



REPORT

of the 1958

MINNESOTA INTERIM COMMISSION ON INDIAN AFFAIRS

to the

Honorable Orville L. Freeman

Governor of Minnesota

and the

Members of the Minnesota Legislature

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R E P O R T
OF THE 1958
MINNESOTA INTERIM COMMISSION
ON INDIAN AFFAIRS

Pursuant to House Concurrent Resolution No. 7, the Minnesota Interim Commission on Indian Affairs respectfully submits the following report to Governor Orville L. Freeman and to the Members of the Minnesota State Legislature

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ON INDIAN AFFAIRS

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Mr. Cyrus E. Magnusson,
Governor's Appointee

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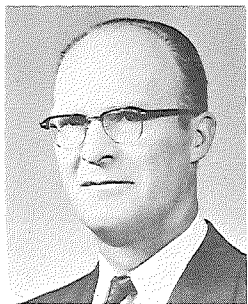
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FOREWORD

In order that the reader might better evaluate the various phases of Indian Affairs, the Commission has incorporated in this report papers and manuscripts that have been submitted by leaders in the fields of Health, Education, Welfare and Judiciary pertaining to Indian People in the State of Minnesota. The Commission on Indian Affairs wishes to acknowledge its indebtedness and to extend its thanks to the following individuals whose cooperation in supplying information and in expressing their views has been invaluable - Honorable M. A. Reed, Judge of Probate Court, Beltrami County; Mr. Roger Headley, Executive Secretary of the Beltrami County Welfare Board; Mr. A. O. Hoghaug, Executive Secretary of the Becker County Welfare Board; Dr. William C. Heiam, M.D., practitioner for over thirty years with the Indian people in Northeastern Minnesota; Mr. Ray Lappegaard, Minnesota Deputy Commissioner of Public Welfare; Dr. R. N. Barr, M.D., B.A., B.S., M.B., M.P.H., Secretary and Executive Health Officer, Minnesota Department of Health; Dr. Herman Kleinman, M.D., M.P.H., Chief, Section on Chronic Diseases, Minnesota Department of Health; Roy H. Larson, Director of Indian Education.

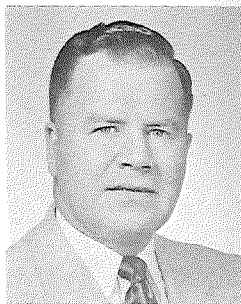
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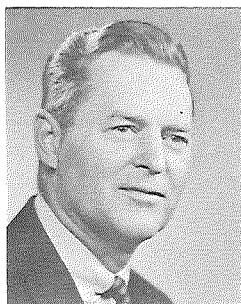
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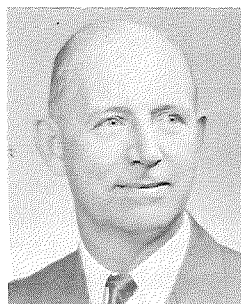
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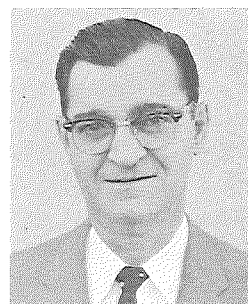
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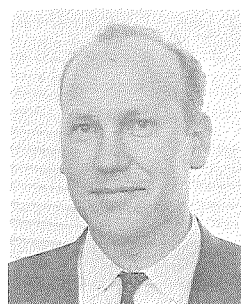
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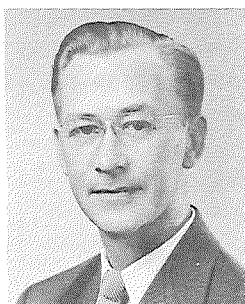
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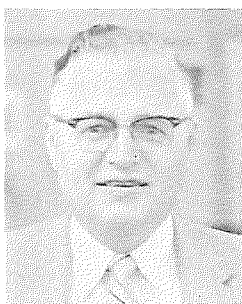
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CY MAGNUSSON
Executive Secretary
to Governor Freeman

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REP. HARRY BASFORD, Wolf Lake, Becker County. 5th term, farmer, sponsored Firearms Safety and Public Access laws, interested in preserving for the public Minnesota's natural resources and recreational areas and its waters.

SEN. GEORGE O'BRIEN, 5th term, retired business man, formerly owned and operated the Riverside Hotel and Motel in Grand Rapids. Chairman of the Public Domain committee.

REP. LOREN RUTTER, 5th term, railroad telegrapher for the Great Northern R. R. Served as mayor, trustee and justice of peace in Village of Kinney. Chairman of House Municipal Affairs Committee.

SEN. NORMAN LARSON, 5th 4 year term. Automobile business. Attended St. Olaf College and University of Michigan.

SEN. JOHN McKEE, 2 terms in the House and 1 term in the Senate. Funeral director, graduate of the University of Minnesota.

SEN. C. C. MITCHELL, 3rd 4 yr. term in Senate. Lawyer, graduate of University of Minnesota.

SEN. TOM VUKELICH, State Representative 4 terms, State Senator 3 terms. Employed by St. Louis County rural schools.

REP. ELMER BERGLUND, 2 terms, conductor on N. P. Railroad, 3 years service in the South Pacific, 25th Division Intelligence.

REP. JOE LORENTZ, farmer, owns and operates 320 acre farm. Married and has 13 children.

REP. AL W. LOVIK, Agent-telegrapher for G. N. Railroad, 2 terms. School board director, member of A. F. & A. M. and E. L. C.

CYRUS E. MAGNUSSON, Executive secretary to Gov. Orville Freeman. Instructor of political science and history and basketball and football coach at Two Harbors 25 years. Mayor of Two Harbors for four terms.

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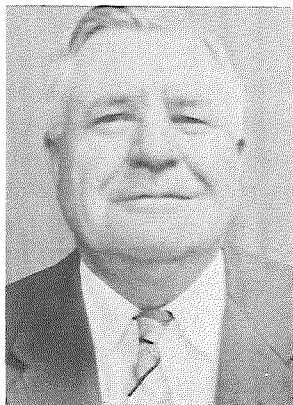
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PREFACE

It is the belief of the Minnesota Indian Affairs Commission that the so called Indian problems stem from the fact that during the past thirty years the Indian people have found it increasingly difficult to obtain the bare necessities of life - food, clothing, shelter and medical care - and as a consequence have been forced to rely on the various welfare boards for assistance.

In years past the Indian people have been able to supply most of their needs by hunting and fishing. However, as the white population increased, agriculturists cleared the land and sportsmen took to the field to hunt and fish. The Indians became more and more dependent on public assistance, all of which caused the welfare load to become heavier and the question arose as to the financial responsibility in caring for these indigent Indian people. Should it be a federal financial responsibility due to the fact that the Indian people were wards of the federal government and originally were located and roamed in every State in the Union and were placed on reservations in certain states by the federal government, or should the financial responsibility rest on the shoulders of those people who live in the states where the Indian people were congregated on those reservations?

Congress has not, as yet, clearly defined the matter of financial responsibility between the few states which have Indian populations and the federal government; and until such time as financial responsibility is clearly defined by Congress progress of integration of the Indian

people into the white society will be extremely slow and with conflicting opinions as to how it should be accomplished.

In 1948, Mr. John Poor, of the Minnesota Department of Public Welfare was given the assignment of studying the Indian problem as it pertained to Minnesota and if his report of 1948 were compared with this report of 1958 it would be found that the situations that existed in 1948 are practically identical with those of 1958 with the exception of those in the field of health.

Basically and aside from the financial end of the problem, the question of reservations comes foremost - "Should there be reservations for Indians or not?"

In the past fifty years this same question has arisen thousands of times with many different answers - on the one hand, there are those who believe that the Indian people should be forced to remain on their respective reservations and that it is the responsibility of the Federal Government to maintain them, and on the other hand, there are those who believe, and just as firmly, that the Indian people should be left to shift for themselves and the reservations abandoned so as to quicken the transition from reservation to assimilation, acculturation and integration with all citizens of these United States, thus saving the taxpayers of all 49 states something in the neighborhood of one hundred and seven million dollars per year, very little of which, dollar and cents wise, the Indian can put in his pocket. Some Indian Bands, who have valuable holdings that can be liquidated get a per capita payment ranging up to a hundred dollars a year per person but on the whole the Indian people get nothing but abuse. Many people believe that every Indian gets a handsome monthly dole from the federal government at taxpayers expense - nothing can be farther from the truth - they

get absolutely nothing per month.

It is the humble opinion of the committee that both of these theories are too harsh and abrupt. We believe that an entirely new approach to the problem should be formulated. One that will take into consideration the fact that to change the mores and cultural standards of any people is a matter that only generations will solve. How can we expect to change in one or two generations the cultural standards of a people or race, who after thousands of years of development have set a criteria that in itself is convention to them (and that includes ourselves). Changes in the conventional or cultural or economic standards is an evolutionary process rather than a revolutionary one and we can refer to laws on prohibition or black and white segregation to prove our point.

When we speak of convention we mean the standards which a majority of a people accept as being righteous, wholesome and as following the golden rule and laws are enacted and amended to follow that convention - laws that will be accepted and followed by a majority of that people. However, we must also take into consideration the fact that the accepted standards of one group may not be accepted by another group.

It is well known that the history of the white man's treatment of the Indian people has been a sorry history indeed. Examples of the treaties and relationships are many beginning with the purchase of Manhattan for \$24 and some trinkets. Other treaties set up reservations designed to permit the Indian to live in his way without interfering with the white conquerors. Unhappily many of these arrangements were subsequently broken and a new reservation area designed when the original became too attractive in the eyes of white promoters and developers. Also, management of Indian Affairs was not always in their best interests. According to a 1948 report the Chippewa tribe of Minnesota had \$17,000,000 in

tribal funds in 1910. These funds had dwindled to \$200,000 by 1948.

Well, anyway, let the dead past bury its dead. If we of the present are to have compassion in our hearts and logical thoughts in our minds for a subjugated people we must review our stand and formulate a new approach, one that will take both theories into consideration and leave something of each and expand the in-between, solidifying the chasm so that the Indian people may tread in our footsteps down life's path without fear.

So we come to the problem of spanning the chasm between reservation and integration.

First, where do we stand today? The federal government through its B. I. A. (Bureau of Indian Affairs) considers the Indians to be its wards. House Concurrent Resolution No. 8 which became effective August 1, 1953, states in part - "It is the policy of Congress, as rapidly as possible, to make the Indians within the territorial limits of the United States subject to the same laws and entitled to the same privileges and responsibilities as are applicable to other citizens of the United States and end their status as WARDS of the United States, and to grant them all the rights and prerogatives pertaining to American Citizenship."

Only in certain cases does the B. I. A. consider the Indian to be its ward and the Bureau's attitude toward the Indian is quite changeable. Where the Indian is concerned, the rules only apply to the Indian leaving the B. I. A. with a free hand. However, it is not for us to criticize them because it is apparent that Congress wants them to play the game just that way, otherwise Congress would define the rules. Where the Indians have substantial holdings of natural resources that are valuable and worth up to many millions of dollars, they take the

pious and holier than thou attitude. Where the Indian people's wealth and resources have been reduced to near zero they then turn their backs and say to the states in essence - "These are not our children, they are yours and your responsibility, take heed and administer to their needs. We hear not your supplications for assistance".

The various states do not think it proper for the federal government to leave the disowned child on their doorstep without just compensation. Because of this attitude the disowned Indian people are being downtrodden and caught in the squeeze by the lack of foresight and compassion of those who govern. As a consequence the Minnesota Indian Affairs Commission feels that a possible solution to the situation is four-fold.

1.

The policy of the Bureau of Indian Affairs should be solidified by Congress so that all states may know just where they stand as far as financial responsibility is concerned. This proposition was brought out quite clearly at the Governor's Interstate Indian Council Conference which was held in Oklahoma City, Oklahoma on October 24, 25 and 26 of 1957 in Resolution No. 8 which was unanimously approved by the delegates to that conference and Resolution No. 8 is quoted in full below -

"Whereas, the Governor's Interstate Indian Council is cognizant of the many and varied problems that face our Indian citizens, and

"Whereas, various state agencies have been striving to develop industries and programs so as to raise the economic and social levels of our Indian citizens, and

"Whereas, said states through their agencies have worked diligently in behalf of the indigent Indian citizen to raise their standards of

living, and

"Whereas, said states have found that the path between reservation and integration is strewn with many obstacles difficult to surmount, and with the financial needs rising above all others, and

"Whereas, said states are trying to solve these financial problems and have tried to cooperate with the Federal Government and work out an equitable program of financial responsibility but have not been able to find solid ground upon which to stand in the matter of financial responsibility between the federal government and the states because no fixed legislation sets forth where federal financial responsibility begins, and

"Whereas, said states have found only a very flexible Bureau of Indian Affairs policy in this matter of where federal financial responsibility end and where state financial responsibility begins,

"Now Therefore Be It Resolved That Congress be urged to enact legislation defining just when federal financial responsibility end and when state financial responsibility begins in their efforts to raise the economic and social levels of our Indian citizens."

Legislation such as is proposed in Resolution No. 8 has been worked out (S. 574) and was introduced in the last session of Congress. The point is that Congress should enact legislation defining financial responsibility.

2.

The various states should be given full responsibility for administering to the needs of the Indian people, wherever found through their existing agencies of the various governmental subdivisions so that there would be no waste

of finances by duplication of services and the states should be fully reimbursed by the Federal Government.

3.

Congress should enact legislation similar to the "Humphrey-Marshall" finance bill to enable the states to help the Indian people to help themselves, at least in the states where the assets of the Indian people have been dissipated.

4.

Our school books and the authors who write them should have more compassion for the Indian people and more truth about the Indian people.

The reasons for the four-fold approach are many and varied, and among them are:

A. Only confusion can exist between the B. I. A. and the states while Congress hesitates to clearly define financial responsibility one way or the other. The laws that are on the books now pertaining to financial responsibility are lawyers laws and a state has to build a federal case in order to get a definite definition. These present laws leave much to be desired.

B. The states are much closer to the Indian people and as a consequence can feel their plight more acutely.

C. Every county in the state has an existing Welfare Agency to care for the needs of the Indian people.

D. It is only by mingling with the white people that the Indians become accustomed to and adjusted to our white society.

E. Such an approach will not cost the federal government one penny more than it does now. As a matter of fact it will cost less in the long run because of integration.

The federal officials say that if the county welfare boards administer welfare services to

the Indian people wherever found in the county or state and are fully reimbursed by federal funds it would be most unfair to the Indian people because it would retard integration and, also, that the county and state would be shirking their financial responsibility.

It is the opinion of the members of the Minnesota Indian Affairs Commission that the officials of the federal government have overlooked or lost sight of the fact that by having the counties care for the welfare needs of the Indian people wherever found the older Indian people can begin to feel at home around white people by mingling with them. While the grown-up Indian people are rubbing shoulders with their white neighbors the Indian youngsters will be playing ball with the white kids in the next block. The youngsters would go to school together and grow up together and more than likely the Indian would become a good self-supporting citizen.

The officials of the Federal Government also lose sight of the fact that although the federal government would be supporting the family, the youngsters would be integrated and the community would be paying the cost of welfare administration; the cost of schooling for the Indian youngsters; the cost of community services such as playgrounds, parks, water, light, sewage, streets that are clean, police protection and many others. The federal officials also lose sight of the fact that not all Indian people find it hard to adjust to the white society. Many of the Indian people work side by side with their white brothers and they have fought side by side in our wars and conflicts and they support their families and the community the same as their white neighbors. We might add that these are the Indians that are seldom heard from or about. It is only the few who find it hard to adjust or have had some misfortune befall them that we are concerned with. Actually under this

approach the federal government carries the lightest financial burden and integration has a chance to move ahead instead of going backward as it now does by tying the Indian down to a land status basis. To tie the Indian down to the land status basis, as proposed by the B. I. A. is a step in the wrong direction and away from integration of the Indian people into the white society, and is against the principles for which Minnesota long has stood.

Speaking of shirking one's financial responsibility - Minnesota most certainly carries her share of the load and much more when it comes to the financial responsibility of any one of these forty-nine states.

The budget of the Bureau of Indian Affairs is increasing each year. In 1958 the budget is approximately one hundred and seven million dollars. (A copy of the budget of the Bureau of Indian affairs for the years 1950 through 1958 is to be found on page 50 of this report.) In these United States there are approximately 400,000 persons who are considered to be Indian and Minnesota has approximately five per cent of them within her borders or somewhere between 20 and 23 thousand. Considering the budget of one hundred and seven million dollars, Minnesota gets less than one per cent, the other ninety-nine per cent is spend in about twenty-five other states and territories that have concentrations of Indian people. Yet the Bureau Of Indian Affairs wishes to force Minnesota to sign a contract for the foster care of children on a land status basis (see Mr. Ray Lappegaard's article for details on Minnesota contracts with the Federal Government) which is against the principles of all Minnesotans. The Indian people are of flesh and blood and have their rightful place in the sun and as such have a God-given right to walk among us without fear. This is impossible under the thumb of land status.

The Minnesota Department of Welfare, the Minnesota Interim Commission on Indian Affairs and the Governor's Legislative Advisory Commission have sent resolutions of strong protest to the Bureau of Indian Affairs and the Department of Interior against contracts between the Federal Government and the State of Minnesota for foster home care of Indian children and relief of distressed Indians that are based on a land status factor.

Minnesota Interim Commission on Indian Affairs

Sen. George H. O'Brien, Vice-Chairman
 Sen. Norman Larson
 Sen. John H. McKee
 Sen. C. C. Mitchell
 Sen. Thomas D. Vukelich
 Rep. Harry Basford, Chairman
 Rep. Loren S. Rutter, Secretary
 Rep. Elmer Berglund
 Rep. Joe P. Lorentz
 Rep. A. W. Lovik
 Mr. Cyrus E. Magnusson
 Governor's Appointee

State of Minnesota
 1958

THE INDIAN WELFARE SITUATION
 IN THE STATE OF MINNESOTA

By Ray Lappegaard

(Ray Lappegaard, Minnesota's Deputy Commissioner of Public Welfare, is responsible for planning and coordinating welfare programs serving Minnesota's Indian citizens.)

The latest fancy among those who, because of their work or their interest, are concerned with American Indians today, is to refer to the Indian "situation" rather than the Indian problem. On the theory that every little bit helps, I will accordingly refer to the Indian "situation", though I must admit to considering this measure precious little help. First - a few essential facts:

All Indians are citizens. In 1924 a congressional act granted citizenship to all Indians born within the territorial limits of the United States. The act specifically provided that "all non-citizen Indians born within the territorial limits of the United States be, and they are hereby, declared to be citizens of the United States; provided, that the granting of such citizenships shall not in any manner impair or otherwise effect the right on an Indian to tribal or other property."

In these United States including Alaska, there are about 400,000 persons known as Indians. The counting process is greatly handicapped by lack of any general definition of an Indian. The census bureau with its practical problem of answering the question, "How Many?", has developed its own definition.

"In addition to full-blooded Indians, persons of mixed white and Indian blood are included in this category if they are enrolled on an Indian reservation or an agency roll. Also included are persons of mixed Indian blood if

the proportion of Indian blood is one-fourth or more, or if they are regarded as Indians in the community. Indians living in Indian territory or on reservations were not included in the population until 1890."

A sound estimate of the number of Indians in Minnesota would be 16,000 or 4 per cent of the national Indian population. Not a sizeable number to be sure, but quite disproportionate in their need of welfare services. These 16,000 persons constitute just about one-half of one per cent of Minnesota's total population. Taking the figures for calendar year 1957, Indians identified on the basis of the census definition accounted for a little more than 11 per cent of the persons receiving general relief; 0.9 per cent of those receiving old age assistance; 6.5 per cent of those receiving aid to dependent children assistance; 5.2 per cent of those receiving aid to the blind and 1 per cent of those receiving aid to the disabled. Considering the costs of all these programs for 1957, Indians accounted for 2.25 per cent of the total costs. About 9 per cent of the total child welfare caseload is identified as Indians.

It can be argued that Indians should not be established as a separate group and identified as a special segment of the population. The fact remains that they have been, and are at the present time. Statements are often made by kind and sincerely concerned people that our past treatment of the Indians, has been atrocious, which it certainly has; that our present efforts to improve their lot are feeble, which they certainly are; and that we must preserve the Indian's culture, which is certainly nonsense in my personal opinion. If preserving the culture of Minnesota's Indian people means to continue their present way of living, particularly in some of the northern areas of our state, I am unalterably opposed to the idea.

Most of Minnesota's Indians are in the northern part of the state; On the Red Lake Reservation; the Nett Lake Reservation, near Grand Portage and Grand Marais; in several communities near Mille Lacs Lake, the Cass Lake Area, and the White Earth Reservation. These groups are members of the Chippewa tribe. In the southern part of the state, in Yellow Medicine, Redwood and Renville counties, there is a small band known as the Southern Sioux.

While the overall figure of an Indian population consisting of one-half of 1 per cent of the state population seems very small, it is obvious that the situation in some of the counties, particularly those with large Indian populations, is quite different. This is especially true when one realizes that Minnesota's welfare programs are operated under the county-operated, state-supervised system.

Living Conditions Studied

To turn back for a moment, it was just ten years ago that the then Division of Social Welfare made a study of the living conditions of Minnesota Indians with special reference to responsibilities of the federal government and state government. This study had as its purpose a determination of what state government must do either administratively or by legislation to bridge the gaps brought about by the elimination of certain responsibilities of the federal government in the field of Indian affairs. It is this elimination or gradual withdrawal of federal services that is the crux of our problem today.

Some idea of what changes have taken place during the last ten years, is indicated in the following facts:

1. The percentage of public assistance costs provided to Indians has increased: 1948, 2.2 per cent; 1957, 2.9 per cent (actual dollar

costs have doubled, but the percentage figure indicates a greater increase of need among Indians in relation to the total population).

2. The number of Indian persons granted some form of public assistance increased by 62 per cent.

3. In the 19 counties with appreciable Indian populations, the percentage of Indians in the total population has increased: 1948, 29.6 per cent; 1957, 38.6 per cent.

Now keep in mind that neither Hennepin or Ramsey counties were included in the above figures. No data exists for comparisons, and only estimates are available on the number of Indians presently living in these two urban counties. Estimates range from 2,000 to 8,000 for the Minneapolis area.

It is obvious that welfare services are badly needed by the Indian population in Minnesota. Providing these services is essentially a simple matter. The tried and tested procedures of the administration of welfare programs apply in this situation as in others. Those of us concerned with welfare programs assume first that the Indian is a person and more like other people than he is unlike them. It would seem the better part of wisdom to consider Indians simply as a group of people in a relatively impoverished condition. The most significant apparent cause for this state of affairs is the low economic level of the areas in which most of these groups are living.

Welfare workers also know that financial assistance alone can only ameliorate these conditions and does little to bring about the kind of permanent change needed if the Indian situation is to be improved. Social services to prevent the further breakdown of social organization, to curb juvenile delinquency, to reduce illegitimacy, in short to help these people become

productive and self-sufficient are needed.

Who Will Pay Bill?

If we know what is needed, what is the problem? Basically, it is the problem of who will pay the bill - the federal government - or the state and counties?

Just what does the federal government consider its responsibility to be toward Indian citizens?

The chief federal government spokesman on this question is the Bureau of Indian Affairs, Department of Interior. Let me make clear at this point that the Bureau of Indian Affairs has been much maligned in the past. One should keep in mind that the personnel of the Bureau of Indian Affairs usually are simply carrying out the directions they have received either from the Congress or from the higher administrative levels. Remarks critical of the Bureau of Indian Affairs should be taken as criticism of the federal government, both the legislative and executive branches.

But what are the purposes of the Bureau of Indian Affairs? An interesting booklet titled "Answers to your Questions on American Indians", published by the U. S. Government Printing Office in 1956 states:

"These purposes include one or more of the following: (1) to act as trustee for Indian lands and money held in trust or restricted; (2) to advise owners in making the most effective use of their lands and resources; (3) to provide services - such as education and welfare assistance - where these services are not presently available to Indians from other agencies; (4) to furnish guidance and assistance to those Indians who wish to leave reservation areas to secure greater opportunities for improving their standards of living; and (5) to collaborate with the Indian people (both tribally and individually) in the development of programs

which lead toward full-fledged Indian responsibility for the management of their own property and affairs, and which aim at the gradual transfer of responsibilities from the Bureau to other public bodies that normally serve non-Indians."

Certainly these are laudable purposes and those groups and persons in Minnesota concerned for the welfare of Minnesota's Indians would be glad to assist the Bureau in carrying them out. Where the rub comes is in connection with Item 5 relating to the transfer of responsibilities from the Bureau to other public bodies that normally serve non-Indians. The transfer of responsibilities for providing welfare services in itself is considered a desirable objective by both the state and by the counties in Minnesota. But the transfer of these responsibilities without any financial support from the federal government is simply more than can be borne.

What it boils down to is this: In the public assistance programs, old age assistance, aid to dependent children, aid to the blind and aid to the disabled, Minnesota Indians are treated in the same manner as are non-Indians. These programs were authorized by the Social Security Act of 1935. At that time it was stated that Indian citizens would have to be eligible for these programs in the same manner as non-Indians or the state would not receive the federal grants-in-aid provided for under the Social Security Act. At that time, the situation was desperate enough that even though some Minnesota officials considered the inclusion of Indian citizens in these programs as improper, no objection was raised.

Today, Indians who meet the eligibility requirements for these programs are granted assistance just as others who need such help. In at least one instance, the state agency (Depart-

ment of Public Welfare) has forced a county to provide assistance under these programs to Indian citizens even though the county did not wish to do so. The county was simply stating an honest and sincere belief held by many people concerned with Minnesota's welfare programs that the welfare needs of Indians are a federal responsibility - but more on that point later.

Providing aid under these public assistance programs calls for financing from three levels of government; the county, the state, and the federal government on a formula basis, so when an old age assistance grant is made, it costs the county and the state money as well as the federal government. When it comes to general assistance (or relief, as it is known) we have a different story, however. There is no federal money used in granting relief, and very little state money. This is a problem which the counties, and in some instances, the townships, bear alone. While objections to providing Indians with public assistance grants even though county and state funds are involved, are only occasionally heard, objections to granting relief to Indians ring loud and clear - the idea being that this is the responsibility of the federal government and has been historically.

State - Federal Contracts

Much of the bitter debate between state and federal authorities today centers around contracts between the state and the Bureau of Indian Affairs. These contracts have been executed since 1952. The history of these contracts is helpful to an understanding of today's situation.

Arrangements began during the 1947 legislative session, when a committee of the legislature went to Washington, D. C. to discuss the unfairness of federal funds being granted for

relief and foster home care of dependent Indian children of other states, and at the same time being denied to Minnesota. The 1949 and 1951 legislatures also appealed to Congress for funds.

At that time, the Bureau of Indian Affairs was operating an Indian school at Pipestone, Minnesota. It has long been a recognized principle of good social work that institution living should be the last resort in providing care for dependent children. The theory, which has certainly been verified, is that there is no real substitute for a child's own home, but the next best thing is another home similar to the one he ordinarily would have had.

This is the reason why the state of Minnesota no longer operates an orphanage and our state institutions house only those children with special handicaps. A moment's reflection should bear out the point that a child given the opportunity to grow up in a foster home in a normal community, attending public school, having the same advantages and difficulties of other children his own age, is going to develop into a better citizen than one brought up in the regimented life of an institution.

It was decided to close the Pipestone Indian School and the Bureau of Indian Affairs informed the state that \$72,321 was available to provide foster home care for the Indian children who ordinarily would have attended the Pipestone Indian School. Accordingly, a contract was entered into, effective October 1, 1952. Because of the small amount of money available, it was decided that only five counties would be involved in the program and would receive 100 per cent reimbursement for the cost of providing foster home care to the Indian children involved. These counties were Becker, Beltrami, Cass, Mahnomen and Mille Lacs. Actually, all dependent and neglected Indian children may receive foster

home care if needed but in the remaining 82 counties, the cost is borne by the state and county without federal funds.

The first contract period ran to June 30, 1953. For the next fiscal year, federal funds of \$110,000 for the foster home care program were provided. For the fiscal year ending June 30, 1955, federal funds of \$110,000 for the foster home care program and \$40,000 for the relief program were again made available and contracts entered into. Considerable discussion took place prior to the signing of each of these contracts.

When the time came to discuss a contract for the fiscal year ending June 30, 1956, the Bureau of Indian Affairs stated they would not renew a contract covering relief costs and in addition demanded that the contract for foster home care for Indian children be limited to \$110,000 with a possible addition of \$40,000 subject to further negotiation. Since it was obvious that at least \$150,000 would be needed for the foster home care programs alone, the Department of Public Welfare did not sign the contract. After more discussions, the contract was finally negotiated on the basis of \$150,000 for the foster home care program alone. This contract wasn't completely negotiated until March 6 of 1956, nine months after that fiscal year had begun.

Discussions and delays of this sort, of course, caused tempers to rise. For the fiscal year ending June 30, 1957, a contract was again entered into covering foster home care of Indian children and involving \$150,000 in federal funds. It was apparent that the cost of this program was increasing as more children were being served. Accordingly, in presenting our case to the Bureau of Indian Affairs for a contract covering the fiscal year ending June 30, 1958 we requested an additional amount of money. Minnesota, in fact, requested enough to

cover the whole state but this was rejected. Nevertheless, agreement was reached that another \$20,000 should be added to the program and accordingly, the contract covering foster home care of Indian children for the fiscal year ending June 30, 1958 did provide federal money in the amount of \$170,000.

Bureau officials often have pointed out that when the program began in 1952, the Pipestone Indian School was serving only a small number of Indian children, (somewhere in the neighborhood of 39) and that as the foster home care program continued, more and more children were being involved, implying, of course, that this was improper. However, fair warning had been given at the start of the program in a statement made May 14, 1953 by Mr. F. W. Nichols, then director of the Division of Social Welfare, before the Senate Committee on Interior Department appropriations. At that time Mr. Nichols pointed out: "To expand the program to all Indian children of Minnesota who need special care because of dependency or neglect, \$200,000 400 Indian children at \$500 per year."

This estimate was made shortly after the program began. Certainly no one was being misled by the state. The obvious rejoinder is - if these children were not being cared for under a foster home care program they would ordinarily have been sent to the Pipestone Indian School.

No one disputes the fact that the cost of care of a child at the Pipestone Indian School would be greater than the cost of care for a child in a foster home. Occasionally we hear the implied charge that the existence of a foster home care program supported by federal funds is a convenient means whereby the county passes its responsibilities off on another unit of government. This charge can be laid to rest quite simply when one considers what is involved in placing a child in a foster home. No child can

be removed from his own home without the consent of his parents, except by a court order following a hearing in dependency and neglect. Accordingly, a foster home cannot be used unless it is really needed. The other advantages of foster care are that the children needing service become known to social agencies before they reach school age, and in foster homes they get an excellent start in terms of both physical and emotional health. Each child's case is carefully reviewed before he is placed in a home. With the foster home program as a base, our attempt at placing these children in permanent homes through adoption has been meeting with greater success. The children are learning to get along in predominately white communities and in many instances in non-Indian homes, which is certainly the situation they will face as adults.

It is always helpful to take a look at the end result of these programs, so consider the following case example of Chuck:

Chuck is one little boy who never has trouble in deciding whether he wants to "join up with the cowboys or join up with the Indians". Whenever he and his small friends begin their cowboy-Indian games, Chuck merely announces, "I am an Indian!" It is extremely obvious. There is no point in disputing this fact.

We know for certain that Chuck's natural mother is an Indian, but no one is quite certain who his natural father is. His mother was married when Chuck was born, but her husband insisted, for good cause, that he was not the child's father. The family situation became more and more strained; finally Chuck's mother asked her county welfare board to find a "good home" for her little boy. Had Chuck been born several years earlier, his mother, following what had been the long tradition of her people, undoubtedly would have wanted Chuck to grow up in an Indian school. This would have meant that Chuck would have

grown up with no experience in family living and no family to turn to in those moments when all of us, large or small, need to belong to someone. Instead, Chuck's mother, recognizing that he would live in the age of the white man, wanted Chuck to have the advantages of the white man and to live his kind of life.

After due consideration, the county welfare board decided, along with Chuck's mother, that he would need and should have a permanent adoptive home. Everyone knew that it would take a while to find just the right adoptive home for Chuck, so in the meantime he was placed with a boarding family who had just the right touch with little boys. In very short order, Chuck and his boarding parents were most satisfied with each other and Chuck rapidly developed into an intriguing and appealing child.

It took us a while to find the right adoptive home for Chuck. During this time of searching, his foster parents alternated between hoping we would be successful and hoping we would fail. On one hand they knew they would not be able to take care of Chuck until he grew up and, therefore, very much wanted him to have a home of his own. On the other hand, they realized their house would be awfully quiet when he left.

But when we finally found Chuck's "family", his boarding parents really were quite pleased. They wanted to be certain that his permanent parents could understand and love a little Indian boy and accepted our assurance that everything would work out well. And things have worked out well. Chuck and his older "brother" aren't particularly concerned about the fact that one has bronze skin and the other white skin. As for their parents - well, they love both boys equally. Sometimes when their husky sons rush around in all the activities dear to the hearts of little boys, they smile and say, "We certainly are raising a couple of

Indians?"

Naturally, not all cases have worked out as well as this, but neither have all cases in the foster care program for non-Indian children. At this point, you might well ask: With all these good things to be said for the foster home care program what is the difficulty in continuing it on this basis?

Stumbling Blocks

There are two main reasons. One is that the counties don't like the idea of this program being limited to only five counties, especially since it seems to be working well. It should apply throughout the state and also the state has an honest and sincere conviction that relief, as well as the foster home care program, is a federal responsibility and that responsibility can be met by federal financial support. With regard to the public assistance programs previously discussed, the federal government already is making a contribution although of course it is not supporting the full cost of grants made to Indian citizens.

The second reason is the Bureau of Indian Affairs' insistence that it will not negotiate another contract unless it provides that any services given are limited only to Indians living on "Indian lands." Indian lands is the real stumbling block to our efforts at cooperation with the Bureau of Indian Affairs.

In brief, as the United States grew, Indians were either moved to lands or were given rights to certain lands called reservations. As time went on, the concept was established that the Indian people should be integrated into the national community on an equal basis with non-Indians. In this process, some reservations were "allotted" which meant that the land and resources previously owned communally by the tribe was split up among the individual members.

Individual Indians could then sell their land or lease it, or use it in other ways subject to the approval of the Bureau of Indian Affairs.

As a result, here in Minnesota a county with a large proportion of Indians has various plots of land which are still owned by Indians within its borders. These lands are tax exempt. However, whereas one lot may be owned by an Indian, the one next to it may have been sold to a non-Indian. The individual Indian, of course, is free to move and live where he chooses and this causes considerable complications in trying to determine whether he is living on "Indian lands" or on non-Indian lands. To add to the confusion, the reservation at Red Lake is still a "closed reservation" and is still owned by the tribe communally. The state and county governments have no jurisdiction on this reservation. When the Bureau maintains that any help they give in providing welfare services to Indians must be limited to Indians on "Indian lands", they base their claim on congressional intent and Bureau policy. There is no statute enacted by Congress which says things must be this way.

Minnesota has repeatedly pointed out the administrative impossibility of adhering to this land status factor as the Bureau insists it must. In this connection, the Minnesota Department of Public Welfare has two contracts with the Public Health Service, U. S. Dept. of Health, Education and Welfare, under which (1) treatment for tuberculous Indians is provided at the State Sanatorium at Ah-gwah-ching and (2) medical services to Indians in need is provided through the county welfare boards of selected counties. In both these contracts, eligibility is restricted but a method of estimating the number who would be eligible is used in the contract calling for T. B. services and a list of eligible Indians is used on the medical services contract. In this way, services are given first and the question

of which level of government pays the bill is settled later. Here again, the state and the counties vigorously protest the limiting of services to Indians because of their residence on a certain kind of land but without success to date.

However, to return to the contracts previously discussed with the Bureau of Indian Affairs, we have a history of eight separate contracts over a period of six years, none of which have contained this land status factor. To say that the state and the counties are puzzled at the bureau's present insistence on including such a provision in future contracts is a new high in understatement.

Legislative Interim Committee

While the Department of Public Welfare has the problem of doing with what it has, the best it can to provide Indian citizens with welfare services, the Minnesota Legislative Interim Committee on Indian Affairs, which has been in existence since 1947, is concerned with all aspects of the Indian situation in Minnesota. This committee must be given a large part of the credit for developing the contracts that have been in effect. They have steadily pounded away at the need for a definition of who is an Indian and a need for resolution of this fundamental question of who is responsible for the services they need. While results admittedly have been meager, the time and effort expended has been tremendous and demonstrates a selfless concern for the interest of Indian citizens. The work of this committee in developing the economy in and near Indian lands has not been marked with outstanding success either but some progress has been made. Hopefully, this work will lessen the need for welfare assistance.

Legislation

One of the most impressive achievements of the

Legislative Interim Committee on Indian Affairs was the adoption by Minnesota, North Dakota, South Dakota and Wisconsin of the North Central States Indian Policy Declaration. The central thesis of this document was to set forth a clarification of the relationship between the federal government, and the states and other political subdivisions. The declaration contains a precise and comprehensive survey of the administration and financing of Indian welfare programs in selected states. The variety and difference of these programs is enough to cause consternation among those who believe that the federal government should have one general policy governing its relationship with the various states.

Naturally the basic premise of the declaration is that Indian welfare is a federal responsibility and it goes on to point out that there should be uniformity among the various states of services provided by the federal government or in the reimbursement provided by the federal government. As a direct result of this North Central States Indian policy declaration, a bill was drafted and introduced in Congress on January 14, 1957. It was known as S-574. It provided:

1. That the United States will pay the actual cost of certain services contracted for Indians in the states of Minnesota, North Dakota, South Dakota and Wisconsin, and
2. For a more equitable apportionment between such states and the federal government of the cost to provide aid and assistance under the Social Security Act to Indians.

This latter purpose was aimed at a special amendment to the Social Security Act which provides that where the Navajo-Hopi tribe is concerned, the contribution of the federal government to the cost of old age assistance, aid to dependent children and aid to the blind, is equal to about 93 per cent of the total cost

of the grant. States involved are New Mexico and Arizona. In Minnesota and all other states, the federal contribution under these programs is the same amount as when the grants are made to non-Indians, about 50 per cent.

The bill didn't get anywhere in Congress but it is important because it illustrates so effectively the basic issues in the controversy between the Bureau of Indian Affairs and the states. No hearing was scheduled on the bill and reports opposing it were sent to Congress by the Department of Health, Education and Welfare; the Department of Interior; and the Bureau of the Budget. To make the picture complete, the Association on American Indian Affairs, an organization long noted for its concern for American Indians, also issued a statement in opposition to this bill. There is bitter humor in realizing that this bill marked one of the few occasions on which the Association of American Indian Affairs and the Bureau of Indian Affairs were in agreement.

The report on this bill submitted by the Department of Health, Education and Welfare, states, "this and predecessor administrations have pursued a policy of encouraging and promoting the full acceptance of Indians into state and community life so that as individuals they will participate in responsibilities and services on an equal basis with other citizens." There can be no quarrel with this policy. I think, however, it is the ultimate in kindness to say that this policy has not been markedly successful and certainly has not been noted for the rapidity with which it has been carried out.

The report further states that S-574 precludes any arrangement for federal-state sharing of financial responsibility for services to Indians. Admittedly this is true because of the sincere and honest belief on the part of

our state and local officials that this responsibility is one which belongs to all 48 states. We also happen to believe that even if federal financial support were provided, Minnesota would be providing its share of such financial support through its contributions to the taxes collected by the federal government.

The following quote from the HEW report on S-574 is especially interesting:

"In line with the above-mentioned policy of encouraging and promoting the full acceptance of Americans of Indian ancestry into State and community life, and having regard to the problem areas where the need for Federal assistance is most acute and the Federal concern most apparent, special health and welfare services to these Americans have been, in general limited to those residing on tax-exempt property held in trust for Indians by the Federal Government and to those residing on other tax-exempt lands held for Indian use under the jurisdiction of the Federal Government. This is not intended to suggest that eligibility of Indians for such services, in this transitional period, has been or properly can be imprisoned within the confines of this or any other rigid formula; on the contrary, the extremely complicated and diverse nature of the problems confronting the two Departments primarily concerned with assistance to or on behalf of Indians has required, and it will continue to require, the kind of flexibility to make adjustments or exceptions afforded by the present law."

The provision that federal assistance is provided only where the need is most acute and the federal concern most apparent, and in general limited to those residing on tax exempt property held in trust by the federal government is ridiculous, at least in Minnesota. When we were informed by the Bureau of Indian Affairs that any new contracts for the fiscal year beginning July 1, 1958, would have to include a provision

for land status, the Minnesota Dept. of Public Welfare tried to ascertain the administrative problems this would impose. We were assured by the Minneapolis area office of the Bureau of Indian Affairs that detailed checking of each Indian family in relation to their abode would be required, but that this did not pose an insurmountable obstacle. However, members of the staffs of our county welfare boards who would be responsible for the actual certification of eligibility of Indians for service, informed us that they did not consider it possible to administer contracts including this provision. The Beltrami County register of deeds stated that his office could be of practically no help in this matter. Indian allotments are scattered. Reservation limits are of no help except on the Red Lake Reservation which is a closed reservation. This also would be the general answer from the register of deeds in other counties.

The county treasurer's books indicate the tax paying status of all property in the county. If an agency came to the county treasurer with a specific property description, he could tell whether or not it is being taxed but the treasurer would not know for sure whether the land was an Indian allotment.

The Minnesota Indian Agency at Bemidji appeared to be the best source of information on what land is titled land and what is allotted lands held in trust for the Indians. Accordingly, this matter was discussed with the superintendent of the Minn. Indian Agency by the executive secretary of the Beltrami County Welfare Board. The superintendent of the Minn. Indian Agency pointed out that because of the mobility of the Indians, the Indian Agency could certainly not tackle the problem of certifying as to their locations. They have little idea as to where individual Indians are living at any specific time. Also he did not feel that his agency should be responsible for certifying to the

state as to specific property descriptions. Certification of land status therefore is a considerable problem which undoubtedly could be done only with a great deal of effort and, on expenditure of funds which could be better spent on Indian welfare.

One further note concerning this factor of land status. We are informed, and it appears true that the amount of allotted lands held in trust is noticeably and continually decreasing as land is sold and transferred. In short, the insistence on a land status factor is inevitably throwing the entire burden of providing needed governmental services on the state and counties. In this connection, I quote a North Dakota public welfare administrator- "We believe the Bureau of Indian Affairs is and should be a resource to the public welfare program unless clearly defined otherwise because; it has equal responsibility for all Indians; it has facilities for discharging its responsibilities; it has funds appropriated to it for the purpose of discharging its responsibilities; and its responsibilities are not newly defined, but are historical. We believe any transfer of responsibility should be accomplished in an orderly and clearly defined procedure, rather than by shifting and shifty methods."

The HEW report also states that the need for federal assistance must be acute and a special federal concern most apparent before it is believed that federal support should be granted. In Minnesota, Indians constitute about one-half of one per cent of the total population but their need for welfare aid and services, as previously shown, is highly disproportionate. The determination of when an acute need exists should not be left solely to the Bureau of Indian Affairs.

We wholeheartedly endorse the view that a clear-cut federal responsibility exists and until this responsibility is changed by statute,

provision should be made for federal financial support to states which are anxious to help their Indian citizens. There was no thought on the part of the proponents of the four-state bill that it be restricted to North and South Dakota, Minnesota and Wisconsin. We would like very much to see its provisions extended to other states as well.

The Department of the Interior report on S-574 indicated that the definition of an Indian contained in the bill was much broader than any now in use. We would only point out that it is a combination of all the definitions now in use. It is to our mind lamentable that no clear-cut definition exists. It is equally lamentable that the Dept. of Interior has not made much headway in requesting Congress to provide such a clear-cut definition which could go a long ways to clearing up the difficulties the Bureau experiences, as well as those bothering us in states with sizeable Indian populations.

The Department of Interior report also mentions that the gradual assimilation or acculturation of persons of Indian ancestry into the main stream of American life on the same basis as other citizens has been taking place over a period of two or more centuries. The programs of the federal government are aimed at accelerating this process, the report goes on to state. It is our contention that the continual efforts to impose a greater and greater burden on the states and local governmental units which must provide the necessary services without adequate resources and without outside help will do far more to identify the Indian as a "problem". The result will be more obstacles to the assimilation process.

Members of the Legislative Interim Committee on Indian Affairs met with Bureau of Indian Affairs officials in Washington, D. C. Sept.

11 and 12, 1957. Main purpose of the meeting was to discuss the contracts which hopefully would be entered into for the fiscal year beginning July 1, 1958. I accompanied the committee on this trip. The main point of information gained was the insistence of the Bureau that they could not enter into any new contracts which did not contain a land status factor. In short, only Indians who were on "Indian lands" would be considered eligible for services reimbursed by the federal government. The thought was that all Indians were eligible for service but if the Indian was not residing on "Indian lands" then the state and counties would have to bear the full cost.

We also learned that this insistence on land status was not based on statute or law but was simply a policy built up over a long period of time. When we asked how in the world we had managed to have six foster care contracts and two direct relief contracts negotiated, signed, completed and executed, which contained no reference to land status, we received no answer other than - it shouldn't have been done.

For the present we have again asked the Bureau of Indian Affairs to sign another contract for the fiscal year ending June 30, 1959 on the same basis as the previous year. It seems incredible that simply continuing previous agreements would be denied.

The Interim Committee intends to continue its work for congressional action, at the same time encouraging the Indians in self-help projects to promote industries in their areas. Keeping alert to all possible sources of help to improve conditions generally is another unglamorous but essential task the committee optimistically performs.

What Needs To Be Done?

What needs to be done?

1. We need a definition of an Indian - a

definition expressed in congressional enactments which will apply uniformly throughout the country. I, for one, would like to hear no more about why such a definition is difficult to develop. It is obvious that definitions of various sorts are now in use in order to carry out programs now in operation throughout the country.

2. A congressional enactment dealing with "Who is responsible for What" with regard to our Indian citizens. The transfer of responsibility to the states by shifting methods cannot be condoned. A forthright statement as to what the federal government will and will not do with regard to governmental services for Indians is vital to any program of bettering the living conditions of members of these groups.

3. A transfer to the states of the responsibility for providing services with federal support. Too few people realize the positive aspects of today's welfare programs. With its emphasis on prevention and rehabilitation, welfare programs such as those in Minnesota could do much to eliminate and prevent economic dependency among our Indian citizens. Over a period of time the result would be a lessening of the total cost. In this connection it might be well to consider a transfer of the Branch of Welfare of the Bureau of Indian Affairs to the Dept. of Health, Education and Welfare. I have yet to find anyone who does not believe the transfer of health responsibilities from the Bureau of Indian Affairs to the Dept. of Health, Education and Welfare was not in the best interests of the Indians.

4. Acceptance by the states of responsibility for providing welfare services to Indians with federal financial support. In Minnesota, willingness to accept this responsibility has been clearly demonstrated. Such an acceptance of responsibility is necessary if we are going

to achieve any integration of the Indian into the general population. There should be no need to duplicate in the Bureau of Indian Affairs the welfare programs of the various states.

Perhaps more than anything else is the basic need for more action and less talk. As an Indian spokesman stated at a discussion which I attended, "I have a blister on my stomach from rubbing up against that table I've been sitting down around to talk things over."

Respectfully submitted,

Ray Lappegaard
Deputy Commissioner of Public
Welfare

MINNESOTA DEPARTMENT OF HEALTH
UNIVERSITY CAMPUS, MINNEAPOLIS 14, MINNESOTA

INDIAN HEALTH PROBLEMS IN MINNESOTA:
PAST, PRESENT, AND FUTURE

On an early summer day in 1879, a physician at the Red Lake Indian Agency, wrote the following in the pages of his U. S. Indian Service Medical Record Book.

"Now on the 23^d day of June, 1879 after very nearly six years of service - I began July 3^d, 1873 - I hereby surrender this 'Record' to my successor - having resigned my office, with the kindest personal wishes for the Red Lake Indians. I am yours truly

C. P. Allen"

Now quite satisfied with that, Dr. Allen continues.

"To my successor-

Although an entire stranger to you I nevertheless wish you abundant success in caring for the sick and distressed of this interesting people. While they possess, in common with any ignorant people, some defects of character, my heart goes out in sympathy to them in their adjectly wretched condition. May Heavens richest blessings be showered on you and these Indians.

Very Respectfully,

C. P. Allen"

These simple and sincere sentiments mark the career's end of one of the early agency physicians at Red Lake. In these words there is contained all the misery and sordidness of the Indian's health in the past together with the sentient compassion of the man who ministered to them.

A day earlier, Dr. Allen had written, "Dispensing medicine to a great many who do not expect

another physician here for sometime". And in this sentence there is reflected all the uncertainty that existed, and indeed still exists to some extent today, over the Indians' future health prospects. However, there is a note of cheer here. For, this is one of the earliest records that indicates the acceptance of white man's medicine, by the Indian.

There are a number of ways in which one could approach the history of health services to the Indians in Minnesota. One could simply be chronological. Or, one could deal with the outstanding personalities in this field. A history of the various disease problems that affect Indians would be still another way of recording the story. A long term view, however, suggests that the problems of Indian Health and the ways in which these were handled, fall into four epochs or eras.

The first and earliest era began roughly at the end of the Civil War and extended to the turn of the century. This era was characterized by the treatment of the individual sick Indian by federally appointed medical officers or, as was true in many instances, by private community practitioners. Dr. Allen, for example, was one of eight physicians who served at Red Lake from 1864 to 1900.

The second era started in 1900 and ended in 1955. During this time the Bureau of Indian Affairs in general increased its activities in the health field. Federal hospitals for Indians were built during this period and many of these are still functioning. During this time, too, there was an increased participation by state health authorities in the health affairs of the Indians. Characteristic of this period too, was a series of surveys of Indian health problems. Some of these were conducted by the U. S. Public Health Service for the Bureau of Indian Affairs and others were conducted by the state health department itself. Some of these surveys were

directed toward a single disease such as trachoma or tuberculosis. Others, like the surveys sponsored by the state authorities were of a more general nature. This type of activity has continued at intervals down to the present day.

The third era, in which we are now living began in 1955 when responsibility for Indian Health was transferred from the Bureau of Indian Affairs to the U. S. Public Health Service. This move came about principally through the efforts of Dr. A. J. Chesley and was prompted by the realization (let us be frank) that the Bureau of Indian Affairs was meeting with indifferent success the problems of staffing its health units and projecting an effective over-all health program. The transfer further pointed out that Indian health was now considered a part and parcel of the nation's health as a whole.

The fourth era is the future. Now, for this era, the objective is the ultimate one of integrating the health services for Indians into the health services for the individual communities and the state as a whole. In Minnesota, some progress has already been made in this direction and the prospects for a complete realization of the ultimate goal are bright.

These different eras are by no means sharply demarcated either in time, type of activity, or in the degree of cooperation between federal and state authorities. In the first era, for example, Dr. Charles Hewitt, the state's first health officer, was greatly concerned over the smallpox problem among Indians. This concern is recorded in a lively correspondence that went on between Hewitt and various Indian agents as well as the secretary of the interior himself. Hewitt's letters are masterpieces of polemic and the replies he received from the agents and the secretary were equally masterpieces of evasion. The second era marks the period of greatest

concern of the state health department with Indian health problems and this interest has continued into the present period when the U. S. Public Health Service has become the responsible federal agency. The state's interest, of course, must and will continue because it is only through negotiation with the federal agency that ultimate integration can be achieved.

From the standpoint of historical significance one can justifiably dismiss the 1st era and the 3rd or current era. The earliest era is now too far in the past and too remote from present public health concepts and achievements to have anything but pure historical importance. The third or U. S. Public Health Service era is too new and has been in operation too short a time to be subject to proper evaluation. Nevertheless certain impacts of this vast and resourceful organization are already being felt. Indian health units are being more completely staffed; there is an increased use of hospital and outpatient facilities; certain diseases such as tuberculosis and those that kill infants are now showing more favorable indices; and in general the administrative machinery to attack the problem as a whole is being set up. However, these phenomena are not particularly new. The Indian, at least in Minnesota, has always accepted the white man's medical help - when it has been available. Peculiarly enough, the present stature of the white medicine man is not by any manner of means solely due to his own efforts or to the efforts of the agency for which he works. If the physician working with Indians is well received, a great deal of the credit must go to the Englishman, Fleming, for penicillin, to the German, Domagk, for the sulfonamides, and to the Russian immigrant in New Jersey, Waksman, for streptomycin. Let us not, though, disparage our own efforts. It is enough that

we have made these instruments of health available to an ever increasing proportion of Indian people.

There remain however vast areas of health, both personal and public, in which much remains to be done. Diarrheal diseases are still a big problem on Indian lands. There is still much to be desired in fields of dental health, maternal welfare, nutrition, etc. These are all problems where individual and community participation are necessary for success. A simple "shot" will not take care of the situation. The effort here must be directed towards health education, personal hygiene, and family and community sanitation. The ultimate goal must be to make the individual Indian the equal of his white neighbor in matters of health. Since, by the very nature of the problems involved, the goal cannot be reached except through individual citizen participation, it becomes obvious that complete health integration cannot proceed without concomitant cultural, social, educational, and economic integration. The medical techniques involved are, per se, ridiculously easy. The techniques of cultural, social, educational, and economic integration are much more difficult. These are techniques and attitudes in which we, in spite of our boasts of brotherhood and equality, are not so adept.

Having thus summarily and perhaps somewhat unfairly disposed of two historical eras, it remains now to consider the two remaining eras. Some review of the era between 1900 and 1955 would appear to be desirable to illustrate the extent to which the state health officials had by this time become involved in the Indian Health problem. A consideration of the future is, of course, paramount if our program is to be forward and not backward.

As early as 1912 trachoma was made an object of control and in response to a request from the Minnesota Department of Health, the United States Public Health Service and Marine Hospital Service sent Dr. Taliaferro Clark to Minnesota to begin this work. Dr. Clark found so many health problems that he recommended a more elaborate survey which Congress approved August 24, 1912. This survey was not confined to Minnesota nor to trachoma. In all, about six trachoma surveys were undertaken, the last in 1925. The other disease which commanded attention at this time was tuberculosis. Minnesota, and other states made many surveys of tuberculosis among the Indians and a committee of the National Tuberculosis Association appointed October 28, 1921, later issued its "Tuberculosis Among the North American Indians" as a Senate Print, 67th Congress, 4th Session.

A set of definitive health surveys was set up and carried out by the Minnesota Department of Health in 1929, 1930, and 1931. These surveys were conducted in the order mentioned at Rice Lake, Red Lake and Cloquet. While of a general nature, the findings at these clinics are of particular interest with respect to tuberculosis.

<u>1929 Rice Lake</u>	<u>1930 Red Lake</u>
711 examined	1091 examined
103 cases found	241 cases found
36 adult type	31 adult type
67 childhood type	210 childhood type
<u>1931 Cloquet</u>	<u>1931 Mobile</u>
144 examined	2724 examined
10 cases found	731 cases found
10 adult type	152 adult type
	579 childhood type

In 1923, the State Board of Health hired its first Chippewa Indian public health nurse with a U. S. Children's Bureau grant matching a gift of Herbert Hoover, then president of the American Child Health Association. Other Chippewa nurses

were employed as available and between 1923 and 1927, four such Indian nurses were working among their own people. Within a year these Chippewa nurses had made almost as much as 3000 home visits and had immunized 2000 Indian children against diphtheria.

In 1924, the U. S. Indian School at Onigum, not then being used, was adapted and opened as a tribal tuberculosis sanatorium of 85 beds. The Chippewa Indian nurses filled it quickly. Congress had appropriated \$50,000 to equip and maintain this institution for a year to find out whether Indians would accept sanatorium care. U. S. Indian Service physicians and nurses, cooperating with the state board of health public health nurses, State Board of Control and State Sanatorium Staff made it a success until December 29, 1934 when Onigum burned. The patients were taken across the ice of Leach Lake to the State Sanatorium. The Indian Sanatorium at Onigum had been in operation 10 years and during that time had admitted 877 Indian patients.

Before the Onigum fire, in 1931, the State Advisory Council on Indian Affairs had petitioned the Congress to provide a Chippewa wing to the state sanatorium because the Onigum building was difficult of access, not fireproof, and completely unsuited for continued use. In 1933 at an extra session, the Minnesota Legislature authorized the deeding of land on the State Sanatorium grounds for the site of the Chippewa wing, which was constructed and equipped with Federal funds from various sources and opened for patients on August 1, 1935.

The Chippewa Indian public health nurses had a brilliant but short career. It was found that the Indians responded as well to non-Indian nurses as they did to nurses of their own kind.

In January of 1935, Dr. Robert Barr for the State Board of Health established the Chippewa Indian Health Unit with headquarters at Cass Lake

furnished by the Consolidated Chippewa Agency. The burden of this unit's work was carried for many years by Dr. P. T. Watson who came from China to the department late in the year 1935. This unit operated until quite recently as a co-ordinating agency between the activities of the Health Branch of the Bureau of Indian Affairs and all of the state activities in the Indian health category.

By 1936 then, the State of Minnesota was deeply involved in matters pertaining to Indian health. Through the Chippewa Health Unit, it had a full time health officer whose work was the prevention and control of diseases among the Indians of Minnesota. It was treating tuberculosis under the terms of a Federal-State contract at the Chippewa wing of the State Sanatorium. It had instituted public health nursing services in cooperation with the Indian Bureau beginning in 1923 with the employment of nurses of Indian ancestry. Even today the state assumes in one case the entire financial burden for a public health nurse's work with Indians and in other cases assumes a major portion of this burden where Indians happen to be involved. The full resources of the State Department of Health are available to any Federal Health Agency or to any individual Indian on a cordial "no questions asked" and "no fee charged basis". Most important, a heritage of concern has been built up with respect to Indian Health. This began with Hewitt, was inherited by Bracken and reached a peak of altruistic personification in Albert Chesley. With this background there is no one in the present Department of Health who would dare to be unconcerned about Indians.

General hospitals for Indians other than tuberculosis sanatoria appeared in Minnesota between the year 1912 and 1914. At these times there were constructed at White Earth, Red Lake, and Cloquet, frame structures of (see page 53)

ANNUAL REPORT OF INDIAN EDUCATION
FOR THE SCHOOL YEAR 1957-1958

By Roy H. Larson
Minnesota Director of Indian Education

The annual report divides the schools in which eligible Indians are enrolled into two general classifications, namely "budgeted" and "non-budgeted". A budgeted school is one in which the Indian pupils are in the majority or represent a substantial percentage of the student body. Non-budgeted schools are those with small Indian enrollments or those who receive only special services such as transportation and/or free school lunches. To be eligible for any of the above services an Indian must be one-fourth (1/4) degree Indian or more and whose parents reside on federal Indian trust lands.

The state law giving the State Board of Education the authority to enter into a contract with the United States Department of the Interior for the education of Indians in Minnesota, Sec. 120.11, subdivision 11, reads as follows: "Indians; contracts with the United States department of the interior. The state board of education is hereby authorized to enter into contracts with the United States department of the interior for the education of Indians in Minnesota, to receive grants of money from the federal government and to disburse the same in accordance with the terms of the contract and such rules and standards as the state board of education may establish."

The first contract under Section 120.11, subdivision 11, was approved July 11, 1936, for the school year 1936-37 in the amount of \$85,000. Over the years this amount has increased until it now amounts to \$310,200, but the state's contribution has increased by a larger proportion. For the year 1937-38 the state contribution was \$72,922.47; ten years

later it was \$246,509.72. By 1957-58 it had increased to \$632,326.82.

Several school districts were granted federal funds to enable them to provide the best possible facilities for the eligible Indian pupils enrolled. The schools who were able to put these new facilities into use the past year were Nett Lake, #707; St. Louis County at Orr; Deer River, #317; Naytahwaush, #433 in Mahnomen County; and Pine Point #26 in Becker County; and Walker #119 in Cass County. Mahnomen, District #432 is in the process of building an addition consisting of several classrooms as a result of a grant from the U. S. Office of Education under Public Law 815, Title IV. Waubun, School District #434, Mahnomen County, is also in the process of adding several classrooms to its present building as a result of a \$100,000 grant under this law.

Independent School District #478, Mille Lacs County, applied to the U. S. Office of Education for funds to build an addition to its present building consisting of a kitchen and a multi-purpose room, and for some remodeling of the present structure. A tentative grant of \$65,000 was allotted the district. The board of education is awaiting final approval of the grant to enable them to authorize the architects to prepare plans and specifications.

The policy of closing small schools with only Indians enrolled and integrated into nearby schools with both Indians and non-Indians enrolled is still in effect. Last fall Ball Club was closed and the pupils transported to the new Deer River school. The past year five grades at Inger were transported to Deer River or the North school.

There appears to be a marked increase in higher education on the part of the Indian youth as evidenced by the requests from them for a scholarship grant or for admission to Haskell

Institute, Lawrence, Kansas. The state scholarship committee has already allocated almost all of the state Indian scholarship grant.

The attendance of the Indian pupils is varied. The attendance of the elementary grades is excellent. Several schools show a percent of attendance in the mid-nineties. In one school it was 97.1%. There were several schools whose percent of attendance varied from 94% to 95%. The junior high school period shows a marked decrease in attendance. This brought the percent of attendance down to 88.5%.

A total of 1730 pupils were enrolled in the elementary grades during 1957-58 for a decrease of 45 pupils from last year. A total of 873 secondary pupils were enrolled the past year. This is a decrease of 46 pupils from the number for the year previous. Part of this decrease in enrollment, it is felt, is due to the Relocation Program of the United States Bureau of Indian Affairs. The total number of high school graduates for the year 1957-58 was 79. The number of eighth grade graduates was 179.

Respectfully submitted,

Roy H. Larson
Director of Indian Education

AMENDMENTS TO PUBLIC LAW 874
AND THEIR RELATIONSHIP
TO THE JOHNSON O'MALLEY ACT

Congress has amended Public Law 874 to include Indians living on federal land for school aid. These changes took place during the 85th Congress, Second Session. Indians in the past who earned federal funds for a school district under the Johnson O'Malley Act will now be counted for federal assistance under Public Law 874 to the extent of their eligibility. All of the administrative blanks for securing the necessary information to make payments under Public Law 874 are now being prepared by the United States

Office of Education and will be available shortly. It is our understanding that a meeting will be held in Minnesota in the near future with a representative from the United States Office of Education present to explain the changes in Public Law 874, especially those sections that relate to Indians living on federal land. We have been told that a payment will be made to districts that qualify for funds under Public Law 874 at an early date.

Minnesota will continue to have a contract under the Johnson O'Malley Act which will take care of state administrative and supervisory expenditures and will provide supplementary aid to school districts in those instances where all district resources, including entitlement under Public Law 874, indicates additional aid is needed for eligible Indian pupils.

We have been assured by our Congressmen, representatives of the Indian Bureau and the United States Office of Education that Minnesota will not be adversely affected by the changes in Public Law 874.

After the provisions of Public Law 874 have been used during one full school year, we shall be able to state definitely whether or not the education of Indian children has been materially affected.

STATE INDIAN SCHOLARSHIP PROGRAM

Minnesota Laws of 1955, Chapter 613 provided scholarships for Indian students in accredited or approved colleges or business, technical or vocational schools. The amount of funds appropriated for the school year 1955-56 was \$5,000, for the school year 1956-57, \$7,500; for the school year 1957-58, \$7,500 and for the school year 1958-59, \$10,000. The scholarships are limited to Indian pupils who have one-fourth degree or more Indian blood. A scholarship cannot exceed eight hundred dollars to any

student during any one year. A student going to college may be awarded a scholarship for not to exceed four years of training. The scholarships are awarded by the State Board of Education with the advice and counsel of the Minnesota Indian Scholarship Committee.

During the 1955-56 school year, fifteen eligible Indian students were given financial assistance from the state scholarship funds. The average amount of a scholarship was \$331. The total amount spent for scholarships during 1955-56 was \$4,963.23. Most of the students awarded scholarships have done well with their advanced training. The number of students who have dropped out of school for various reasons is not any higher than it is for non-Indian students.

During the school year 1956-57, 26 students were awarded scholarships in the amount of \$7,500. The average amount of money actually paid a student ranged from \$72.75 to \$550. The average amount paid per student was \$288.46.

During the school year 1957-58, 24 eligible Indian students were given some financial assistance from the state scholarship fund. Five of the 24 students quit during the school year, two of them were girls; three of them boys. Ten of the students who remained in college are interested in teaching, one in beauty culture, one in auto mechanics, one in social welfare work, one in public relations, one in anthropology, one in nursing, one in law and two in guide work for resort owners. The student interested in anthropology finished his four year course at the University of Minnesota. The student interested in beauty culture completed her course and is now employed. The student interested in auto mechanics finished his course and is now employed. Most of the eligible Indian students who are in college are doing satisfactory work. One of the students, Patricia Gawboy, has almost a straight "A" average for her freshman college work at the

University of Minnesota.

During the school year 1957-58, \$7,490.36 was actually spent for scholarships. The average amount of money actually paid a student ranged from \$100 to \$800. The average amount paid per student was \$288.09.

IMPORTANCE OF SCHOLARSHIPS

If we are going to solve the Indian problem to the satisfaction of the State of Minnesota and the Indians themselves, we need to properly educate the young people in order that they may ultimately leave the Indian reservation or Indian community and take their proper place in society. We in Minnesota have made considerable progress during recent years in our efforts to educate our Indian population. It is a long time program and requires the cooperation of all organizations working with the Indians.

Indian students are attending the elementary schools of Minnesota regularly. Their attendance compares favorably with the attendance of non-Indian students. The number of Indian students going to high school is increasing each year and the number of capable Indian students going on to institutions of higher learning is also increasing each year.

All of us are interested in the welfare of our Indian people. We must do more, however, to keep our Indian students in regular attendance in the secondary schools. Furthermore, adequate funds must be made available for those capable students who wish to secure training beyond high school.

We have learned through experience that it is difficult for Indian students to find satisfactory employment while they are attending college. Furthermore, it is difficult for Indian students to work while they are going to college. They need to devote full time to their college studies.

During the school year 1957-58, there were 24 Minnesota eligible Indians enrolled at Haskell Institute, Lawrence, Kansas. Fifteen of the students were enrolled in commercial courses, two in welding, three in auto mechanics, one in home decorating, one in carpentry, one in pre-nursing and one in commercial cooking.

The Bureau of Indian Affairs during recent years has had federal funds for scholarships. In order to be eligible for a federal scholarship, an Indian student must have one-fourth or more Indian blood, reside on federal land and have the equivalent of a high school diploma.

During the school year 1956-57, sixteen eligible Indian students were awarded scholarships in the amount of \$3,100 and during the school year 1957-58, 22 eligible Indian students were awarded scholarships in the amount of \$6,050. Many of the students granted state scholarships were also granted federal scholarships. According to our records, no students who meet the qualifications for a scholarship have been denied financial assistance by either the state or the federal government.

In order to secure complete information in regard to secondary school students interested in further training and to assist students who are enrolled in advanced courses, state and federal officials recognize the need for a qualified counsellor to work with students enrolled in secondary schools having both Indians and non-Indians. The Federal Government provided \$10,000 in funds for a qualified counsellor. During the school year 1958-59, an Indian Education Guidance Consultant will work in all the secondary schools having eligible Indians enrolled. This person has already accomplished a great deal in getting students to continue their education.

COMPARISON OF STATISTICAL DATA*

A. Financial Data

	1955-56	1956-57	1957-58
1. Amount of Contract	\$300,200.00	\$300,200.00	\$310,200.00
2. Balance or Deficit from Previous Year	230,647.96	293,319.63	221,569.06
3. Contribution by State	631,942.49	630,334.51	632,326.82
4. Local Receipts	143,573.18	135,768.38	104,011.85
5. Amount of Federal Funds Allotted to Schools	287,000.00	280,856.02	280,592.29
6. Amount Spent for Administration & Supervision	15,627.28	15,790.65	15,153.29
7. Total Expenditures	1,113,746.18	1,134,500.13	1,154,093.20
8. Balance or Deficit at Close of Year	195,044.73	221,569.06	83,133.87

B. Pupil and School Data

1. Number of Schools	47	45	45
2. Number of Indian Pupils Enrolled	2,759	2,694	2,603
3. Percent of Attendance of Indian Pupils	89.5	88.1	88.5
4. Average Daily Attendance for Indian Pupils	2,167.4	2,014.36	2,021.15
5. Total Number of Days school was in session	171.3	170.8	171.3
6. Length of Term in Days	180.5	180.6	180.5

C. Cost Per Pupil Data

1. Amount Spent for Schooling	632,381.27	666,622.98	689,921.19
2. Cost per Pupil in Average Daily Attendance for Schooling	331.35	348.14	382.61
3. Amount Spent for Hot Lunch	122,853.56	96,874.18	114,640.07
4. Cost per Pupil in Average Daily Attendance Per Day for Hot Lunch	.24	.33	.367
5. Amount Spent for Transportation	263,128.24	136,945.63	152,891.47
6. Cost per Pupil for Transportation	87.27	67.63	73.61

* Taken from the annual report of the U. S. Office of Indian Affairs

BUREAU OF INDIAN AFFAIRS
Statement of Appropriations, Fiscal Years 1950 through 1958

Appropriations	Fiscal Years								
	1950	1951	1952	1953	1954	1955	1956	1957	1958
(Health), Education and Welfare Services.....	\$33,918,406	\$39,732,328	\$43,924,750	\$51,801,000	\$52,000,000	\$60,727,215	\$43,635,995 ^{1/}	\$50,720,000	\$57,810,000
Resources Management.....	9,760,207	10,779,576	12,034,360	13,253,760	13,253,760	12,981,245	12,882,000	16,450,000	17,200,000
Construction.....	10,896,657	22,887,651	10,575,000	17,500,000	15,869,000	14,604,000	8,219,003	5,240,000	17,000,000
Road Construction and Maintenance (Liquidation of Contract Authorization)	-	-	-	-	-	-	7,000,000	11,500,000	12,000,000
General Administrative Expense.....	3,335,206	3,580,000	3,525,647	3,525,647	3,000,000	2,750,000	2,750,000	3,190,000	3,433,000
Revolving Fund for Loans:	3,000,000	2,400,000	800,000	1,000,000	-	-	-	-	-
Payment to Choctaws & Chickasaw Nations of Indians.....	-	10,500	24,155	-	-	-	-	-	-
Payment to Loyal Creeks and Freedman.....	-	-	600,000	-	-	-	-	-	-
Commutation of Treaty Oblig- ations, Choctaw Nation of Indians in Oklahoma.....	-	-	385,000	-	-	-	-	-	-
Relocation of Yankton Sioux Tribe.....	-	-	-	-	-	50,000	56,500	-	-
Payment to Cheyenne River Sioux Tribe of Indians...	-	-	-	-	-	-	5,160,000	-	-
Distribution of Funds of the Creek Indians.....	-	-	-	-	-	-	-	200,000	-
Payment to Pine Ridge Sioux Tribe of Indians.....	-	-	-	-	-	-	-	437,500	-
Payment to Menominee Tribe of Indians.....	-	-	-	-	-	-	-	-	300,000
Payment of Three Affiliated Tribes of Fort Berthold Reservation, North Dakota	7,500,000	-	-	-	-	-	-	-	-
Vessel Conversion, Alaska	150,000	-	-	-	-	-	-	-	-
Total	68,560,476	79,390,055	71,868,912	87,080,407	84,122,760	91,112,460	79,703,498	87,737,500	107,743,000

^{1/} Excludes Health Activities transferred to Public Health Services July 1, 1955 (68 Stat. 674,675)

HOW CAN MINNESOTANS - RED AND WHITE
HELP EACH OTHER

Pursuant to House Concurrent Resolution #7, the established Interim Commission on Indian Affairs, consisting of five Senators, five Representatives and an appointee of the Governor, has tried to do everything possible within the limits of its appropriation to:

1. Obtain adequate federal funds for the care, education and health of Minnesota Indians.
2. Improve the living standards of Minnesota Indians, develop better relationships between Indian workers and employers, and create employment for Indians.
3. Develop and utilize Minnesota's natural resources on or near Indian Reservations for the benefit of the Indian people.
4. Establish a Minnesota Indian Guide Service Association.
5. Confer with and assist Minnesota's Congressional Delegation with legislation to set up a Minnesota Indian Commission with an appropriation of ten million dollars to be used as loans to Indians for industrial development.
6. Obtain a well rounded lunch program of more than one hot lunch per day in schools Indian children attend.
7. Create a better understanding, in our schools and out, toward Indian People by teachers and white children in eliminating discriminatory and untrue statements relative to the Indian People, past and present, that are now and have been printed in our school books.
8. Hold meetings with Indian groups, when they request such conferences, to assist them in developing any programs that they believe have possibilities to raise the living standards of their people.
9. Hold meetings with groups who are interested in assisting the Indian People to become integrated.

10. Establish an ex-officio Committee of Indian Affairs to assist the Minnesota Interim Commission wherever, whenever and however possible.

11. Instigate research to develop- (a) charcoal industry, (b) better quality wild rice by cross pollination, (c) new wild rice lakes and beds, (d) methods to control the harvest of wild rice to increase yield, (e) control structures for water levels in wild rice fields, (f) honey industry, (g) picking, canning, preserving or freezing wild fruit, (h) cultivation of blueberry areas, (i) sale and distribution of blueberries and other wild fruit, (j) Indian arts and crafts, (k) Indian forest areas for sustained yield harvesting, (l) resort areas on reservations, (m) scenic routes for tourist through Indian country, (n) fishing areas, (o) hunting areas, (p) peat, (q) mineral deposits, (r) leather tanning.

TO MINNESOTA'S TWENTY-THREE THOUSAND INDIANS

I.

On several occasions members of the Interim Commission on Indian Affairs and representatives of state departments met with officials of the Federal Bureau of Indian Affairs. The purpose of these meetings was to work out a program and formula for the payment of federal funds to Minnesota for the foster care of Indian children and the relief of distressed indigent Indians. The Bureau of Indian Affairs is insisting that only Indians living on tax exempt trust lands could be eligible for services supported by federal funds. Also the previous contracts for foster care of Indian children were restricted to only five certain counties. (See last two paragraphs of preface.)

The committee and the Minnesota state officials have worked out contracts based on formulas similar to those used in the contracts with the

Public Health Service of the Department of Health, Education and Welfare. Such contracts would have statewide application and be based on a percentage of the total population of Minnesota Indians estimated by the Bureau of Indian Affairs to be living on Indian lands. Such a formula would save a tremendous amount of administrative cost, time and effort and would tend to eliminate discrimination between individuals and between counties. It would be a stopgap until such time as Congress defines financial responsibility between the federal government and the states.

It is hoped that the next session of Congress will enact legislation similar to S. 574, the Senate bill that was introduced in 1957. Based on the North Central States Indian Policy Declaration, S. 574 was drafted by delegates from Minnesota, Wisconsin, North Dakota and South Dakota and provided a clear statement of responsibility for services to Indian people. (See Deputy Commissioner of Public Welfare, Ray Lappegaard's article "The Indian Welfare Situation in the State of Minnesota" page 17 this issue and also see pages 13, 14 and 15 of preface.)

The committee met November 14, 1958 in Mr. Morris Hursh's office with Welfare officials, Morris Hursh, Ray Lappegaard, John Poor and Roberta Rindfleisch of the State of Minnesota and Mr. Newton Edwards, Administrative Assistant to Assistant Secretary of the Interior, Mr. R. D. Holtz, Area Director, Minneapolis office and Miss Selene Gifford, Assistant Commissioner for Community Services, Bureau of Indian Affairs, to try to work out a suitable contract for the foster home care of Indian children. At that meeting it was decided that a contract could and would be worked out by the Bureau of Indian Affairs officials along the lines above mentioned and submitted to the State of Minnesota for approval or revision.

The committee worked with Dr. R. N. Barr, Executive Officer, Minnesota Department of Health, to obtain increased hospital facilities in Minnesota for Indian people. (See "Indian Health Problems in Minnesota: Past, Present and Future" by Dr. R. N. Barr and Dr. Herman Kleinman, page 41.)

II.

The commission held a meeting in Duluth on August 23 and 24, 1957 with a group of about fifty business men and industrialists to try to work out ways to improve the living standards of Minnesota's Indian citizens by creating new jobs and industries and to improve the relationships between the Indians and the people who employ them. From this meeting came the idea of establishing an Indian Guide Service and a training school to train Indians in guiding according to the white man's standards. The establishment of a blueberry industry was initiated. A Mr. Underdahl of Northland Foods, Inc., Duluth explained the great potential of Minnesota's blueberry crop.

Discussions during the two days of the meeting involved various fields of endeavor. Each of the following persons discussed ways of possible help for the Indian people as it pertained to his field of business - Noel Sargent, Consultant, Indian Affairs, 112-10th St. Garden City, N. Y.; R. C. Wentz, Ass't Industrial Director, Great Northern R. R., St. Paul; F. I. Loughney, Ass't Gen. Freight Agent, Great Northern R. R., Duluth; Thomas Hellings, Forester, M & O Paper Co., International Falls, Minn.; Clarence Prout, Dept. of Conservation, St. Paul; John V. Hoene, Timber Producers Ass'n, Duluth; Sen. Herbert Rogers, State of Minn., Duluth; George Amidon, M & O Paper Co., International Falls, Minn.; Mace Harris, N. W. Paper Co., Cloquet, Minn.; E. B. Sullivan, Park Region Timber Co., Brainerd; W. Parker Arthur, Manager, Red Lake Indian Mills, Redby, Minn; R. D. Holtz,

Area Director, Bureau of Indian Affairs, Minneapolis; J. S. Bonte, Director Ind. Rel. Oliver Iron Mining; D. V. Dodge, Mgr. Pers., Oliver Iron Mining Div. Duluth; Monte Brawer, N. W. Paper Co., Cloquet, Minn.; Kaarlo J. Otava, IRR&RC, St. Paul; S. Finkelstein, M. D., Sub. Area MOC-US- P. H. S., Bemidji, Minn; R. N. Barr, M. D., Minn. Dept. of Health, Minneapolis; L. W. Chisholm, Forester, Minn. Agency, Bemidji; Stanley Thomas, Bur. of Indian Affairs, Washington, D. C.; J. C. Gannaway, Timber Producers, Duluth; R. W. Hagman, Consolidated Water Power & Paper Co., Duluth; Dana Worrall, Halvorson Trees, Inc., Duluth; Leonard O. Lay, Bureau of Ind. Affairs, Minneapolis; W. W. Palmer, Bureau of Ind. Affairs, Bemidji; S. B. Slade, J & L Steel Corp., Virginia, Minn.; Wm. N. Kerfoot, U. S. Customs, Grand Marias, Minn.; Walter Eldot, Duluth Harold & Tribune, Duluth; Morris Hursh, Commissioner of Public Welfare, St. Paul; F. W. Bair, Director of Personnel, Minn. Power & Light, Duluth; George T. Rossman, Herald-Review, Grand Rapids, Minn.; Lenny Underdahl, Northland Foods, Inc., 525 Lake Ave. S. Duluth; Thomas M. Reid, Ass't Comm. Indian Affairs, Washington, D. C.; Carl W. Becker, Indian Affairs, Washington, D. C.

III.

At the present time the committee is working with the Indians of the Nett Lake Reservation, located in the northeastern part of the state near Cook, Minnesota. The first project started was the cultivation of blueberries. A section of land is being procured and a corporation formed by the Indians. Negotiations with Iron Range Resources and Rehabilitation Commission are now in progress. The project is expected to entail chemicals for fertilization of the blueberries, control of weeds, smoke pots to allay frost during the spring and some machinery for cultivation and hauling. It is expected that the project will get underway in the spring of 1959.

IV.

A school was started and a number of Indians have been trained in the art of guiding. Although it is known that the Indian people are well versed in woodlore and guiding comes naturally to them, it was felt that they should receive training in the type of guiding white men want. To make guiding a successful business, the Indian must please his client. The school was conducted at Bemidji State College, using funds obtained from the IRR&RC, and the teaching personnel was furnished by the Department of Conservation. It is hoped that these guide training classes will be continued each year and that an Indian Guide Service Association will be established.

V.

The Commission held meetings with Senator Hubert H. Humphrey and Congressman Fred Marshall not only to obtain increased funds from the Federal Government for the care and relief of Minnesota Indians, but also to assist them in the passage of the Humphrey-Marshall Indian Commission bill. This bill is designed to set up an Indian Commission in the State of Minnesota with an appropriation of ten million dollars with which to assist the Indian people in business ventures utilizing Indian labor or Indian natural resources, among other things. The ten million dollars would be a revolving fund and money loaned to the Indian People.

VI.

The Indian Affairs Commission held conferences with various groups interested in the education of Minnesota Indians, especially Indian children. It was the opinion of some, that the Indian children would be better able to study and learn if they were given not only a hot lunch at noon, as in most schools in

Minnesota, but also a mid-morning and a mid-afternoon snack, as is being done in some schools. It was suggested also that milk vending machines using surplus commodity milk at a penny a carton be placed in all schools. The vending machines are now in use in some schools in the state. The Indian children would benefit greatly from such a milk program.

VII.

After two years of study by some members of the committee it was found that the authors of school text books now being used in schools in Minnesota and other states have a tendency to place the Indian people in a very poor light and give our white school children an untrue picture of the character of the Indian people thus placing the Indian people at a disadvantage in their relationship with white people.

VIII.

Whenever a group of Indian people requested a conference, the Commission arranged meetings in their area. Meetings were held at Cass Lake to discuss the possibility of setting up a wild rice processing plant and to study the matter of developing access to Indian country by building roads to the interior. Meetings were held at Cook to discuss means of assisting the Indian people to get medical care and drugs. Past and future meetings at Nett Lake may see the development of a timber industry and increased income to the people through the use of wild fruit, wild rice, timber, fur, guiding services, tourist attractions, hunting and sight seeing.

IX.

The Minnesota Interim Commission on Indian Affairs met with groups from Wisconsin, North Dakota and South Dakota to work out policies and draft legislation to be introduced in Congress to define financial responsibility of the Federal Government and the various states having Indian populations. At the present time there are

twenty-five of the forty-nine states that have concentrations of Indian people. The Indian people were placed on reservations in these states to make way for the white man. The Commission feels that the financial responsibility for the care of the less fortunate and indigent Indian rests with the Federal Government because before the coming of the white man the Indians owned and roamed all lands within the borders of the United States. When the Federal Government set aside tracts of land in certain states and placed the Indians on reservations the Indians became wards of the Federal Government. The four states fully agree that the financial responsibility for the care of indigent Indian people rests with the Federal Government and have drafted a four state policy bill - S. 574 - and have introduced the bill in Congress.

The Commission assisted in setting up the physical arrangements for the Governor's Interstate Indian Council Conference held in St. Paul, October 9, 10 and 11, 1958 at the Lowry Hotel. The seventeen states taking part in the conference have most of the population of four hundred thousand Indians living in the United States. The states represented were Arizona, California, Florida, Idaho, Kansas, Minnesota, Montana, Nebraska, New York, North Dakota, Oklahoma, Oregon, South Dakota, Utah, Washington, Wisconsin and Wyoming. Two representatives from each of these states meet every year to discuss and work out problems pertaining to the Indian people. The representatives, one of whom must be an Indian, are appointed by the Governors of the states. The Interstate Indian Council was originated in Minnesota.

X.

During the course of the years of operation of the Interim Commission on Indian Affairs in

Minnesota numerous persons throughout the state have expressed their desire to assist the Commission in helping the Indian people. It is the opinion of the Commission that the assistance of these persons should be welcomed and that they should be notified of and invited to all meetings of the Commission and that the minutes of the meetings should be sent to them. The Commission has endeavored to work with these persons whenever possible.

TO MEMBERS OF THE 1959 LEGISLATURE

The Interim Commission on Indian Affairs respectfully recommends that:

1. The Interim Commission on Indian Affairs be established as a permanent commission with a fund of fifty thousand dollars, the commission to be made up of five Senators, five Representatives and an appointee of the Governor, and that of the funds appropriated for the use of the commission each legislative session thirty-five thousand dollars may be used for Indian projects such as the Minnesota Indian Guide Service, the establishment of various blueberry project areas and other projects mentioned in this report.
2. More time of the Interim Commission on Indian Affairs should be spent in various parts of the state meeting with Indian groups to assist them in the development of projects instigated by the commission or the Indians themselves.
3. Continue the research and development of natural resources that lie within or near Indian reservations for the benefit of the Indian people.
4. A study of school programs, school lunches, school books and the relationships between Indian and white children and teachers be undertaken to assist the Indian people in becoming assimilated into white society.

5. The Interim Commission should work with the Federal Industrial Development Program personnel to try to get industries to locate near Indian reservations and to use Indian labor.
6. Hereafter the Interim Commission should work more closely with Minnesota's Congressional delegation in efforts to get adequate funds from the Federal Government for the care and relief of distressed Indian people in the state.
7. The Interim Commission and the various state departments should continue the development of blueberry projects in various parts of the state and should continue the Indian Guide Training Schools annually.
8. Legislation should be enacted to set up an official "Minnesota Indian Guide Service" to be regulated and controlled by the Department of Conservation.
9. Legislation should be enacted whereby the Department of Conservation would hire members of the Minnesota Indian Guide Service whenever possible during the peak work load periods in such fields as supervision of the harvest of wild rice, forestry lookout, building firelanes and building roads into forest areas.
10. Legislation should be enacted allowing the Department of Conservation to expand its research on wild rice, to erect water control structures on shallow bodies of water to better propagate and cultivate wild rice, to plant wild rice in lakes and areas that do not now have but are suitable for the production of wild rice.
11. In future outlines pertaining to education with relation to textbooks more compassion for our Indian citizens should be shown and untrue and derogatory remarks be prohibited.

Respectfully submitted,
 Minnesota Interim Commission
 on Indian Affairs
 Harry Basford, Chairman

(from page 48) identical pattern which are still standing and in use today, except for Cloquet. The Cloquet Indian Hospital is now closed and its work will be taken over by the Cloquet Community Hospital. The Cass Lake area was served by a small hospital of 20 beds until 1938 when the hospital at Onigum was replaced by a modern brick building of 35 bed capacity erected at Cass Lake. This structure is the only Indian hospital in Minnesota that would conform in most aspects to what are considered minimum hospital requirements.

The staffing and program development at Indian hospitals under the Bureau of Indian Affairs was a varying and inconstant thing. In 1936 there were Federal Indian Service physicians at Onigum and Cass Lake and Red Lake had two Federal physicians. Other places were served by local physicians, on a contract basis. In 1936, too, there were public health nurses at Cloquet, Cass Lake, Ponsford, Mahnomen and Red Lake. The Indians around Mille Lacs Lake were served by a public health nurse at Onamia. At this time, too, there was a rather extensive program involving matrons who taught home hygiene, an agricultural extension program, nursery schools, and "health camps". It is easy to understand this plethora of services to the Indians. These were the days of the WPA, the CCC, etc. The Indians became beneficiaries of the over-all Federal spending program. None of this now remains except as a nostalgic memory in the minds of some who had good jobs in those days.

By contrast, in 1949, Red Lake had one physician and one public health nurse; Cass Lake had one physician and sometimes two with no public health nurse; White Earth sometimes had a physician with public health nurses at Ponsford and Naytawauash. Cloquet never had its own physician; the work being handled by the Riter Brothers Clinic. It was not uncommon for an Indian Hospital to be without a physician

for months at a time. Staff nurse complements were rarely full and at times public appeals had to be made to recruit nursing help for one hospital or another. In addition, the quality of some of the employed physicians left much to be desired.

The advent of the U. S. Public Health Service on the scene in 1955 has greatly eased the staffing situation. At the present time all of the Indian hospitals in Minnesota have at least 2 physicians and a full or nearly full nursing staff. Public health nurses are in short supply but at least there are no voids thanks to the help of the state. In addition, the hospitals are now supplied with auxiliary help such as nurse aids, pharmacists, clerks, administrative and maintenance personnel so that the load of responsibility on the medical officer in charge has been lightened. At area levels, a sincere effort is being made to implement such items as health education and medical-social work.

In spite of all impediments, vicissitudes, and plain mismanagement, the record of achievements in Indian health is truly impressive. Population increase is some index of general health, though not a perfect one. In spite of plague, pestilence, and neglect, the Indian population in Minnesota has more than doubled during the past 30 years. This is in part due to a higher birth rate, of course. The most sensitive index of a community's health picture is the infant mortality rate. In this area the Indian rate is approaching the white rate. The combination of the two, high birth rate and a declining infant mortality rate, are responsible for the steep curve of population increase. So recent are these phenomena that the Indian has not yet had time to develop an old-age problem. Some 3% of Indians are over 65 years of age as contrasted to almost 10% among the non-Indians. Indeed, half of the Indian population in Minnesota is

below the age of 20.

Smallpox has disappeared in the Indian as it has in the rest of the state. Diphtheria occurs occasionally but only in the same localities where it also appears in the non-Indian. Trachoma is gone; at least only a few cases of eye disease each year are even suspected of being trachoma. Early syphilis is as comparatively rare among Indians as it is among others. Gonorrhoea follows the same pattern in the Indian as it does in the white population. The Indian however does still contribute a disproportionate share of accidental injuries and deaths in the state.

Tuberculosis has been so much a part of the Indian's history that it has almost become an item in his national character. And yet, if one looks at the Indian tuberculosis mortality curve, one finds that its downward trend almost exactly parallels the same curve for the rest of the state. Indeed in 1954, there was not a single Indian death in Minnesota ascribed to tuberculosis. The age distribution of deaths and newly found cases is now also following the general trend. That is, the deaths and many of the new cases are being found in the older age groups. In 1949 some 30 Indians from Red Lake alone were receiving sanatorium care at Ah-Gwah-Ching. The latest figure for Indian cases from the entire state now under treatment at the same institution is 26. With all of this improvement, however, tuberculosis still ranks as a major Indian health problem and it will not do to get too complacent.

There are also fields where the picture is not so bright. Practically no impression has been made on the diarrheal diseases and the dysenteries. These occur regularly each year with the likelihood of a major outbreak every 5 years or so. This group of diseases reflects quite accurately defects in sanitation. Were it not for penicillin, pneumonia would still be a major killer, especially among infants. Dental caries is still a big and as yet unsolved problem. Minor skin infections,

sometimes becoming major, are of frequent occurrence. The complications of pregnancy are no more frequent than in white mothers although the stillbirth rate is higher. Everything being considered, the maternal mortality is negligible. The Indian is not starving; he is more likely to be obese and not uncommonly he may be a diabetic. Frank vitamin or nutritional deficiencies have been suspected but never really proved. The accident rate is staggering and is closely associated with the abuse of alcohol. In fact, to some careful observers, the abuse of alcohol appears to be one of the basic Indian health problems. Yet, aside from a resigned shrug, little effort is being expended in this direction. In fact, if accidents were excluded, the general crude death rate among Indians is not any different than the crude death rate in the country as a whole.

The brighter aspects of Indian Health, however, should not confound one. They represent encouragements rather than attained goals. As it stands now, the Indian is still more apt to contract tuberculosis; he is still more apt to be injured or killed in an accident, often as a result of drunkenness; he can still count on getting dysentery every once in a while; his teeth will be in bad condition; he will not maintain an optimum state of nutriture; his children are more apt to be stillborn; they are more apt to be anemic in infancy and childhood; and they will be prone almost constantly to attacks of skin infections and respiratory diseases. Were it not for chemotherapy and the antibiotics some of these diseases would surely kill him or his family. He will probably not develop an ulcer but his wife will likely accumulate a collection of gallstones. He may not have coronary artery disease but he and his wife both may likely become hypertensive, often early in life. His way of life imposes on him the danger of

injury in the woods, freezing in the cold, and to some extent, drowning in the lakes. This same way of life will see his children swallow kerosene or other poisons or perhaps be burned along with the house and the rest of the household because of a naked stove.

It is this variety and spread of health hazards and health problems that makes the attack so difficult. Where one problem shows itself as an intense concentration, the decision for attack is not difficult to make. As the incidence and prevalence of tuberculosis declines, it will become increasingly hard to find the fewer but important remaining cases. Control of the other conditions mentioned above will require the full and continuous cooperation of the individual and his family. As contrasted to a direct, definite, medical service it is this type of health activity which is most difficult to project, to implement, and to consummate. It should be noted here that even among non-Indians, those health programs that require principally individual participation are those that are as yet unattended by any notable successes.

At the present time the Department of Welfare is involved in Indian Health in two specific ways. Since the opening of the Chippewa wing at the State Sanatorium at Ah-Gwah-Ching, the treatment facilities of this institution have been made available to Indians on a contractual basis. Up to July 1, 1954 this contractual agreement was administered by the Bureau of Indian Affairs and the state was reimbursed for the treatment of Indians at Ah-Gwah-Ching on a per diem basis. Since July 1, 1954, however, a lump sum appropriation has been made available to the state and the state itself administers the program of treatment of Indians with tuberculosis. Also, for the past 6 years or so, a certain proportion of the federal money has been used to finance an outpatient and follow-up program for Indians throughout the state. This

outpatient service has been based at the state institution. The program is directed by the superintendent of the institution at the present time with the help of one field nurse. But, up until 1954 when Dr. Elizabeth Leggett left, the program was the specific job of one of the sanatorium's physicians.

The amounts available from federal sources as lump sums have varied from \$225,000 in fiscal year 1955 to \$305,000 for fiscal year 1958 with approximately \$12,000 each year set aside for outpatient services. These sums have covered not only the usual per diem expenses but have also included provisions for extra costs such as the expenses involved in thoracic surgery. An administration item that has always loomed large in implementing such contracts has been the question of land status. When the Bureau of Indian Affairs was administering the contracts, beneficiary Indians were limited to those who lived on tax-exempt land. In 1954-55 the concern over tax-exempt land status was not in evidence. But in the 3 years following, lump sum appropriations were adjusted to the basis of an estimate by the state that only 75% of the Indians being cared for were in the tax-exempt land category. Now again for 1958-59 the land status problem is being emphasized and the contract has reverted to a per diem base for only eligible Indians, that is Indians living on tax-exempt lands.

The other project with which the Department of Welfare is identified is known as the "Sioux Plan". Under this arrangement the Department of Welfare contracted with the U. S. Public Health Service to provide medical services to medically indigent Indians in Goodhue, Yellow Medicine, and Redwood counties on the same basis as it provides such facilities for indigent non-Indians. There is free choice of physician and the usual community hospital facilities are used. The same rules of eligi-

bility apply to "recognized" Indians as apply to welfare clients in general. This plan has worked well now for 2 years and has taken care of the Sioux Indians inhabiting the southern parts of the state. The U. S. Public Health Service has supplied \$15,000 for each of the two years and these sums have proven ample. This type of arrangement has now been extended to include for this year the Indians residing in Cook, St. Louis, Koochiching, and Mille Lacs Counties. These Indians represent the Nett Lake, Grand Portage, and Mille Lacs groups; groups which heretofore have been at some distance from established federal facilities. The amount appropriated for the total program now covering seven counties is \$75,000.

The mechanics of the Sioux Plan appears to offer an efficient and workable method for offering to all Indians in the state both health and welfare services. It is not too visionary to suppose that in the future, state authorities will administer all such services statewide without regard to land status, blood quantum requirements or residence eligibility. It would also appear reasonable that the funds for such services should come from both federal and state sources, the proportions to be determined by some equitable formula.

It should be mentioned here that Indians also do come under the OASIS and Blind Pension provisions as well as the provisions of the Veterans Administration where the situation is applicable. These resources can be of considerable help in selected instances.

The new 76 bed community hospital in Cloquet, built with aid under the Hill-Burton Programs, will accommodate the Indians of the Fond-du-Lac Reservation who were previously hospitalized at the strictly Indian hospital in Cloquet. Some six to eight beds were reserved for Indian patients in the planning that went into the Cloquet

community hospital project. The Hospital Services Plan for Indians in Minnesota as outlined on July 16, 1957 estimated that an additional 37 to 46 hospital beds for Indians in community hospitals would assure good hospital services to Indians in all communities in which Indians reside in Minnesota. One such hospital, as mentioned above, is completed; additions to hospitals in Bemidji and Detroit Lakes are under construction; and new hospitals are now being built in Mahanomen, Grand Marais, and Cook. All of these construction projects have received aid under the provisions of the Hill-Burton Act and all of these communities are in Indian country. There will of course still remain the need for clinical outpatient and field services in some areas, particularly at Red Lake and on the White Earth Reservation.

However, a newer, more versatile, and more tractable instrument has become available since Public Law 85-151 became effective on August 16, 1957. This law provides that the Surgeon General would be authorized to assist local community hospital projects whenever he determined that, for Indians in a particular area to whom the Public Health Service was providing health services, such assistance would constitute a more desirable and effective means of obtaining the needed hospital facilities than would direct Federal construction. The amount of assistance so authorized could not exceed that portion of the reasonable cost attributable to Indian Health needs, as determined by the Surgeon General. Further, such assistance would not influence the eligibility of any project for aid under the Hill-Burton program. The bill also provides that any funds made available pursuant to this legislation may not be counted as part of the matching funds required for a grant under the Hill-Burton program. In effect, then the federal government will defray the entire cost for

building into any projected community hospital sufficient facilities above the community's own needs to care for the estimated hospital needs of Indians in that community. The needs for Minnesota under the provisions of this law have been worked out specifically. If complete participation were realized under Public Law 85-151, the cost in Minnesota would amount to \$650,950. If such participation were not available until after August 1, 1957 the possible prorated Indian Service participation would amount to \$537,373. And, if Indian Service participation were delayed until April 1, 1958, the prorated amount would be \$388,861. For the fiscal year 1958-59, Congress has appropriated \$1,760,000 to implement the provisions of Public Law 85-151 to be applied throughout the country. Minnesota's planned share of this amount is thus substantial considering that the Indian population in Minnesota is small compared to the Indian populations in some states to the west and southwest of us. It is apparent that the provisions of the Hill-Burton Act and Public Law 85-151 can walk hand in hand in integrating the health services for Indians into the health services for the general community.

It should be abundantly clear by now too that Minnesota has gone far both in action and planning with respect to the integrating of hospital services for Indians. The state has done equally well in the field of preventive services. A report on "Preventive Health Services Available to Indians in Minnesota" issued in 1955 states, "The origin of the existing services is diverse. In some instances it is purely federal; in other instances it is county based; sometimes it originates with the state department of health or the welfare department; and often the service is a combined responsibility. Nevertheless, Minnesota has gone far in accepting, on a state level, a great share of the responsibility for the health

and welfare of its Indian citizens."

The Minnesota Department of Health believes it is one of the leaders among states in planning for the ultimate integration of the health needs of the Indian and the health needs of the general community both for therapeutic and preventive purposes. Its plans are specific, dated, localized, and budgeted. The department further feels that such integration is possible in Minnesota in the not too distant future - not tomorrow, to be sure - but far ahead of the time when some other states with Indian populations can even begin a hesitant start. Even though there may be initial temporary obstacles, the general circumstances and attitudes are conducive to such an end. That will be the time when all the Indians here will not only be American citizens but all will be Minnesota citizens as well.

September 9, 1958.

Respectfully submitted,

Robert N. Barr, M.D.
Secretary and Executive Officer
Minnesota Department of Health

Herman Kleinman, M.D.
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A DOCTOR'S VIEW OF PROBLEMS FACING THE INDIANS

By William C. Heiam, M.D.
Cook, Minnesota

For over thirty years I have treated the Indian population in northern Minnesota, and in that time have learned much about their problems and way of life.

The Indian population in the area surrounding Cook and Orr, and the Nett Lake and Tower Reservations, consists mainly of Chippewas, with members of the Sioux tribe in the minority.

In elaborating on the subject of medical, social and integration problems among the Indians, I will review the conditions that have existed in the area during the past two decades.

Thirty years ago, tuberculosis was prevalent among the inhabitants of the Nett Lake and Tower Reservations, a result of inadequate medical care, poor nutrition, and primitive sanitary conditions.

Through the continued efforts of the St. Louis County Health Department, in cooperation with the Nopeming Sanatorium and Ah-gwah-ching Sanatorium, much progress has been made in reducing the number of active tuberculosis cases.

Today, TB is on the decline, with existing cases present among the older Indians who refuse care at the sanitoriums. They, in turn, contribute to the new cases occurring among the younger Indians.

I predict, however, that the disease will be reduced to a minimum in the near future since increased and concentrated medical care is more readily available. Mantoux tests are given to school children periodically and chest x-rays are offered at closer intervals. The mobile unit of the St. Louis County Health Department has played a major role in discovering pulmon-

ary tuberculosis.

Venereal disease - especially gonorrhea - once very common among the tribes, has been practically obliterated with improved methods of treatment and education.

Treatment and cases of VD however, has been replaced by an ever-increasing number of accident cases, ranging from minor cuts and bruises to severe multiple lacerations often resulting in death.

Domestic quarrels are frequent among the Indian families and a majority of the conflicts may be traced to excessive drinking. While the Indian has been granted the right to buy white man's liquor, he has not developed a tolerance for it and has not learned to consume it in moderation.

Indian wives, in particular, have not fared well and often are severely beaten during altercations at home. Hundreds of such cases are admitted to Cook General Hospital, some with very serious or fatal injuries. Many of these patients in my care have been admitted with wounds requiring 40 to 60 sutures, and fractured bones and an assortment of other injuries are recorded almost daily.

Along with other freedoms and privileges in their way of life on the reservations, the Indians have, at intervals, accumulated modest sums of money from the sale of timber, the lumbering industry, and the sale of wild rice. With their earnings, many purchase old cars, another contributing factor to the rising number of accidents and injuries.

At present, only about five residents of the Nett Lake Reservation have driver's licenses, yet a good-sized fleet of the dilapidated vehicles continues to operate in the area, and many drivers are arrested for drunken driving. Those who do not hold legal licenses are fined,

and those who are licensed drivers must forfeit their rights. Few Indians who drive cars have automobile insurance, and a goodly number are sent to the county work farm for 30 to 90 day sentences after being involved in accidents.

Since families of the men committed to the work farm must go on relief, placing a heavy burden on the County Welfare Department, the sentences usually are shortened.

Social problems among the reservation inhabitants increase over the years, as does the number of babies born out of wedlock. There are no existing social stigmas to discourage the practice, and some unmarried women have as many as five children. This, of course, results in great expense to the Welfare Board, since most of the children are placed in custody in foster homes.

The death rate among Indians is surprisingly low when one considers their health and sanitation practices. The absence of soap and water is attributed to the many cases of impetigo among infants, and many of the babies born at the reservations are never bathed until they are admitted to a hospital. Clean clothing is rarely available for the babies and modern-day diapers are often replaced by moss - a practice inherited from generations of primitive child care.

Throughout the past 30 years, however, medical and surgical facilities available to the Indians have vastly improved. The county health nurse stationed at Cook makes weekly visits to the reservation at Nett Lake, and Cook General Hospital has treated an ever-increasing number of Indian patients.

During 1957, a total of 1,447 Indians were patients at the hospital and outpatients numbered 1,416. Many Indians do concede that white man's medicines are effective - so powerful, in fact, that their mere presence in their homes is adequate, and the medications

are never used.

This belief is a throw-back to the time-honored medicine man, who is still active at the Nett Lake reservation, in the true tradition of Indian legends and history. One old woman who finally appealed to me, after being treated by the local medicine man, had been receiving applications of an ointment to reduce a swelling on one side of her face. An examination revealed several abscessed teeth; after these were removed, her face resumed its normal appearance.

The distance from Cook to the Nett Lake Reservation is 35 miles; from Cook to the Tower Reservation is 26 miles, creating a difficult transportation problem. The lack of cars, finances and qualified drivers makes a trip to the Virginia or Hibbing Welfare offices an overwhelming obstacle.

While the Indian Health Department at Bemidji has ruled that county welfare boards must handle Indian problems, I maintain that, for the convenience of the Indians and others concerned, the system should revert back to the jurisdiction of the Indian department.

Of inestimable value to the Nett Lake Reservation is Miss Valborg Johnson, who serves as missionary, school teacher and nurse there. She has transported thousands of Indians for medical care, taken care of sick babies and children in her home, and is on call at all hours of the day and night. Her meager salary of \$100 a month does not cover the expenses involved in her role as good samaritan.

The Indians have met with moderate success in white man's society. They are admitted to all schools and churches on equal terms and intermarriage is not uncommon. Education for the Indians is limited by financial and geographical problems, although practically all of them

complete eighth-grade studies. Increasing numbers are attending high school at Orr, but few complete the four-year course.

A new elementary school has been constructed at the Nett Lake Reservation in recent years, and is adequately staffed. The Tower Indians attend public schools there, and many good athletes are listed among the Indian students. They attend social functions at the school and no segregation problem exists.

Many churches of all denominations have been active at the reservations, but the response has been poor. Greater efforts and more workers are needed in the religious field to place more emphasis on the spiritual values of life.

Since white men first settled this northern Minnesota territory and isolated the Indian from his home and lands, a variety of problems have arisen - many of them a result of the hatred and bloodshed that occurred during the first white settlements here. These resentments have not been entirely forgotten by the older Indians, who have rekindled the fires of these outrages in the younger generation.

A great many Indians volunteered for military service during times of war and they made excellent soldiers. None refused to serve his term when drafted, and great numbers of them volunteered. Their native cunning and ability with firearms made them invaluable to their country.

While the Indians are adept at many trades, their attitude toward work is poor. Holding a permanent job is rare for an Indian, and many are listed as undesirable employes since they draw ahead on their wages and often quit while owing money to their employer. The harvest of wild rice, usually very good at Nett Lake, brings a substantial income, but a major portion of it is spent for liquor, old cars,

trinkets, and other items for which they pay exorbitant prices. Obviously none of them - or very few - have an eye to the future or plans for self-improvement.

Possibilities for an elevated standard of living do exist at the reservations but few families take advantage of the fact. It would not be difficult for them to raise large gardens and have adequate supplies of fresh vegetables and fruit, but few undertake this project. Guiding would be another source of income, but again, very few are trustworthy. They are prone to charge very high fees for guiding and do not give their best service. Many exceptions to this statement do exist, of course, but the general feeling is that they are not competent guides.

In my opinion, there will always be a need for an Indian reservation. The older residents there cannot adjust to any other way of life; the younger citizens have not been educated to take a place in the white man's world and are not willing to part with their old standards of living. The free and unfettered life on the reservation is highly prized by all who live there.

About 10% of the Indians are being integrated into the white world, most of them through marriage. Once they have adopted a new and different code of behavior and way of life, few of them return to the reservation. The transition is very slow.

Despite the status of equality that has been deeded the Indians, many still harbor a feeling of inferiority. This inevitably results in a display of false bravado and leads to drinking, boasting and fighting to bolster their ego. Indians would like to associate with white people on an equal basis, but their inherent, primitive mental processes cause them to withdraw from a new way of life.

In my estimation, the following points would be conducive to better rehabilitation of the Indians at both the Tower and Nett Lake Reservations:

1. Better education in schools; more personal attention to Indian problems.
2. Better law enforcement. A law officer should be stationed at Nett Lake at all times. There are several Indians there who could act very effectively in that capacity. St. Louis County is a large area, and the deputy sheriffs at Cook do not have time to cover this entire area effectively. This should be a paid position.
3. More sustained religious education. This should be a daily affair, rather than a weekly or monthly project, as it is now.
4. A public health nurse should visit the reservation three or four times a week, rather than once each week as is the case now.
5. Very bad sanitation conditions exist at Nett Lake and Tower, the source of the many cases of diarrhea that are treated at the Cook General Hospital. Outdoor toilets are many times situated above the wells and there is a great deal of surface drainage into the open wells.
6. More effort should be made to renew a spirit of self-preservation among the Indians. Resentment over the fact that white man appropriated their lands has caused a general degeneration, and resulted in the attitude that they are entitled to everything for nothing. Their many natural talents and abilities are not being put to use.

It is my sincere wish that more interest in the Indians and their problems may eventually better their lot and make them a happier, more satisfied people.

Inclosing I want to thank the State Interim

Commission for their kind interest in the Indian problem and the opportunity given me to write this article.

William C. Heiam, M. D.
Cock General Hospital
Cook, Minnesota.

INDIAN WELFARE PROBLEMS
IN BECKER COUNTY, MINNESOTA

A. O. Hoghaug, Executive Secretary
Becker County Welfare Board
Detroit Lakes, Minnesota

There are twelve townships in the northern part of Becker County that make up a part of the White Earth Indian Reservation. Outside of Spring Creek, Riceville, Callaway, and a part of White Earth Township, the rest is cut-over timber land. Most of the population is located in the unincorporated villages of White Earth and Ponsford. I would like to call your attention to a condition existing in these twelve townships. As you know, twelve townships is equivalent to 276,480 acres and in these twelve townships there is 65,880.4 acres that is tax forfeited, 10,956.5 acres belonging to the State of Minnesota, 45,140.1 acres belonging to government agencies, including the federal government, 490.34 acres in the Boy Scouts, Lake Aggasiz, and 1,546.19 acres to the Boy Scouts, Viking Council. This makes a total of 124,012.72 acres on which the county derives no taxes whatsoever. This leaves 152,467.28 acres of private and municipal (towns) as subject to tax or just a little over 50% of the land area in the reservation townships. Not only is there a lot of tax free land here but the balance of the land subject to tax is not situated in the best part of the county and therefore a fair proportion of the taxes cannot be derived from this property.

Population: The population of Becker County for the 1950 census was 24,600 plus. It is estimated the 1960 census will be about 28,000. The Indian population in the late 30's was estimated at 3,000 and the estimate at the 1950 census was around 1,600. It is estimated the 1960 census will be around 2,000. There is also this tendency, if

economic conditions worsen in other parts of the United States, former White Earth residents will return to the reservation which will increase the relief burden for Becker County.

Problems: The Indian problem as such is many and varied and one becomes contingent on the other. From past experience it seems that when the Indian is employed and is able to meet the economic needs of his family, other social problems are minimized, and I therefore believe one positive help in meeting this problem is for permanent year around employment for the Indians. You are as well aware as I am that the timber cutting left on the reservation is negligible. This means the Indian must move to other parts of the state to find work. In doing so, he takes his family with him and they become located in unsatisfactory housing, away from schools and other community resources conducive to the well being of any normal family. The Indians therefore become a typical migrant family with the many unhealthy factors for this type of living. It is interesting to note as we are about to make our second distribution of surplus commodities - in the Ponsford area 649 persons are eligible to receive commodities and in the White Earth area 536 for a total of 1,185. This represents a sizeable number of people within our county where no jobs and poor housing are what is available. Our county is on a township system and you can see from what is previously stated on the amount of taxable land within those townships, they are not able to carry this burden. This definitely becomes a burden also to Becker County.

Resources: We have secured from the U. S. Public Health Service a statement as to the medical resources available to the Indian people and this will show definite improvement over what it has been in the past and I quote in full the referral system at the White Earth Public Health Service Indian Hospital as sub-

mitted to me by Dr. Robert L. Radke, the Medical Officer in Charge:

"No allotment is made available at this facility for outside or contract medical care. Under certain circumstances, Dr. Finkelstein, Sub-Area Medical Officer, has authorized payment of PHS funds to outside facilities. This has usually occurred where it was necessary to summon ambulance service when telephone communication could not be established with this hospital to obtain such service.

"Since an allotment is not available for outside medical care, other resources are utilized when referral of a patient presenting a diagnostic or therapeutic problem becomes necessary. Crippled Childrens Services has given assistance in several instances but for the most part, we have depended upon assistance from Becker, Mahnomen, Clearwater and Hubbard County Welfare Boards. If an individual is not eligible for such financial assistance, he is asked to bear the expense himself. The economic circumstances of the average family in this area are poor so the expense of such care can seldom be borne by the patient.

"Local physicians and facilities are utilized as much as possible in making referrals. A large number of referrals have been made to physicians in Detroit Lakes. Some patients have been sent to Bagley, Crookston, and Fargo. The services at the University of Minnesota Hospitals have been utilized frequently in the past. More recently another facility has been made available viz. Winnebago Indian Hospital where contract services have been established with Creighton University. Transportation presents a problem in making extensive use of this facility so referrals there have been reserved for patients with more complex diagnostic and therapeutic problems which are more elective in nature.

"We prefer use of this facility to the University of Minnesota Hospitals due to better communication and working relationship. Winnebago Indian Hospital is a Public Health Service facility so the expense of the referral is borne by the Public Health Service at present. About one in five referrals is made to this facility. The rest are made locally with an occasional referral to the University of Minnesota hospitals for follow up care.

"In fiscal year 1958, a limited allotment was made available at this facility for the purchase of eyeglasses. In order to utilize these funds to the best advantage of all, we have referred the patient to his county welfare board for refraction and glasses are generally purchased by use of the allotted funds. We have attempted to use this program chiefly for the school children.

"We have a good working relationship with the county welfare boards in this area and have noted willingness to assume responsibility for patients who receive care at this hospital."

Another resource that should be recognized is the amount of federal aid to the school districts in Ponsford and White Earth. As far as the money is concerned, this I believe you are in a better position to know than I am. The third resource would be the County Welfare Board of Becker County, and how we have become involved in the Indian problem. Up until 1937, general relief to Indians was provided through the Indian Bureau and disbursed by Indian Bureau personnel. The last allocation was for \$3,000.00 for Becker County. This meant about \$1.00 per Indian. It was definitely determined at that time that the township boards could not assume the burden to provide maintenance relief to Indians and a request was made to the Becker County Welfare Board to help. A meeting was scheduled in the early part of

1938 with a Mr. Aufterheide, who was then State Relief Administrator, who arranged a meeting with the Legislative Advisory Committee. The Welfare Board stated its position that the Indians within Becker County were not a county responsibility financially but in their opinion this was a federal responsibility and until such time as the federal government assumed this responsibility it became a matter of state concern. The Legislative Advisory Committee agreed the position taken by the Becker County Welfare Board was proper and they did reimburse Becker County 100% for money spent for the care of needy Indians. This agreement has been carried through these many years until January 1, 1955 when Becker County received its first cut in reimbursement. Each succeeding year this cut has been greater and the fiscal year, July 1, 1957 to June 30, 1958, we will receive reimbursement on a 75% basis. At the same time, when there was discussion about the closing of the Pipestone Indian School, Becker County, as well as other counties having an Indian population, were guaranteed 100% reimbursement for the boarding care of children. This reimbursement too has been cut. To illustrate the Indian cost for Becker County for the year 1957, on the various programs, you will find listed below the items broken down with the totals:

<u>Program</u>	<u>Original Cost</u>	<u>County Share</u>
OAA	\$ 52,255.76	\$ 7,094.30
ADC	67,614.36	13,900.78
AD	2,390.96	470.98
AB	12,513.25	2,908.49
Relief	117,352.80	20,658.69
	<u>\$252,127.13</u>	<u>\$45,033.24</u>

Conclusion: In conclusion, there appears to me to be several positive things for the State of Minnesota to take into consideration:

1. As long as the Indian Service of the Department of the Interior have their finger on the Indian, they should pay in full for all costs to Indians.
2. Should the Indian Service be sincere in their purpose of having the Indians eventually assimilated with the whites, their ruling that no Indian is eligible unless he is on tax exempt land and has at least one quarter degree of Indian blood cannot be accepted. To me, the first part of this definitely will hold an Indian person on the reservation, will raise his family on the reservation, and increase the problem for generations to come. This definitely must be changed. The second that he must have a quarter degree of Indian blood or more to be eligible for benefits is equally confusing and unfair as there are Indians with less than one quarter degree of Indian blood on the reservation active in Indian tribal affairs and who consider themselves Indian as well as the one who is a full blood. This point too should be rescinded.

From this report, it should be obvious that Becker County cannot continue to assume the cost of the care of Indians. The Indian population represents about 7% of the population of Becker County. In dollars and cents, the cost of Indians represents about 20% of the welfare budget. It therefore should be a matter of state and federal concern.

Another conclusion in the Indian problem which should be of state concern is to investigate all avenues for the permanent employment of Indians. Some type of job will have to be provided on the reservation. Here again the federal government appears to me to be at fault. I have visited with any number of Indians on the reservation asking them why they continue to live on the reservation rather than to go elsewhere to seek employ-

ment and they are still of the opinion that someday the government is going to make a final payment to settle their claims which they have had pending for many, many years. This one thing has kept them on the reservation and should be resolved once and for all.

Respectfully submitted,

A. O. Hoghaug
Executive Secretary
Becker County Welfare Board
Detroit Lakes, Minnesota

August 20, 1958

THE CURRENT INDIAN WELFARE SITUATION
IN BELTRAMI COUNTY, MINNESOTA

F. Roger Headley, Executive Secretary
Beltrami County Welfare Board
Bemidji, Minnesota

Beltrami County experiences most elements of welfare problems found in other counties with significant Indian populations. However, because of the peculiar legal status of the Redlake Indian Reservation, there are also present in this county some very unusual problems. For this reason, it is necessary to give special attention to the Redlake Reservation situation, in any discussion of welfare problems and costs related to the presence of a large Indian population.

Background Information

The county of Beltrami, located in North Central Minnesota, is a large county geographically, but is sparsely settled in many areas. The total county population has decreased in recent years, from 26,107 in 1940 to an estimated 24,556 (estimated by Minnesota Department of Health) in 1956. The population of Bemidji, the county seat, located near the southern boundary of the county, is about 10,000, or more than 40 percent of the total county population.

It is important to note that, with the total county population decreasing, the Indian population within the county's outer boundaries is substantially increasing. In 1910 the county's Indian population was 1402; in 1940 it was 2521; and at present (1958) it is approximately 3100.

The Redlake Indian Reservation lies mostly within the boundaries of Beltrami County. The population of this Reservation consists mainly of enrollees of the Redlake Band of Chippewa Indians, concentrated in and around three villages, located from 35 to 65 miles from Bemidji. Of the 3684 enrolled members of this band, 2562 live on the Redlake

Reservation, according to a count made by the Bureau of Indian Affairs in August, 1958. Most of these Indians live in that part of the Reservation located within Beltrami County.

A small part of the Leech Lake Reservation also lies within Beltrami County. It is estimated that from 550 to 600 Indians live outside of Redlake Indian Reservation, within this county.

Thus, with about 3100 Indians located within its boundaries, Beltrami County has a larger Indian population, numerically-speaking, than any one of the other so-called "Indian Counties".

Financial Ability of County

By every criteria of financial ability, Beltrami County is among the Minnesota counties least able to support heavy welfare costs. Only a few of these criteria will be mentioned here by way of illustration.

The valuation of this county is relatively low, ranking 63rd among the Minnesota counties in 1958. With a total area of 1,608,518 acres, only 457,393 are taxable acres of rural land. The taxable value of the acreage is among the very lowest in the state, at \$3.24 per acre. Welfare caseloads and necessary total welfare expenditures are among the highest in the non-urban Minnesota counties. The levy to be collected in this county, for welfare purposes, in 1959, will exceed 47 mills, and would be much higher except for special aid to distressed counties under the welfare equalization aid formula.

Legal Status of Redlake Indian Reservation

The Redlake Indian Reservation has the unusual status of a "closed" reservation. The land therein has not been allotted, but is owned in common by the tribe, and cannot be taxed. A tribal council acts as the local governing body. Generally speaking, state laws and state jurisdiction do not apply within this reservation.

The legal status of the Redlake Reservation will be discussed in some detail in another report. It is important to recognize that the unusual status of this reservation has significant bearing upon various welfare services or lack of services, and upon the effectiveness of those welfare aids and services which are available. With the legal status of the Redlake Reservation being carefully examined there is now serious question that residents of this reservation can acquire legal settlement in Beltrami or Clearwater County for poor relief, or any other purpose, while living on this particular reservation.

Current Division of Responsibility for Administering Welfare Aids and Services

The federally-aided categories of public assistance are administered by the Beltrami County Welfare Agency, for Indians living on the Redlake Reservation and elsewhere, under laws and regulations applied uniformly throughout the county. Federal and state funds participate uniformly in payments made under these programs. No additional aids are given toward these payments to Indians, despite the disproportionate case loads in some of these programs, and despite the non-taxpaying status of the Redlake Reservation, the lack of state and county legal jurisdiction thereon, and other troublesome questions about the status of this reservation.

Tribal funds provide the maintenance relief for enrollees of the Redlake Band who live on the Redlake Indian Reservation. These relief funds are disbursed by a social worker who is employed by the Bureau of Indian Affairs, on a civil service status. Tribal relief is refused to enrollees who are off the reservation, regardless of the time they are away.

Relief for non-Indians, and for Indians living on this reservation, but not enrolled in the Redlake Band, is handled by the Beltrami County Welfare Agency. This county

operates on the county system of poor relief administration. This is one of the counties currently receiving special aids from the State of Minnesota, to pay most costs of relief to Indians.

In Child Welfare areas, services are almost non-existent. They consist mainly of some counselling by the county agency social worker in Aid to Dependent Children families, and occasional attention by the Federal social worker, in unusually acute situations, such as serious child neglect.

In this area, the matters of responsibility and of legal jurisdiction become particularly acute. The Bureau of Indian Affairs takes the view that child welfare services are exclusively the responsibility of the state and county, with federal and tribal responsibilities ending with the administration of maintenance relief and some medical care. The federal attitude seems to be that child welfare and other services should be extended to the people on the Redlake Reservation by the county welfare board, with no differentiation between the closed reservation and other areas.

The county welfare agency, on the other hand, sees real legal deterrents to the handling of child welfare services on the Redlake Reservation, because of the legal status of that reservation, in addition to financial and staffing problems.

Welfare and Related Services Not Available on the Redlake Indian Reservation

There are many services, available to others in the state, which are not currently available to the residents of the Redlake Indian Reservation. The Beltrami County Welfare Board and staff, and the Minnesota Department of Public Welfare, recognize and regret that these needs and inequities exist.

However, the peculiar legal status of this reservation, with the state and county having no legal jurisdiction thereon for most purposes, presents real legal deterrents to proper handling of these situations. If these legal jurisdiction problems were removed, there would still remain problems of financial responsibility and ability.

The mentally ill, mentally deficient, and epileptic cannot be committed to state hospitals, or to the guardianship of the Commissioner of Public Welfare, from the Redlake Reservation, because the Beltrami County Probate Court has no jurisdiction on this reservation, for such purposes.

Dependent and neglected children cannot be committed to the custody of the county welfare board, to the guardianship of the Commissioner of Public Welfare, or to a private child placing agency, again, because the county juvenile court has no jurisdiction for such purposes on this reservation.

Minnesota courts have no jurisdiction over such serious matters as child abandonment, and establishment of paternity, on this reservation.

Legal jurisdiction is very important and basic, to the operation of a child welfare program, and it is also important in the efficient administration of the categorical aid programs.

Extent of Aids and Services to Indians

Assistance and service costs for Indians, administered by the Beltrami County Welfare Agency in 1957, accounted for almost 22 percent of the county's total welfare expenditures (approximately \$251,000 for Indians, including an estimated \$35,000 in administrative costs, as compared with total actual welfare expenditures of \$1,155,209.25).

In evaluating this ratio, it must be remembered that while the county welfare agency administers

the federally-aided categories of public assistance throughout the county (about 12 percent of the total population is Indian), it does not handle general relief and child welfare services on the Redlake Reservation. Thus, the Indians involved in this agency's child welfare and general relief caseloads are part of the estimated 550 Indians living in the county outside of the Redlake Reservation (about 2 1/4 percent of the entire population).

The largest current caseload, involving Indians served by this agency, is found in the Aid to Dependent Children category. Here, there were 125 Indian cases in August 1958, within a total ADC load of 216 cases. In terms of persons included in the ADC grants, there were 420 Indians and 359 non-Indians. Thus, with Indians comprising about 12 percent of the total county population, Indian people were served in 58 percent of the county's ADC cases, and these Indian families comprised 55 percent of the people receiving ADC from this agency. Another comparison shows one Indian receiving ADC for about every seven Indians in the county, and one non-Indian receiving ADC for about every 62 non-Indians in the county.

Aid to the Blind is the other federally-aided public assistance category, although a relatively small one, in which a grossly disproportionate percentage of Indians is involved. Here about 41 percent of the caseload is comprised of Indians.

Only the estimated 550 Indians living off the Redlake Indian Reservation, comprising about 2 1/4 percent of the total county population, are Indians considered eligible for general relief aid through the county welfare office. In July 1958, however, this agency's Indian maintenance relief caseload involved 28.44 percent of the county's general relief caseload, and about the same percentage of the total persons receiving relief.

The Indians in this agency's child welfare caseload also come almost entirely from the relatively small number of Indians living outside of the Redlake Indian Reservation. 89 Indian children were on this agency's child welfare caseload in July 1958. They comprised almost 36 percent of the total caseload of 249 children.

Twenty-nine Indian children are currently in our boarding homes (August 1958). They represent almost 64 percent of the children, for whom this agency has responsibility, who are in boarding homes at this time.

Much effort has gone into working with the Department of Public Welfare, and with private child placing agencies, toward placement, in adoptive homes, of Indian children, who, at last resort, must be permanently separated from their parents and other relatives. In the past eighteen months, 12 children, 10 of them Indian, have been placed in adoptive homes, through the cooperative efforts of the Department of Public Welfare, the Beltrami County Welfare Agency, and other county welfare agencies.

Currently, the Department of Public Welfare is trying, through its Adoption Placement Unit, to find good permanent adoptive homes for nine more children, all of them Indian, for which this county now has responsibility.

It is evident that the Indian people comprise a high and very disproportionate part of this county welfare agency caseloads and necessary expenditures, in a part of the state in which welfare caseloads and costs are relatively high.

The overall general relief load, already high, would be substantially increased if all relief on the Redlake Reservation were handled by the county welfare agency, rather than directly by the tribe and the federal government.

If child welfare responsibilities were handled by the county, on the Redlake Reservation, the Indian population with which this agency would be working, on child welfare matters, would be increased by about 460 percent. The resulting increase in required county welfare agency services and cost problems, and agency staffing problems, would be staggering.

Summary and Conclusions

With a large number of Indians now living within this county's boundaries (exact number now known, but probably estimated herein within reasonable limits), the Beltrami County Welfare Board and staff have considerable experience with Indians in several different settings: a "closed" reservation (the Redlake Indian Reservation); an "open" reservation (a small part of the Leach Lake Reservation; and away from reservation and trust lands in Bemidji and elsewhere.

Clearly, welfare problems relating to the Indian people, and the costs involved, are relatively high and quite disproportionate, when compared with those relating to non-Indian people in the same areas.

The current legal status of the Redlake Indian Reservation is such that many services, available in all other places in Minnesota, are not available to residents of this specific reservation.

When the mentally ill, mentally deficient, and epileptic cannot be committed to state hospitals or to the guardianship of the Commissioner of Public Welfare; when seriously neglected children cannot be placed in the protective custody of the county welfare agency, or under the guardianship of the Commissioner of Public Welfare or a private child care agency; and when state laws do not apply in such matters as abandonment, family support, and establishment of paternity; obviously many difficult problems arise for which no one has an answer. Under such circumstances, many individual, family and community

problems become very serious, and are not subject to effective help and solutions.

With this being the situation, we feel that an effective child welfare services program cannot be attempted by the county welfare agency, on the Redlake Reservation. The presently necessary lack of child welfare and related services on the Redlake Reservation becomes much more evident, when viewed in the light of the general substantial improvement of such services elsewhere within the state and within this county in recent years.

Another serious question, again brought to light in the review of the legal status of the Redlake Reservation is whether people can gain legal settlement in Beltrami County or Clearwater County, by virtue of residence only in that part of the Redlake Reservation located within the outer boundaries of these counties.

It is clear that the overall "Indian problem" in this county, and elsewhere in the state, involves much more than welfare aids and services. However, this paper is devoted only to those areas in which welfare agencies operate directly. We shall attempt to indicate herein some directions we think advisable, in state and federal negotiations on Indian welfare matters.

We favor the continuation and extension of the federal state contracts of recent years, for the foster care of Indian children. If possible, these contracts should be extended to include all Indian children under this type of care, throughout the state, and should carry adequate federal appropriations to meet the full cost of such care, and of the staff services required, and without the current annual doubt as to continuation of the program.

Likewise, we believe that federal-state contractual arrangements should be developed in the field of general relief for Indians, with adequate appropriations and safeguards. With costs of certain

public assistance categorical aids to Indians being very high, when compared with the population ratio of Indian to non-Indian, we urge consideration of special aids to the counties, to cover the local costs of these programs.

We support the four-state bill, known at least originally as S. 574. Clear definition of federal and state responsibilities, and the contractual arrangements which should be made possible under this proposed legislation, should be of real benefit to the Indian citizens of these states, and fair to everyone concerned.

There probably is no easy solution, or remedy - although there do appear to be some possible solutions or partial solutions - for the lack of certain welfare and related services, on the Redlake Indian Reservation. The alternatives should be considered carefully.

Under the present legal status of the Redlake Reservation, certain confused areas should be clarified, perhaps through court tests if necessary. A serious current question is whether a person does, by virtue of residence on the Redlake Reservation only, acquire poor relief and other legal settlements within Beltrami County or Clearwater County.

With criminal and civil jurisdiction situations being as they now are, it would appear that, on the Redlake Reservation, the federal government should officially recognize its responsibility in the situation, and should, with the tribe, provide directly as many of the needed services as possible.

There is the possibility, of course, that legal jurisdiction on the Redlake Reservation for some or all purposes, may be conferred upon the state, at some time in the future. In our opinion, therefore, the immensity of the problems which would then be conferred upon

the state and counties, and the federal and tribal responsibilities therein, should be kept clearly in mind. We believe that at such time, and as a part of any such proposed plan, the counties must be adequately safeguarded, in at least a financial way. At such time, adequate contractual arrangements should safeguard to the state and counties reimbursements for the full costs of all aids and services which they would then need to take over, such as welfare, law enforcement, and court services.

This county could not, and should not be expected to, handle the costs of such expanded responsibilities. Adequate outside funds would be necessary. The first and most logical source for these funds would be the federal government and the tribe, which clearly have primary responsibilities herein.

The interest of the Minnesota Interim Commission on Indian Affairs in learning more about the Indian welfare situation in Beltrami County, including the rather unique welfare and jurisdiction situation on the Redlake Indian Reservation, is appreciated. We sincerely hope that this report will be helpful to the Commission, in its deliberations and in the fine work it is doing.

August 29, 1958 Respectfully submitted,

F. Roger Headley
Executive Secretary
Beltrami County Welfare Board
Bemidji, Minnesota

JURISDICTIONAL PROBLEMS OF RED LAKE
(CLOSED) INDIAN RESERVATION

M. A. Reed

Judge of Probate-Juvenile Court
Bemidji, Minnesota

The present legal status of Red Lake Indian Reservation in Minnesota creates a most confused legal muddle insofar as application of the law, State and Federal, jurisdiction of courts, State, Federal and Indian, and responsibility for all phases of governmental services.

The Reservation has aspects of three separate types of legal entity, namely:

1. An independent sovereign nation.
2. A Federal protectorate.
3. A part of a State within the United States of America.

The Red Lake Indian Reservation has many aspects of a sovereign nation. It is recognized as a sovereign nation through execution of treaties between the Red Lake Band of Chippewa Indians and the Government of the United States of America. The three most recent such treaties with the Red Lake Band are the treaties of 1863, 1889 and 1904. The Red Lake Band of Chippewa Indians have their own constitution. The United States, through the Department of the Interior, is presently so recognizing them and aiding them in formulating a new constitution. The Red Lake Band, unlike most other Indian nations, have never ceded their present reservation land to the United States. The Red Lake Band of Chippewa Indians have their own tribal court, their own police force, and their own legislative body in the form of their Indian Tribal Council. They exercise full governmental function - legislative, executive and judicial - under the supervision of the Federal Government which has been superimposed upon

them by legislation as a conquering nation or as a protective guardian.

The Red Lake Reservation is probably most accurately described as a Federal protectorate. Examination of Title 25 of United States Code, which deals with Indians and Indian Territory, discloses that the United States Government exercises, through legislation and regulation, very extensive supervisory control of Indian Reservations and persons residing thereon. A long line of decisions of the United States Court, one of the most famous and earliest of which is: Cherokee Nation vs. Georgia - 5 Pet 1, 8 L. Ed 25, firmly establishes that the Federal Government has exclusive jurisdiction over Indian lands and Indians living on Indian Reservations. That the jurisdiction on the Red Lake Indian Reservation is still exclusive with the Federal Government or with the Indians themselves under supervision of the Federal Government is reaffirmed and reserved by enactment of Public Law 280 of the Eighty-third Congress. This act gives certain states, including the State of Minnesota, jurisdiction over offenses by or against Indians in Indian country, and gives certain states, including Minnesota, civil jurisdiction of actions to which Indians residing in Indian country are a party, but specifically exempts from the operation of the law the Red Lake Indian Reservation of the State of Minnesota.

Inherent in retention of exclusive jurisdiction over the Indians and the Reservation by the Federal Government is the well established principle that all of the land comprising the Reservation, is communal, is held in trust by the United States Government and is not subject to taxation by the State or its political subdivisions.

Since State laws do not apply on the Reservation, the courts of the State do not have jurisdiction

on the Reservation and the property of the Indian is not subject to taxation by the State of Minnesota. The only extent to which the Reservation is a part of the State, or a part of the counties of Beltrami or Clearwater, in said state, is that it is physically located within their exterior boundaries.

Federal legislation has made all Indians citizens of the United States and of the state in which they reside. Exactly what the effect of this legislation has on the Red Lake Indians is difficult to determine. While off the Reservation, the Indian, is in all respects, a full citizen and exercises all the benefits and privileges and is subject to all the duties and obligations of state citizenship. When on the Reservation, he receives certain benefits of Federal and State citizenship, namely: the right to vote in state, county and national elections; the right to freely travel off from the Reservation and back to the Reservation, and the Red Lake Indian has been receiving certain benefits and services which are presently furnished or supervised by county and state agencies, such as: education, old age assistance, aid to dependent children and other categorical aids. The practical effect of the dual nature of Red Lake Indians' citizenship is that the Red Lake Indians have many of the rights and privileges of citizens of the State, but few or none of the obligations thereof when residing on the Reservation.

Because of the jumbled status, very sketchily outlined above, many practical problems have arisen concerning all phases of governmental responsibility over the area comprising the Red Lake Reservation and over the Indian citizens residing thereon.

In law enforcement, the Federal Government, through legislation, has reserved to itself, exclusive power over ten so called major crimes.

Any person committing any of these ten major crimes on the Reservation is not subject to State law and cannot be charged before a State Court - rather he is charged with violation of a Federal offense and is processed through the Federal Court system. Jurisdiction over certain minor crimes is in an Indian Tribal Court which is under the supervision of the Department of Indian Affairs. The jurisdiction of the Tribal Court, however, is poorly defined. The Tribal Council in 1952 adopted a code of criminal offenses but this code is not as comprehensive as our State Criminal Code. In addition to jurisdiction over the crimes listed in the 1952 code, the Court has certain ill-defined jurisdiction, in both criminal and civil matters, concerning the Indians living on the Reservation, Title 25, Section 11, United States Code.

The population of the Red Lake Reservation is very fluid, the residents move very freely off from and back to the Reservation. Because of this fact and because the Indian Tribal Court's jurisdiction is poorly defined, and the Court's decisions and orders do not have force and effect off the Reservation and are not entitled to full faith and credit in the State courts, the effectiveness of the Indian Court is seriously impaired. The court is also without proper penal institutions, probation personnel, and other usual auxiliary services and institutions necessary for overall effective law enforcement.

Many areas of governmental activity usually implemented by State laws and State agencies and services are not covered by Federal legislation and are not furnished, either by the Federal Government or by the Indians. Illustrative of some of the areas in which no services are furnished through laws, court systems or agencies and services are the following: There is no code defining mental deficiency, mental illness, epilepsy, et cetera, and no facilities are furnished by the Indians or Federal Govern-

ment to persons in need of this type of treatment and care. Adequate laws or facilities for the protection of children do not exist. No law defines a dependent, neglected or delinquent child, and no court has the power to step into a situation where children are neglected, to either force the parents to properly care for their children or to sever the status of a parent and child so that a child in need of supervision and care for his protection can be placed in a foster home or a permanent adoptive home for the effective treatment of his needs. There is no court with power or facilities to handle the juvenile delinquent and no specialized service available for his supervision. The Indian Tribal Court in handling children can in effect, treat them only as adults, and has only the facilities, such as unsupervised probation or commitment to the common county jail as treatment resources.

Because of the above described lack of statutory law, this "no-man's-land" in large areas of governmental services, the Indian on the Reservation is being deprived of many rights and protections and many of the services to which he is and should be entitled.

The following are several factual situations which actually arise, from time to time, which illustrate the seriousness of the absence of necessary governmental services to the Red Lake Indian:

Several times a year it has come to attention of the Probate Court of Beltrami County that there are persons residing on the Red Lake Indian Reservation who were alleged to be in need of institutional care as mentally ill persons. For the reasons stated above which are supported by opinions by the Attorney General of the State of Minnesota, the court has not been able to entertain a petition for their commitment to a state institution. The Indians, themselves, have no statutory laws governing commitment of mental-

ly ill persons and no court commitment procedure providing for such commitments. There are no institutions in the State of Minnesota which are permitted by law to accept commitment of a person other than from a Probate Court of this State. It is believed that several of these patients, whose conditions have been of an emergency nature, have managed to get institutional care, but not by court commitment with the usual due process safeguards that should be afforded any other citizen. They have not had their rights protected through court proceedings, but were placed in the institution by what might be called an "administrative commitment" by the Superintendent of the Reservation. When placed in an institution in this manner they cannot be retained by the State Institution in which so placed against their will even though their own or the public safety might be endangered by their release.

An Indian who is married to a non-Indian woman and who resides on the Reservation has a seriously defective and epileptic child who is in need of immediate institutional care. No law affects this child - no court has the power to commit the child, and no institution has the right to receive the child because of the confused status of jurisdiction on the Reservation.

A petition was filed in Juvenile Court, the other day, alleging the dependency and neglect of nine children of an Indian woman. The children range in age from 16 years to one year of age. Also living in the same house was the illegitimate child of an 18 year old daughter. A second illegitimate child of the same daughter resides on the Reservation in the home of a relative of its putative father. The nine children of the Indian woman and the illegitimate child of her daughter are living in a very inadequate house furnished by this woman. Despite the fact that she had received ample funds with which to provide these children with food and clothing

she had left them unattended for long periods of time and without food, while the mother and daughter were on drinking sprees, and were in and out of jail in both Bemidji and Minneapolis. This home was located on Indian Trust property which was repurchased by the Indian Tribe out of the Townsite of Redby, a small area completely within the Red Lake Indian Reservation, which had been patented to a railroad company for a terminus, and had become subject to State law.

A serious legal problem arises as to whether returning the property back into trust status and communal ownership, deprives the State Court of jurisdiction to take over and effectively handle the situation.

Should the court assume jurisdiction and place the children, temporarily, in boarding homes to meet their immediate needs, so long as no one objects, does not create much of a problem, but if the situation cannot be corrected and it becomes necessary to sever the parent-child relationship so that permanent adoptive homes can be found for them, this doubt of the jurisdiction of the court becomes a very serious problem and could result in great harm, not only to the children and their future welfare, but to the adoptive parents as well. The other illegitimate child who resides with relatives of its putative father on the Reservation would be in a still more hazardous situation if the court assumed jurisdiction, adjudicated the child in reliance thereon, and placed it in an adoptive home.

An Indian woman leaves the Reservation and ends up in Minneapolis where she gives birth to one or more illegitimate children, or a family moves to Minneapolis and their children are shortly thereafter found in a dependent and neglected condition. This type of situation occurs many times a year. The Juvenile Court of Hennepin County has jurisdiction to act

but it does not wish to do so because it does not want to be held financially responsible for all court services and for the boarding home care, hospital care and other possible costs incident to the taking of such jurisdiction. By Section 260.30 of Minnesota Statutes, the Juvenile Court of Hennepin County may certify the child back to the county of legal settlement. There is serious question as to whether Beltrami County is the county of legal settlement, as the parents, while living in the county with the children did not reside off the Reservation in the county and were not subject to the jurisdiction of the Beltrami County Juvenile Court. In many instances, the parents have returned to and are residing on the Reservation at the time that the proceedings are transferred to the Beltrami County Court. Since the Court has no jurisdiction when the parents resided on the Reservation within Beltrami County, no dependent or neglected condition existed in Beltrami County upon which the Beltrami County Court could act, and they have never resided in Beltrami County off from the reservation, it is difficult to see how that court can acquire jurisdiction on any sound legal basis. Quere: Is it safe for the welfare of the child and the prospective adoptive parents to rely upon such tenuous jurisdiction in the Beltrami County Juvenile Court?

Another common situation is the boy who leaves the Reservation with or without his parents, and goes to some other county in the state, and then is charged with being a delinquent child, he having committed some act which would be a crime under the laws of the State while in that other county. The same statute referred to above authorizes the Court to transfer the matter to Beltrami County Juvenile Court as the county of legal settlement. Keeping in mind that the child has never been in Beltrami

County under circumstances which permits Beltrami County to assume jurisdiction and he did not commit any violation of law within Beltrami County, is there any sound basis upon which the court can assume jurisdiction, and if necessary commit the child to the Youth Conservation Commission which would result in institutionalization in a training school and deprivation of his freedom?

The foregoing illustrations are merely indictive of the practical problems that arise almost daily. The distressing fact about the whole matter is that the Indians of the Red Lake Indian Reservation are not receiving many of the governmental services that they need and it is imperative that their needs be attended to immediately, as many of the family and social problems, not promptly and properly attended to, tend to "snow-ball". Another distressing fact is that there might be, and undoubtedly are any number of mentally ill persons, dependent and neglected children, delinquent children, and family breakdowns not effectively attended to, existing on the Reservation with no facilities for their proper attention.

POSSIBLE SOLUTIONS

There are four possible solutions which might effectively remedy the situation.

The first and most obvious solution is to remove the "closed" status of the Red Lake Indian Reservation, and thus subject it to all State laws and to complete State responsibility. The objections to this solution would be that it is probably not feasible at this time, first and most important, because the Red Lake Indians, themselves, feel that it would result in exploitation of their land and be an infringement upon their rights. Until the Indians want and ask for the disbanding of the Red Lake Indian Reservation, no attempt should be made to take from them their property or political autonomy with-

out their consent. It is likewise felt by many Indians and non-Indians as well that for some time, there is and will be need for continued Reservation status for the protection of the Indians and their welfare.

The second possible solution would be for the Federal Government to confer on the state complete jurisdiction, both civil and criminal, and to make the residents therein subject to all State laws, excepting laws pertaining to real estate, thus retaining the communal and trust status of the real estate. This solution is subject to the same objections as the former one, in that the Indians have not indicated their desire to give up their political autonomy on the Reservation. It also has the objection of placing upon the State of Minnesota the duty to provide all governmental services without having the tax base from which to obtain revenue to provide such services. The responsibility for providing for these services is and should be in the Federal Government.

The third possible solution would be for the Indians to retain their political autonomy and control but to adopt as their own laws, those State laws which cover areas that are not now adequately covered by Federal law or Indian regulations and customs, and to contract with the State of Minnesota for all services, such as law enforcement, court, welfare, et cetera. This solution would have the effect of being a step towards final integration into the State, and yet would reserve to the Indians their political autonomy, and would make directly available to them, the court, welfare, police and other trained personnel of the State, and make available to them the State institutions and services. Another desirable feature is that, to the extent that the Indians are unable to pay for these services, the Federal Government which should logically assume such additional expenses, would probably be induced to assume

them. The drawback to such a solution is that it might prove rather difficult to integrate such a system by contract, but integration should not create insurmountable difficulties. Such integration certainly would result in less confusion and more services to the Indians than now exist.

The fourth solution would be for the Indians, themselves, with the aid of the Federal Government, to adopt a complete and comprehensive code of laws, both criminal and civil, create the necessary courts, provide the necessary personnel, and furnish to the Indians all needed governmental services within the Reservation as though it were a wholly independent sovereign nation, but with Federal supervision and help. This, in effect, would leave the Reservation in substantially the same legal status as it is now, but would provide within the Reservation the necessary personnel and agencies to effectively attend to their needs. The Federal government, upon whom the responsibility now exists for attending to the needs of the Indians, has so far, failed to furnish adequate services to the Indians or to aid the Indians to furnish the same for themselves. The advantage of this solution is that it would alleviate almost all of the uncertainty concerning jurisdiction. The disadvantage would be that the area is hardly large enough or the inhabitants numerous enough, to be able to provide trained and qualified personnel and adequate institutions. It would also seem that if this solution were to be implemented, that the responsibility for the Indians and the supervision over them on the Reservation should be placed under the Department of Health, Welfare and Education rather than to be retained under the Department of the Interior, as the structure of the Department of Interior is not set up to deal with handling and supervising social, welfare, and other governmental functions, but rather to handle real estate

and property interests of the Federal Government. The desirability of such a change has already been recognized by the integration of education on the Reservation into the State Education System and by the recent transfer of the responsibility for the health of the Indian to the Department of Health, Welfare and Education. In this event control over the trust property, the natural resources, the fishery and the saw mill should undoubtedly be retained in the Department of Interior.

Another disadvantage of this proposal is that it would be uneconomical and would, in addition, like the preceding suggestion, have to be integrated into the state system, at least to the extent of providing for the extra-territorial effect of the decisions of the Indian court, and contracting with the state for institutional and other resources.

I feel that integration along the lines described in the third above possible solution would be the most practical approach to the problem at this time and recommend that a small committee of representatives of the Red Lake Band of Indians, the Department of the Interior, the State of Minnesota, and the County of Beltrami, be formed and clothed with responsibility for preparing for submission to the Red Lake Band, Congress, and the Legislature of the State of Minnesota, a proposed plan of integration for their consideration.

Dated this 28th day of August, 1958.

Respectfully submitted,

M. A. Reed
Judge of Probate-Juvenile Court
Bemidji, Minnesota

(from page 6) be made to districts that qualify for funds under Public Law 874 at an early date.

Minnesota will continue to have a contract under the Johnson O'Malley Act which will take care of state administrative and supervisory expenditures and will provide supplementary aid to school districts in those instances where all district resources, including entitlement under Public Law 874, indicates additional aid is needed for eligible Indian pupils.

We have been assured by our Congressmen, representatives of the Indian Bureau and the United States Office of Education that Minnesota will not be adversely affected by the changes in Public Law 874.

After the provisions of Public Law 874 have been used during one full school year, we shall be able to state definitely whether or not the education of Indian children has been materially affected.

IMPORTANCE OF SCHOLARSHIPS

If we are going to solve the Indian problem to the satisfaction of the State of Minnesota and the Indians themselves, we need to properly educate the young people in order that they may ultimately leave the Indian reservation or Indian community and take their proper place in society. We in Minnesota have made considerable progress during recent years in our efforts to educate our Indian population. It is a long time program and requires the cooperation of all organizations working with the Indians.

Indian students are attending the elementary schools of Minnesota regularly. Their attendance compares favorably with the attendance of non-Indian students. The number of Indian students going to high school is increasing each year and the number of capable Indian students going on to institutions of higher learning is also increasing each year.

All of us are interested in the welfare of our Indian people. We must do more, however, to keep our Indian students in regular attendance in the

secondary schools. Furthermore, adequate funds must be made available for those capable students who wish to secure training beyond high school.

We have learned through experience that it is difficult for Indian students to find satisfactory employment while they are attending college. Furthermore, it is difficult for Indian students to work while they are going to college. They need to devote full time to their college studies.

During the school year 1957-58, there were 24 Minnesota eligible Indians enrolled at Haskell Institute, Lawrence, Kansas. Fifteen of the students were enrolled in commercial courses, two in welding, three in auto mechanics, one in home decorating, one in carpentry, one in pre nursing and one in commercial cooking.

The Bureau of Indian Affairs during recent years has had federal funds for scholarships. In order to be eligible for a federal scholarship, an Indian student must have one-fourth or more Indian blood, reside on federal land and have the equivalent of a high school diploma.

During the school year 1956-57, sixteen eligible Indian students were awarded scholarships in the amount of \$3,100 and during the school year 1957-58, 22 eligible Indian students were awarded scholarships in the amount of \$6,050. Many of the students granted state scholarships were also granted federal scholarships. According to our records, no students who meet the qualifications for a scholarship has been denied financial assistance by either the state or the federal government. During the school year 1958-59 an Indian Education Guidance Consultant will work in all the secondary schools having eligible Indians enrolled. This person has already accomplished much in getting students to continue their education.