10, 526	5, 352	5, 174
Fort Berthold Agency.....	1, 376	690	686
Fort Totten Agency.....	928	496	432
Standing Rock Agency.....	3, 651	1, 829	1, 822
Turtle Mountain Agency ²¹	4, 571	2, 337	2, 234
Oklahoma.....	¹ 121, 531	10, 065	9, 960
Cheyenne and Arapaho Agency.....	2, 682	1, 391	1, 291
Five Civilized Tribes Agency ²⁰	101, 606	(²²)	(²²)
Iowa Agency.....	5, 391	2, 640	2, 751

males plus females do not equal total, because for some agencies population by sex is lacking.

Enumeration of the Navajos was made in 1929 and included the following jurisdictions: Hopi (Navajos), Eastern, Leupp, Northern, Southern, and Western Navajo Agencies. The census at Northern, and Southern Navajo has not been completed. Previous population figures for this were estimates and can not be used for comparison.

Walker River Agency also has under its jurisdiction Indians in Nye, White Pine, Esmeralda, and Hill Counties, Nev., of whom no census has been made. The figures do not include an estimate of scattered Indians.

Most of the Navajos under Eastern Navajo Agency live in New Mexico. Approximately 30 per cent on railroad lands, 30 per cent on private property, and 20 per cent on public domain.

The New York Indians live on 8 widely separated reservations. The United States has treaty provisions which provide for annual per capita payments of money and specified goods to the Allegany, Seneca, and Tonawanda Senecas, who numbered 3,032 in 1928, when the last payment was made. Census of those receiving no payments is inaccurate.

Population by sex is lacking.

The final roll of the Eastern Band of Cherokees is being made under the act of June 4, 1924. To date census over 1,200 persons whose right to enrollment is challenged by the tribe. Approximately 30 per cent off the reservation, the majority in North Carolina.

The majority have received patents in fee and have severed connections with the agency. Approximately 50 per cent reside off the reservation and are scattered in the various States in the Northwest.

The names of 101,506 persons were placed upon the final roll of the Five Civilized Tribes on Mar. 4, 1907. Of this total there were 75,493 citizens by blood, 2,608 by intermarriage, and 23,405 freedmen.

It is not possible to give a reliable estimate of the living members. The figure shown is the best available, subject to a wide margin of error. The majority of the members reside in eastern Oklahoma, but considerable number are scattered throughout the United States. Thousands of citizens by blood and their restrictions removed by act of Congress or with the approval of the Secretary of the Interior, have no contact with the Indian Service, and their number is not known. A census of the enrolled and Indians made in May and June, 1927, showed approximately 12,000; also, approximately 13,000 enrolled restricted Indians born since Mar. 4, 1907, making a total of restricted Indians under the jurisdiction of the Five Civilized Tribes Agency in the neighborhood of 25,000.

*Indian population of the United States enumerated at Federal agencies as of
June 30, 1929—Continued*

State and agency	Total	Male	Female
Oklahoma—Continued.			
Osage Agency ²⁷	3,263	1,675	1,588
Pawnee Agency.....	2,786	1,402	1,384
Quapaw Agency ²⁸	1,959	972	987
Shawnee Agency ²⁹	3,944	1,985	1,959
Oregon.....			
4,521 2,206 2,315			
Klamath Agency.....	1,276	604	672
Salem School—			
Fourth Section Allottees ³⁰	350	184	166
Grande Ronde Subagency.....	334	175	159
Siletz Subagency.....	449	229	220
Umatilla Agency.....	1,108	523	585
Warm Springs Agency.....	1,004	491	513
South Dakota.....			
23,518 12,018 11,500			
Cheyenne River Agency.....	3,083	1,569	1,514
Crow Creek Agency.....	1,535	769	766
Flandreau School, Sioux ³¹	320	172	148
Pine Ridge Agency.....	7,911	4,023	3,888
Rosebud Agency.....	6,039	3,102	2,937
Sisseton Agency.....	2,582	1,361	1,221
Yankton Agency ³²	2,048	1,022	1,026
Texas ³³.....			
250 (23) (23)			
Utah.....			
1,553 805 748			
Palute Agency.....	391	188	203
Uintah and Ouray Agency.....	1,162	617	545
Washington.....			
12,881 6,366 6,515			
Colville Agency.....	3,685	1,818	1,867
Kalispel Reservation, Coeur d'Alene Agency.....	85	45	40
Neah Bay Agency.....	654	335	319
Taholah Agency ³⁴	2,077	1,032	1,045
Tulalip Agency.....	3,425	1,743	1,682
Yakima Agency.....	2,955	1,393	1,562

²⁷ There are 1,115 restricted members. The census of the unrestricted members is inaccurate. Approximately 35 per cent of the tribe resides outside of Osage County in 21 States. The large increase in population for 1929 as compared with 1928 is the result of a special survey of absentees. The 1929 figure includes births previously unreported.

²⁸ Approximately 65 per cent reside off the reservations in 24 States. No census of the Miamis and Peorias under Quapaw jurisdiction is available. They are scattered over the United States and maintain no tribal relations. Restrictions on their land and property were removed in 1915. At that time they numbered 393. This figure is not included in that for the jurisdiction.

²⁹ Approximately 45 per cent live off the reservations. The increase of 1,664 in the census is due to the fact that the 1928 figure included only 725 Potawatomi, the number living on or near the reservation. The whereabouts of the others was unknown. The 1929 Potawatomi census shows 2,301, including those off the reservation in all sections of the United States.

³⁰ The Fourth Section Allottees were allotted under the fourth section of the general allotment act of Feb. 8, 1887, on the public domain in 5 counties in southern Oregon. Their census is inaccurate.

³¹ There is no reservation. Approximately 55 per cent reside away from the old agency and are scattered throughout the United States.

³² Approximately 30 per cent live off the reservations and are scattered throughout the United States. This percentage includes the Ponca and Santee Subagencies in Nebraska.

³³ Approximately 250 Alabama and Coushatta Indians live on a small reservation in Polk County, Tex., given them by the State, and to which has been added a small tract purchased by the United States in 1920. They are not Federal wards and have no treaty with the Government. However, there is an annual appropriation for educational purposes.

³⁴ Approximately 60 per cent reside off the reservations, the majority in Washington. A decrease of 688 in the 1929 census as compared with that for 1928 is due to the fact that in 1928 the unrestricted Cowlitz and Chinook Indians were estimated at 1,376; in 1929, at 688. They are widely scattered throughout southwestern Washington and northern Oregon and have little contact with the Indian Service. No census of them is available.

Indian population of the United States enumerated at Federal agencies as of June 30, 1929—Continued

State and agency	Total	Male	Female
Wisconsin.....	11,530	5,761	5,769
Hayward School, Lac Courte Oreille Reservation ¹⁶	1,417	696	721
Keshena Agency ¹⁶	5,550	2,781	2,769
Lac du Flambeau Agency ¹⁷	3,192	1,607	1,585
Tomah School, Grand Rapids Subagency ¹⁸	1,371	677	694
Wyoming: Shoshone Agency.....	1,979	1,017	962

¹⁶ Approximately 35 per cent live off the reservation in Wisconsin and Minnesota.
¹⁷ Approximately 55 per cent live off the reservations and are scattered throughout the United States.
¹⁸ The last census of the Stockbridges and Munsees in 1910 showed a population of 599. They have received patents to their land. The Oneidas have severed their relationships with the agency with the exception of annuity payments. Their population is 3,012. The Menominees reside mostly on the reservation of number 1,939.
 The last census of the Rice Lake Chippewas under Lac du Flambeau was made in 1916 and showed a population of 170. They have little contact with the agency.
 The majority are living on restricted homesteads in Wisconsin and on land purchased with trust funds in Wisconsin, Minnesota, and Iowa. Approximately 40 per cent reside on private property in Wisconsin.

INDIAN POPULATION OF STATES IN WHICH THERE ARE NO FEDERAL AGENCIES AS OF 1920¹

State	Total	Male	Female	State	Total	Male	Female
Total.....	7,923	4,205	3,718	Massachusetts.....	555	262	293
Alabama.....	405	211	194	Missouri.....	171	87	84
Arkansas.....	106	61	45	New Hampshire.....	28	13	15
Connecticut.....	159	79	80	New Jersey.....	100	56	44
Delaware.....	2	2	0	Ohio.....	151	84	67
District of Columbia.....	37	20	17	Pennsylvania.....	337	196	141
Georgia.....	125	68	57	Rhode Island.....	110	59	51
Illinois.....	194	108	86	South Carolina.....	304	145	159
Indiana.....	125	73	52	Tennessee.....	56	33	23
Kentucky.....	57	27	30	Texas.....	2,109	1,181	928
Mississippi.....	1,066	550	516	Vermont.....	24	15	9
Missouri.....	839	420	419	Virginia.....	824	423	401
Montana.....	32	18	14	West Virginia.....	7	4	3
Nebraska.....							
Nevada.....							
New York.....							
North Carolina.....							
North Dakota.....							
Ohio.....							
Oklahoma.....							
Oregon.....							
South Dakota.....							
Tennessee.....							
Texas.....							
Utah.....							
Vermont.....							
Virginia.....							
Washington.....							
West Virginia.....							
Wisconsin.....							
Wyoming.....							

¹ Fourteenth Census of the United States taken in the year, 1920.

Indian school population, number eligible for school attendance, number in schools, etc., and capacity of Government schools provided for Indian children during fiscal year ended June 30, 1929

States and jurisdictions	Number school children 6 to 18 years, inclusive	Number eligible 6 to 18 years	Number under 6 or over 18 years in school	Total eligible (total columns 2 and 3)	Total number in school	Eligibles not in school	Indian children enrolled in schools						Capacity of Government schools				
							Government schools			Mission and private			Public		Reservation	Total capacity	
							Non-reservation, boarding	In other reservation, boarding	Day	Total, Government	Boarding	Day	Boarding	Day			
Grand total	86,275	81,536	1,726	83,262	67,587	15,675	9,639	10,023	1,971	4,478	26,111	7,121	67	34,288	10,505	5,367	26,810
Arizona.....	12,292	10,333	508	10,841	8,174	2,667	2,267	2,403	648	1,051	6,369	1,543	---	262	2,879	717	3,596
Camp Verde Subagency (under Phoenix)	119	119	2	121	45	76	27	77	4	---	31	---	---	14	330	---	330
Colorado River	224	206	20	226	217	11	24	24	57	---	158	6	---	53	360	80	440
Fort Apache	797	756	32	788	623	165	62	366	---	82	510	108	---	5	---	---	35
Havasupai	52	43	9	52	52	---	7	---	---	13	52	---	---	---	---	---	---
Hopi Agency—																	
Hopi	725	708	34	742	732	10	244	6	29	403	682	17	---	33	142	---	142
Navajo	455	454	1	455	442	13	223	125	94	442	---	---	---	---	---	---	380
Kaibab (under Pajute, Utah)	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---
Leupp	518	460	21	481	369	112	49	283	31	---	363	1	---	5	400	---	400
Pima	1,413	1,345	85	1,430	1,107	323	248	241	69	187	745	328	---	34	230	205	435
Salt River (under Phoenix)	403	340	30	370	342	28	181	108	297	34	297	34	---	11	122	122	122
San Carlos	606	565	20	585	501	84	25	194	4	49	272	175	---	54	216	100	316
Sells?	1,528	1,310	48	1,358	1,012	346	170	170	247	172	586	410	---	13	240	240	240
Southern Navajo	3,778	2,853	169	3,022	2,032	990	785	758	---	---	1,543	464	---	25	810	---	810
Truxton Canon	83	81	5	86	78	8	10	67	---	---	77	---	---	1	225	---	225
Western Navajo—																	
Hopi	126	125	1	126	117	9	76	286	1	37	114	---	---	3	308	35	343
Navajo	1,465	966	31	997	505	492	136	72	---	---	494	---	---	11	---	---	---

REPORT OF COMMISSIONER OF INDIAN AFFAIRS

	4, 200	4, 204	184	3, 378	5, 712	600	727	361	169	1, 367	80	3, 456	465	247	712
Bishop Subagency (under Walker River, Nev.)	346	855	5	355	348	7	66	62	66	66	1	282	100	100	100
Fort Bidwell	149	154	1	154	140	16	28	116	178	178	1	64	200	200	200
Fort Yuma	182	160	4	178	160	16	28	189	238	238	1	412	165	165	165
Hopps Valley	959	942	4	946	697	249	96	189	203	203	36	235	160	160	160
Mission Agency	611	605	17	622	522	100	109	192	92	92	13	1, 841	107	107	107
Sacramento	2, 105	2, 037	82	2, 119	1, 845	274	414	414	77	491	13	48	250	250	250
Colorado: Consolidated Ute	214	207	7	214	188	46	14	104	118	118	2	418	200	200	200
Idaho	972	871	22	893	833	60	73	205	4	299	116	68	200	200	200
Coeur d'Alene	165	180	4	184	143	11	4	162	4	25	50	144	200	200	200
Fort Hall	487	412	2	414	369	45	31	43	183	183	32	206	30	30	30
Fort Lapwai Sanatorium	320	309	16	325	321	4	38	43	81	81	34	9	70	70	70
Iowa: See and Fox	111	104	1	108	101	4	41	145	51	170	120	100	30	30	30
Kansas: Pawnee	248	248		248	248		145	55	55	55		100	30	30	30
Mehigan: Mackinac Subagency (under Lac du Flambeau)	320	320		320	275	45	55								
Minnesota	5, 139	4, 955	15	4, 970	4, 726	244	596	214	52	1, 039	290	3, 367	230	170	400
Consolidated Chippewa	4, 470	4, 385		4, 385	4, 225	110	544		52	773	231	3, 221		170	170
Pipestone	131	128		128	114	14	9	214		9	59	106		230	230
Red Lake	538	462	15	507	387	120	43			257		71			
Mississippi: Choctaw	168	162	4	166	150	16			150	150				200	200
Montana	4, 141	3, 815	50	3, 965	3, 630	235	323	492	116	1, 117	469	2, 044	456	214	670
Blackfeet	1, 095	1, 034	8	1, 042	957	85	77	150	30	282	94	581	144	30	174
Grow	514	514	11	525	494	31	50	82	50	50	82	362			
Flathead	851	760	24	784	755	29	108	115	19	108	192	455			
Fort Belknap	375	360	4	364	323	41	75	138	65	203	37	77	112	30	142
Fort Peck	738	662	4	662	627	5	8	138	20	203	64	454	120	120	120
Rocky Boy	129	120	0	120	108	12	8	89	65	93	15	15	67	67	67
Tongue River	407	365	3	368	336	32	5	89	77	172	64	100	80	87	167
Nebraska	1, 273	1, 268	56	1, 314	844	470	376			376	146	322			
Santee (under Yankton, S. Dak.)	341	340	2	342	149	193	77			77	38	34			
Ponca (under Yankton, S. Dak.)	132	131	4	135	69	66	35			35	34	34			
Winnebago	362	355	28	383	320	63	122			122	87	111			
Omaha Subagency	438	432	22	454	306	148	142			142	21	143			

It is reasonable to believe that there is a considerable number of the balance indicated out of school who are actually in public school but are not so reported.

Based on 1928 figures.

Day.

Indian school population, number eligible for school attendance, number in schools, etc., and capacity of Government schools provided for Indian children during fiscal year ended June 30, 1929

States and jurisdictions	Number school children 6 to 18 years, inclusive	Number eligible 6 to 18 years	Number under 6 or over 18 years in school	Total eligibles (total columns 2 and 3)	Total number in school	Eligibles not in school	Indian children enrolled in schools						Capacity of Government schools					
							Government schools						Mission and private		Public		Reservation	
							Non-reservation, boarding	Reser- vation, board- ing	In other reservation, board- ing	Day	Total, Gov- ern- ment	Board- ing	Day	Board- ing	Day	Board- ing	Day	Total capa- city
Grand total.....	86,275	81,536	1,726	83,262	67,587	115,675	10,023	1,971	4,478	26,111	7,121	67	34,288	10,505	5,367	26,810		
Arizona.....	12,292	10,333	508	10,841	8,174	2,667	2,403	648	1,051	6,369	1,543	---	262	2,879	717	3,596		
Camp Verde Subagency (under Phoenix).....	119	119	2	121	45	76	27	4	---	31	---	---	14	---	---	---		
Colorado River.....	224	208	20	228	217	11	24	77	---	158	6	---	53	330	---	330		
Fort Apache.....	797	756	32	788	623	165	62	366	82	510	108	---	5	360	80	440		
Havasupai.....	52	43	9	52	52	---	7	---	13	52	---	---	---	35	---	35		
Hopi Agency—																		
Hopi.....	725	708	34	742	732	10	244	6	29	682	17	---	33	142	---	142		
Navajo.....	455	454	1	455	442	13	223	125	94	442	---	---	---	380	---	380		
Kabab (under Painte, Utah). Leupp.....	518	460	21	481	369	112	49	283	31	863	1	---	5	400	---	400		
Pima.....	1,413	1,345	85	1,430	1,107	323	248	241	69	745	328	---	34	230	205	435		
Salt River (under Phoenix). San Carlos.....	403	340	30	370	342	28	181	8	108	297	34	---	11	122	---	122		
San Carlos.....	696	565	20	585	501	84	25	194	4	49	272	---	54	216	100	316		
Sells.....	1,528	1,310	48	1,358	1,012	346	170	170	247	589	410	---	13	240	---	240		
Southern Navajo.....	3,778	2,853	169	3,022	2,032	990	785	758	---	1,543	464	---	25	810	---	810		
Truxton Canon.....	83	81	5	86	78	8	10	67	---	77	---	---	---	225	---	225		
Western Navajo—																		
Hopi.....	126	125	1	126	117	9	76	---	37	114	---	---	3	308	---	308		
Navajo.....	1,465	966	31	997	505	492	138	296	72	494	---	---	11	35	---	343		

	4,380	4,248	124	4,372	3,712	660	727	361	169	1,257	50	2,405	405	247	712
Bishop Subagency (under Walker River, Nev.)	366	355	5	355	348	7	66	66	66	66	66	282	100	100	
Fort Bidwell	167	149	154	140	14	14	14	62	110	1	1	64	200	200	
Fort Yuma	182	160	176	160	16	28	28	138	189	285	36	412	165	140	
Hoopa Valley	959	942	946	697	249	100	109	92	201	491	13	285	140	107	
Mission Agency	611	605	17	622	522	100	109	92	201	491	13	285	140	107	
Sacramento	2,105	2,037	82	2,119	1,845	274	414	104	77	491	13	1,341	107	107	
Colorado: Consolidated Ute	214	207	7	214	168	46	14	104	77	491	13	1,341	107	107	
Idaho	972	871	22	893	883	60	73	205	4	299	116	418	200	30	230
Coeur d'Alene	165	150	4	154	143	11	4	4	17	25	50	68	30	30	
Fort Hall	487	412	2	414	369	45	31	162	32	103	32	144	200	200	
Fort Lapwai Sanatorium	320	309	16	325	321	4	38	43	81	83	34	206	206	206	
Iowa: Sac and Fox	111	104	1	105	101	4	41	41	51	92	120	9	70	70	
Kansas: Potawatomi	248	248		248	248		145		25	170		78	30	30	
Michigan: Mackinac Subagency (under Lac du Flambeau)	320	320		320	275	45	55		55	120		100			
Minnesota	5,139	4,955	15	4,970	4,726	244	596	214	52	1,039	290	3,397	230	170	400
Consolidated Chippewa	4,470	4,335		4,335	4,225	110	544		52	773	231	3,221		170	170
Pipestone	131	128		128	114	14	9			9		105			
Red Lake	538	492	15	507	387	120	43	214		257	59	71	230	230	
Mississippi: Choctaw	168	162	4	166	150	16				150				200	200
Montana	4,141	3,815	50	3,865	3,630	235	323	492	116	1,117	469	2,044	456	214	670
Blackfeet	1,095	1,034	8	1,042	957	85	77	150	30	25	282	581	144	30	174
Crow	546	514	11	525	494	31	50	50	82	50	82	362	362	362	
Flathead	851	760	24	784	755	29	108	115	19	209	37	455	112	30	142
Fort Belknap	375	360	4	364	323	41	75	138	65	203	37	77	112	30	142
Fort Peck	388	362	5	367	338	12	8	138	20	65	93	454	120	120	
Rocky Boy	129	120	0	120	108	12	8		20	65	93	15	67	67	
Tongue River	407	365	3	368	336	32	5	89	1	77	64	100	80	87	167
Nebraska	1,273	1,258	56	1,314	844	470	376	376		376	146	322			
Santee (under Yankton, S. Dak.)	341	340	2	342	149	193	77			77	38	34			
Ponca (under Yankton, S. Dak.)	132	131	4	135	69	66	35			35	34	34			
Winnebago	362	355	28	383	320	63	122			122	87	111			
Omaha Subagency	438	432	22	454	306	148	142			142	21	143			

1 It is reasonable to believe that there is a considerable number of the balance indicated out of school who are actually in public school but are not so reported.
 2 Based on 1925 figures.
 3 Day.

Indian school population, number eligible for school attendance, number in schools, etc., and capacity of Government schools provided for Indian children during fiscal year ended June 30, 1929—Continued

States and jurisdictions	Number school children 6 to 18 years, inclusive	Number eligible 6 to 18 years in school	Number under 6 or over 18 years in school	Total eligibles (total columns 2 and 3)	Total number in school	Eligibles not in school	Indian children enrolled in schools				Capacity of Government schools					
							Government schools		Mission and private		Public		Reservation	Total capacity		
							Non-reservation, boarding	In other reservation, boarding	Day	Total, Government	Boarding	Day			Boarding	Day
Nevada.....	1,101	1,002	25	1,027	805	222	309	5	10	295	619	23	163	7	380	380
Carson Agency	221	221	8	229	207	22	85	5	1	86	177	23	7	175	175	
Mosapa River Subagency (under Paiute, Utah)	42	38	3	41	34	7	13	13	9	22	22					
Walker River.....	312	280		280	193	87	79			61	140		53			
Fallon Subagency.....	94	84		84	52	32	16			29	45		7			
Walker River.....	121	111		111	84	27	33			32	65		19			
Smith and Mason Valley	97	85		85	57	28	30			30	30		27			
Western Shoshone Agency	214	183	14	197	178	19	53			87	140		38			
New Mexico.....	6,606	6,000	171	6,171	4,931	1,240	1,269	1,373	178	1,265	4,085	750	96	1,060	1,488	2,548
Eastern Navajo.....	826	826	40	866	866		245	379	64	19	707	159		350	30	380
Jicarilla.....	167	142	2	144	140	4	6	85			91	49				
Mescalero.....	188	179	17	196	164	32	47	109	2		138	4	2	110		110
Northern Navajo.....	2,064	2,064	9	2,073	1,073	1,000	254	720	109	13	1,046	5	22	600	30	630
Northern Pueblos.....	899	889	13	902	827	75	254			467	721	104	2	592	592	592
Southern Pueblos.....	1,474	1,428	62	1,490	1,117	373	401			80	1,049	256	68	696	696	696
Zuni.....	488	472	28	500	488	12	112		3	118	173		2	140	140	140
North Carolina: Cherokee.....	1,088	1,083	31	1,114	579	535	31	418		96	545		34	400	80	480
North Dakota.....	3,435	3,287	110	3,397	2,263	1,084	619	343	17	90	1,069	182	1,012	452	122	574
Fort Berthold.....	400	370	36	406	369	37	167		10	44	221	101	47	52	52	52
Fort Totten.....	290	202	4	206	164	42	6	105			111		250		250	250
Standing Rock.....	937	867	39	906	765	141	108	238	7	16	369	21	375	202	40	242
Turtle Mountain.....	1,838	1,798	31	1,829	965	864	338			30	368	60	537	30	30	30

	51,180	80,840	177	31,026	24,456	6,570	1,206	2,377	340	3,932	1,524	19,000	2,233	2,233
Cherokee and Arapaho Agency	744	716	21	737	634	103	26	228	5	259	15	360	350	330
Kiowa	1,609	1,505	58	1,563	1,507	56	76	471	4	551	13	943	446	445
Osaage	1,107	1,044	62	1,106	806	210					288	608		
Pawnee														
Kaw	146	146		146	137	9	8	6		14	4	119		160
Pawnee	262	258		258	242	16	32	67		131		110		
Gtoe	231	218		220	205	14	35	90		102	1	104		
Ponca Subagency	242	235	2	235	219	16	45	18		63		156		
Tonkawa	27	27		27	23	4	7			7		16		
Quapaw	698	689	4	693	508	185	15	304		129		189	260	260
Shawnee	822	759	30	789	532	257	80	46		126	10	396		
Five Civilized Tribes	25,252	25,252		19,552	19,552	4,700	882	1,184	46	2,360	1,193	4,159	1,018	1,018
Cherokee Nation	13,172	13,172		9,690	9,690	4,000	321	207	294	928	300	7,962	318	318
Chickasaw Nation	2,614	2,614		2,193	2,193	421	68	150	207	212	208	1,773	136	136
Choctaw Nation	4,241	4,241		4,241	4,241	211	206	24	24	531	583	3,127	230	230
Creek Nation	4,743	4,743		4,743	3,551	1,192	172	278	39	480	157	2,905	252	252
Seminole Nation	4,482	4,482		4,482	477	5	41	139	20	200	45	2,232	100	100
Oregon	1,050	979	34	1,013	887	126	164	140	7	50	361	423	120	25
Klamath	240	269	24	323	316	7	84	18		102	39	175		
Salom Subagency	230	217		217	160	57	39			39		121		
Umatilla	263	243	1	244	212	32	20		7	27	64	121		
Warm Springs	233	220	9	229	199	30	21	122		50	103	6	120	25
South Dakota	6,644	6,228	204	6,432	5,726	706	1,029	868	478	687	730	1,334	780	880
Cheyenne River	847	812	20	832	804	28	138	216	13	55	422	298	180	84
Crow Creek	206	186	12	198	175	23	41			61	50	84		264
Lower Brule Subagency	214	190	4	193	177	17	38	26		64	41	72		
Flareau	60	86	6	93	86	7	43			43	3	39		
Pine Ridge	2,000	1,935	97	2,032	1,948	84	105	385		444	419	498	350	613
Rosebud	1,773	1,688	33	1,701	1,542	159	145	267		188	1,027	497	250	183
Sisseton	804	698	15	713	606	107	279		5	284	34	288		433
Yankton	600	653	17	670	389	281	130			150	81	158		
Utah	334	311	24	335	269	66	62	96	14	43	205	64	83	70
Uintah and Ouray	296	274	24	298	240	58	52	96	9	27	184	56	83	18
Scattered bands under Paiute	38	37		37	29	8		5	5	16	21	8		52
Washington	3,130	2,877	97	2,974	2,744	230	195	181	96	87	559	2,032	180	109
Colville Agency	806	728	5	733	565	168	44			22	85	414		25
Spokane Subagency	214	195	8	203	193	10	5	3		8	9	176		60
Neah Bay	115	113	2	115	111	4	22			49	14	39		
Wahallan	207	238	3	241	206	36	14	20		34	14	137		
Tulalip	983	911	32	943	943	25	25	161	40	16	242	682	180	204
Yakima	735	692	47	739	727	12	85	53		138	25	564		

2 Based on 1928 figures.
 3 It is understood that many additional children, estimated at 3,000, are attending public schools in incorporated towns but the exact number is not known.

Indian school population, number eligible for school attendance, number in schools, etc., and capacity of Government schools provided for Indian children during fiscal year ended June 30, 1929—Continued

States and jurisdictions	Number school children 6 to 18 years, inclusive	Number eligibles 6 to 18 years	Number under 6 or over 18 years in school	Total eligibles (total columns 2 and 3)	Total number in school	Eligibles not in school	Indian children enrolled in schools						Capacity of Government schools					
							Government schools			Mission and private		Public		Boarding	Day	Total capacity		
							Non-reservation, boarding	In other reservation, boarding	Day	Total, Government	Boarding	Day						
Wisconsin.....	1,759	1,796	49	1,845	1,549	296	125	336	2	25	488	678	67	316	440	40	480	
Grand Rapids Subagency (under Tomah)	364	353	1	354	349	5	2	90			92	214		43				
Hayward.....	247	242	19	261	222	39	8	41			49	71		102	170		170	
Menominee.....	596	571	19	590	559	31	36	125		25	186	269	67	37	140	40	180	
Lac du Flambeau Agency:																		
Lac du Flambeau.....	209	186	10	196	184	62	29	71			100			34	130		130	
Laona Subagency.....	130	110		110	74	36	30	8			40			33				
LaPointe (Bad River and Red Cliff).....	211	334		334	211	123	20	1			21	123		67				
Wyoming: Shoshone.....	516	497	9	506	503	3	23	107			130	242		131	135		135	
Florida: Seminole.....	164	156	8	164	14	150				14	14				15		15	
Capacity of nonreservation schools.....																		10,400
Capacity of sanatorium boarding schools.....																		538

RECAPITULATION

Indian children of school age.....	86,275
Indian children eligible for school attendance, 6-18.....	81,536
Children under 6 or over 18 in school.....	1,726
Nonreservation boarding.....	9,639
Reservation boarding.....	11,994
Day.....	4,478
Total.....	26,111
Mission, private, and State schools: Boarding.....	7,121
Day.....	67
Public schools.....	7,188
Total.....	34,288
Total children in school, all classes.....	41,476
Number of eligible children not in school.....	67,987
Total.....	15,675

Location, capacity, enrollment, attendance, highest grade taught, etc., for fiscal year ended June 30, 1929

States, agencies, and names of schools	Capacity	Enrollment	Average attendance	Highest grade taught	Class of school
Grand total.....	31,952	34,516	28,625	-----	
Arizona:					
Colorado River.....	80	83	79	6	Reservation, boarding.
Fort Apache Agency—					
Fort Apache.....	360	394	379	8	Do.
Canon.....	40	45	41	3	Day.
Cibicue.....	40	42	39	3	Do.
Do.....	40	32	31	4	Mission, day, Lutheran.
East Fork.....	110	64	(¹)	6	Mission, boarding and day, Lutheran.
Fort Mojave.....	250	292	273	6	Reservation, boarding.
Havasupai.....	35	14	13	5	Day.
Hopi Agency—					
Hopi.....	142	211	122	4	Reservation, boarding.
Chimopovy.....	50	57	51	6	Day.
Hotevilla-Bacabi.....	88	93	91	5	Do.
Oraibi.....	80	77	63	6	Do.
Polacca.....	90	103	89	6	Do.
Second Mesa.....	72	73	68	6	Do.
Kaibab Subagency (under Paiute Agency-Utah).					
Leupp.....	400	448	354	7	Reservation, boarding.
Phoenix.....	950	1,039	983	12	Nonreservation, boarding.
St. John's.....	(¹)	17	¹ 12	(¹)	Mission.
Pima Agency—					
Pima.....	230	225	214	6	Reservation, boarding.
Blackwater.....	36	46	37	3	Day.
Casa Blanca.....	40	30	23	3	Do.
Co-op Village.....	25	18	16	3	Do.
Gila Crossing.....	40	36	28	3	Do.
Maricopa.....	40	25	22	3	Do.
Santan.....	24	25	20	3	Do.
Salt River Subagency (under Phoenix School)—					
Lehi.....	32	26	23	3	Do.
Salt River.....	90	88	78	4	Do.
San Carlos Agency—					
Rice Station.....	216	199	166	7	Reservation, boarding.
San Carlos.....	100	56	44	3	Day.
Bylas.....	80	50	37	5	Mission, day, Lutheran.
Peridot.....	40	66	52	5	Do.
Sells Agency—					
Santa Rosa.....	40	37	10	4	Day.
San Xavier.....	120	107	94	5	Do.
Sells.....	40	30	17	4	Do.
Vamori.....	40	15	12	4	Do.
St. Clare's (Anegum).....	60	45	¹ 32	3	Mission, day, Catholic.
Covered Wells.....	(¹)	13	¹ 10	(¹)	Do.
Guadalupe.....	(¹)	37	¹ 26	(¹)	Mission.
Lourdes.....	36	26	¹ 18	(¹)	Mission, day, Catholic.
San Miguel.....	25	18	¹ 13	4	Do.
San Jose (Franciscan).....	(¹)	45	¹ 32	(¹)	Mission.
St. Anthony (Topowa).....	(¹)	52	¹ 36	(¹)	Do.
St. John's.....	(¹)	70	¹ 49	(¹)	Do.
St. Joseph (Pisinemo).....	(¹)	36	¹ 25	(¹)	Do.
St. Joseph (San Miguel).....	45	34	¹ 24	3	Mission, day, Catholic.
Tucson.....	160	72	¹ 50	8	Mission, boarding, Presbyterian.
Southern Navajo—					
Southern Navajo.....	400	607	437	6	Reservation, boarding.
Chin Lee.....	160	230	167	5	Do.
Tohatchi.....	250	347	219	6	Do.
Theodore Roosevelt.....	450	461	424	8	Nonreservation, boarding.
Truxton Canon.....	225	243	228	6	Reservation, boarding.
Western Navajo Agency—					
Western Navajo.....	308	429	305	6	Do.
Moencopi.....	35	37	34	4	Day.
California:					
Fort Bidwell.....	100	113	95	6	Reservation, boarding.
Fort Yuma.....	200	225	204	6	Do.
Hoopa Valley.....	165	189	171	6	Do.

¹ Information not available.

¹ Estimated.

Location, capacity, enrollment, attendance, highest grade taught, etc., for fiscal year ended June 30, 1929—Continued

States, agencies, and names of schools	Capacity	Enrollment	Average attendance	Highest grade taught	Class of school
California—Continued.					
Mission Agency—					
Campo.....	20	15	11	6	Day.
Mesa Grande.....	30	16	13	6	Do.
Pala.....	30	21	16	6	Do.
Rinoon.....	30	20	16	6	Do.
Volcan.....	30	18	14	6	Do.
St. Boniface.....	125	37	¹ 26	8	Mission, boarding, Catholic.
Sacramento Agency—					
Auberry.....	32	12	11	6	Day.
Burroughs.....	20	19	16	6	Do.
Pinolville.....	23	23	16	6	Do.
Tule River (Round Valley).....	32	29	21	6	Do.
Sherman.....	1,000	1,284	1,080	12	Nonreservation, boarding school.
Colorado:					
Consolidated Ute Agency—					
Ute Mountain.....	150	160	150	6	Reservation, boarding.
Ignacio.....	100	115	96	6	Do.
Florida: Seminole.....	15	14	10	3	Day.
Idaho:					
Coeur d'Alene Agency—					
Kalispel.....	30	22	12	3	Do.
Desmet.....	89	62	¹ 43	(¹)	Mission, boarding, Catholic.
Fort Hall.....	200	164	158	6	Reservation, boarding.
Fort Lapwai Agency—					
Sanitorium.....	150	180	147	8	Sanatorium, boarding school.
St. Joseph.....	100	35	25	8	Mission, boarding, Catholic.
Iowa:					
Sac and Fox Agency—					
Fox.....	40	18	10	6	Day.
Mesquakie.....	30	36	19	6	Do.
Sac and Fox Sanatorium.....	88	98	77	(¹)	Sanatorium school.
Kansas:					
Haskell.....	850	1,058	856	12	Nonreservation, boarding.
Potawatomi Subagency, Klokapoo.....	30	15	11	5	Day.
Michigan:					
Mackinac Subagency (under Lac du Flambeau).					
Holy Childhood (Harbor Springs).....	200	(¹)	139	(¹)	Mission, boarding, Catholic.
Holy Name (Baraga).....	152	57	¹ 43	(¹)	Do.
Mount Pleasant.....	375	446	374	9	Nonreservation, boarding.
Minnesota:					
Consolidated Chippewa Agency—					
Grand Portage.....	30	24	15	6	Day.
Mille Lacs.....	30	45	24	6	Do.
Nett Lake.....	50	56	42	6	Do.
Pine Point.....	60	71	42	6	Do.
St. Benedicts.....	138	115	¹ 81	(¹)	Mission, boarding (contract) Catholic.
Pipstone.....	300	337	315	9	Nonreservation, boarding.
Red Lake Agency—					
Red Lake.....	140	167	142	8	Reservation, boarding.
Cross Lake.....	90	105	101	6	Do.
St. Mary's.....	180	158	¹ 152	8	Mission, boarding (contract) Catholic.
Mississippi:					
Choctaw Agency—					
Bogue Homo.....	30	17	10	6	Day.
Conehatta.....	50	34	21	2	Do.
Pearl River.....	30	46	29	6	Do.
Red Water.....	30	30	28	6	Do.
Standing Pine.....	30	26	19	6	Do.
Tucker.....	30	39	28	6	Do.
Montana:					
Blackfeet Agency.....					
Heart Butte.....	144	150	132	7	Reservation, boarding.
.....	30	29	21	4	Day.
Crow Agency—					
Big Horn.....	20	13	¹ 10	¹ 8	Mission, day, Baptist.
Pryor.....	(¹)	26	¹ 18	(¹)	Mission, Catholic.
St. Ann's.....	25	21	¹ 15	¹ 7	Mission, day, Catholic.
San Xavier.....	30	21	¹ 15	¹ 6	Do.
Flathead Agency, St. Ignatius.....	235	132	¹ 92	¹ 12	Mission, boarding, Catholic.
Fort Belknap Agency—					
Fort Belknap.....	112	123	113	6	Reservation, boarding.
Lodge Pole.....	30	21	16	5	Day.

¹ Information not available.

¹ Estimated.

Location, capacity, enrollment, attendance, highest grade taught, etc., for fiscal year ended June 30, 1929—Continued

States, agencies, and names of schools	Capacity	Enrollment	Average attendance	Highest grade taught	Class of school
Montana—Continued.					
St. Paul's.....	120	38	27	8	Mission, boarding, Catholic.
Fort Peck Agency, Fort Peck.....	120	174	132	6	Reservation, boarding.
Rocky Boy's Agency—					
Rocky Boy's.....	40	51	43	6	Day.
Sangrey.....	27	25	18	5	Do.
Tongue River Agency—					
Tongue River.....	80	97	84	6	Reservation, boarding.
Birney.....	47	50	43	5	Day.
Lame Deer.....	40	31	25	3	Do.
St. Labre's.....	65	63	44	8	Mission, boarding (contract), Catholic.
Nebraska:					
Genoa.....	500	560	519	10	Nonreservation, boarding.
Santee (under Yankton Agency).....	(1)	42	30	(1)	Mission, boarding, and day, Congregational.
Nevada:					
Carson Agency—					
Carson.....	460	512	467	9	Nonreservation, boarding.
Fort McDermitt.....	80	47	41	6	Day.
Lovelocks.....	25	20	15	4	Do.
Nevada.....	70	19	15	4	Do.
Walker River Agency—					
Fallon.....	40	34	21	4	Do.
Walker River.....	60	25	16	4	Do.
Western Shoshone Agency—					
No. 1.....	35	24	19	5	Do.
No. 2.....	35	51	40	5	Do.
No. 3.....	35	17	12	4	Do.
New Mexico:					
Albuquerque.....	850	923	875	12	Nonreservation, boarding.
Charles H. Burke.....	700	759	615	9	Do.
Eastern Navajo Agency—					
Pueblo Bonito.....	350	379	350	6	Reservation, boarding.
Pinedale.....	30	19	18	3	Day.
Navajo.....	(1)	61	43	(1)	Mission, Methodist.
Lake Grove.....	20	18	17	3	Mission, Day.
Rehoboth.....	85	83	81	9	Mission, boarding, Christian Reformed.
Jicarilla Agency—					
Jicarilla Sanitorium (Southern Mountain).....	80	(1)	42	5	Sanitorium.
Jicarilla Mission.....	70	58	39	7	Mission, day, Reformed Church.
Mescalero.....					
110	112	109	6	Reservation, boarding.	
Northern Navajo Agency—					
San Juan.....	400	558	396	6	Do.
Toadlena.....	200	383	209	6	Do.
Nava.....	30	13	10	2	Day.
Pueblo day schools—					
Northern at Santa Fe—					
Cochiti.....	28	34	32	4	Do.
Picuris.....	24	15	15	5	Do.
San Ildefonso.....	20	16	13	6	Do.
San Juan.....	100	80	76	5	Do.
Santa Clara.....	50	53	45	6	Do.
Santo Domingo.....	150	88	77	2	Do.
Taos.....	180	150	133	6	Do.
Tesuque.....	40	21	19	5	Do.
St. Catherine's.....	265	104	73	9	Mission, boarding, Catholic.
Southern at Albuquerque—					
Acomita.....	100	65	59	5	Day.
Chicali.....	30	22	18	5	Do.
Encinal.....	30	16	16	5	Do.
Isleta.....	100	96	78	5	Do.
Jemez Mission.....	30	23	21	5	Do.
Jemez.....	30	42	30	5	Do.
Laguna.....	62	60	56	6	Do.
McCarty's.....	38	46	42	5	Do.
Mesita.....	38	20	16	6	Do.
Paguata.....	60	63	56	5	Do.
Paraje.....	30	21	19	4	Do.
San Felipe.....	60	74	59	4	Do.
Santa Ana.....	30	25	24	5	Do.
Seama.....	28	28	24	6	Do.
Sia.....	30	27	26	3	Do.
Laguna Sanitorium.....	60	39	24	(1)	Sanitorium.

¹ Information not available.

² Estimated.

Location, capacity, enrollment, attendance, highest grade taught, etc., for fiscal year ended June 30, 1929—Continued

States, agencies, and names of schools	Capacity	Enrollment	Average attendance	Highest grade taught	Class of school
New Mexico—Continued.					
Pueblo day schools—Continued.					
Santa Fe	500	561	503	9	Nonreservation, boarding.
Zuni Agency—					
Zuni	80	113	79	6	Sanitorium, boarding.
Do	140	134	115	6	Day.
Christian Reformed	90	81	74	5	Mission, day, Christian Reformed.
St. Anthony's	175	125	89	6	Mission, day, Catholic.
North Carolina, Cherokee Agency:					
Cherokee	400	450	362	9	Reservation, boarding.
Big Cove	40	28	16	4	Day.
Birdtown	40	60	42	4	Do.
North Dakota:					
Bismarck	125	133	131	8	Nonreservation, boarding.
Fort Berthold Agency—					
Independence	24	16	14	6	Day.
Shell Creek	28	28	20	5	Do.
Fort Berthold	35	30	21	4	Mission, boarding, Congregational.
Sacred Heart	60	54	38	8	Mission, boarding, Catholic.
Fort Totten	250	337	269	7	Reservation, boarding.
Standing Rock Agency—					
Standing Rock	202	242	220	8	Do.
Cannon Ball	40	20	13	4	Day.
Fort Yates	(¹)	11	² 8	(¹)	Mission school.
Turtle Mountain Agency, No. 5	30	35	19	5	Day.
Wahpeton	325	358	325	9	Nonreservation, boarding.
Oklahoma:					
Cheyenne and Arapaho Agency—					
Cheyenne and Arapaho	220	319	228	9	Reservation, boarding.
Seger	130	214	163	6	Do.
Chillico	850	1,066	856	12	Nonreservation, boarding.
Kiowa Agency—					
Anadarko	125	148	125	6	Reservation, boarding.
Fort Sill	160	226	178	9	Do.
Riverside	160	194	166	6	Do.
Osage Agency, St. Louis	75	40	28	10	Mission, boarding (contract) Catholic.
Pawnee Agency	160	224	181	7	Reservation, boarding.
Quapaw Agency, Seneca	260	294	267	9	Do.
Shawnee Agency—					
St. Mary's Academy	50	(¹)	² 56	12	Mission, day, Catholic.
Shawnee	80	76	12	8	Sanitorium.
Five Civilized Tribes Agency—					
Cherokee Nation—					
Sequoyah Orphan Training	300	331	311	10	Reservation, boarding.
Bacone College	² 400	9	(¹)	(¹)	Mission, boarding (contract), Baptist.
Creek Nation—					
Euchee	120	141	109	8	Reservation, boarding.
Eufaula	132	137	126	9	Do.
Chickasaw Nation, Bloomfield	136	178	136	9	Do.
Choctaw Nation—					
Jones Male Academy	110	144	112	9	Do.
Wheelock Academy	120	152	123	9	Do.
St. Agnes Mission	(¹)	80	² 56	(¹)	Mission, boarding (contract) Catholic.
Choctaw and Chickasaw Nations—					
Murray State School of Agriculture	100	110	² 77	(¹)	Contract, boarding, State institution.
Oklahoma Presbyterian College	(¹)	80	² 56	(¹)	Mission, boarding (contract), Presbyterian.
Old Goodland	140	160	² 112	(¹)	Mission, boarding (contract), nondenominational.
St. Agnes Academy	85	100	² 70	(¹)	Mission, boarding (contract), Catholic.
St. Elizabeth's	50	50	² 35	(¹)	Do.
St. Joseph's	27	30	² 21	(¹)	Do.
Seminole Nation, Mekuskey	100	139	81	6	Reservation, boarding.

¹ Information not available.

² Estimated.

Location, capacity, enrollment, attendance, highest grade taught, etc., for fiscal year ended June 30, 1929—Continued

States, agencies, and names of schools	Capacity	Enrollment	Average attendance	Highest grade taught	Class of school
Oregon:					
Klamath, Sacred Heart.....	(1)	12	2 9	(1)	Mission.
Salem.....	800	738	670	12	Nonreservation, boarding.
Umatilla Agency, St. Andrews.....	150	76	57	(2)	Mission, boarding, Catholic.
Warm Spring Agency—					
Warm Springs.....	120	137	118	6	Reservation, boarding.
Burns.....	25	27	25	6	Day.
South Dakota:					
Cheyenne River Agency.....	180	215	203	7	Reservation, boarding.
Cherry Creek.....	30	19	16	5	Day.
Green Grass.....	30	19	14	7	Do.
Thunder Butte.....	24	23	20	6	Do.
St. Joseph's.....	(1)	45	2 32	(1)	Mission school.
Crow Creek Agency, Immaculate Conception.....	75	58	2 39	(1)	Mission, boarding (contract), Catholic.
Flandreau.....	400	476	433	10	Nonreservation, boarding.
Pierre.....	300	338	323	9	Do.
Pine Ridge Agency—					
Oglala.....	350	395	379	9	Reservation, boarding.
No. 4.....	30	23	15	5	Day.
No. 5.....	30	31	29	5	Do.
No. 6.....	30	24	15	5	Do.
No. 7.....	33	33	22	6	Do.
No. 9.....	30	32	23	5	Do.
No. 10.....	33	19	13	5	Do.
No. 12.....	30	14	7	4	Do.
No. 15.....	24	16	15	4	Do.
No. 16.....	36	38	27	5	Do.
No. 17.....	30	29	22	5	Do.
No. 19.....	30	16	10	5	Do.
No. 20.....	24	26	15	5	Do.
No. 21.....	30	24	11	5	Do.
No. 22.....	27	22	12	5	Do.
No. 23.....	30	18	13	4	Do.
No. 24.....	33	28	23	5	Do.
No. 25.....	30	21	17	5	Do.
No. 26.....	30	15	10	5	Do.
No. 27.....	20	18	13	5	Do.
No. 28.....	23	18	11	5	Do.
No. 29.....	30	24	15	5	Do.
Holy Rosary.....	(1)	376	2 265	7	Mission, boarding (contract), Catholic.
Rapid City.....	315	372	315	9	Nonreservation, boarding.
Rosebud Agency—					
Rosebud.....	250	282	260	8	Reservation, boarding.
Blackpipe.....	25	27	24	6	Day.
Cut Meat.....	24	26	16	6	Do.
He Dog's Camp.....	27	32	22	6	Do.
Little Crow.....	26	21	17	6	Do.
Milk's Camp.....	29	37	26	6	Do.
Oak Creek.....	26	28	22	6	Do.
Spring Creek.....	26	33	24	6	Do.
Hare Industrial.....	(1)	18	2 13	(1)	Mission, boarding (contract), Episcopal.
St. Francis.....	450	436	2 305	10	Mission, boarding (contract), Catholic.
St. Mary's.....	(1)	10	2 7	(1)	Mission, boarding (contract), Episcopal.
Yankton Agency, St. Paul's.....	(1)	21	2 14	(1)	Mission school.
Utah:					
Paiute Agency—					
Goshute.....	30	42	31	7	Day.
Kaibab.....	22	16	11	7	Do.
Uintah and Ouray Agency—					
Uintah.....	83	98	89	6	Reservation, boarding.
Ouray.....	18	27	23	3	Day.
Washington:					
Colville Agency, No. 7.....	25	15	9	5	Do.
Neah Bay Agency, Neah Bay.....	60	59	47	6	Do.
Tulalip Agency—					
Tulalip.....	180	255	204	9	Reservation, boarding.
Jamestown.....	24	20	16	4	Day.
St. George's.....	(1)	98	89	5	Mission, boarding, Catholic.
Yakima Agency, St. Andrew's.....	(1)	58	41	(1)	Mission.

¹ Information not available.

² Estimated.

Location, capacity, enrollment, attendance, highest grade taught, etc., for fiscal year ended June 30, 1929—Continued

States, agencies, and names of schools	Capacity	Enrollment	Average attendance	Highest grade taught	Class of school
Wisconsin:					
Hayward.....	170	173	155	6	Reservation, boarding.
Catholic Reserve.....	(1)	62	44	(1)	Mission, Catholic.
Keshena Agency—					
Keshena.....	140	156	142	9	Reservation, boarding.
Neopit.....	40	32	23	9	Day.
St. Anthony's.....	120	140	102	8	Mission, day, Catholic.
St. Joseph's.....	250	250	175	8	Mission, boarding (contract), Catholic.
Lac du Flambeau.....	130	120	111	6	Reservation, boarding.
Tomah.....	350	401	349	9	Nonreservation, boarding.
Bethany Mission.....	(1)	68	48	(1)	Mission.
Neilsville Mission.....	(1)	70	50	(1)	Do.
Wyoming:					
Shoshone.....	135	140	125	8	Reservation, boarding.
Shoshone Mission.....	20	18	18	5	Mission, boarding, Episcopal.
St. Michael's.....	80	67	47	8	Mission, boarding (contract) Episcopal.
St. Stephen's.....	125	142	100	8	Mission, boarding (contract) Catholic.

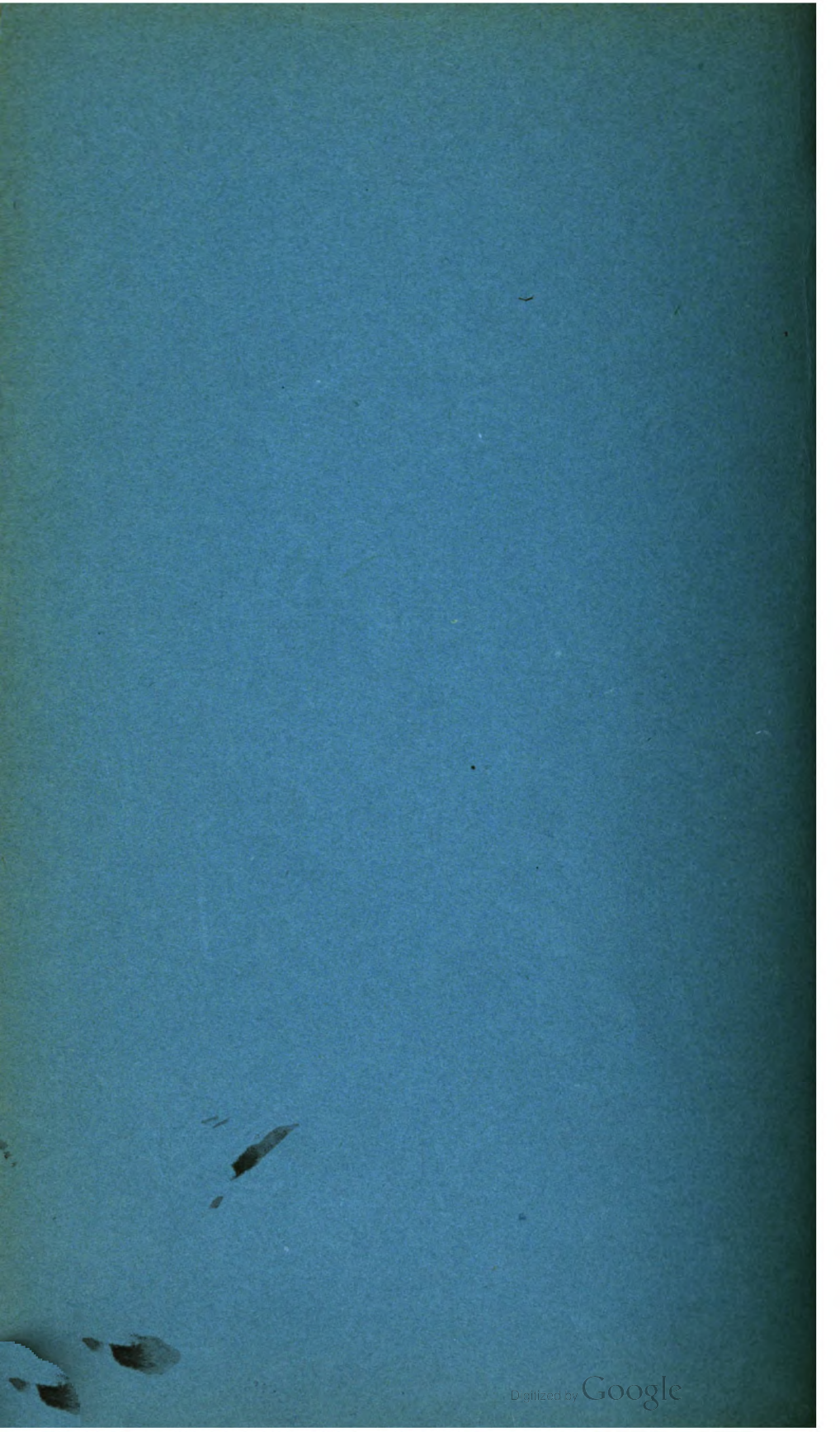
SUMMARY

	Number	Capacity	Enrollment	Average attendance
Government:				
Nonreservation, boarding.....	19	10,400	11,822	10,413
Reservation, boarding.....	55	10,505	12,763	10,518
Sanitorium, boarding.....	6	538	506	381
Day.....	131	5,367	4,619	3,657
Total.....	211	26,810	29,710	24,969
Mission, private, or State:				
Contract, boarding.....	20	2,240	2,352	1,339
Noncontract, boarding.....	27	1,976	1,693	1,683
Noncontract, day.....	22	928	761	634
Total.....	69	5,142	4,806	3,656
Total in all schools.....	280	31,952	34,516	28,625

¹ Information not available.

² Estimated.





U. S. DEPARTMENT OF THE INTERIOR

*ANNUAL REPORT OF
THE BOARD OF
INDIAN COMMISSIONERS
TO THE SECRETARY OF THE INTERIOR
FOR FISCAL YEAR ENDED JUNE 30, 1930*

Indians I

U. S. DEPARTMENT OF THE INTERIOR

REPORT

OF THE

BOARD OF
INDIAN COMMISSIONERS

TO THE

SECRETARY OF THE INTERIOR

1930



UNITED STATES
GOVERNMENT PRINTING OFFICE
WASHINGTON : 1930

BOARD OF INDIAN COMMISSIONERS

WARREN K. MOOREHEAD, Andover, Mass.; appointed December 19, 1908.

SAMUEL A. ELIOT, Boston, Mass.; appointed November 27, 1909.

FRANK KNOX, Manchester, N. H.; appointed May 2, 1911.

MALCOLM McDOWELL, Washington, D. C.; appointed May 23, 1917.

HUGH L. SCOTT, Princeton, N. J.; appointed February 25, 1919.

CLEMENT S. UCKER, Baltimore, Md.; appointed March 22, 1922.

FLORA WARREN SEYMOUR, Chicago, Ill.; appointed October 5, 1922.

JOHN J. SULLIVAN, Philadelphia, Pa.; appointed May 5, 1924.

MARY VAUX WALCOTT, Washington, D. C.; appointed October 28, 1927.

G. E. E. LINDQUIST, Lawrence, Kans.; appointed March 22, 1930.

SAMUEL A. ELIOT, *Chairman.*

MALCOLM McDOWELL, *Secretary.*

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SIXTY-FIRST ANNUAL REPORT OF THE BOARD OF INDIAN COMMISSIONERS, FISCAL YEAR ENDED JUNE 30, 1930

WASHINGTON, D. C., *September 1, 1930.*

SIR: We have the honor to submit for your information and consideration the Sixty-first Annual Report of the Board of Indian Commissioners for the fiscal year ended June 30, 1930. During this period members of the board officially visited the following jurisdictions of the Indian Service:

The Blackfeet, Fort Peck, Flathead, Crow, and Rocky Boy Agencies, Mont.; Shoshone Agency, Wyo.; Fort Hall and Coeur d'Alene Agencies, Idaho; Yakima Agency, Wash.; Klamath and Umatilla Agencies and the Salem School, Oreg.; the Sacramento and Mission Agencies and Sherman Institute, Calif.; the Walker River and Western Shoshone Agencies and the Carson School and Agency, Nev.; the San Carlos and Pima Agencies and the Phoenix School, Ariz.; the Winnebago Agency, Nebr.; the Sac and Fox Sanatorium, Iowa; the Fort Totten and Fort Berthold Agencies and the Bismarck and Wahpeton Schools, N. Dak.; the Consolidated Chippewa and Red Lake Agencies, Minn.; the Cherokee Agency, N. C.; and the New York Indians.

Reports on these visitations, containing the findings, views, and recommendations of the members, have been transmitted to you from time to time. They are carried in the appendix to this annual report in abridged form.

The board held its customary meetings during the year, at which matters concerning the Indians and Indian Service were considered. Those of general import form the subjects taken up in this annual report.

Commissioner Rhoads and his associate, Assistant Commissioner Scattergood, shouldered the responsibilities and perplexities of their high offices the first day of the fiscal year. They took over a going concern from their predecessor, Commissioner Burke, operating in conformity with a program which had been approved by Congress. This approval was evidenced by the mandates, authorizations, and money grants in the appropriation acts of the previous years. The 1930 appropriation act became effective the day they took office. It was the Indian Service blue print for the 12 months beginning July 1, 1929.

They also had before them your general policy program, whose purpose is summed up in its opening sentence: "The fundamental aim of the Bureau of Indian Affairs shall be to make of the Indian a self-sustaining, self-respecting American citizen as rapidly as this can be brought about." Your program and the recommendations of this board called for accelerated activities and expanded functions.

Manifestly, the sensible thing for the new executives to do was to hitch the two programs together so as to carry out the mandates of the 1930 act and to use this year as much of its authorization as was practicable to get a good running start on new developments and more efficient service.

In our opinion the new Indian Service chiefs displayed common sense, used good business judgment, and showed they had a broad appreciation of the situation by fitting in the two plans with each other without any violent disturbances. They exercised reasonable caution in approaching important administrative and policy problems. There have been no sensational upheavals, no dramatized reforms, and no headlined shake-ups, all of which had been publicly predicted. It followed, as a matter of course, that disappointed proponents of plans and policies should give expression to their sense of dissatisfaction because the Indian Service heads took necessary time to study the situation.

It is too much to expect that the commissioner and assistant commissioner can escape adverse criticism. Such unpleasanties seem to be inseparable from the offices they hold. Ever since it was instituted, over 100 years ago, the Indian Bureau, its personnel, and executives have been subjected to disapprobations ranging in degree of intensity from admonitions to plain vilification.

It can not be denied that reprehensible faults in policy, administration, and organization have often justified attacks on the Indian Service, but we feel that too much censure has arisen from petty derelictions, which have been given unwarranted importance because the faultfindings came from prominent organizations and individuals.

This job of handling the Government's Indian business is anything but a sinecure. It is hard labor, generally thankless, for an indeterminate term. The law lays an onerous burden of responsibility and accountability on the man who happens to be Commissioner of Indian Affairs. It is easy and safe for captious critics publicly to berate a commissioner and cast aspersions upon his official acts. They are not held personally responsible and accountable by the President, Congress, and the people of the United States for the supervisory care of the Indians. He is, and this indurated fact makes all the difference between loose talk and fixed responsibility.

The administrators of the Indian Bureau are also bound by the terms of treaties and by acts of Congress, about which the critics do not trouble to inform themselves or prefer to ignore.

LAYING THE GROUNDWORK

During the fiscal year much of the groundwork has been laid for putting into effect the general progressive program. The commissioner and his staff conducted a systematic study of the major problems related to Indian education, health, industries, and welfare. Many conferences, held in Washington and in the field, brought together for consultation and planning officials of the Indian Office and of the field service, experts and specialists connected with the Office of Education, the Agricultural Department, the Labor Department, the Civil Service Commission, State and county organizations, and some non-Government associations.

In formulating plans and methods the commissioner and his advisers made it quite clear that they were not engaged in the business of upsetting the Indian Service structure, but instead were holding to the purpose of using every existing activity and function which could be made to fit in with the general policy program of acceleration and expansion. Progress was to be made step by step and not to be attempted by sensational leaps and bounds, but new organizations are in the making, larger activities are getting under way, the personnel is going through some rearrangements, and building operations are in progress. Much of the new work must wait until the augmented funds of the 1931 appropriation acts are available.

This board commends the pending rearrangement of the Indian Office. Up to the present the educational, agricultural, and industrial activities and functions of the Indian Service have been so intimately related to the division of administration that, to a considerable extent, they have been a section of that division. They are now to be individualized; a division of education and a division of agriculture and industries are to be set up.

We have heretofore recommended that the Indian Office should be reorganized within itself; that the chiefs of the divisions should be given much more executive authority so that they can handle all of the purely administrative affairs of their respective divisions without passing them up for final determination to the commissioner's desk. We strongly suggested that the commissioner should have an efficient, well-informed man to act as a coordinator, something in the nature of chief of staff, who would coordinate the cooperative functions within the Indian Office and see to it that adopted plans and programs were carried out. In our review of the report of the American Indian survey party of the Institute for Government Research we outlined our conception of a workable, cooperative, coordinating Indian Office organization. We are gratified to learn that such an organization is in the making.

Practical and vocational education to fit the Indian student for self-support on the farm, in the factory and office, as a teacher, clerk, etc., is now stressed as a fundamental requirement in the Indian-school work. The course of study in all the schools is under adjustment and expansion so as to place the emphasis on practical and vocational training. Arrangements have been made to detail additional employees to the schools to relieve the students of much of the purely institutional labor. The effort to enroll Indian children in the public schools has been intensified, and this phase of Indian education will be one of the major activities of the coming year.

A specialist in elementary education has been added to the staff to direct the educational activities in the first six grades. Five field assistants or so-called demonstration teachers in elementary education have been assigned to supervise approximately 55 elementary teachers, each in sections having the densest Indian-school population. Such assignments have been made to each of the following areas: South Dakota, northern Arizona, southern Arizona, northwestern New Mexico, and Oklahoma. These demonstration teachers are women who through experience are conversant with modern elementary-school practice and supervision and in addition have pursued graduate study along these special lines. It is their task to develop a better educational opportunity for elementary Indian chil-

dren through a constructive supervisory program designed to improve classroom instruction and to provide a richer curriculum suited to children's experiences, their abilities, and their needs. At a conference held in Washington in June definite objectives were set up for next year's supervisory endeavors, all based upon a knowledge of the situation gained through the year's experiences with children, parents, homes, and Government schools.

An endeavor has been made to select modern textbooks, library books, and schoolroom materials especially adapted for use in Indian schools. Early in the year library books purchased with the special 1930 appropriation of \$12,500 were distributed to the schools. A careful selection of another list of such books has been made for purchase with a similar fund of \$12,500 for use in 1931.

The first steps in the working out of a plan of organization for securing employment for adult Indians and for placing students either in vacation jobs or in permanent situations have been taken, several employment agents, placement, and guidance officers have been appointed and are at work, and more will be secured when the new \$50,000 appropriation for Indian employment is available.

A placement center has been established at Minneapolis, Minn., and studies have been made of other locations for placement centers, such as Portland Oreg.; Kansas City, Mo.; Sioux City, Iowa; Albuquerque, N. Mex.; and Phoenix, Ariz. The selected centers will serve the Indians in their respective areas. Definite plans for this important activity have not yet been adopted, but it is expected that several placement centers will be soon organized and equipped.

In addition to her other duties, the assistant director of education—a new position this year—has elaborated a plan for building up an organization within the Indian Service to carry on the work of vocational guidance and placement in connection with the Indian schools. She has submitted a memorandum on this phase of the Indian education program and we commended it to the serious consideration of the commissioner and his associates.

Last March Commissioner Rhoads sent orders to district, reservation, and school superintendents to use their best endeavors to secure work for Indian adults and students. He emphasized the placing of returned students in paying positions and in finding seasonal work for school boys who want to earn some money during their vacations.

The subject of employment for Indians was discussed at the Thirty-fifth Lake Mohonk Conference on the Indian, which was held at Mohonk Lake, N. Y., October 16, 1929. The "Mohonk platform," adopted at this conference, contained a plank on "The industrial situation," which, in our opinion, clearly presents the employment situation and offers practical suggestions. It reads as follows:

Industrial situation.—Finding employment for Indians that will enable them to support themselves by their own labor at least in accordance with a minimum standard of health and decency must be a major activity of the Indian Service, and adequate additional funds for this purpose should be provided at once.

In the case of the Indian youth this activity should include not only vocational training and vocational guidance but actual placement in productive enterprise, with the necessary follow-up to see that the boys and girls are satisfactorily established in their new environments.

In the case of adults this activity should include training and encouraging the Indians to use their own resources on the reservations, developing and

extending their native arts and industries, and encouraging and aiding such Indians and their families as desire it or can not find satisfactory means of livelihood on the reservations to migrate from the reservations and become established in new localities.

Cooperative relationship should be developed with public and private agencies which can aid in finding employment for the Indians and helping them to become established. White employers should be urged to make a special effort to cooperate in these activities. Where necessary, legal aid should be extended to such migrated Indians and special effort should be made to protect them from influences which involve violation of the law.

As a fundamental basis for the economic development of the Indian, there should be a continued study of existing conditions of land ownership with special reference to the best use for the benefit of the Indians of the forests, waters, and irrigated areas.

Giving training and experience in the use of money should be a definite activity in the Indian boarding schools. While boys and girls should learn to contribute freely their share of the labor involved in a common enterprise, pupils old enough to be called upon for regular work should receive wages for the work they perform and be required to pay from their earnings, at least for clothing and other articles furnished.

Haskell Institute, at Lawrence, Kans., by order of the commissioner, has been raised to the senior high-school and junior-college level with Mr. Hervey B. Peairs in charge. The plan is to revise the curriculum upward with a view of preparing the Indian students to follow the vocations for which they are deemed to be best suited. The training of qualified Indians for leadership among their own people is to be emphasized.

It may not be amiss at this point to refer to a report on Haskell Institute made by a member of this board in 1924, in which there was presented the proposition to turn Haskell into a special school, something in the nature of a college or normal school. We commend the commissioner for taking advanced ground in respect to Haskell, and we have a feeling of confidence that in carrying out the new plan for this school Mr. Peairs will successfully utilize the wide practical knowledge of Indian education he gained during his many years as the leading educator in the Indian Service.

An important accomplishment of the year was that of securing an educational basis for the appointment of matrons, girls' advisers, and other positions for teaching and training Indian girls in the Indian schools. The requisite for examinations for girls' adviser for the larger schools now calls for at least three years at college. We have been informed that the majority of the women who took this examination during the year were college graduates; many had been high-school teachers who had had experience in acting as advisers to girls in high schools, in leading girl-scout troops and in other girls' activities. Formerly there were no restrictions whatever on the matron and seamstress certificate; now there is required a 4-year high-school basis.

During the coming year a number of additional positions of home demonstration agents will be established on reservations, and it is planned to hold conferences with the new advisers and teachers in order that, early in the year, they may gain an understanding of the peculiar problems arising out of the teaching and training of Indian women and girls.

For some time the supervisor of home economics has been attempting to cut down the tedious institutional work which the girls are

obliged to do in the schools. Probably no phase of this kind of routine labor, for instance, is harder on the young Indian girl than sitting at a sewing machine for three or four hour periods making things that may be needed in the schools but which are absolutely void of interest to her. This year, for the first time, the Indian Service has been able to buy part of the girls' clothing ready made. This seemingly minor detail reaches major proportions when it is considered that the mere buying of ready-made work dresses has relieved hundreds of girls from many hours of hard, uninteresting work, giving them more time for needed recreation or for doing their own sewing.

The recent appointment of the supervisor of trades and industrial training gives strong emphasis to the importance which has been placed on vocational and educational training in the Indian schools. The principal duty of this official will be to place in each Indian school the kind of practical and vocational training best suited to the future of the boys and girls attending that particular school.

At your request Dr. Livingston Farrand, president of Cornell University, has granted a leave of absence for a year to Dr. Erl Bates, professor of anthropology and adviser on Indian extension work in connection with the New York Indians. Doctor Bates is to assist the department of education in formulating a more extensive national educational program. In connection with this work Doctor Bates will endeavor to secure the active cooperation of State educational departments with the department of education of the Indian Service.

In their reports on investigations and surveys in the field members of this board have repeatedly urged the planning of a definite program for each reservation. They have noted the lack of continuity in reservation programs. Under the present practice the matter of Indian farming, for example, has been left largely to the superintendent. Frequently, in the event of a change of superintendents, the program has been materially modified, if not entirely reversed. Such changes in economic plans confuse the Indians, halt progress, and are decidedly hurtful.

We have long felt that the agricultural and industrial possibilities of each reservation should be determined through a careful and comprehensive survey made by a commission or committee, or whatever it might be called, to decide what program should be followed with relation to the economic, medical, educational, and other activities; that a definite program should be outlined covering a period of from 5 to 15 years or so; and that the adopted plans should be followed continuously notwithstanding changes in superintendents.

It appears that the new director of agriculture is laying his plans to bring about the determination of a definite agricultural and economic program for each reservation and that this purpose has the entire approval of the commissioner. In line with this purpose a number of agricultural extension agents have been employed and more are to be appointed. Their duties are the same as those of county agents. In carrying out this work it is purposed to effect close working cooperation with the extension and agricultural services of the United States Department of Agriculture as well as of the States and counties.

The supervisor of livestock, a new position, is devoting his time to the development of the Indian Service dairy enterprises, both at the boarding schools and on the reservations. The purpose is to build up the dairy herds so that the Indian children will get more and better milk.

The authorization and appointment of a general personnel officer for the Indian Service early this year filled a need which had been recognized for some time by the Indian Bureau. Up to the present the work of recruiting the Indian Service personnel has been carried on in a rather unsystematic way. Accurate recorded information concerning the characters, qualifications, and accomplishments of the men and women in the field has not been available when transfers, promotions, or other changes among the employees were contemplated. There appears to be a prospect now that methods similar to those used by large employers of labor in getting and handling their personnel will be adopted by the Indian Service.

The general personnel officer will not have any executive functions; his work will be largely advisory so far as the general policy and procedure affecting personnel is concerned. He will investigate and recommend action in matters affecting individuals and particular situations.

At the close of the year the Indian Bureau faced the task of filling over 500 positions in the field service. These included 12 superintendents, 40 doctors, 140 hospital nurses, 39 field nurses, 6 special nurses, 20 school principals, and 275 teachers and special instructors. A considerable number of these positions are new because of the expansion of agency, medical, and school activities, but many recruits are needed to fill vacancies caused by the operation of the new retirement act and by promotions and voluntary separation from the service.

In this connection we desire to call attention to the need of more clerks and stenographers in the Washington office. The number of employees in the Indian Office is now but 192; it was 256 in 1924. The appropriation for the whole Indian Service is about twice what it was six years ago, but there are 64 fewer employees to handle the large increase in business due to the augmented appropriation.

COOPERATION OF CONGRESS

Aside from the change in the Bureau of Indian Affairs which placed Commissioner Rhoads and Assistant Commissioner Scattergood at the head of the Indian Service, the conspicuously important happening of the fiscal year was the highly gratifying response of Congress to the commissioner's request for larger appropriations for 1930-31. Congress assented with aggregated appropriations exceeding \$21,500,000, an increase of more than \$5,000,000 over the money grants for the previous year.

We join with other friends of the Indians in applauding Congress for the lively cooperative interest it is manifesting not only in the practical operations but also in the larger aspects of Indian administration.

The 1930-31 appropriation is the largest ever made for the Indian Service. Exclusive of the authorized use of tribal funds it is almost

double the 1921 total. In 10 years Congress has increased its money grants for the Government's Indian business nearly 100 per cent. Of course the decreased purchasing power of money made some of this increase inevitable. In 1921 the total appropriations for Indian education was around \$4,475,000; this has expanded to more than \$10,000,000 for 1931. Approximately \$350,000 was granted for the Indian medical service 10 years ago; this item grew to \$3,188,000 for 1931, an increase of more than 800 per cent.

These are significant comparisons. They show that Congress and the Indian Bureau, in a large sense, are partners in the endeavor to hasten the general advance of the Indians. The cooperation is evident, even though the Indian Bureau, too often for settled ease of mind in the Indian Office, has been taken severely to task and roundly scored on the floors of Congress. But, by and large, for 20 years at least, and particularly during the past decade, a spirit of willing cooperation has characterized the relations of Congress with the Indian Bureau. It is disclosed in the continuing growth of Indian Service appropriations and is emphasized by the \$5,000,000 increase of the 1931 money grant over that of 1930.

Congress has taken the Indian Bureau at its word. It is now up to the commissioner and his organization to get the results which Congress has a right to expect. Heretofore the Indian Service has been grievously handicapped by lack of funds. The increased appropriations for 1930-31 will permit improvements in many of the Indian Service activities and the beginning of many new plans. If expectations are realized Congress probably will feel justified in continuing sufficient appropriations adequately to finance the proposals in your program which require funds for their effectuation.

With several million dollars more than it ever before had at its disposal the Indian Service now can provide pupils in Indian schools with a higher quality of food, more clothing, and better medical attention. It can secure more dormitory and schoolroom space, make long awaited necessary repairs, and add new buildings to school plants. It can build several needed hospitals, improve and enlarge present institutions and purchase long-wanted equipment. It can strengthen and enlarge its agency, school, hospital, and expert personnel and begin to make the whole service more attractive by bettering working and living conditions so that the standard of the agency, hospital, and school force can be raised. It can put together a practical job-finding organization to get employment where necessary or desirable for reservation Indians and can start placement centers to secure gainful work for boys and girls during school vacations or find positions for Indian students who leave the schools. It can hire employees to meet the enlarged program of study and thus relieve students of much of the heavy institutional labor now done by them.

Looking ahead, we can see that it will be necessary to secure even larger appropriations for some activities for a few years. But in the long run increased funds for a comparatively short period will save money. We believe this is the view taken by Congress, and we feel confident that Congress will continue to give its practical cooperation to the Indian Bureau if the Indian Bureau's expenditures of its appropriations justify such cooperation.

CONCERNING THE PERSONNEL

The President approved on May 29, 1930, the new retirement act which concerns the entire classified service of the National Government. The act changes the compulsory retirement age for the field service, with the exception of the clerical force, from 70 to 65 years. It immediately affects some 80 employees, most of whom are on the pay rolls of agencies and schools. Provision is made in the act for the continuance in the service, at the discretion of executive officers, of employees who have reached the retiring age.

Besides those now eligible for retirement a considerable number of other members of the field personnel will become 65 years old during the fiscal year of 1930-31. The vacancies caused by the operation of the new statute will be filled from the Washington and field forces of the Bureau of Indian Affairs or through the United States Civil Service Commission. We believe there are members of the field-service personnel who are qualified to fill practically every vacancy which will result from the operation of the new retirement act. Notwithstanding suggestions from the outside that the only way to build up a strong, effective field personnel is by bringing in new blood through civil-service procedure, we are assuming that the commissioner will see the wisdom of first drawing upon the seasoned experienced material he now has in his own force.

Among those who are listed for retirement now or who will reach retirement age during the 1930-31 fiscal year are 12 or more superintendents of reservations. There probably will be little trouble in filling the minor positions, but this may not be the case in filling vacancies left by retiring superintendents. Reservation superintendents are the representatives of the commissioner on the Indian Service frontier. They have been called the key men of the Indian Service. To the Indians they personify almost all they know of the purpose and scope of Federal administration of Indian affairs.

The many decades during which reservation Indians have been subjected to Indian Bureau tutelage have habituated most of them to the supervision of their affairs by the reservation superintendent. They have come to regard him as the embodiment of Federal guardianship within the reservation. His official and even his personal acts profoundly affect the Indian, his home, and his tribe. A change of superintendents is a momentous event on an Indian reservation. To people who are not familiar with Indians and their relations to the Government this probably is an undesirable condition. But it is a condition which must be reckoned with, a condition developed by the many years of Federal guardianship and trusteeship of the Indians. Because of it the reservation superintendent occupies a unique place in the scheme of Federal Indian supervision.

In previous reports we have stated that excepting the Commissioner of Indian Affairs there is no other position in the United States Government comparable to that of the Indian reservation superintendent. Not counting a few who were transferred from the Philippine service every superintendent has come up from the ranks. In our opinion the best school for a reservation superintendent is the Indian field service, in which he can get 10 to 15 years of practical training to qualify him for the important position of superintendent.

We recommend, therefore, that in filling vacancies in the reservation superintendent class no person should be appointed until he has had enough experience in the field service working with as well as for Indians to demonstrate that he can hold down the job as the executive and administrative head of a reservation unit.

We have long been of the opinion superintendents of reservations and of nonreservation schools are seriously handicapped by too much needless centralization of authority in Washington. We have repeatedly urged that more initial and final authority be given the men who are in charge of agencies and the larger educational institutions. In our annual report of 1926 we made the recommendation that field officials be directed to suggest revisions of rules and regulations which would have the effect of permitting superintendents to handle entirely without reference to Washington all local affairs of a character that as a matter of fact need not be referred to any one outside of the agency or nonreservation school. We then expressed confidence in the judgment and discretion of the experienced field men who would know just what matters should be handled exclusively by the superintendents and what should go up to the higher officials.

Although we are aware that decentralization is in progress we repeat this recommendation and further suggest that at an early date the district superintendents be called to Washington, with some of the experienced reservation and school superintendents, to confer with the Indian Office staff on this important matter with the purpose of decentralizing authority. If a superintendent is given the right to exercise his discretion and use his judgment unhampered by long-distance administration and does not produce the required results, he then should be removed.

INDIAN MEDICAL SERVICE

More than 37,000 Indians were treated this year in the Indian Service hospitals. This fact is highly significant when it is remembered that it was almost impossible to induce an Indian to enter a hospital a few years ago. Only 18 years ago President William Howard Taft in a special message requested a large appropriation from Congress for medical attention of Indians, saying "prior to 1909 little attention had been given to the hygiene and health of the Indians. In some reservations, equal in area to a State, there were no more than two physicians, frequently only one. In 1909 tens of thousands of Indians were substantially without any chance to reach a doctor." This situation depicted by President Taft existed among the Indians only 21 years ago. Probably no other branch of the Indian Service has advanced so far, and recently so rapidly, as the Indian medical service. Starting with an appropriation of only \$40,000 in 1911, Congress has steadily increased the funds for Indian medical work, and the appropriation act for the fiscal year 1931 gives the service a total of approximately \$3,500,000. The total capacity of all the hospitals is something over 3,500 beds. The service has 140 full-time physicians besides 12 or more special physicians engaged largely for treating trachoma. It has over 350 graduate nurses in hospitals and approximately 80 public-health or field nurses and 14 traveling dentists, together with the miscellaneous personnel of about 700 in number. There are four district medical

directors exercising general direction of these field activities. Doctor Guthrie, director of health in the Indian Service, is an official of the United States Public Health Service, and that service also loaned the Indian Bureau two other trained officers.

For several years the United States Public Health Service has been cooperating with increasing cordiality and efficiency with the Indian medical service. Sanitary engineers of the Public Health Service are regularly engaged in surveying reservation water supplies, sewer disposals, etc. The services of the field directors of the Public Health Service are always at the disposal of the Indian medical service, and the Hygienic Laboratory and other special and scientific branches of this service give freely of their facilities.

The United States Public Health Service cooperates in the regular vaccinations of the Indian groups, both against smallpox and typhoid fever, and Indian children against diphtheria by administration of antitoxin.

There has also been a continual increase in cooperating relationship between the medical personnel of the Indian field service and the medical officials of States which have Indians within their boundaries. In every way the Indian medical service made distinct progress during this fiscal year except in a most important particular. It has not been able to recruit its trained professional personnel up to the required number. There are now 40 vacancies in the positions of school and reservation physicians.

It is true that the pay of the Indian medical service physicians has been increased several times. The present entrance rate is \$2,900 per annum. This appears to be too small to bring into the service the type of professional men needed for the work. This is a most serious situation, for without enough physicians the medical service can not give sufficient attention to the health of the Indians on the reservations and in the schools.

The outstanding cooperation between the United States Public Health Service and the Indian medical service prompts the suggestion that the Public Health Service, in accordance with the authority conferred on that organization by the Parker Act, Public, No. 106, of the Seventy-first Congress, might be able to detail 10 or more of its officers to the Indian Service.

We, therefore, strongly suggest that the Commissioner of Indian Affairs take this matter up with the Surgeon General of the United States Public Health Service with the hope that a joint effort will result in giving the Indian medical service 10 or more of the highly trained and specially fitted physicians in the United States Public Health Service.

The nursing service made notable progress during the year. A significant and gratifying indication of its continuing advance toward recognized standards is disclosed in the reduction of the labor turnover among all of the nursing positions in the service. During the fiscal year the turnover was 85 per cent; in 1927 it was 122 per cent. The labor turnover percentage is steadily becoming less because the supervisor of nurses, through her professional contacts, has been able to bring the nursing work of the Indian medical service to the favorable attention of the nursing profession of the country.

The larger appropriations for medical work enabled the service to increase the number of nurses and improve working and living con-

ditions. Last year, for instance, there were 96 nursing positions where the nurses were on duty 24 hours in the day; these 24-hour positions have been reduced to 23. A policy of promotion for efficient and faithful service has been established. The responsibilities of the nurses have been organized according to standard hospital practice, supervisory positions have been established, equipment has been improved and enlarged, and quarters for the nurses have been made more attractive.

We beg to repeat our recommendation for cottage quarters for hospital nurses wherever it is possible to build them.

LAW AND ORDER

The Congress and the Indian Bureau should take action promptly and positively to bring about the maintenance of law and order in every jurisdiction of the Indian Service. Further delay in adopting a firm policy and in enacting proper legislation to make every Indian under Federal supervision amenable to the law of the land is no longer excusable.

The irresolution which has characterized the attitude of the responsible legislative and executive officials of the National Government toward this fundamental Indian problem should be supplanted by a determination to tackle this question with vigor and resolution.

This is the situation: Something over 200,000 American citizens who are classed as supervised Indians can commit many crimes within the boundaries of reservations with little or no fear that they will legally be brought for trial in a Federal or a State court. A score of these crimes are listed in the Annual Report of the Commissioner of Indian Affairs for 1926.

Sections 328 and 329 of the United States Federal Code of 1910 provide for the prosecution of Indians for only eight offenses, commonly known in the Indian Service as the "eight major crimes." They are murder, manslaughter, rape, assault with intent to kill, assault with a dangerous weapon, arson, burglary, and larceny.

In a number of Indian Service jurisdictions State and county officials enter reservations and make arrests for violations of State and local laws and carry the cases through the State and county courts. This is usually done, however, with the permission, and perhaps the encouragement, of the reservation superintendent. Generally speaking, State and county officials have no legal right to enter upon federalized land to arrest federalized Indians.

In short, the Indians under Federal supervision are largely free from the civil and criminal laws to which their white neighbors are subject.

At a time when the Indians were in a primitive state and were much more isolated than now it was perhaps the wise thing for the Government to permit the tribal laws and customs to take their own course. It was taken for granted that the Indians themselves, in accordance with their own code of laws, should handle their crimes and misdemeanors.

The situation now is radically and permanently different. Millions of acres of allotted Indian lands have passed to white ownership. On most reservations Indians and whites are near neighbors. Thickly settled areas environ many Indian communities, many of

which are in close proximity to large towns. Railroads and National and State highways skirt many reservations. Thousands of Indian children attend the public schools with white children. Most Indians have, in considerable degree, adopted the ways of the white men. Most of them know what the laws of the land require; understand their purposes and the consequences of breaking them. Most Indians are sufficiently advanced to be brought under the same laws which their white neighbors must obey or be in peril of punishment.

For some years the Board of Indian Commissioners has endeavored to secure action which would end the anomalous situation arising out of the exemption of supervised Indians from normal court procedures. There appear to be indications that this question will receive the attention of Congress during the coming session. At the semiannual meeting of the board in October, 1929, the board's secretary was directed to secure data pertinent to this question for the use of Congress, the Indian Bureau, the board, and interested non-Government organizations and individuals. Through correspondence and interviews there has been collected a considerable amount of informative material from agency and reservation superintendents, district superintendents, and other field representatives. The character of the inquiry and the principal phases of the situation are indicated in the following portions of the letter of inquiry which was sent to all agency and reservation superintendents:

As you know, there are widely different opinions on this question. Some people believe that the State laws, to be administered by State and county courts, should be made effective in all Indian reservations irrespective of the degree of Indian advancement along the white man's road, the relation of the Indians to their white neighbors, and the distances of State and county courts from Indian communities.

A large number of people take the position that the State laws should be made effective within Indian reservations, but that the Federal courts should have jurisdiction in the administration of such laws.

A third group is strongly of the opinion that Congress should enact a special code of Federal laws for Indian reservations covering crimes, misdemeanors, marriage, divorce, health, and education, and that the Federal courts should have exclusive jurisdiction.

The matter of handling misdemeanors and other minor infractions of law by reservation courts of Indian offenses also enters into this question.

Question 1. In your opinion, are the Indians under your supervision sufficiently advanced to be made subject to the State criminal and civil laws and the administration of such laws by State and county courts and local officials? It is often stated that local courts and officials are not and will not be interested in the administration of law on reservations because Indian property does not pay taxes. What should be done to meet that situation?

Question 2. Is the Indian situation in your agency such that it would be better to have the State laws under the jurisdiction of the Federal courts and Federal officials?

Question 3. Are your Indians so little advanced that they should be placed under a code of Federal laws to be administered by the Federal courts?

Question 4. Have you a reservation court of Indian offenses; if so, how effectively does it operate? Does the superintendent of the reservation select the judges; if he does, are the Indians consulted first? If this court is not effective, what would you suggest to make it so? If you have not an Indian court on your agency but have had some experience with one, will you give us your views on the Indian court?

In answering these inquiries we hope you will be perfectly candid, and we would much appreciate it if you would give us your views generally on this whole question.

Will you please also include in your reply the following information: How far is the nearest county court from your agency? How far is the nearest

Federal court from your agency? How much time is generally required for you to take cases to your Federal court? What is the attitude of local, State, and county officials in this matter of law enforcement?

More than 80 per cent of all the agency and reservation superintendents already have replied to this letter. When the inquiry is completed a digest of the superintendents' views and recommendations will be prepared. Lack of space in this report makes it impracticable to present here an extended analysis of the material at hand. The following brief summary, however, will give an idea of the confused situation concerning reservation law-and-order conditions and the complexities of the problem which are disclosed by the replies to the board's questionnaire.

With but two exceptions the 59 superintendents who have written us are of the opinion that the Indians in their jurisdictions are sufficiently advanced to be made subject to the State laws. Some suggest, however, that it would be advisable not to extend the civil laws over the reservations. Their general feeling is that the Government should continue to control in all respects the administration of Indian trust property.

Of the 59 superintendents, 29 are of the opinion that their Indians should be made amenable to the State laws and that such laws should be administered by State and county courts and officials.

Of the 59 superintendents 27 are in favor of extending State laws over the Indians, but because of certain conditions peculiar to the reservations or Indians they believe it would be better to have the Federal courts and officials administer the laws.

Two of the 59 superintendents state that because their Indians are still quite primitive they are in favor of a special Federal code of law for their Indians to be administered by Federal courts and officials.

The superintendent of the Southern Pueblo Agency in New Mexico argues that because these Indians form a peculiar group which is different in many respects from other Indians a special procedure for the administration of State laws is required.

Reservation courts of Indian offenses are operating in 37 of the 59 agencies and reservations. They receive the commendation of 32 superintendents, most of whom regard them as necessary. Five superintendents express doubt as to their effectiveness. The 18 pueblos of New Mexico are not considered in this comment, although the governor and council of each village act as an Indian court.

Concerning the attitude of local, State, and county courts and officials 57 of the 59 superintendents report as follows: 23 state that the local courts and officials cooperate with them, the cooperation ranging from "fairly good" to "100 per cent" effectiveness; 12 report the local officials friendly, in some cases cordial, but somewhat indifferent; 15 write that the attitude of the local authorities is not at all satisfactory; 1 reports that his jurisdiction lies in several counties and that the officials in some cooperate and in the others do not; and 6 report that they can get no cooperation.

Practically all the superintendents express the opinion that the principal reason for the apathy or antagonistic attitude of the local authorities is found in the fact that restricted Indian land is not taxed. They strongly suggest that some plan should be devised to

reimburse the State or county for expenses incurred in the administration of law. Some local authorities, they state, are willing to cooperate, but hesitate to do so because they believe they lack jurisdiction. In but few instances do the superintendents indicate that any feeling of race prejudice is involved in this matter.

A number of superintendents offer the suggestion that United States commissioners be clothed with authority similar to that exercised by justices of the peace and that they handle all cases of reservation misdemeanor.

Mr. Louis C. Cramton, chairman of the subcommittee of the House Appropriations Committee, which makes up the Interior Department appropriation bill, has introduced a bill (H. R. 8285) to extend the civil and criminal laws of the United States to Indians, and for other purposes, which was indorsed by the Board of Indian Commissioners. His measure will probably require amendments, but its scope and general purpose commend it as a practical contribution to the efforts to place supervised Indians within the influence of laws to bring about the normal observance of law and order within Indian reservations.

COMMISSIONER RHOADS'S MEMORANDA

On December 18, 1929, you transmitted to Chairman Frazier and Chairman Leavitt, of the Senate and House Committees on Indian Affairs, four memoranda, prepared by Commissioner Rhoads and addressed to the chairman, concerning several major problems in the administration of Indian affairs. In the letter of transmission you said:

From piecemeal legislation, spread out over many years of dealing with the property of the Indians, a body of law had been developed which leads us into a great confusion. It would be of great value if proper arrangements could be made so that we could develop clear, continuous, and understandable policies on the corporate property of the Indians, on the various claims made on behalf of the Indians, on the allotment question, and upon Indian irrigation. Unless this is done, while we hope to be able to advance the health and education of the Indian, his property will become more and more difficult to handle with the passage of years. I trust that you and the members of your committees will be able to be helpful to us in these important matters.

Commissioner Rhoads's first letter had to do with reimbursable payments to Indians which operate as liens on allotted land, also with the situation arising out of the sale of inherited lands. He explained that the general allotment act provided that at the expiration of the trust period the allotted land should be conveyed by the United States to the Indian or his heirs, "in fee, discharged of said trust and free of all charge or incumbrance whatsoever." He raised the question, Has the imposition of these liens, under the circumstances, been constitutional?

As to the heirship lands the commissioner stated that by the time the third generation has arrived substantially all of the allotted lands would have passed to white ownership and he made the suggestion that part at least of the loss of Indian heirship land to the Indians might be averted if there were some means provided whereby the allotted lands could revert to the tribal estate, becoming subject to reallocation as condition might prescribe. He also suggested a policy of granting reimbursable loans to the inheritors of allotted

lands who might desire to continue as cultivators on the original allotment, stating that these loans would enable the allottee to buy out the other heirs.

The second letter concerned what the commissioner called the "indivisible tribal estates of the Indians." He referred to such assets as mineral and oil resources, power sites, timber wealth, grazing land, etc. He stated that the property in question, in order to be conserved or sufficiently developed, ought in many cases to be treated as estates not capable of subdivision. He referred to a proposed method of tribal incorporation as a means of holding such properties as estates not capable of subdivision.

The third memorandum took up the question of tribal claims against the United States. "My thought on its positive side," he wrote, "is as follows: Could not all of these matters be dealt with and brought to a finality within a limited number of years if a special claims commission was created?"

In the fourth letter which had to do with the irrigation work, he said that because of several causes the per acre reimbursable cost on a number of Indian irrigation projects is now equal to, or even greater than, the value of the land itself. "Hence," comments the commissioner, "We now find ourselves practically in that unfavorable position of virtually holding a lien or mortgage against property in excess of the value of the property itself."

The commissioner's memoranda received much attention from newspapers and magazines and were discussed at meetings of organizations interested in Indians. They were referred to at length in your radio broadcast of April 20, 1930, and Chairman Leavitt, of the House Committee on Indian Affairs, made them the principal subject of an address at the annual meeting of the Indian Rights Association in Philadelphia January 16, 1930.

In presenting them he said: "Taken altogether these letters and memoranda constitute a challenge to all true friends of the Indians." He suggested that the Senate and House committees ought to form a joint subcommittee, with representatives of the Appropriations Committees and of the Bureau of Indian Affairs which would be in the nature of a conference committee in the beginning, to compose differences of opinion, adjust various proposals, and make it possible to bring in to both Houses of Congress the same proposals. We commend Mr. Leavitt's suggestions; they offer a practical method of procedure by which not only the problems brought up by Commissioner Rhodes could be thrashed out but also other fundamental questions which are continually demanding definite authoritative answers. A round-table gathering of Senators, Representatives, members of this board, Indian Office officials, and other informed persons could frankly and freely discuss such problems and present appropriate legislation pertinent to them.

THE STEIWER RESOLUTION

Senator Steiwer's resolution (S. Res. 282), relative to Federal aid to States and counties in which are located untaxable Indian lands, was accepted by the Senate June 25. It contains possibilities for settling some important matters that long have hampered the effective administration of Indian affairs.

The resolution, which carries an appropriation of \$5,000 out of the Senate's contingent fund and which permits the committee to hold hearings during the present and succeeding Congresses, authorizes the Senate Committee on Indian Affairs—

to make an investigation of the relationship between the Federal Government and the governments of the several States and political subdivisions thereof in which there are located Indian reservations or unallotted Indian tribal lands or any other Indian lands which are not subject to taxation by such States or political subdivisions, with a view to developing a plan by which the United States may make a fair and equitable contribution toward the expenses of carrying on Government activities in such States and political subdivisions.

The board's inquiry into the reservation law-and-order situation has disclosed that the nontaxable character of Indian land is the principal cause of apathy, or downright refusal of local courts and officials to act in the matter of enforcing State laws where Indians are concerned. It would seem that this situation is worthy of careful study by the committee.

One of the perplexing and troublesome problems arises from the constant pressure on the Indian Bureau to meet emergencies caused by the distress of indigent Indians, regardless of whether the Indians are wards or not. Repeated decisions of the Comptroller General are to the effect that appropriations made by Congress for the relief of indigent Indians are available for the relief only of those Indians who are in fact wards of the United States. He has held that in the case of Indians who are citizens of the State and county in which they reside, who are not living on an Indian reservation under Federal control and who are not wards of the Government, the duty of caring for or relieving such Indians in cases of indigency or destitution rests on the local government rather than on the Federal Government. His decision is final with disbursing agents. The commissioner can not direct disbursing officers to make expenditures which will be disallowed by the Comptroller General in their accounts.

Congress can and has made appropriations expressly available for the relief of indigent Indians, regardless of their status; that is, whether they were wards or not. But in so doing Congress took the chance of establishing an embarrassing precedent, for there are a number of Indian communities where there are indigent Indians citizens of their States and no longer wards of the Government. The local officials and white taxpayers of the counties in which such communities are located are quite likely to petition Congress to appropriate funds for these Indians.

There are many instances where Indians, wards, and nonwards should have assistance; but if the nonwards are helped by the Federal Government, the practical result will be the resumption of Federal supervision and control over or financial responsibility for the support of Indians whose restrictions have been removed, possibly inadvisably, in years gone by, including Indians whose restrictions have been removed by direct action of Congress rather than by the exercise of administrative discretion resting in the officers of the Indian Bureau.

It seems to us that this question of giving relief to indigent Indians, especially those who live in counties where nontaxable Indian lands cover the larger proportion of land area, not only

comes within the scope of the committee's inquiry but is so important that it calls for the most thoughtful consideration.

Right in line with this question is that of Indian wardship. At the present time the Indian Office has no list showing the Indians who are wards of the Government and those who are not. The question arises almost daily in the routine of the Indian Office whether or not an Indian is a ward. In many cases it is a most difficult question to settle. There is no legislation or departmental ruling which explicitly defines Indian wardship. If Congress would define Indian wardship, the agencies could draw up lists of Indian wards, and the lists could be kept up to date, so that when the question of wardship arose the answer would be at hand. Aside from the obviously important fact that such a list, one at the agency and another at the Indian Office, would make for greater efficiency in handling the work both at the agency and in Washington, it would be very helpful in getting the States to accept their responsibilities for the Indians who no longer are wards of the Government. As it is now the States and county officials who wish to evade their responsibility simply say that so-and-so is an Indian and it is the Government's business to look after him. In short, they pass upon the question of wardship.

We have cited these few practical questions to indicate the possibilities which lie in the Steiwer resolution. We are hopeful that the Senate committee will realize the opportunity it has to render a great constructive service by going deeply into the vital problem of Federal and State relations where they concern the Indian.

THE LETHARGY OF EXPECTANCY

Prior to 1920 Congress had sent comparatively few Indian tribal claims against the Government to the United States Court of Claims for adjudication. Since that year a total of 29 jurisdictional acts have been passed by Congress. Under 26 of them a total of 80 petitions have been filed and 10 of these cases have been disposed of, leaving 70 pending. In addition to these 10 cases, 7 other cases which were filed under acts passed prior to 1920 were also disposed of. Under three of the total number of jurisdictional acts passed to date (to wit, with reference to the Winnebago, Potawatomi, and northwestern Shoshone) no petitions have yet been filed. The present situation concerning tribal claims which have reached the Court of Claims is disclosed in a letter dated June 24, 1930, from the Attorney General of the United States to Senator Elmer Thomas, of Oklahoma.

Senator Thomas had written the Attorney General, May 29, 1930, calling his attention to the rapidly increasing number of claims coming to Washington and offering his cooperation to devise a method of procedure which would hasten their settlement. Senator Thomas told the Attorney General that he had made a tabulation of bills now pending before Congress and found there were 49 additional measures seeking jurisdictional authority to file claims in the Court of Claims.

Last December Commissioner Rhoads addressed four letters to Chairman Frazier, of the Senate Committee on Indian Affairs, and Chairman Leavitt, of the House Committee on Indian Affairs. One

of these letters presented the seriousness of the whole question of tribal claims against the United States. In it the commissioner wrote: "Scores of tribes and thousands of Indians are to some extent living and breathing in the thought and hope of great results from suits in the Court of Claims."

Reports from the field mention the deadening effect on the economic progress of the Indians which was indicated in Commissioner Rhoads's comment. What has been described as the "lethargy of expectancy" seems to have settled down upon every reservation whose Indians either have claims pending in the Court of Claims or who are concerned in jurisdictional bills now before Congress. The Indians, in many cases, believing that the United States Government will shortly pay them large sums of money as compensation for their tribal claims, have lost interest in agriculture and livestock raising and have grown indifferent to the efforts of the Indian Service activities designed to forward their progress.

This situation is becoming so serious that the whole problem should be taken up promptly by the Bureau of Indian Affairs with the Comptroller General's office and the Attorney General's staff with the earnest purpose of finding a way which will expedite the progress of these tribal claims to a speedy determination.

Chairman Leavitt has introduced a bill providing for a United States court of Indian claims. It received the general approval of the Department of the Interior but not of the Attorney General.

The Board of Indian Commissioners indorsed the Leavitt bill and recommended its passage. We repeat our indorsement and recommendation. We hope that the bill will be given a full hearing by the appropriate committees of Congress.

The great amount of work involved in the Indian Bureau and the Comptroller General's office in the preparation of the Government's side of an Indian claim case is well described by Attorney General Mitchell in his letter to Senator Thomas, as follows:

The preparation of one of these cases for trial is a very laborious, tedious, and lengthy matter for both sides. The transactions out of which the claims arise occurred anywhere from 50 to 100 or more years ago. The records connected therewith are often scattered, misplaced, mutilated, difficult to locate, or lost entirely. Sometimes months are consumed in the search for essential records. Apparently it even takes years, after suit is authorized, for the plaintiff's attorney to secure the information upon which to base a petition. For instance, all of the acts authorizing suits by the Five Civilized Tribes were passed in the first part of 1924, yet the first petition thereunder was not filed until more than two years had elapsed, and the Creeks apparently are not through filing their petitions yet. The Seminoles did not file their first petition until February of this year, nearly six years after the passage of the jurisdictional act. In the three cases of the Klamaths, where the jurisdictional act was passed in 1920 and the petitions filed in 1925, and in other cases where the lapse of time is almost as great, the tribes have not yet concluded their testimony. In very few instances have petitions been filed within less than a year after the passage of the act.

RELIEF FOR THE SMALLER AGENCIES

On many reservations the incomes derived from oil, grazing, timber sales, etc., are used to pay the expenses of agency administration. Where the resources are large, such as those of the Osage and Klamath Tribes, it is quite proper, in our opinion, that the tribal funds so derived shall be employed to pay the administrative expenses incurred in managing the affairs of such Indians.

Where the Indians are poor, however, such revenues, we believe, might better be used for the improvement or development of Indian property instead of for the payment of agency expenses.

As an illustration, \$15,000 derived yearly from grazing fees at the Western Shoshone Agency is practically all used by the Government to piece out the total amount required to pay the expenses of Federal administration of Indian affairs at that jurisdiction.

There are a number of such cases, and we believe that it would be wiser for Congress to appropriate gratuity money to carry on the administration at such superintendencies and to use the income derived from tribal resources for water development, for constructing roads, for buying farm machinery, for acquiring good breeding stock, etc. Gratuity money, in such cases, should be provided for the salaries of employees, hospitalization, and other agency activities.

THE BOARD

At the annual meeting of the board in January 1930, Samuel A. Eliot, of Cambridge, Mass., was elected chairman and Malcolm McDowell, of Washington, D. C., was elected secretary of the board for the ensuing year.

Mr. G. E. E. Lindquist, of Lawrence, Kans., on March 22, 1930, was appointed a member of the board by the President, in succession to Daniel Smiley, deceased.

DANIEL SMILEY

Daniel Smiley died at his home at Mohonk Lake, N. Y., February 14, 1930. His associates on this board always relied on his judgment, experience, and integrity. The friends of the Indians throughout the land have rejoiced in the gracious hospitality with which he and Mrs. Smiley welcomed their guests of the historic Lake Mohonk conference on the Indian. Simplicity, sincerity, sympathy, and reverence marked his distinctive personality. He was wise both in the things of this world and in the things of the spirit. The death of Mr. Smiley closed a conspicuous service rendered by two brothers to the welfare of the Indians, covering 50 years—Albert K. Smiley was a member of this board from 1879 to 1912 and Daniel Smiley from 1912 to 1930.

Respectfully submitted.

SAMUEL A. ELIOT, *Chairman*.
 WARREN K. MOOREHEAD.
 FRANK KNOX.
 MALCOLM McDOWELL.
 HUGH L. SCOTT.
 CLEMENT S. UCKER.
 FLORA WARREN SEYMOUR.
 JOHN J. SULLIVAN.
 MARY VAUX WALCOTT.
 G. E. E. LINDQUIST.

The SECRETARY OF THE INTERIOR.

APPENDIX

The field work of the Board of Indian Commissioners involved Indian sections of Minnesota, North Dakota, Montana, Wyoming, Idaho, Nevada, Oregon, Washington, California, Arizona, Iowa, Nebraska, North Carolina, and New York. The special reports on conditions at the schools and agencies visited are presented in this appendix in an abridged form.

BLACKFEET INDIAN AGENCY, MONT.

Commissioner Scott

In August, 1929, Commissioner Scott visited the Blackfeet Indian Agency, whose headquarters is located at Browning, Mont. The 3,465 Blackfeet Indians own a reservation consisting of 1,128,265 acres, and of this area approximately 1,000,000 acres are leased, bringing in some \$125,000 a year to the allotted Indians. The Blackfeet have no elaborate residences, but all of them have at least the 1-room house and many of them have houses with two or three rooms. From a forest on the reservation the Indians procure very good logs, which are made into building material at their own sawmill.

Commissioner Scott has visited this agency a number of times in the last nine years and has noted a great improvement in conditions, brought about by Mr. Fred C. Campbell, who until recently has been reservation superintendent. He has brought about a great improvement in the encouragement and uplift among the Indians, has brought about an improvement of the Indian homes and raised the standards of living. Many new houses have been built for the employees at Browning and at Heart Butte—flour mills, shops, quarters for the indigent, and many other betterments. The most important matter unattended to now is the building of a gymnasium for the Cutbank boarding school, much needed for the exercise of the children in the cold climate of northern Montana.

Besides the boarding school at Cutbank the Indian Service maintains a day school at Heart Butte for the education of the Indian youth. Although the nominal capacity of the boarding school is 120, the enrollment during the past year was 150, while the Heart Butte day-school enrollment of 29 was just under the capacity of the school. There are a number of public schools on the reservation, and the reservation's educational facilities are supplemented by the nonreservation schools. Practically the entire school population of this reservation that is physically and mentally capable for schooling is enrolled in some school, either Government or public.

The maintenance of law and order is somewhat more difficult here than on any other reservation. Canada borders it for 60 miles on the north, and there are only two ports of entry, and there are many places where illegal traffic is carried on that never comes through these points. Other boundaries of the reservation are isolated and difficult to watch. A special officer, seven Indian police, and two Indian judges that are directly concerned with law and order constitute the entire enforcement personnel on the reservation.

Three regular physicians are detailed to this reservation and all of them are fully supplied with necessary equipment. In addition there is a field nurse, a field matron and a regular staff of hospital employees. The agency has a 30-bed hospital; and while it is not modern, it goes a long way toward better health conditions.

The recommendation made in the report to relieve Mr. Campbell of his duties as superintendent at Blackfeet and locate him with headquarters at Helena so that he can better carry on his work as district superintendent in charge of agriculture and industries for the Indian Service units of the Montana area

has been carried out. It was also recommended that the district superintendent be relieved of the duties of investigating various kinds of charges in connection with the administration of the various agencies so that he can devote all of his time, and impartially, to the advancement of farming and industries among the Indians of his district.

It was further recommended by Commissioner Scott that the inspection service of the Indian Bureau be reorganized completely with a corps of inspectors under the civil service, reporting to a chief inspector in Washington, the service to be modeled largely upon the inspection service of the Army with the military features omitted; the inspection service to be independent of every other service within the bureau, its duties properly defined and with a system of graded promotions established by law and with certain rank and emoluments for every grade which can be changed only by sentence of a tribunal, by promotion, retirement, or resignation. It was also recommended that the whole Indian Service be reorganized in the same way with rank, promotion and pay according to grade, with promotion, pay and emoluments established by law for each grade which can only be changed according to the proposed foregoing regulations.

FORT PECK INDIAN AGENCY, MONT.

Commissioner Scott

In August, 1929, Commissioner Scott visited the Fort Peck Indian Agency in northern Montana. The reservation may be divided into two parts, one up the Missouri River above the agency headquarters and the other below that point and along the river. The first district is occupied mainly by the Lower Assiniboinns and the second principally by the Yanktonais Sioux. The Assiniboins are said to have separated from the Yanktonais Sioux band several hundreds of years ago near the Lake of the Woods in northern Minnesota. The Assiniboins affiliated themselves with the Cree, with whom they made war upon the Sioux until modern times.

Some of the Indian houses in both districts were examined; and while there are a number of comfortable buildings, there are still many with dirt roofs, relics of the past, insanitary and uncomfortable in winter when the cold in this section is very severe. The crop situation was found to be very unfavorable because of lack of rain during the spring and summer of 1929, and crops of every description were burned up, making the outlook for food in the coming winter very dark. Notwithstanding this the Indians of both districts seemed remarkably cheerful over the winter's prospects. On account of the drought the Indians were advised to kill some of their wild unsalable horses in December before they lost their fat and to dry the meat, as they have been accustomed to treat their beef.

This reservation is a large one, and it was recommended that the three farm districts be increased to four to enable the superintendent to keep properly in touch with all his Indians. The superintendent reported that there were a considerable number of tuberculosis cases and recommended that an addition be made to the reservation hospital in order that all could receive proper treatment.

A great deal of money has been spent on the irrigation system at Fort Peck without corresponding benefit. No storage facilities have been provided, with the result that when water is needed there is none available. This system should have storage facilities provided and the ditches cleaned or else be abandoned. Some years ago Commissioner Scott was informed by an engineer that if the same amount of money had been spent to take water out of the Missouri River above the agency an abundance of water would have been available at all times to irrigate the Missouri bottoms for 80 miles where the Indians mainly reside.

FLATHEAD INDIAN AGENCY, MONT.

Commissioner Scott

In August, 1929, Commissioner Scott visited the Flathead Agency in western Montana. There are 2,908 Indians, all called "Flatheads," at this Indian Service unit. This agency has always been a somewhat difficult one in the matter of administration. One reason for this is that the Indians are a

consolidated band of Salish, upper Pend d'Oreille, lower Pend d'Oreille, Kalispell, and Kootenai, with a few members of tribes from Washington and Oregon. The presence of a considerable white population mixing in with the Indians and their affairs increases the difficulties caused by the effort to handle agency affairs as if all the reservation population was made up of a single Indian tribe.

The Indians of this reservation are widely scattered. They have plenty of excellent land and water if they wish to use them for their support. The same leasing problem which perplexes other agencies is confronted here, a problem most difficult of solution, for many Indians will not work if they can exist without it, no matter how poorly they get along. Some of the Indians are good farmers and compare favorably with their white neighbors. They are taking to dairying and the raising of sheep and have 5,000 head of sheep and 1,600 cattle.

There are 500 Indians who might be classed as well to do and 900 who are entirely self-supporting. Some 500 of the enrolled members of the tribe live off the reservation and there are about 300 reservation Indians who leave their homes for work during the summer months. There are about 30 able-bodied Indians who will not work but depend upon rentals and tribal payments for their living. Some 50 old Indians live on rentals. Last winter there were 140 Indians on the ration roll, mainly the old, infirm people with a few widows with children. It is the opinion of Commissioner Scott that the regular Indian Bureau ration is entirely insufficient, just enough to keep life in an old, blind, or crippled person, and no more, leaving him in an enfeebled condition, a prey to every disease.

The Government has no hospital on this reservation, but instead it has a contract with the Catholic mission hospital at St. Ignatius to furnish such hospitalization as may be needed. The nearest tubercular sanitarium to the Flathead Reservation is at Fort Lapwai, Idaho, and much difficulty is met in getting the children into that crowded institution. There is no tubercular sanitarium in Montana whose Indian population, grouped within seven agencies, exceeds 14,000. There is little room for Indians in the State hospital at Galen, Mont. A general tuberculosis hospital for Indians should be placed in Montana by the Indian Service; it is greatly needed, and many adverse criticisms of the Government have been made because no modern hospital for the treatment of tubercular cases has been provided.

There are 875 children of school age at this agency and educational facilities seem to be adequate. Most of the children attend public schools, some go to the Catholic school at Ignatius, and others to institutions outside the reservation.

In accordance with an act passed in 1920 the children born since the original allotments were made on the reservation were allotted the tribal timberland, the timber, however, being reserved for the tribe. This has created an annoying condition which is sure to become increasingly troublesome in after years. These lands are rough and not adapted to any use except timber growing, grazing, and watershed protection. These lands should be purchased from the children and turned over to the forestry officials for management.

CROW INDIAN AGENCY, MONT.

Commissioner Scott

In September, 1929, Commissioner Scott visited the Crow Indian Agency in southern Montana. This is the agency of the Mountain and River Crows with a population of 1,947. When first met by Commissioner Scott in 1877 this tribe numbered about 3,000. In the last 10 years, however, these Indians have increased by 240, showing that they are becoming used to life under civilized conditions.

The reservation belonging to these Indians is a large one, approximating 2,313,213 acres in area. There have been 133,941 acres of farming lands leased to white people at from 50 cents to a \$1 an acre and 561,472 acres of grazing land at from 10 to 20 cents an acre. The Indian owners cultivate 8,754 acres. The superintendent reports 88 Indians as entirely self-supporting, 401 partially so, and practically every able-bodied Indian on the reservation doing some farming and making gardens and raising potatoes. The 5-year industrial program has been inaugurated here to a very limited extent. One district farmer has made a success of it; others have tried but with indifferent interest on the part of the Indians.

On this reservation about 150 good small cottages of four rooms each, costing from \$1,200 to \$1,500, have been built mainly from the Indians' individual funds. At various agencies whenever an Indian has received a considerable sum of money by the sale of inherited lands, or otherwise, the superintendent of the reservation knowing that the money would be frittered away at once for automobiles and other nonessentials, has held the money until he could persuade the Indian to use it for an essential purpose like a home for his family, that would be durable and of lasting benefit. Commissioner Scott stated that the order of the Indian Office directing superintendents to give the cash at once to the Indian up to \$500 upon demand will seriously interfere with the housing program at many agencies. This will have a tendency, he believes, to hold back the whole Indian program at those agencies, for there is little that can be done to uplift a family that has no home and nothing should stand in the way of getting every Indian family properly housed.

The superintendent reports that about 485 Crow children attend school; that facilities are ample and the public schools that they attend are satisfactory. The agency boarding school has been closed for six or eight years. These reservation boarding schools supply a discipline and other teachings not to be obtained either in the home or in the public schools. It sounds excellent to learn of the Crow children mixing in the public schools and growing up side by side with the white children among whom they are to live, but this coeducation is not so desirable if it is obtained at the expense of character.

There is a hospital at this agency and positions for three physicians are provided for. Tuberculosis and trachoma are reported as decreasing among the Crows. At the time of the visit there were 33 cases of tuberculosis and 221 of trachoma. During the last 10 years only about 400 Indians were vaccinated for smallpox and but a few inoculations for typhoid and diphtheria were made. This same condition has been observed at a number of other agencies where vaccination and inoculation have been neglected. It was recommended that every nonimmune Indian at all the agencies be protected at once from these diseases, and also that a yearly inspection be made throughout the service to insure that this provision is complied with.

ROCKY BOY INDIAN AGENCY, MONT.

Commissioner Scott

In October, 1929, Commissioner Scott visited the small Rocky Boy Indian Agency, which is located in northern Montana. This band of Indians was visited several years ago, and since then conditions have become much improved.

This is a difficult agency to handle. Its people are not all homogeneous, being composed of remnants of bands of British Indians, Cree, and Chippewa, who came over to this country without authority and for a long time had no home. They wandered about and lived partly on refuse found about the town of Great Falls and became a great nuisance. In 1916 three townships of an old military reservation were set aside for them, and they have lived on their new reservation ever since.

Although the agency was at first somewhat of a makeshift, the Indian Service has brought about a number of improvements, including cottages, a telephone line, and a contract doctor. The Rocky Boy Indians do a good deal of work outside the reservation in the beet fields and other places. They have it in them to make a living by their own work if they want to, and many of them are actually supporting themselves.

SHOSHONE INDIAN AGENCY, WYO.

Commissioner Scott

In September, 1929, Commissioner Scott visited the Shoshone or Wind River Indian Agency located in western Wyoming. This is the home of 1,000 Shoshone and 979 Arapaho Indians. The ill feeling between these tribes is apparently decreasing. The Shoshones feel that they have been ill-treated by the Government for establishing the Arapaho on their reservation without compensation for their land. The Arapaho were to settle on this reservation only temporarily, but they are still there, occupying some of the most valuable

parts of the reserved area without the consent of the Shoshones, the rightful owners. This has been a constant source of friction and distrust.

In the opinion of Commissioner Scott the housing situation as respects both the Indians and the agency employees presents the outstanding need for instant attention and prompt action. On this reservation 520 families out of a total of 802 live in tents, or 64 per cent, and among the Arapaho the shortage of houses is very great. Although 16 houses were built in 1928 and 10 the year following, many more are still required. There is enough timber growing within sight of the agency to furnish all the building material, and there is a sawmill in operation. According to Commissioner Scott it seemed advisable to establish a log camp and get out and saw all the timber necessary to construct enough buildings to house every family on the reservation, including the agency employees.

Practically all the eligible school children of this reservation have adequate school facilities. The Indian Service operates a boarding school a mile from the agency headquarters, and the Episcopalians and Catholics also conduct mission schools for the Indian children. The Government boarding school has a farm of 1,209 acres, of which 575 acres are cultivated. This farm supplies all the flour, meat, milk, vegetables, and some of the poultry used at the school to the value of approximately \$10,000. The policy started at the Episcopal school some years ago of leading the Arapaho upward instead of driving him is bearing fruit. The Arapaho are voluntarily giving up some of their old customs. Another generation will find them all gone, and there will be instead a devout Christian congregation in full accord with white policy, striving for higher things without any sullenness or distrust.

There are two doctors stationed at this agency and a hospital is operated. The health reports show but a few cases of tuberculosis and trachoma among the two tribes. The figures seem to be too small to be correct, and it is quite probable that there are many tubercular and trachomatous cases unreported.

FORT HALL INDIAN AGENCY, IDAHO

Commissioner SCOTT

In September, 1929, Commissioner Scott visited the Fort Hall Indian Agency in southeastern Idaho. This is the agency for Shoshone and Bannock Indians, who are reported to number 1,772. In some respects these Indians are in quite comfortable circumstances. Each family has an average income of \$500 a year derived from rentals, farming, and stock raising. About 50 Indians live solely on their lease money without work, about 100 are well to do, and about 80 work outside the reservation, some in the railroad shops at Pocatello. All of these Indians can get work in shops and in summer on irrigation projects if they want it. About three-fourths of the families are housed in comfortable dwellings.

The land of the reservation is all allotted with the exception of 93,000 acres of tribal land. Approximately 230,000 acres are leased for grazing purposes and 20,000 for farming. There are approximately 45,000 acres under irrigation ditches, and the Indians irrigate 8,000 acres themselves, their main crop being alfalfa, which amounted to 11,000 tons last year. The soil of the reservation is mainly of volcanic ash, in places 20 feet in depth, as indicated by cut banks of streams. It is inexhaustible in fertility, and the combination of soil and water will raise anything the climate will permit.

The greatest need here, so far as the Indians are concerned, is for some method of leveling their sagebrush land for irrigation. There is plenty of land and plenty of water, but the task of putting the land in shape to receive the water is too great for the individual Indian. The job requires heavy machinery, and unless this matter is promptly attended to great possibilities will be lost.

The school facilities for the boys and girls of this reservation appear to be ample. The Indian Service conducts a boarding school here. The buildings seem to be adequate and the farm connected with the institution produces much of the dairy products, vegetables, and pork used during the school term.

Tuberculosis and trachoma are prevalent among the Indians of the reservation—244 cases of tuberculosis and 400 of trachoma in a population of 1,722. The efforts for the alleviation of these diseases are reported to be meeting with only moderate success. There are a physician and two nurses detailed to this jurisdiction and a hospital is operating in a satisfactory manner.

MISSION INDIAN AGENCY AND SHERMAN INSTITUTE, RIVERSIDE, CALIF.

Commissioner WALCOTT

In July, 1929, Commissioner Walcott visited the Sherman Institute, a non-reservation Indian school located near Riverside, Calif., and the Mission Indian Agency and five of its reservations, Soboba, Pala, Campo, Palm Springs, and Morongo.

The Mission Indian Agency, with headquarters at Riverside, has jurisdiction over 2,763 Indians, generally known as Mission Indians, living, or supposed to be living on 28 reservations scattered about southern California. Something like a quarter of a million acres comprise the Indian land and much of it is desert and mountain. While on paper these Indians have many thousands of acres, but a small part of their land is capable of irrigation, so they are really land poor.

The history of the Mission Indians is deplorable. They seem to have been more subject to exploitation by designing people than those in other sections of the country.

The Indians in general are improvident and spend too much of their money on cars and gas, paying little heed to their homes and the many needs of a family. What active steps can be taken to improve these conditions is a problem requiring study and wisdom to solve. There seems to be so little desire on the part of many of these people to better themselves, and the lack of cooperation as well as any ambition to improve is evident to anyone who goes among them. The influence of schools and of field operators among them will gradually bring about improvement as the rising generation get homes of their own, where it will be but natural for them to practice the things which have made an impression.

These Indians have little trouble in obtaining work from white people at good wages; in fact, they are preferred above the Mexicans. Yet they seem to be unable to get along working for themselves, for they lack initiative. They appear to be quite satisfied with the meager returns they obtain from the informal work agreements they make with Mexicans on a crop-share basis. The endeavor to get them to cultivate their own irrigated lands is beset with difficulties.

One of the outstanding needs of these Indians is the enforcement of law and order. In cases of minor crimes and misdemeanors the Federal courts do not act, their jurisdiction being apparently confined to the seven or eight major crimes specifically mentioned in the statute. As the State has no jurisdiction, its officers are very careful not to assume any. Consequently 250,000 acres of widely scattered desert and mountain lands divided into more than 100 separate tracts must be each considered as a reservation; and if a minor crime or disorder is committed in one of them, in order to punish a guilty offender, under the present system, a jail with proper guard and adequate arrangements for care of the prisoner would have to be established on each little separate reservation, as the officers have no authority off the reservations and can not take a prisoner from one reservation to another through intervening State territory. Better order would prevail on the reservations and individual Indians would be stimulated to make better use of their lands when they realized they would receive the same protection from molestation on the reservation as they would if residing on the outside.

There is also need for improvement of the homes and living conditions. Field nurses are needed to improve home conditions and a follow-up treatment as recommended by physicians, the teaching of sanitary ideas, and provision for the major operations which must be performed in private or county hospitals where proper personnel and equipment are available. Funds for rations for the old and sick must be continued and augmented.

There is also need for the development of available supplies of irrigation water to the utmost and the repair and extension of present irrigation systems on which the Government has spent about half a million dollars.

Sherman Institute is the largest nonreservation boarding school conducted by the Indian Service. It has a capacity for 1,000 students and a reported average attendance greater than its rated capacity. Indian pupils from both California and Arizona are enrolled here and the advantages of a 4-year high-school course, with industrial training are offered them. This institution, situated on an attractive campus on the outskirts of Riverside, is one of the beauty spots of southern California.

Visits were made throughout the plant, including the kitchens, shops, and farm. A pair of cottages for employees were being completed and new barns had been constructed at the school and 35 head of new dairy cows had been purchased to replace those that reacted to the tuberculin test. The area of farm land available for crops and vegetables for an institution of the size is limited and additional acreage should be obtained at once before the price of land in the neighborhood becomes so high in price as to be unobtainable.

OUTING CENTERS IN CALIFORNIA

Commissioner WALCOTT

During June and July, 1929, the Indian Service outing centers at Los Angeles and Oakland were visited by Commissioner Walcott. The women in charge of these centers are classed as field and outing matrons. Although the two centers are outposts of Sherman Institute and the Carson School over the line in Nevada, they look after Indian girls from other schools and from reservations. Last year they had contracts with several hundred girls.

An outing center is a combination of a social-service house, an employment agency, a welfare unit, an amusement center, a convalescent home, an emergency boarding house and a first aid for Indian girls who get into any sort of trouble. At all times they are places where the girls can come to find some relief from homesickness.

Each year finds more and more Indian girls in cities working for their living in offices, stores, and domestic service. There also are Indian girls who drift into large centers of population and are in danger of delinquency. Some of these voluntarily have placed themselves under the care of the matrons at these two California centers, others have been brought in by the police, by welfare associations, or the Travelers' Aid. Many of these "problem" girls have been saved and now are respected wives or are working in good homes.

In the opinion of Commissioner Walcott these outing centers are a most important part of the whole scheme of the Federal administration of Indian affairs and no reservation activity or school or other Indian Service effort offers more promise in the way of helping Indian girls to adjust themselves to the new order of things than these outing centers do. Their full value is not believed to be appreciated in Washington. They are doing a fine work without publicity and are not receiving the material support they deserve in the form of adequate funds, adequate equipment, and sufficient personnel.

The work of these establishments is of the same general character, and in all probability they will form the nucleus for other outing centers. Consequently a comprehensive plan should be devised to apply generally to activities of the sort carried on at the two California cities. Each outing home should be provided with a head officer, an assistant and a cook and the supplies and meals should be used by all.

When any of the young people are delinquent a serious problem arises, for in many cases these are not residents of California, and the State institutions will not receive them while local authorities are not interested in their welfare. Too often the young girl delinquents drift into immorality. In cases where these Indians come from States which have limited incomes it is very difficult to place them where there is any opportunity for reformation.

One of the severest criticisms against the Indian Service has been that after receiving a training in the Government schools the young Indian has not been given the chance to find employment. The proper placing of Indian students under supervision to fit the individual for the job seems to offer the best solution of this problem. This supervision is especially necessary, as Indians are less stable than whites, are more readily discouraged, and much more inclined toward homesickness, and then they leave their work.

Much of this could be avoided if the boys and girls could be placed for a time in charge of the right kind of men and women who have the ability to gain their confidence and the tact to make good counsel effective. They could show the young Indians the way to overcome the difficulties which always beset the youthful in adjusting themselves to new environments. Commissioner Walcott also states that if we entertain hopes that the Indian young people will make proper use of their education we should see to it that they are given the opportunity to put into practice the knowledge which is given them at considerable expense in the Indian Service schools.

SACRAMENTO AGENCY, CALIF., AND CARSON AGENCY, NEV.

Commissioner WALCOTT

During July, 1929, Commissioner Walcott visited the large Sacramento Indian Agency, which has charge of about 11,500 Indians scattered over a large area in northern and central California, and then the Carson School and Agency in Nevada, where 5,000 Paiute and Washoe Indians are in charge of the superintendent at that place.

A large section of country under the Sacramento Agency, extending from the Tule River Reservation on the south to Susanville on the north, were visited, including the Indians about Fresno, Wilton Rancheria, Dunlap, Clovis, and other points in California. The land of most of these Indians is held in trust and not taxable, a fact which explains in part the indifference of local school and legal officials toward the Indians which is found in some places. Tuition, ranging from 25 to 60 cents per pupil, is paid by the Indian Service to the school districts for the education of Indian children. There are over 200 public schools where such tuition is paid, and many of them are 100 per cent in Indian enrollment. In a considerable number of cases the schools could not function without these Federal payments.

In most cases these Indians have not been successful farmers on their own account. They lack the initiative to succeed along this line and they certainly need direction. The Indian has been given land in many instances too poor to respond to cultivation, and his long years of peculiar environment have unfitted him for the struggles, single handed, for bettering his condition, even if he had ambition for a better way of life.

Indian labor is regarded as an asset by the neighboring communities. The Indians are more reliable than the transient labor obtainable and they should be encouraged in every way to hold their jobs with the ranchers. Wages for day labor are high; and as Indians are generally improvident, a daily wage that can only be spent after it is earned is much to their advantage. Various occupations are open to them. They are hired for hay making, making stacks, hop picking, fruit picking, and stock raising. Some also are employed as skilled automobile mechanics.

New houses for the Indians should be erected on the land already available, and this work should be pressed as actively as possible to relieve the housing conditions, which in many cases are deplorable. Liberal aid should be provided for the old people without regard to their status, whether on Government lands or not. The marriage situation is a tangled one and efforts should be made to have the State laws enforced among the Indians the same as among the whites.

The Indian Service employs some field nurses and contract doctors at certain points, but the medical personnel needs to be increased. Health centers, with full-time physicians and nurses, should be located at such places as Redding and Yreka, and the facilities for this work should be strengthened in Madera and Fresno counties and other sections.

The Paiute, Washoe, and Shoshone Indians, in charge of the superintendent of the Carson School, are located in northern Nevada and are scattered over a wide area. These Indians have few opportunities to advance in an economic sense. Their moral conditions are bad and are not likely soon to improve. Many of the Indians are of the nonrestricted class, but the counties in which they live are so deficient in public revenues that they are not financially able to give any assistance to Indians, and under such circumstances, the Federal Government should aid, even though the Indians are unrestricted.

The Carson Indian School, located in very attractive grounds, was visited, and then trips were made to the Dresslerville and Reno-Sparks Indian colonies and the Pyramid Lake Reservation. The latter reservation surrounds a large lake of the same name. The fish in the lake, which have been an important source of livelihood for the Indians, have declined greatly in recent years and active steps should be taken to restock the lake. A tubercular sanatorium is located at this reservation and the curative properties of the location are evidenced by the improved conditions of the patients receiving treatment.

KLAMATH INDIAN AGENCY, OREGON

Commissioner WALCOTT

In August, 1929, the large reservation of the Klamath Indians in southern Oregon was visited by Commissioner Walcott. These Indians, numbering

1,276, have a stand of yellow-pine timber on their reservation valued at over \$25,000,000. The adult Indians are paid \$500 a year from timber-sales money and the children receive the same amount, which is held in trust for them until they become of age.

These Indians have individual funds in banks amounting to \$851,000 and vehicles and automobiles valued at \$235,000, while the timber on the allotted lands is \$720,000. The houses on the reservation are surprisingly good; the new ones are built with regard to the size of the family.

Everything is being done for these Indians to enable them to become useful citizens, but the effort seems to be largely unfruitful. Immorality and crime flourish and the Indians are frequently arrested for serious offenses. Eight murders have occurred in the last three years and the irregularity of the administration of law and the lack of jurisdiction are apparent. The unwillingness to work presents a serious situation. All the Indians have automobiles and the young people prefer to enjoy themselves and take little interest in serious pursuits. Numbers of farms inherited by the younger generation were found to be uncultivated. Their parents had brought the farms to a high state of cultivation. Now the buildings are in a forlorn state and the fields are in ruins, while the cattle have been sold and the money squandered.

Lack of training at home and the lack of authority to discipline the children are producing a harvest of unruly young people, while the knowledge that a certain income is assured without effort on their part makes them careless and indifferent. There is much need for a solution of this problem.

There is an irrigation project on the reservation of 6,000 acres in extent. Of this area 5,000 acres are in the hands of or held in trust for the Indians. The system cost \$175,000, and \$70,000 of operation and maintenance charges have accrued. Very soon the costs will exceed the value of the land which the project is supposed to irrigate unless active measures are taken to use the water and bring in a return in rentals. An agriculturalist familiar with irrigation in this part of the country should be employed here to interest the Indians in the growing of crops. It is a sad sight to see these thousands of acres of waste land with the dry ditches ready to carry the water going to decay for lack of attention and use and the water wasted. Fine crops can easily be raised, but the Indians at present are too indifferent to make use of the water, and this condition will continue unless their interest can be enlisted in the work.

Commissioner Walcott urged that steps be taken to improve the road running across this large reservation, particularly a 20-mile stretch in the center of the area.

CALIFORNIA INDIANS

Commissioner SEYMOUR

While visiting California Indians in the fall of 1929 Commissioner Seymour made inquiry as to the progress of the suit to be brought by the attorney General of California on behalf of the Indian tribes in the State represented in the unratified treaties of 1851.

Eighteen treaties, made in the summer and autumn of 1851, between representatives of the United States and the "chiefs, captains, and head men" of 139 different tribes or bands of Indians, purported to secure to these little groups a place of residence where they were to receive protection and guidance and to give them payment for their rights in the remainder of the lands ceded to the United States. These treaties were sent to the Senate for ratification in 1852 and the "rest is silence."

No recompense as such was made to the Indians and the Nation proceeded to treat the lands of California as public lands with the Indian title properly extinguished. As time went on there was more than one effort to bring about a righting of the wrong done by ignoring these "lost treaties of 1851." The acknowledged injustice to the Indians of California has been from time to time patched up by the purchase of lands for families or groups in various parts of the State and by the establishment of schools and agencies to promote tribal welfare. Until lately, however, there has been no attempt to recognize the rights and equities that were brushed aside by the failure to ratify the treaties of 1851.

On May 18, 1928, an act was signed which permitted the institution in the United States Court of Claims of a suit to adjudicate the rights of the California tribes for land taken without compensation and for the failure or refusal

of the United States to make recompense therefor. Petition for such suit was to be filed within three years from the passage of the act, and within the same period there were to be enrolled under the direction of the Secretary of the Interior all Indians entitled to benefit should the Court of Claims pass favorably upon the claims and Congress pass a bill for reimbursement.

This jurisdictional act differs in one respect at least from others of its class. Since it deals with many tribes and treaties and with a people the descendants of the original signers, it would have been difficult, if not impossible, to select a representative or guardian of their interests. Inasmuch as the identities of the possible claimants were among the things to be established, the choice of an advocate could not be left to them. To meet this dilemma, it was provided that the suit should be instituted by the attorney general of the State of California "acting for and in behalf of said Indians." At the same time the Legislature of California lent its authority to the suit by a formal act.

Acting on these authorizations and with the approval of the governor, the petition which instituted the suit was signed August 10, 1929. The Government has made its appearance as defendant. This is a friendly adjustment of rights, and there being no disposition on the part of either plaintiff or defendant to seek delay or to interpose technicalities, nothing stands in the way of settlement but thorough determination of the facts upon which the Court of Claims is authorized to render a decision.

Three matters of fact require determination: The individuals entitled to benefit in case of a favorable decision; the amount of land for which compensation is sought; the amounts which the Government can plead as set-off against the treaty claim.

The enrollment of the Indians residing in California on June 1, 1852, and their descendants now in the State has been in progress for some time. The outlook indicates a roll of 20,000 to 22,000 participants. The bill of complaint meets the question of the extent of the lands taken by alleging that they comprised "approximately 8,800,000 acres." For this, at \$1.25 per acre, and other claims under the treaties the estimated total is \$12,800,000. The set-off will be a total of all the appropriations spent by the Government for the support, education, health, and civilization of Indians in California, including purchase of land. If the Indians win a favorable decision whatever funds will be allowed by Congress will be deposited in the Treasury to the credit of the Indians to be subject to appropriation "for educational, health, industrial, and other purposes for the benefit of said Indians, including the purchase of lands and building of homes." No per capita payments are to be made.

SALEM INDIAN SCHOOL, OREGON

Commissioner SEYMOUR

The Salem Indian School, located at Chemawa, Oreg., was visited by Commissioner Seymour in September, 1929. This is the oldest nonreservation boarding school now in the Indian Service. The plant is an extensive and admirable array of handsome brick buildings, representing an outlay of approximately three-quarters of a million dollars.

The dormitory buildings are unusual in affording a series of small rooms for two or three pupils each, instead of the large open wards, and the pupils respond to this by keeping their quarters in fine condition. All grades are found here, from the primary to the twelfth. There are the expected extracurricular activities, social and athletic. The domestic science work, and the courses in sewing and other forms of domestic art, are successful to a marked degree. The care and thought shown in the furnishing and decorations of the buildings bespeak a wise purpose to surround these young lives with beauty and create a love of the beautiful which may later have its effect upon their adult homes.

As regards the Indians of the Pacific Northwest, the day seems to have gone when this large nonreservation school is a vital necessity. There are very few Indians in this region to whom public schools are not easily available, and on many of the reservations there are mission schools which serve the orphaned and needy. Chemawa has its place as a high school, possibly, but there is little reason why it should continue as a boarding school for little children who have school opportunities much nearer their homes.

There is a much better and more practical use to which this admirable plant can be applied. Everywhere in Indian education it is apparent that the great failure has been in the follow-up system, in the adaptation of the graduate to the life he must meet, in the forging of the necessary link between school and adult life, which alone can make education really effective. Training in industry, preparation for self-support, and actual placement of school graduates are essential to any real plan of education. If the efforts of Chemawa school were directed toward these ends it might become a very real influence toward completing the adaptation of the Indians of the region to their surroundings.

To this end it might be planned somewhat along the lines of a State agricultural school, designed for those of mature years, or those who, though younger, have made enough use of the educational opportunities of the common and high schools to be ready for more intensive training. Short courses in the work most suitable to the region—fruit farming, stock raising, timber operations, irrigation methods, poultry raising, and in the mechanical arts which fit one for daily needs and for the labor market. The time is not far distant when the Indians of the Northwest will be facing, more clearly than they have in the past, the necessity of making an effort toward self-support. This need will bring them to an appreciation of the value of practical training, such as they can never have while they rely entirely upon easy money from the agency office.

The report recommends that as soon as possible the lower grades at the school be eliminated and the emphasis placed on the training of larger boys and girls for adult life, that the facilities of the school be made available for the younger Indian adults of neighboring tribes, that arrangements be made to receive some Alaskan pupils for vocational high school work, and that the outing work at the city of Portland be resumed.

YAKIMA INDIAN AGENCY, WASH.

Commissioner SEYMOUR

The Yakima Indian Reservation, located in the southern central part of the State of Washington, was visited by Commissioner Seymour in September, 1929. Nearly 3,000 Indians of five related tribes are under this Indian Service jurisdiction. There are about 1,000,000 acres in this reservation, of which one-half has been allotted. The unallotted area is chiefly grazing or timber land. The area which is irrigated, or susceptible of irrigation, in the northern and eastern parts of the reserve has all been allotted.

The capital value of the property owned by these Indians is estimated at about \$14,000,000, while their income in the fiscal year 1928 ran above \$1,000,000. Such troubles as the Yakimas have, therefore, can not be ascribed to poverty. Some few of these Indians are farming and herding on their own account; the greater number subsist on the rent of their lands to white farmers. The crop yield runs over \$300,000 for the season and the return from leases is more than \$500,000. The Indians pick hops, harvest potatoes and fruit, fish for money, teach school, work in garages, sawmills, and the like.

The unfortunate part of the good income received is that it does them so little real good. The police records of Toppenish, Wapato, and Yakima tell one side of the story—scarcely a day without its arrests for drunkenness, reckless driving, disturbance of the peace, with, of course, the occasional crime of more serious magnitude, the manslaughter or murder arising out of these conditions of irresponsibility and disorder.

The children of these Indians have the school facilities of a State where the standard of public education is high and school provision ample. They have in addition the nonreservation boarding schools provided by the Government, and a small mission boarding home which houses two dozen or more, taking them to and from the public schools. Very few eligible children are not in school, and their attendance is checked up by a school inspector of long experience which has resulted in a higher rate of attendance than at near-by reservations.

There are also on this reservation two field matrons giving good service in promoting the advance of these people in health and sanitation. Many instances were noted of the good results that were being brought about by this work. It is no doubt in large measure attributable to this work that the home standards of these Indians, while far from all that is desired, are better than in many tribes under similar circumstances.

There is a good deal of sickness, but probably no more than would prevail among white people of the same condition in life; while there are, of course, opportunities for medical help that are not open to the average white man. For children who are thought to be developing tuberculosis there is the sanatorium at Fort Lapwai, Idaho. For adults there is the new sanatorium a few miles from Toppenish. The towns of the region have physicians upon whom the Indians can call for aid, and as money is not lacking they will not go without help in cases of acute illness. There is still need for some education in the necessity for care of incipient cases.

These Indians have passed through one 25-year trust period, and the time has been extended. Many would perhaps be competent to handle their own affairs, but these are the very ones who are anxious to stay under Federal guardianship and thus avoid personal responsibility and the payment of taxes. A large amount of land has already been issued free from restrictions; but these allottees still retain the right to a share in the large amount of unallotted lands and other tribal property. It is certainly true that those who can be given patents in fee should be given at the same time complete release from guardianship. An Indian will develop responsibility only by having responsibility to bear.

The Yakima Indians owning lands which are furnished irrigation water from Antanum Creek desire a change in the distribution of the water between them and the white people who also receive water from the same project. By an agreement made in 1908 the whites were to receive 75 per cent of the water and the Indians 25. Until two or three years ago, however, this agreement was enforced only in the low-water season and during the floods of spring they were allowed more than 25 per cent. Recently the agreement has been enforced at all times and it is making it difficult for the Indians to continue farming.

UMATILLA INDIAN AGENCY, OREG.

Commissioner SEYMOUR

The Umatilla Indian Agency in northeastern Oregon was visited by Commissioner Seymour in September, 1929. The 1,100 Indians of the agency are of three tribes—Cayuse, Umatilla, and Walla Walla. These three are so intermingled with other tribes and among themselves that there is little reason to make a distinction in tribe.

These Indians possess 156,774 acres of land in the valley of the Umatilla River in eastern Oregon. Somewhat more than one-half of it is allotted to individuals; the remainder is still tribal property. The trust period on the allotted lands, which was extended in 1924, will expire in 1934. No allottees will then be under 35 years of age, though there will be younger Indians owning trust lands by inheritance. Many will be in the third-school generation by that time; the present adults, with the exception of the very old, have all had school facilities. When the problem of further guardianship comes up it should not be a matter for blanket extension. There must be many who are really capable of handling their own affairs. There are many more, educated and able-bodied, who need the pressure of responsibility if they are to develop any ability. Only those who are incapable of self-support should remain under guardianship.

The income from leases is about \$116,000, or a hundred dollars per capita. Even with no rent or taxes to pay this is not quite adequate to all the needs of the Indians and consequently there must be some work done to augment the income. The situation in this respect is really encouraging. A considerable number of Indians work, either in farming unleased lands or by obtaining employment on farms, in orchards, on roads or railroads. The number employed increases from year to year. The region is a busy and prosperous one and there is no lack of work for those who desire it.

While public-school conditions are good, the educational situation generally among these Indians is not entirely satisfactory. Most are content to stop on completing the local grade schools and the usual employment agency for idle hands gets in its work. Some can be persuaded to attend Government non-reservation boarding schools, Chemawa as a rule. The local high schools usually do not appeal to them. The result is a good deal of avoidable misbehavior among the young people.

Moral conditions, while far from satisfactory, are not growing worse. The liquor situation is improving; the number of law violations is on the decrease,

while the Indians themselves are becoming more reconciled to the law and willing to give information and aid toward its enforcement. The question of domestic relations is, as ever, an acute one. So long as the specious plea of "Indian custom" marriage and divorce is used to excuse every marital irregularity, so long will irregularities multiply. Of the children born to the people of this reservation, a third are illegitimate.

These Indians are citizens, they have received a fair measure of education, they have ability and attainment not too many degrees below that of the white farmers who surround them. There seems no reason why they should not be made amenable to the laws of the State concerning marriage and divorce, unless monogamy is another of the experiments which we hesitate to urge upon the red man.

Living conditions among these people are far from perfect. Yet they are adequately housed and such homes are probably up to the reasonable level of simple farm houses. Many, no doubt, fall below that level, but on the whole the Indian tends to reflect the conditions he sees around him. It seems unlikely that any tutelage would suffice to raise him above that level.

COEUR D'ALENE INDIAN AGENCY, IDAHO

Commissioner SEYMOUR

In September, 1929, Commissioner Seymour visited the small Coeur d'Alene Indian Agency in northern Idaho. At this place are illustrated many of the difficulties and evils arising from the administration of the allotment system. Twenty years of the trust period have elapsed, and unless the next few years show a marked improvement the entire result will be on the wrong side of the ledger.

The Indians of this reservation, some 600 in number, are rich in material possessions and poor in nearly everything else. Their land is abundant and fertile; their timber has brought in a large return; their yearly income would mean affluence to an equal number of white people. To them it has meant chiefly extravagance, idleness, and increasing dependence.

Up to 1920 the Indians managed the leasing of their allotments without supervision on a crop-share basis, receiving one-third of the grain harvested. The system left a certain amount of responsibility with the Indian and made him in some measure a sharer in the business aspect of his existence. In 1920 all leasing was taken over by the agency office, collections were made by the Government, and the funds disbursed to the Indian allottee.

The income from land rentals in ordinary crop seasons has been about \$150,000 a year and a substantial addition has come from timber operations. Each Indian has an individual estate worth more than \$10,000. The large income pouring in upon these Indians since 1920 has been spent as soon as received. To their native indolence the Indians have added a firm conviction that, come what may, they are to be supported by the Government in comfortable idleness—a conviction which is equally firm in the minds of the surrounding white population. Consequently, save in a very few cases, these people have no intention of farming any portion of their acres; have taken no part in the logging operations of the past years; have followed no gainful employment, though opportunity has been close at hand; and they have given very little attention to the education opportunities open to them.

A decade or two of this sort of existence has produced the inevitable deterioration, and the younger adults are noticeably inferior in capacity and reliability to the elders who, at least in their youth, had to achieve some measure of self-reliance.

If a firm policy is adopted and followed the present untoward situation may be a means of leading some of these Indians to useful effort instead of idleness and disorder. There is little hope, however, of their becoming a self-supporting people so long as their rich land is in such steady demand for white farmers. The few years that remain of the trust period must see a great advance if they are to make any wise use of their resources when the time of unrestricted title is at hand.

It need scarcely be said that moral conditions are extremely unsatisfactory. Bootleggers find a ready market for their wares and there is always a considerable representation of the tribe in the courts and jails of the surrounding country.

Bad sanitary and moral conditions contribute to a high death rate. In spite of this fact it is difficult if not impossible to induce those affected with tuberculosis to accept hospitalization.

The Government maintains no schools among the Coeur d'Alene Indians. Two little, far-distant jurisdictions, Kootenai and Kalispell, whose problems are as entirely separate as their location, have each a small day school. On the reservation proper the two mission boarding schools accommodate 70 pupils. Twenty children attend the public schools, which are easily available everywhere. A few are away at nonreservation boarding schools. A considerable number of eligibles, perhaps 50, manage to escape all efforts to educate them and remain out of school altogether. In a country of severe winters and almost impassable roads the school situation at best is a difficult one. The recent law permitting the extension to Indian country of State laws concerning school attendance may prove an aid in bettering matters here.

Obviously the greatest need of these Indians is the awakening of a sense of responsibility and a desire for self-support. Easy money has undermined any natural tendencies in that direction.

ST. REGIS INDIAN RESERVATION, N. Y.

Commissioner MOOREHEAD

In September, 1929, the Indians of the Iroquois Nation living at Hogansburg, St. Regis Reservation, New York State, were visited by Commissioner Moorehead. The Indians of this reservation, numbering approximately 1,000, are in the northeastern corner of the State and bordering the Canadian line. About the same number of Indians live on the Canadian side of the international boundary.

Educational matters are handled by the State of New York and seem to give general satisfaction. The older Indians are still living on their little tracts in fairly good houses. They seem rather industrious. It is this element, unquestionably, that is holding the Iroquois together rather than the youths. It is the opinion of numbers of persons who have been familiar with life on this reservation that conditions were much better 20 years ago than at the present time.

Being located on the Canadian border liquor troubles are ever present here. A great many of these Indians have been arrested, whereas those whites really responsible for the introduction of liquor in the majority of cases escaped. While the Province of Quebec sells liquor legally, it is contrary to their laws to give or sell liquor to Indians. Therefore, both the Canadian authorities and our own desire to prohibit the introduction of liquor among the Indians. The older Indians join with the white witnesses in the positive statement that it is the so-called younger generation that makes free use of liquor or sells liquor, and this applies to the youth of both sexes, of whites as well as the Indians and particularly foreigners living near by.

One significant fact stands out, that the older Indians are still on their original tracts of land and as far as can be ascertained they are good citizens. The younger element, for the most part, has become dissatisfied and restless. Many of these go to Massena or adjacent towns. In the old days the reverse was true, they, for the most part, remained on the reservation. The older Indians represent the best of the Iroquoian stock, they do not favor liquor, and neither do they wish the influx of undesirable white people to the reservation.

It has been observed that a more satisfactory condition prevails among these Indians when they manage their own affairs, when the older Indians exercise control over their people. It has always appeared to be most unfortunate that we have not heeded the lesson presented by the old Penobscots of Maine. Here for a century the governor and tribal council have controlled Old Town Island. They have been let alone by both the State of Maine and the Federal authorities and these Indians are gradually becoming as ourselves without the complete annihilation of tribal control. It is believed, after studying the Iroquois situation for many years, that we have made a mistake in continually advocating that the control by the older and better class of Indians be abolished.

SAC AND FOX INDIAN AGENCY AND SANATORIUM, IOWA

Commissioner SULLIVAN

In August, 1929, Commissioner Sullivan visited the Sac and Fox Sanatorium and Indian reservation located near Toledo, Iowa. The sanatorium, of 80-bed capacity, takes in tubercular Indian children from Iowa and near-by States. The reservation has a population of about 387 Sac and Fox Indians and a few Potawatomi and Winnebago.

Unfortunately, the Sac and Fox Sanatorium, like many another Indian hospital, is very far from conforming with modern ideals. Most such buildings in use by the Indian Service have no special adaptability to the purpose for which they are occupied. Looking at some of them one might assume that they were built to be used as boarding schools and, in fact, this is true of some of them. However, the superintendent in charge has made the best of existing conditions and is improving them by putting up a large modern addition to the sanatorium. Despite the disadvantages in building and in equipment, as well as those arising from the character of the patients themselves, excellent results have been achieved.

Some of the inmates of the hospital receive treatment for several years, but about 60 per cent of the patients leave after being there for about a year. Apparently, most of them who go out are distinctly improved as a result of the treatment received by them and of the regular hours, good food, and long sleeping periods.

The physician in charge would like to have an additional floor constructed on top of the present hospital building so that obstetrical cases and various other cases arising among the local Indians may receive treatment. Other needs are additional laundry equipment and a new pump for the water system.

The reservation lands attached to this agency comprise 3,352 acres. About 500 acres are leased to white men, but the rentals do not greatly exceed the sums payable to the local authorities by way of taxes. The Indians are cultivating about 1,500 acres. Some of them do well, but no very remarkable results have been attained. Much of the Indian land is low and subject to overflow when the Iowa River runs high. This interferes with the farming.

None of the Indian land is allotted, all of it is still being held as tribal property. This is wise if there is any desire that the Indians shall continue to occupy and use their property. Needless to say, if it were allotted and the Indians were free to mortgage or to sell it, virtually all the reservation would be owned by white men within a few years.

Some years ago the aid of the Iowa State Agricultural School was enlisted in reforesting some of the Indian lands. Already there is a thick stand of trees, most of which are growing well and many of which will soon have considerable commercial value. In view of the millions of unused acres of Indian land, this project deserves the careful attention of the Indian Bureau.

There is no reason why the Iowa State laws, especially the criminal laws, should not be enforced on this Sac and Fox Indian Reservation. The present laxity in morals at this place is due in no small degree to the fact that the reservation remains a place where the Indians may safely ignore most of the rules of decency and most of the criminal laws which are in full force all around them. The situation on this little reservation is the same as that which disgraces many other Indian reservations. All but a few of the more heinous crimes may be committed without the offenders coming under the ban of the law. Moreover, the marriage bond is very lightly regarded by these Indians.

Unhappily, here as elsewhere, many Indian children are not encouraged by their parents to make the most of their educational opportunities. Comparatively few of the youngsters go much beyond the fourth grade. The two Indian Service day schools are in good condition. Permissive legislation has been enacted so as to allow the Iowa authorities to take over the operation of these reservation schools, but some opposition has arisen among the Indians who fear their funds will be used to conduct the schools and the Indian pupils will no longer obtain the free noonday lunches.

WINNEBAGO INDIAN AGENCY, NEBR.

Commissioner SULLIVAN

In August, 1929, Commissioner Sullivan visited the reservations of the Omaha and Winnebago Indians in charge of the superintendent of the Winnebago Agency, located in Thurston County, northeastern Nebraska. The agency headquarters is near the little town of Winnebago on the Burlington Railroad about 20 miles south of Sioux City, Iowa.

On many reservations the poor results obtained by Indian farmers are attributed largely to the character of the soil, droughts, or other local conditions. No such excuse can be made in Thurston County, Nebraska, where the Winnebago and Omaha Indians own extensive tracts of rich farm land. The country is quite undulating but the fertile soil will produce excellent corn even on the tops of most of the hills. Year after year, the white farmers succeed in growing big crops of corn, but the Indian neglects his fields and, in most cases, fails to make them yield anything like the harvest gathered by his white neighbor. Most of the Indian land is leased and some of the Indians deriving a rental live in other States far away from Winnebago.

While a few Indians are model farmers, on the whole the lesson one learns throughout the reservation is that the ordinary Indian can not be depended on to gain a good living from his farm, no matter how fertile it may be.

The fact that some of the Indians receive an income from leased lands enables them to live in almost complete idleness. Few of them will work under such circumstances and the money which they get proves to be as devastating to their morals as the unemployment dole has been in England. If the young men are encouraged to grow up in the belief that they can get on with little or no hard work, the effect upon their morals is likely to be very serious.

The annual powwow held at the site of the old Omaha Agency at Macy was visited. The Indians taking part in the dances and other festivities, which were to last through a week, were camped near the dance inclosure and many came from a distance. It may safely be said that most of those frequenting these festivities must neglect the work on their farms. It is sad to see big, hearty Indians idling the day through in the camp grounds at a time of year when they could accomplish much by working on their farm lands.

It is reported by well-informed persons who have been among these Indians for years that many of the Omahas and Winnebagos are lax in morals and careless in looking after their temporal affairs.

A general hospital of 60-bed capacity is located at the agency headquarters. This institution was found to be in need of painting and repairs and this was also true of the other buildings of the agency. The water supply is not good at the agency settlement and steps should be taken to improve it, possibly by arranging to pipe water from the well at the site of a former mission plant which is located nearby.

CONSOLIDATED CHIPPEWA INDIAN AGENCY, MINN.

Commissioner SULLIVAN

In August, 1929, Commissioner Sullivan visited the Consolidated Chippewa Indian Agency whose headquarters is located at Cass Lake, northern Minnesota. The agency has supervision over a large number of Chippewa Indians living in a wide territory running from Duluth on the east to White Earth and Detroit Lakes near the North Dakota boundary on the west. The total population is 13,220 and a few of these Indians live across the line in Wisconsin. Almost all of them, however, are in the northern half of Minnesota. In view of the fact that formerly there were a number of separate superintendencies in northern Minnesota and of the great distances which lie between some of the centers of Indian population, there are several local subdivisions or subagencies through which the superintendent of the Chippewa Agency carries on much of his work.

The Chippewa National Forest covers an area of 190,000 acres in north central Minnesota. It lies in the heart of the area of vast stands of pine which formerly covered a large part of the northeastern section of the State. Many of the trees are of great commercial value. Here we find the best use for the Indian lands in the north central and northeastern parts of the State. Under the most favorable conditions, the Indian is a poor farmer so that it would be futile to try to make the Chippewa successful farmers in this sandy country. On the other hand the Indians, under proper supervision, can plant great areas with

trees which in less than a generation will have tremendous commercial value. Moreover, the Indians work fairly well in sawmills, and reforestation will mean a continuance of the opportunity for profitable employment which they now enjoy in this kind of work.

The bodily condition of the Chippewa Indians leaves much room for improvement. Tuberculosis is prevalent in many families. Numbers of the Indians are infected with venereal disease and this weakens their resistance to other maladies. Doubtless some of their bodily ailments are traceable to economic conditions which prevent them from having sufficient food, clothing, and shelter, especially during the winter season. In winter there is less employment and the Indians are likely to be found huddled in small houses where lack of fuel is sought to be made up by keeping doors and windows tightly closed. Many of them contract heavy colds as a result of wet feet and exposure.

The Indian Service maintains a tuberculosis hospital at Onigum on Leech Lake. This place, particularly in the winter, is often difficult to reach from certain points. On account of this fact it seems advisable to establish a general hospital at some more readily accessible point.

In respect of law and order, much the same situation exists among the Minnesota Chippewa as in many other parts of our Indian population. There are many of these Indians who are a credit to their race. They are assimilated with the white population and prove fully their capacity for intellectual labor, as well as toil with the hands. The Indians are essentially a primitive people whose introduction to letters and to the simplest forms of our own civilization is a matter of comparatively recent years and therefore we must not be impatient because most of them fail to conform fully with our ideals of conduct. Perhaps the outstanding source of degradation among the Chippewa is the bootlegging industry.

More and more these Indians are becoming part of the general population amidst which they live. Many of them are not distinguishable in personal appearance, in dress or in speech, from the white people of Minnesota. Moreover, their habits of thought and ways of life are taking on the characteristics of an ordinary American citizen of the less ambitious type.

Nothing has contributed more largely toward effecting this assimilation than the fact for generations the Indian children have had the benefit of regular schooling. Excellent mission schools have been maintained at White Earth and elsewhere and there have been a number of Indian Service schools on the reservations. Many Indian children who formerly attended Government schools are now going to local public schools.

RED LAKE INDIAN AGENCY, MINN.

Commissioner SULLIVAN

In August, 1929, Commissioner Sullivan visited the Red Lake Indian Agency, northern Minnesota. This is the home of the Red Lake Band of Minnesota Chippewas who number nearly 1,800.

The agency headquarters is located on the south shore of Red Lake, one of the larger fresh-water lakes in the country. Here are located the main agency buildings, including the boarding school, hospital, warehouse, and various other structures. The agency operates a sawmill and also a refrigerating plant for the fishing industry.

Red Lake is practically surrounded by forests and in the winter many thousands of trees are felled, brought to the shore, and when the ice breaks up are floated to the sawmill. Thus, employment is available for many Indians throughout the entire year in a kind of work to which they are well suited. Many Indians are more likely to work regularly if they are part of a team and under the eye of a white foreman. Besides, the fact that regular pay is assured gives an added incentive to labor. However, it must be admitted that under the best circumstances the Chippewa is not always a steady worker. At the mill it was stated that sometimes Indians will fail to show up on the morning after a pay day and not appear on the scene of operations until the last of their money has been spent.

Too much praise can not be given the agency for affording the Indians the opportunity to become self-supporting, industrious citizens, and to learn a useful trade for which their natural quickness and deftness well suit them. With the modern tendency toward integrating industry, the agency may well consider the possibility of going further in the utilization of the wood than it

is doing at present. Some of the Indian boys are making boxes and other articles from the smaller pieces of wood, and there may be an opportunity to find employment for many of the younger Indians through an extension of the lumber manufacturing activity.

Red Lake teems with fish of several varieties and while Minnesota laws forbid commercial fishing with nets, an exception is made in favor of the Indians of this reservation. A great deal of the land surrounding the lake is still unallotted Indian land and it is only proper that these Indians should be permitted to utilize this natural resource. Great quantities of fish are brought to the refrigerating plant and there prepared for market.

While living conditions in this wooded country close to the Canadian border can not but be hard during the long winters, the representatives of the Indian Service are doing everything to set the Indians an example of well ordered activity and efficiency.

PIMA INDIAN AGENCY, ARIZ.

Commissioner UCKER

During January, 1930, Commissioner Ucker visited the Pima Indian Agency, Ariz. The Indian lands of the agency consist of the Gila River or Pima Reservation along the Gila River to the south of Phoenix with an area of 274,417 acres and the detached Gila Bend Reservation about 50 miles southwest of Phoenix with an area of 10,231 acres. The population is reported to be 5,020, of which Pimas and Maricopas number 4,533, the Indians at the Ak Chin and other Papago villages 263, and the Papagos at Gila Bend 224.

The agency headquarters is located at Sacaton. The buildings were found to be in good repair and the administration proceeding in an efficient and orderly manner. The construction of additional cottages for the employees was needed to relieve the crowded condition of the quarters. A boarding school of 250 capacity is operated at Sacaton and the Indian Service maintains six day schools on the reservation. Indian pupils also attend a Presbyterian mission school near Tucson and the Catholics operate one, known as St. Johns, on the western end of the reservation.

From his observations at this and other Indian agencies in the West, Commissioner Ucker is of the opinion that there should be a gradual decentralization of administrative authority in the Indian Service, vesting it more largely as time goes forward in the reservation superintendents. He believes that if they are temperamentally or otherwise unfitted to wield an increased authority, if they fail to use it wisely, firmly, yet humanely, certainly there exist men who can and will.

Besides this decentralization another outstanding need of the Indian Service is the giving of greater attention to the rounding out of the educational program. In regard to this second point it may be said that it is not sufficient to educate but concurrent with this education there should be a careful continuous study of each child to the end that when he has finished his education he may be guided into the body politic to take the place into which he seems best fitted by temperament and adaptability to fill.

After many years of discussion and delay the Pimas are soon to have an adequate irrigation system in operation on their reservation. In 1916 Congress authorized the construction of a diversion dam near Florence, but this was only effective when there was a good flow of water in the river. The Coolidge Dam was authorized in 1924, to cost \$5,500,000. Construction began in 1925 and it was completed in 1929. The whole project, including the Coolidge Dam, two diversion dams, canals and a drainage system will cost, it is estimated \$11,000,000. A hydroelectric power plant has also been provided for.

This project when completed is expected to include 100,000 acres of irrigated lands, half Indian and half white. The 50,000 acres of Pima land are located on the north side of the Gila River. At the time the reservation was visited, approximately 3,000 acres had been cleared of brush, leveled, plowed and served with ditches on the eastern end of the Indian part of the project. Congress has made appropriations for continuing the preparation of the land for cultivation and probably 35,000 to 40,000 acres of the Pima lands will eventually be put in condition for irrigation. It is roughly estimated that the costs of preparing the land and the construction charges for the project will run from \$1,300 to \$1,500 for each 10-acre allotment within the irrigated

area. Some readjustment of the Indian allotments will be necessary so that each member of the tribe will have a 10-acre tract within the project. At present some of the Indians have only lands out in the desert beyond the limits of the area that is to be furnished with irrigation water.

Individual allottees who may wish to farm their allotments can not well have their allotments picked out and reclaimed. This would be practically a physical impossibility. Whether these allotments can be exchanged so that all those who wish to farm may be gradually congregated on the lands already reclaimed and then additional lands reclaimed as required is a difficult question to answer. Then as we can never hope for a large percentage of success numerically as far as the older Indians are concerned, immediate steps should be taken to handle this problem as far as the boys and girls of the oncoming generation are concerned. These lands had best be kept for the Indians and great effort made to train the young people for occupancy and utilization of their irrigated allotments.

SAN CARLOS INDIAN AGENCY AND PHOENIX SCHOOL, ARIZ.

Commissioner UCKER

In January, 1930, Commissioner Ucker visited the San Carlos Indian Agency, the Phoenix School, and the Salt River and Camp McDowell Reservations which are under the supervision of the school superintendent.

The San Carlos Reservation is a large mountainous area of 1,834,240 acres located in the eastern part of Arizona. There are 2,585 Apaches enrolled at this agency but about 30 per cent of them are living off the reserve, mostly in the valley of the Gila River. Because of the large area of mountains, the small amount of good land along the rivers and the dry climate the reservation is chiefly adaptable to grazing. There is a tribal herd which is reported as being in good condition and making money. There is a good stand of timber in the north central areas but because of inadequate transportation facilities it is not practicable to get this timber out at the present time. It should be conserved for the present at least.

The Gila River flows westward across the southern edge of the reservation for a distance of about 35 miles. The San Carlos River comes down from the north to join the Gila near the old agency site of San Carlos. Farming is carried on along the course of the San Carlos where a few hundred acres are irrigated and pumping plants at Bylas on the Gila River and at McMillan Wash make farming possible on a few other small tracts.

A large number of the Indians live in hogans and because of their lack of cleanliness they are very productive of disease. Wherever possible the Indians should be encouraged to construct adequately ventilated frame houses. A large number of the Indian children are afflicted with trachoma.

The labor situation of the reservation was looked into and the problem of labor placement was discussed with the agency officials. The Apaches make good laborers on the highways, railroads, irrigation works, etc., where they work in groups. When by themselves they do not get along so well.

It seems that the outstanding problem at San Carlos is labor placement. Few of the Indians can make a living on the reserve either by stock raising or agriculture and consequently must find employment elsewhere. There are some timber and mineral resources but they offer little for the Indian at the present time.

It seems very desirable, particularly in the case of this reservation and it is assumed generally throughout the Indian Service, to stress labor placement for adult males and females. If our policy is to continue forever segregating groups of people within the body politic, then do one thing. But if we are to accelerate the absorption of the Indians into the body politic, do another. There should be an intensive study of the adaptability of individual Indians and their placement. As we go on this activity of the Indian Service becomes more and more important. Efforts should be made to adjust the Indians to their surrounding economic condition.

The Phoenix Indian School, next to Sherman Institute in California, is the largest educational plant operated by the Indian Service. It enrolls 1,000 pupils and costs nearly a third of a million dollars a year for maintenance and improvements to the equipment.

The Salt River and Camp McDowell Reservations, located east of Phoenix, are now under charge of the school superintendent. According to the latest

report there are 1,207 Indians at these two reserves, 1,000 are of the Pima and Maricopa Tribes and the balance are Mohave Apaches. The Pimas and Maricopas are at Salt River, a reserve of 47,540 acres, and they are reported as irrigating but 285 acres. The rough and mountainous reserve of Camp McDowell adjoining Salt River is the home of the Mohave Apaches and has an area of 25,000 acres. A small amount of land near the Verde River at this place is irrigated but the reserve as a whole is only adaptable for grazing.

It seems that the economic future of these reservations depends on irrigation and other than this it is but a case of labor placement for these Indians.

WAHPETON INDIAN SCHOOL, NORTH DAKOTA

Commissioner LINDQUIST

In May, 1930, Commissioner Lindquist visited the Wahpeton Indian School located at Wahpeton, southeastern North Dakota. Last year this institution enrolled 328 Indian pupils from the Sioux, Chippewa, Arikara, Mandan, Gros Ventre, Assiniboine, Piegan and Cree tribes in the States of North and South Dakota, Minnesota, and Montana.

Wahpeton, established in 1907, was the last nonreservation boarding school to be opened by the Indian Service. One would suppose that a school of so recent origin, comparatively speaking, would be able to boast of fairly modern buildings and equipment. But this is not the case. Of the 45 buildings connected with the school, only one, and that the academic building, shows any signs of modernity, and the architect who designed that building together with its recent additions must have been in a futuristic mood. A similar situation prevailed at the time additions were placed on the dormitories. The latter buildings need extensive repairs. In fact, repairs are needed which will once for all adequately take care of the deterioration so apparent and make the buildings presentable and a credit to the Government.

There are 260 acres of land, including the campus, connected with the school. Besides this, 50 acres are leased. The buildings and plant are valued at about \$300,000, the equipment at \$35,000, the land and improvements \$23,000.

Nine grades are carried at the school. The first four continue work all day, while the others are on the three-quarter day plan. Aside from the academic subjects some instruction is also given in shop work, farming and dairying for the boys and domestic science for the girls. Where the so-called three-quarter day plan operates, assistants should be employed for the production work, in the laundry, hospital, farm, and dairy.

The general discipline of the student body is commendable. The merit system is in vogue and is regarded as successful by the school authorities. Desertions have decreased in recent years. Opportunities for boys and girls to mingle in a companionable way are afforded by occasional socials, dances, and picture shows. More freedom of that sort is desirable. It is likely that if there were more social contacts between the sexes much of the clandestine courtship would be eliminated.

There is a school hospital of 28-bed capacity; a resident nurse and a contract physician are available. Although no epidemics occurred during the past year, it is distressing that 20 children have been sent home or elsewhere on account of incipient tuberculosis. This represents a larger number than in any previous year.

Besides the need of repairs at this plant, a new shop building where wood and metal work and automobile mechanics could efficiently be taught is needed. Cottages for employees are also needed.

Encouragement should be given to those who have completed the courses at Wahpeton to continue their education at other schools, such as Flandreau and Haskell. Of the 15 enrolled in this past year's ninth grade, 14 signed up to continue their work in some school in the fall. This is a splendid showing and highly commendable. A number of the older pupils were found available for outing work in the summer. Heretofore not much attention has been given to such employment projects. A few boys have found work on nearby farms, but the number of girls who have gone into homes to work has been negligible. With the establishment of placement units in the Twin Cities and elsewhere, opportunities should be multiplied for both the boys and girls to engage in profitable employment for the summer.

FORT TOTTEN INDIAN SCHOOL, NORTH DAKOTA

Commissioner LINDQUIST

In May, 1930, Commissioner Lindquist visited the Fort Totten Indian School, located 6 miles from Devils Lake, N. Dak. To all intents and purposes this is an inter-tribal school and might very appropriately be classed as a nonreservation school, although situated at the agency headquarters of the Devils Lake Indian Reservation. The enrollment of the school is 250. Sixty per cent of this comes from the Turtle Mountain Reservation, practically all being mixed bloods of the Chippewa, Cree, Blood, and Piegan Tribes. A number of pupils have come from Montana points while others are from Fort Berthold. Consequently the number from the Devils Lake Reserve is not large.

It is well that the needy children from Turtle Mountain should be cared for at this school but when the new school is put in operation at that reservation the Fort Totten School should care for the children needing boarding school facilities within the confines of the Devils Lake reserve. Children of a slight quantum of Indian blood living in towns where public schools are available should also be excluded from an institution such as this.

The Fort Totten School, established in 1891, reflects all the inconveniences and unwarranted expenditures of similar "reconverted forts" throughout the Indian Service. Commissioner Lindquist states that he has yet to find a single one adapted to Indian school purposes. The effort has been made to construct class rooms out of officers' quarters, with dimly lighted and poorly ventilated rooms. And the barracks for the boys' and girls' buildings leave much to be desired. The boys' quarters at this school are bad and are urgently in need of improvement.

New and more adequate equipment in the laundry and shoe shop are needed. The latter should be enlarged and up-to-date machinery installed so as to make possible a real schedule of training at least in the fundamentals of the shoe and harness trade. At the smaller Indian boarding schools two or three industries might very well be stressed rather than striving to cover the full gamut. At this place, for the boys, agriculture and one trade, such as shoe and harness work, should be taught. Sewing and cooking are fundamental for the girls.

The most urgent needs at the Fort Totten School are as follows: Cottages for employees, domestic science cottage, adequate dormitory facilities for the boys and girls, equipment for the laundry and shoe shop, an increase in the teaching staff commensurate with the grades taught.

BISMARCK INDIAN SCHOOL, NORTH DAKOTA

Commissioner LINDQUIST

In May, 1930, Commissioner Lindquist visited the Bismarck Indian School located at the town of Bismarck, N. Dak. This school enrolled 134 Indian girls during the past year, who came from the following tribes: Cree and Chippewa, 48; Arikara, 33; Sioux, 25; Gros Ventre, 20; Mandan, Assiniboine, Menominee, and Yakima, 8.

Since 1922 the school has admitted girls only. The popularity of the school and its fine work have often been cited as an example of what special schools for the sexes might accomplish. No doubt there is much to be said in favor of separate schools for girls and boys but it is questionable whether it would be advisable at this late time to make a wholesale change. This place might well be watched as a demonstration along experimental lines.

Bismarck now carries nine grades. With additional school-room space the remaining three grades of high-school work could readily be carried. The primary room, which is in the dormitory, should be made available for additional girls' quarters. Three school rooms, with space for gymnasium facilities, would overcome the present crowded condition. The material equipment of the school leaves much to be desired; nevertheless, the plant is kept in good condition. New laundry machinery is greatly needed.

Apparently North Dakota has been overlooked in the emphasis on outing and summer employment. While there is much interest in the subject, practically no plans have been made. Until placement workers are located at strategic points who can serve as a sort of liaison agency between the schools and outside employment not much progress can be expected. At Bismarck the superintendent believes that the outing system would be a good thing and numbers of the Indian girls would take advantage of it.

FORT BERTHOLD INDIAN AGENCY, N. DAK.

Commissioner LINDQUIST

In May, 1930, Commissioner Lindquist visited the Fort Berthold Indian Agency in western North Dakota. This agency, with an area of 535,700 acres, is the home of 1,373 Indians of the Arikara, Gros Ventre, and Mandan tribes.

This reservation, along both sides of the Missouri River, has considerable natural resources. Coal, which lends itself to strip mining, is found in considerable quantities along the river. Near this same stream is cottonwood timber which is still cut for the construction of log cabins by the Indians and also for fuel. The reservation was once a great range country with thousands of cattle and horses, but the large Hereford cattle herds have disappeared and an inferior type of horse remains to eat up more than he is worth. The Indians of this reserve should do well at sheep raising on the prairies where this industry has met with some success.

The Fort Berthold Indian usually has some hogs and poultry and a few have dairy cows. The Mandans have a reputation for developing rapidly maturing crops, including corn, squash, and beans. With the soil adaptable for wheat, barley, oats, and corn these Indians should find ready recourse to diversified farming. But the main dependence is on leasing, either for grazing or farming purposes, while the Indians themselves farm no more than 14,000 acres. This tendency to lease is not easy to overcome. Furthermore, the leasing is seldom on a crop-share basis, but almost invariably on a cash basis. To encourage the Indians to farm their own lands farm chapters are organized, with a stockman and three native farmers in charge.

Whatever poverty there may be at this reservation is due in most instances to the Indian's misuse of his funds; that is extravagance, living beyond one's income, etc. There is no ration roll.

In the field of domestic relations one notices that the present generation realizes the necessity of establishing family life apart from the old folk. Not so long ago the latter used to be fruitful cause for separation and divorce. Even to-day the general living conditions, crowding and lack of privacy, tend to a lower morale and separations, for one cause or the other, are altogether too numerous, nor are the Indians always willing to go the long road of the white man's divorce court to settle these suits.

There are still about 25 per cent of the people living in 1-room houses of the log type and many with dirt floors. There were 30 cases of tuberculosis brought to the attention of the agency physician during the past year and 15 deaths from the disease occurred. Trachoma seems to be on the decline. After considerable delay a reservation hospital has been completed, or nearly so. This will supply a great need at this isolated place where it has been necessary to send all surgical cases to the town of Bismarck, 130 miles away.

There are 370 children of school age on the reservation. Of these 24 are incapacitated for various reasons, leaving 346 as eligible for school attendance. In May 131 were in nonreservation schools, 21 in mission schools, and 4 in distant public schools, a total of 156. This leaves 190 to be cared for in some way on the reservation. The Catholic and Congregational boarding schools and the public schools at Elbowoods and Armstrong take care of about half of that number. Then there are the two day schools, one at Independence and the other at Shell Creek, each accommodating from 20 to 30.

Although "campers" are grouped in temporary quarters around the Indian service day-school plants the attendance of the Indian children is irregular and unsatisfactory at the two Fort Berthold schools. Especially is this true of the Shell Creek school. It is unnecessary to refer to the evils of the all-year camps surrounding reservation day schools. Any one conversant with certain sections of the Rosebud and Cheyenne River jurisdictions in South Dakota knows what these conditions are. Sometimes three and more families live in one cabin, more often than not having a dirt floor. Their children come to the day school dirty and unkempt and furnish ready prey for communicable diseases. The parents keep away from their allotments and the livestock is either sold or bartered off and things go to rack and ruin at the home place.

CHEROKEE INDIAN AGENCY, N. C.

Commissioner SEYMOUR

In May, 1930, Commissioner Seymour visited the reservation of the Eastern Cherokee Indians located in the mountainous section of western North Carolina.

The history and status of this group of Indians is probably the most peculiar of any other in the country. Subsequent to the signing of the Treaty of New Echota in 1835 the great majority of the Cherokee Indians moved west to lands beyond the Mississippi, leaving a small band of the tribe living about in the North Carolina mountains. Through the interest of Col. William Thomas, a trader among these eastern Indians, the Government was prevailed upon to grant them their share of money promised in the treaty of 1835, and with the interest from this fund lands were purchased, the largest tract being the Qually Boundary, located in Swain and Jackson Counties. Difficulties arose, following the bankruptcy and insanity of Thomas, regarding the title to these landholdings, and although the lands were adjudged to belong to the Cherokees in 1874 the matter was not finally adjudicated until 1904. In 1889 the "Eastern Band of Cherokee Indians" was organized to take and hold title to the land as a corporation.

Although the land of the eastern Cherokees is assumed to be held "in common," investigation discloses the fact that individual "holdings" are claimed by right of original clearing or by purchases or inheritance from the original claimant. The unoccupied land remains in the possession of the band, but the occupied "holdings" are fully recognized by the band and by its governing body, the council, as individual property. For years all these lands were subject to taxes, and the Indians were classed as citizens of North Carolina but not of the United States. These mountain people are unique among the Indians of the country in that they have long been actually amenable to the laws of their State and counties, and they show more than other Indians a general capacity for understanding the framework of white political and industrial existence.

Following an appeal for allotment in severalty, Congress passed the act of June 4, 1924, "for the final disposition of the affairs of the Eastern Band of Cherokee Indians of North Carolina." In order to allot the land it was necessary first for the band to relinquish its title to the Federal Government in trust for the Indians. This was done, and for the past six years the Government has been trustee. The payment of taxes was stopped by a restraining order from the Federal Court, and while the counties directly affected have sought to reply to this order, they have so far been unable to get a hearing in court.

The Government having taken the land in trust, a roll must be made of the Indians among whom it should be divided. For some years past the roll has been in the making. As at present constituted it consists of 3,146 names. Of these the tribe accepts without question 1,917 and the remaining 1,229 are challenged. After the approval of the roll will come the even more serious problem of the allotment of the land. The council of the band has reversed its opinion as to allotment, and in recent months has appealed to Washington against proceeding further under the Act of 1924. The roll itself, in the first place, is the subject of much difference of opinion; the situation with regard to taxes is one of considerable difficulty; the question of voting is intimately wrapped up with this whole matter; while the actual result of allotment is the final point to be taken up.

The following conclusions were arrived at after making a study of the situation resulting from the passage of the Act of June 4, 1924:

1. The matter of the roll is one of great concern to a great number. Its approval as it now stands would be unwelcome, it is believed, to the greater number of those who have always been identified with the band. The names of those of less than one-sixteenth Indian blood and those not heretofore identified with the band should be omitted. If the omission of these names can not be done under the law at present, a modification of the law should be sought. If justice to those excluded demands for them lands or money, it should be done from a gratuity appropriation and not from the scanty treasury of the band of Eastern Cherokees.

2. A permanent decision should be sought at the earliest possible moment, on the taxability of these lands. If the decision, as may perhaps be expected, reaffirms the principle that land held by the Federal Government can not be

taxed, then there should be provision made to relieve, as far as possible, the counties of the burden they are carrying for these nontaxable citizens. Especially should the road work be maintained, as the improvement and development of the roads of the region is absolutely necessary to the economic progress of the Cherokees.

3. A test case should be brought, preferably by the Department of the Interior or by the Department of Justice, to determine whether these Indians are being refused suffrage on racial grounds under the fifteenth amendment of the Constitution.

4. The necessary surveys and examination of titles should be made with all possible despatch, so that the exact extent of the property to be allotted may be determined at once.

5. The transfer of the nonarable mountain lands, or a considerable portion of it, to the Great Smoky Mountains National Park, and the acquisition of arable lands in its stead would remove one of the greatest obstacles in the way of a satisfactory allotment.

6. If provision can be made for the awarding of money instead of lands to those members of the tribe who have taken up their residence elsewhere and are supporting themselves in the midst of civilized life, it would greatly facilitate the difficult task of allotment and make it more nearly possible to recognize the equities created by those who have remained upon the land and improved it by their labor.

7. That the allotting agent should be a person of unusual patience and wisdom need not be emphasized. It is also highly important that, while thoroughly familiar with the background of law and history of the band, he should be unconnected in the minds of the Cherokees with any previous rolls or suits.

Commissioner Seymour submitted an additional report on the educational situation among the Eastern Cherokees. The government boarding school was having its commencement exercises at the time of the visit and 18 boys and girls were graduated from the ninth grade. In regard to these graduates there is nothing more obvious than that their future, if they are to make any worth while use of their schooling, must more and more look away from the reservation. The amount of farm land is so small that agriculture can absorb only a very few. Industrial opportunity is much less than in previous years, for the closing of the lumber work has ended about the only form of work open to the young men.

Such conditions as exist here point strongly to the need, which will soon, it is to be hoped, be met, for placing school graduates in industry when their vocational work is finished. This is an integral part of school work, if the school really exists to benefit the students and not merely as an end in itself.

In the earlier years the Cherokee students who went away from home were pupils at either Carlisle or Hampton Institute. With the abandonment of Carlisle and the discontinuance of the appropriation for Hampton, Cherokee interest in further schooling has been on the wane. The effects are plainly to be seen. There was something imparted by their training in these eastern schools which has not been duplicated so far by those located in the West. These Indians are also reluctant to go to the western schools of the Indian Service. The distance itself is a great deterrent and they also fear the change in climate and its effect on the health. Their apprehension as to the change in climate is not entirely without foundation. It is believed that it would be very much to the benefit of the Eastern Cherokee in health, in morale and in character, as well as from an economic standpoint, if the appropriation for Indian students at Hampton could be revived and a number of selected young people sent there each year for study.

The other feature of Eastern Cherokee education which seems to need attention at the present time is the school for children in Graham County. This school has been held in an old church building owned by the Indians and has been maintained by the county authorities. For the past year or two the Indian Service has been paying tuition to the county based on the actual attendance. The need for a new building and for better means of reaching it is very pressing. It is to be hoped that steps will be taken at the earliest possible time to work out an effective plan of cooperation with the county authorities, so that the Indian children may have adequate school facilities, adequate means of reaching school, and an enforcement of a regular number of days' attendance per year.

CARSON INDIAN AGENCY, NEV.

Assistant Secretary HENDERSON

In September, 1929, Mr. Henderson, assistant secretary, visited the Carson Indian School and Agency, Nevada, to obtain information for the board in regard to the nonreservation Indians in that jurisdiction. With the exception of those on the Western Shoshone Reservation at the Idaho boundary, most all of the Indians in the northern half of Nevada, some 2,700 individuals at the present time, are within the jurisdiction of the superintendent of the Carson school. These Indians live in the 10 counties of Washoe, Storey, Ormsby, Douglas, Humboldt, Pershing, Elko, White Pine, Lander and Eureka; an area greater than the whole of Florida.

Part of the Indians of the agency reside on reservations, some on colony sites usually located near the more important towns, others on public domain allotments, and numbers scattered about on ranches and at other places where they have the chance of making a living. The Indians under this jurisdiction are divided roughly into three groups, those residing at or accredited to the Pyramid Lake Reservation, those at the old Fort McDermitt military reservation, and the rest scattered in small and widely separated bands.

Over 900, all Paiutes, are at Pyramid Lake and Fort McDermitt and the others are of three tribes, 500 Washoes, less than 300 Paiutes and approximately 1,000 Shoshones. An area of around 70,000 acres has been allotted to the scattered Indians, the larger part of which comprises a mountainous tract of nearly 67,000 acres covered with pine nut trees and held by members of the Washoe tribe. Seven colony sites have been established under this agency on lands, either purchased or withdrawn from the public domain, near the towns of Carson, Reno, Lovelock, Winnemucca, Battle Mountain, Elko, and at a point in Douglas County known as Dresselville.

Tractable, peaceable by nature, and industrious to a certain degree, the Nevada Indians living off of the reservations managed to support themselves for many years without much, if any, attention being paid to them by the Government. Living on the edges of town in miserable shacks built of old lumber, brush, bits of tar paper, and odds and ends collected in the vicinity, the Indians gained an unenviable reputation among the whites because of their lack of cleanliness, susceptibility to all kinds of disease, loose morals, and improvident habits. Owing no land and lacking mechanical ability they did little to improve their habitations and there was usually no water nearby to permit the raising of garden products.

Finally, to bring about an improvement in the living condition of these people who were having such difficulty in adjusting themselves to the white man's mode of life, small tracts began to be acquired by the Indian Service near a number of towns where the Indians could build homes and be assured a permanent place of residence near points where labor was in demand. The first purchase of land was made at Lovelock in 1910.

The establishment of the Nevada Indian colonies has been criticized by people who are interested in the welfare of these poor Indian groups. It is true that conditions at the colony sites are far from ideal. Immorality, drunkenness, and gambling exist. Dwellings are small, crowded, and often poorly ventilated. The Indian residents live off to themselves and receive little attention from their white neighbors.

In spite of the undesirable features that are present, the conditions are better than before the home sites were acquired. The Indians are now assured of permanent homes, are able to obtain better wages, and it is possible to keep them under better control than when they were camped about towns in miserable shacks where disease and vice could breed without restraint. Move them from these colony lands and they will return to their old ways of living. There are no reservations to send them to in this part of the country where they could support themselves and these town Indians would not move to some distant reservation in the desert if the Indian Service desired them to do so. The thing to do at these Indian colonies or camps is to continue the educational work, increase the amount of medical attention and make greater efforts to enforce the observance of law in the community. Conditions are considered now than they were 10 years ago and it is not displaying any undue optimism to predict that they will be better 10 years hence.

WALKER RIVER INDIAN AGENCY, NEV.

Assistant Secretary HENDERSON

In September, 1929, Mr. Henderson visited the Walker River Indian Agency, the headquarters of which is at Schurz, Nev. The 3,100 Indians whose relations with the Government are looked after by this agency live in a great expanse of arid country extending from Fallon, Nev., on the north to the edge of Death Valley, Calif., on the south and to the Utah line on the east. About 2,900 of these Indians are Paiutes and the rest Washoes and Shoshones. Nearly 1,700 of these live in Nevada and about 1,400 in California. The territory involved includes the counties of Churchill, Lyon, Mineral, Nye, and Lincoln in Nevada and Inyo and Mono in California.

Except for a few mining centers most of the people in this section live about the irrigated areas which have been made possible by water from the Walker, Truckee, Carson, and Owens rivers, all having their sources in the Sierras. The largest part of the Indians are in the same districts, engaged in ranch labor, farming, and miscellaneous work in both towns and rural sections. The most important land areas occupied by the Indians are the Walker River Reservation and allotments located near the town of Fallon within the Truckee-Carson irrigation project. There are also Indian colony sites at Yerington and Fallon, Nev., and in Owens Valley, Calif.

The proper development of the Walker River Reservation as a home for Indians has been but a question of adequate irrigation. Five hundred and forty Indians were reported as attached to this reserve in 1929 and probably not many more than these have ever been able to live there and support themselves because of the limited area that it has been possible to cultivate. More than 10,000 acres here are classed as irrigable, ditches have been constructed for 3,600 acres, and in normal years 1,800 acres can be served part of the growing season by water flowing down to the reservation.

An adjustment of the Indians' rights to water along the Walker River is a pressing need. Water above the reserve is being diverted by whites and litigation is in progress to determine whether additional water can be furnished the Indian lands during the growing season.

In Owens Valley, Calif., most of the rights to water and nearly all the area of water-bearing lands have been acquired by the city of Los Angeles in connection with its water system—an aqueduct running from near Owens Lake into the city. It is expected that as the demands for water increase this whole valley will return to a desert and at present the white population is rapidly declining as the ranch and farm areas are reduced in size. The 800 Indians of this section are primarily ranch and farm laborers and employment in their lines of work is being curtailed sooner than any other activity of the valley. Future developments in the valley need to be watched carefully to prevent the Indians from being reduced to destitute circumstances.

Attempts are being made to acquire some small farm plots in Owens Valley and it is expected that some purchases of good land with water rights will be made in Mono County, Calif., to the north, particularly along the upper waters of the East and West Walker Rivers.

The Indians of the Walker River Agency are so widely scattered and often in such small groups that the children who are receiving an education locally are enrolled in a relatively large number of public schools. In many places the number of young Indians eligible for attendance is small. In 1929 approximately 125 pupils were enrolled in 20 public schools in 6 different counties covering most all of the southern half of Nevada and there were 282 Indian children attending 20 other schools in Mono and Inyo Counties, Calif. The boarding schools of Carson and Sherman Institute supply a great educational need for the Indians of the agency. Most of these Indians are very poor and some are not able to properly feed and clothe their children. Numbers of young Indians are orphaned and others are cast adrift because of marital troubles of their parents. The nonreservation schools enrolled 145 of the agency children in 1929.

One troublesome matter at this agency concerns the question of the relief of old and indigent Indians. If they live on the reservation rations may be issued and medical assistance paid for. If they are squatting on some privately owned land across the road they are considered unrestricted citizens and as such, according to the limitations of the law, the Indian Service can not use its funds to help them. Where there is no relation of guardian and ward between the Federal Government and an Indian the duty to care for and

relieve such an Indian in case of indigency or destitution devolves not upon the Federal Government but upon the local authorities. In most cases the local people look to the Indian agent to render assistance to Indians no matter whether they live on a reservation tract or on privately owned lands out in the middle of the desert.

WESTERN SHOSHONE INDIAN AGENCY, NEV.

Assistant Secretary HENDERSON

In October, 1929, Mr. Henderson visited the Western Shoshone Indian Agency which has its headquarters at the small settlement of Owyhee, Nev. The 690 Shoshone and Pa ute Indians of this agency are one of the most isolated Indian groups under Federal supervision. Their reservation, having an area of 321,920 acres, is in an arid highland region along the upper waters of the North Fork of the Owyhee River, a tributary of the Snake. The Indian lands, approximately half in Nevada and half in Idaho, are all unallotted and are best adapted to cattle and sheep raising. Some hay and a small amount of grain and vegetables are grown by irrigation on river bottom lands. The agency headquarters is 110 miles north of Elko, Nev., and the same distance south of Mountain Home, Idaho.

Other than seasonal trips into the near-by country for sheep shearing and miscellaneous ranch labor the Duck Valley or Western Shoshone Indians have had but limited contact with white people in recent years and because of their isolation have not been subjected to the influences so demoralizing to many of their tribesmen throughout Nevada. In spite of their relatively small incomes they appear more healthy and the children better nourished than do those who live in the nondescript colony settlements on the outskirts of many Nevada towns. These Indians have developed into an industrious and progressive people. They are self-supporting now and if an adequate irrigation system is provided to water all or a good proportion of the valley lands of the reserve an era of prosperity will be assured.

The Indians live in the level area along the Owyhee River in the central part of their reserve, the greatest number being located in the upper end as near as possible to the first diversion of irrigation water where the river comes out of the highlands in the southeast corner of the reservation. Although not allotted, their lands have been divided up into 40-acre tracts, one each usually being assigned to a husband and wife so that the family landholding is 80 acres in extent.

The reservation is primarily a stock-raising country, and it is from this industry that the Indians make most of their living. The reserve has a summer range capacity of from 7,000 to 8,000 head of cattle. Under present conditions there is only water sufficient to raise winter feed for 2,000 head of stock, the number owned by the Indians. The number of head can not be increased as long as no more forage can be raised locally. In order to use the balance of the range capacity white permittees are allowed to run cattle on the grazing areas during the summer, from 6,000 to 7,000 head during recent seasons.

Provision for a dam to store water for irrigation purposes is the outstanding need of this reservation. Under present conditions there is a good flow of water in the Owyhee for a short time in the spring. Then the lands are flooded and some hay and alfalfa are raised. By summer the supply of water has greatly diminished, irrigation ceases and most of the irrigable area becomes as dry as the surrounding desert. Little economic progress can be made on the reservation as long as these conditions prevail. With the irrigable area of the reservation supplied with water from an adequate storage reservoir the Duck Valley Indians would have a chance to become prosperous stock raisers and farmers.

Indian Service irrigation engineers have made a study of dam sites for a storage dam in the canyons of the Owyhee in the southeastern corner of the reservation. Although the Indians' priority to water dates back to the Executive order of April 16, 1877, which withdrew these lands from the public domain for the use of the wandering bands of Shoshones, no rights have been established by court action and until such has been the case a storage reservoir is not a possibility. The large Owyhee irrigation project below the reservation and on the Idaho-Oregon boundary is now in course of construction, and it is the opinion in the Indian Service that this project may jeopardize plans for obtaining adequate water rights for the Duck Valley Indians.



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