

If we can order our treatment of materials in Indian Affairs after this fashion it should be possible to grasp firmly the essentials or the problems involved and to cope with them correspondingly well.

Granted a purpose with certain underlying basic assumptions we proceed to answer the questions which relate to the problem by assembling information. But there must be some method of proceeding in this matter which will be systematic and lead to meaningful results. We must first of all have an exact or precise *terminology* which will be used consistently in the collection and arrangement of data. Without a commonly agreed-upon system of terms the individual respondents to any questionnaire will be likely to give widely variant responses in units of data which cannot be compared.

There must be secondly a *systematic methodology* of *getting the facts* in the field whether it be interview, case studies, polls, hearings or some other method.

There must be thirdly an *adequate and comprehensive treatment of documentation*. This lies in a consultation of the existing materials and a systematic treatment of their contents insofar as they relate to the problem under investigation.

Fourthly, there must be plans for *treating and synthesizing the information* assembled so that it may be presented in a *meaningful* manner.

#### 4. AN EXACT TERMINOLOGY IS NEEDED IN INDIAN AFFAIRS

In no field of knowledge is an exact and standardized definition of terms so desirable as in Indian affairs. The deficiencies in this respect have been grievous in the past and continue to trouble the minds of serious thinkers in this field, especially the statisticians. As an example we may take the term "Indian." What is an Indian?

There has been no standardized definition of "Indian" suitable for all purposes. It is quite evident that several ideas are involved in this word. There is the idea of biological descent or "degree of blood" as a definite something which makes a person an Indian. This "something" would be generally based on personal appearance plus local records such as the reservation or tribal roll containing the name of the person and his degree of blood or those of his parents or other relatives. Further, there is the cultural element, illustrated in the ability to speak an Indian language or by the person's participating in the customs and culture of some recognized Indian group, such as Indian arts and crafts or taking an active part in the tribal ceremonies. Finally, there is the "legal Indian" who is owner or part owner of "restricted" property and a member of some tribal group holding such property.

The Bureau of the Census has mainly depended upon neighbors' recognition of the individual as an Indian in the local community wherein he resides. The Indian Bureau, on the other hand has largely depended on the biological definition in terms of degree of blood. Under the effects of different laws the same person may be considered an Indian for some purposes and a non-Indian for others. In times past individuals with as little as one two-hundred-and-fifty-sixth part of Indian blood have been included in allotments of tribal lands. Today the common practice is to stop at individuals of less than one quarter Indian blood. A standard definition of Indian, applicable to all cases of Federal relationships with Indians, would require a special act of Congress.

As a practical working definition suitable for ordinary Federal-Indian affairs we might assume that an Indian is a person who is a member of an Indian group or tribe which has special relations to the Federal Government in the form of treaties, legislation, or Executive orders relating specifically to that tribe. This, admittedly is somewhat unsatisfactory and serves to illustrate the danger of relying on what appear to be artificial and somewhat unreal social criteria in defining an Indian.

The trouble in defining an Indian appears in redoubled form in the phrase, "Indian tribe." To the average mind the term "tribe" connotes a primitive or barbarous state of society which is outgrown when human societies become civilized. Yet the term is the *only one* which seems applicable to the vast majority of native Indian groups in this country. The tribe, or a subdivision thereof such as the band or the local community, is the one recognizable appurtenance of an Indian. To be an Indian is to be a tribesman.

The political unity which we associate with a nation is often lacking in the aboriginal Indian tribe. The chief characteristic which can be agreed on is a certain unity of speech and ceremonial customs which serves to set off one Indian group from another. The tribal name is, more often than not, applied to the group by outsiders, particularly other tribes. Anyone who has attempted to compile a list of known tribes for some area, such as some part of the United States or even for the Nation as a whole is ultimately confronted with the situation that the so-called tribes with which he starts out gradually dissolve into smaller units or groups with other and less-well-known names which may include the sections of the whole or parts of the original tribal units which he had considered exact and inclusive.

The Federal Government has concluded treaties and agreements with various groups styled "tribes" and "bands" and these groups are the ones which were reconstructed with the passage of the Indian Reorganization Act of 1934 and were set up with formal legal existence as tribes recognized by the Government. These also were the groups which have filed petitions in the United States Court of Claims and the Indian Claims Commission.

For practical purposes there is little difference except in terminological usage between tribe and band. The tribes so-called are, however, generally larger and more inclusive groups than the bands and local communities. It is often possible to define an individual tribe by means of such subdivisions. Thus the Sioux are divided into Teton, Santee, and Yankton groups which have in times past often been more effective units than the Sioux as a whole. Sometimes, again, the tribe has been divided up into units such as the Creek "towns" which have been far more important as historical units than the confederacy itself. The reverse is true of the Iroquois who constituted a confederacy of like tribes welded virtually into a national unit. Tribes of similar language or speaking languages derived from a single source, such as the Siouan tribes of the Plains, might be grouped together from the standpoint of culture and origins.

Another unit of some importance in the historical culture of some Indians was the clan, a unit which still survives among many of the tribes of Oklahoma and the Southwest. The clan regulated marriage and ceremonies and served to maintain basic controls over the behavior of individuals. The census of 1950 included a question

regarding the clan affiliations of individuals on Indian reservations. The anthropological definition of the clan shows a fair degree of uniformity. The clan, somewhat in the fashion of the surname among the white people, served to identify and relate one individual to others in developed Indian tribal societies.

The concepts involved in Indian affairs need to be listed and defined and the definitions standardized. There are well over 350 terms used in this field which need to be studied and clarified as to their definition. Some of the terms are legal, others relate to specific items in the history of Federal-Indian relations. Pending such a clarification and standardization we will have to use the terms in as exact a manner as possible and avoid undue confusion.

The variations of spelling of names of Indian tribes has been a source of trouble in the past and some effort has been made in the Indian Bureau to standardize this. On the other hand the Bureau itself has on occasion applied two, three, and even four alternate names to the same place, or reservation.

TABLE II.—*A list of terms and expressions used in Indian Affairs*

Aboriginal occupancy	Area offices of Indian Bureau
Accounting and reporting by the Indian Bureau	Areas of reservations
Accounting of tribal finances	Arts and crafts, Indians
Acculturation of Indians	Assignments of tribal land, standard and exchange
Actions of tribal councils	Assimilation of Indians
Administrative law, Indian	Assistance to needy Indians
Administrative services, Indian Bureau	Association on American Indian Affairs
Adult education, Indian	Associations, Indian credit
Adverse possession	Attorneys, Indian tribal
Age groups in Indian population	Band, Indian
Agency, Indian	Barren and wastelands, Indian
Agent, Indian	Bibliographies, Indian
Agreements, Indian	Biographies, Indian
Agricultural extension	Board of Indian Commissioners and its annual reports
Agricultural lands on reservations	Boarding schools, Indian
Agricultural leases	Booz, Allen and Hamilton, report on Indian Bureau by (1950)
Alaska Native Organization Act, or Alaskan Native Act (1936)	Bosone resolution (1950-52)
Alaska Native Service	Boss-Nugent Report
Alienation of Indian land	Boundaries, reservation
Alimentary diseases and Indian infant mortality	Bureau of American Ethnology
Allotments, Indian	Bureau of Indian Affairs (BIA) or Office of Indian Affairs (OIA)
Allottees, Indians	Bureau of the Budget and Indian Affairs
American Indian Day (legislative action on)	Business enterprise, Indian
Annual reports, Bureau of Indian Affairs	Case law, Indian
Annual statements of fiscal affairs of Indian tribes (by States, jurisdictions)	Case studies, Indian family
Annuities, Indian	Ceded lands, Indian
Annuity rolls, Indian	Census of Indians, (1890, 1910, 1930, 1950)
Anonymity of Indians	Ceremonies, Indian
Anthropological reports, Indian Bureau	Character traits, Indian
Applied Anthropology Unit, BIA	Charters, tribal
Appropriations for Indian Affairs, annual	Checker-boarding of reservations
Approval of tribal council actions by Secretary of Interior	Chiefs or chieftainships, Indian
Archives, United States National and Indian Affairs (all General Services Administration—National Archives and Records Service)	Citizenship of Indians
	Civil jurisdiction on reservations (Federal, State, and tribal)
	Civil liberties of Indians
	Civil Service and Indian preference
	Civilian Conservation Corps, Indian
	Civilization of Indians funds

TABLE II.—*A list of terms and expressions used in Indian Affairs*—Continued

Claims Commission, Indian	Dependency, Indian
Clanship, Indian	Depositories and depositaries, Indian
Codes, tribal	moneys
Colonies, Indian, in white towns, cities	Depredations, Indian
Commerce with Indian tribes	Detached field offices
Commissioner of Indian Affairs	Diet of Indians
Committees on Indian Affairs, Congressional	Discriminations against Indians
Communities, Indian local	Diseases among Indians
Community analysis, Indian	Disorganization of Indian societies
Competency, certificates of	Divorce among Indians
Competency commissions	Domestic relations, tribal regulation of
Condemnation	Dry farm lands, Indian
Congress, power over Indian affairs of	Earned versus unearned income, Indians
Congressional claims	Economic conditions of Indians
Conservation of natural resources, Indian lands	Economic Development Branch, Indian Bureau
Conservative groups, Indian	Economic objectives of reservations
Constituents, Congressmen, Indian	Economy of reservations
Constitutions, tribal	Education, Indian
Contract system of purchasing Indian supplies	Educational loans, Indian
Contracts for Indian welfare, health, education	Ejido system
Cooperatives, Indian	Elections, tribal
Corporations, tribal	Elevation and climate of reservations
Costs of Federal services for Indians, by type of service	Employees, Indian Bureau
Councils, tribal	Employment or placement for Indians
County services to Indians	Enrollment on Indian tribal rolls
Court of Claims, United States, Indian claims	Enterprises, Indian
Courts, reservation and tribal	Escheat
Courts of Indian offenses	Establishment, dates of (for reservations)
Credit reports and credit operations, IRA	Exchange assignments of tribal land
Creditors	Executive order reservations
Criminal jurisdiction (Federal, State, and tribal)	Executive orders relating to Indians
Criticism of Indian Bureau	Expatriation
Criticism of Indian Reorganization Act	Expenditures by Federal Government on Indians
Crops raised on Indian lands	Factions and factionalisms, tribal
Cultural autonomy and cultural pluralism	Families, Indian
Cultural conditions of Indians	Family incomes, Indian
Cultures, Indian native	Federal administrative tribunals
Curtis Act	Federal citizenship of Indians
Customs, tribal	Federal-Indian relationships
Dams, effects upon Indian reservations	Federal power over Indians
Dances, Indian	Federal responsibility for Indians
Dawes Act	Federal schools, use of by Indians
Day school, Indians	Federal services for Indians
Decentralization of authority, Indian Bureau ( <i>see also</i> District offices, regional offices, area offices)	Fee patents
Deficiencies of Indian Bureau. ( <i>See</i> Criticism.)	Field manuals of the Indian Service
Deficiencies of Indians	Field offices, Indian Service
Definitions of Indians	Filing of petitions, Indian claims
Definitions, statistical units	Financial services for Indians
Degree of blood	Fiscal affairs, Indian tribal
Delegations, Indian	Fishing and fishing rights, Indian
Delinquency, Indian juvenile and adult	Folk culture, Indian
Department of Justice defends United States in Indian claims.	Forestry, Indian Service
Departmental claims	Formulas, use of by BIA (timber sales, J. O. contracts, education, etc.)
	Fractionated heirships
	Freedmen
	Full bloods
	Funds, Indian tribal and individual
	Garden produce by Indian, value of
	General Accounting Office, reports offsets in claims by Indian tribes, studies Indian Bureau and tribal accounting

TABLE II.—*A list of terms and expressions used in Indian Affairs*—Continued

General Allotment Act	Jurisdictional units, Indian Service
General Services Administration,	Laches
National Archives and Records	Land parcels, Indian
Service	Land program, IRA
Geology and soils of reservations	Land purchase for Indians
Geriatrics, Indian	Land use and land leasing, Indian
Gifts, Indian	Lands, Indian
Government employment of Indians	Languages, Indian
Government land on Indian reservations	Lands, individual and tribal
Governments, tribal	Law, Federal-Indian, treaty, statutory,
Gratuity allocation chart	case, administrative
Gratuity funds	Law and order, Indian Service and
Grazing rights and leases, Indian lands	tribal codes of
Guardianship, Indian under	Lawyer's contracts with tribes
Handicaps of Indians	Leasing, allotted lands and tribal lands
Health Service, Indian Bureau	Legislative Reference Service and Indian
Hearings on Indian Affairs, Congres-	Affairs
sional committees	Lending organizations
Heirs and heirship lands	Lessees of Indian lands
Histories of Indian tribes and reserva-	Library of Congress and Indian Affairs
tions	Licensing
Homesteads	Liquor traffic prohibitions, Indian and
Hospitals, Indian Service	Indian lands
Human dependency and economic sur-	Livestock, Indian
veys (1934-36)	Loans, Federal
Hunting rights, Indian	Loans for educational purposes
Idealization of Indian life and youth	Loans made by tribes and organizations
movements	deriving assistance from these loans
Improvements	Lobby, Indian tribal
Income, family, amounts and source	Local social units, Indian
Income, tribal	Location of reservation
Incompetency	Lore, Indian
Indian Affairs, definition of	Mandamus, writs of
Indian Bureau (see Bureau of Indian	Maps of reservations and tribal areas
Affairs)	Marginal lands, Indian use of
Indian Claims Commission	Marriage, Indian tribal regulation of
Indian Claims Commission Act	Medical offices, Indian Service
Indian Council Fire	Medicine show Indians
Indian country, definition of	Memberships, tribal
Indian farmer	Memoranda of Solicitor, Department of
Indian informants, use of by anthro-	Interior
pologists	Mentality of Indians
Indian personality and administrative	Meriam Report on Indian Bureau and
research (1941-47)	condition of Indians (1938).
Indian Reorganization Act or Wheeler-	Mileage of roads, Indian Service main-
Howard Act (1934) (IRA)	tained
IRA purchases of land	Mineral leases, Indian lands
Indian Rights Association	Minerals of Indian lands
Indian Tribal Section, Claims Bureau,	Minutes of tribal councils
General Accounting Office	Missions and mission schools
Individual Indian Moneys (I. I. M.)	Missouri River Basin investigations
Infant mortality	Mixed bloods
Inheritance taxes	Mobility of Indian
Inter-American Indian Institute, Inter-	Monuments, Indians
American Indian conferences	Moral claims
International relations and Indian Af-	Mortgages
airs	Museums, Indian culture in
Interpreter, Indian	Nation, Indian
Investigation of Indian Affairs, local	National Congress of American Indian
and general	National Indian Institute
Irrigated lands, Indian	Native American Church
Irrigation projects	Native products
Irrigation services, Indian Bureau	Native villages in Alaska
Johnson-O'Malley Act (1934, 1936)	Negro-Indian relations
contracts	Objective of Federal Indian policy, <i>see</i>
Judgments and judgment funds	<i>also</i> Policy, Federal-Indian

TABLE II.—*A list of terms and expressions used in Indian Affairs—Continued*

Objectives of the Indian Bureau	Relations of tribes to State, city, and county governments
Obligations, Federal, to Indian	Relief funds
Occupancy	Religions, Indian
Offenses charged and disposition of cases	Religious liberty
Officials, tribal	Removal, Indian
Officeholding, Indian	Reports to Congress by the Indian Bureau
Offsets or set-offs on tribal claims	Reports within the Indian Bureau
Oklahoma Indian Welfare Act (1936)	Representatives of Indians
Open grazing land, Indian	Reservations, Indian
Opinions of Solicitor, Department of the Interior	Residence versus nonresidence on reservation and jurisdiction where enrolled
Ordinances, tribal	Resolutions of tribal organizations
Organization charts, Bureau of Indian Affairs	Resources of reservations
Organizations interested in Indian Affairs	Restoration of surplus lands
Organizations, tribal	Restricted fee patents
Partition of inherited allotments	Restricted land
Passports	Review of tribal council actions by Secretary of the Interior
Patents, patents in fee	Revolving loan fund
Paternalism, Federal	Rights, personal
Per capita payments	Rights-of-way
Permits	River basins and Indian area problems
Personality, Indian and Government	Roads, Indian Service
Personnel, Indian Bureau	Sanatoria, Indian Service
Petitions of claims cases	"Scaling" of tribal timber
Peyote among Indians	School-age population, Indian
Physical characteristics of Indians	School attendance and nonattendance, Indian
Plenary power of Congress in Indian Affairs	Schools, Indians
Police, Indian	Schools, types of (Indian)
Policy, Federal-Indian	Seasonality of Indian employment
Policy fee patents	Secretary of the Interior
Population and population analysis, Indian	Self-employment of Indians
Population rolls, Indian	Services of the Indian Bureau
Pre-school-age population, Indian	Services self-provided by Indians
President of United States of America, relationship to Indians	Sex groups in Indian population
Private laws on Indian affairs	Skills of Indians
Private schools used by Indians	Smithsonian Institution ( <i>see</i> Bureau of American Ethnology)
Pro rata shares	Social Security Act, applicable to Indians
Probate of estates	Social services for Indians
Programs and planning, Bureau of Indian Affairs	Socioeconomic surveys, Indians
Property of Indians, individual and tribal	Soil and moisture conservation of Indian lands (SMCO)
Psychological tests of Indians	Special rights of Indians
Psychology, Indian	Special schools, Indian
Public employment	Standard assignments of tribal land
Public Lands and Indian Affairs	State powers over Indians
Pueblo, Indian	State services to Indians
Questionnaires on Indian affairs	Statistical supplements to annual reports
Race, Indian	Statistics, Indian
Rancheria, Indian	Statute of limitations
Range lands, Indian and range management of Indian lands	Statutory law, Indians
Rate of increase, Indian population	Storage dams and reservoirs
Rations, Indian	Streams
Reclamation Service and Indian irrigation	Stumpage rights, regulation of
Reconnaissance surveys of reservations	Submarginal lands on Indian reservations
Reforestation, Indian lands	Subsistence garden developments
Regional offices	Successful Indians
Registration of vital statistics, Indian	Suffrage, Indian
Rehabilitation of reservations	

TABLE II.—*A list of terms and expressions used in Indian Affairs*—Continued

Suits	Trading houses, Government
Summaries of 10-year program reports (1944)	Treaties, Indian
Superintendent of Indian Trade	Trespass
Superintendents, Indian agencies	Trials Division, Department of Justice
Support and rehabilitation of needy Indians fund	Tribal funds
Supreme Court (United States) and Indians	Tribal lands
Surface and subsurface land rights, Indian	Tribal power over Indian affairs
Surplus lands	Tribal relations, BIA
Survey of Indians	Tribal rolls
Sustained-yield basis in use of forest and range	Tribal self-government
Taxation and taxability of lands, Indian	Tribes, Indian
Taylor Grazing Act (1934)	Triracial (Indian-white-Negro) communities
Technical Cooperation—Bureau of Indian Affairs or TC—BIA (1935-36)	Trust allotments
Ten-year program reports of 1944	Trust patent
Territory, Indian	Tuberculosis among Indians
Thomas-Rogers Act, <i>See</i> Oklahoma Indian Welfare Act	Unearned income
Timber and timber sales, Indian	Use of Indian land, Indian and non-Indian
Title, tribal	Vital statistics, Indian
Topography of reservations	War and "state of amity"
Tourists and Indians	War Department and Indian Bureau
Trachoma among Indians	Wards and wardship
Trade and intercourse laws, Indian	Water rights and "key areas"
Traders' licenses	Welfare and placement, Indian
Trading, Indian	Wheeler-Howard Act, <i>see</i> Indian Reorganization Act
	Wildlife resources, Indian
	Wills, Indian
	Worcester versus Georgia
	Writing systems, Indian

## 5. SYSTEMATIC COLLECTION OF DATA ON INDIAN TRIBES

Once it has been decided to inquire into the affairs of the Indian tribes the next question is what facts are needed and what facts are available. In June 1944 the House Committee on Indian Affairs sent out a questionnaire to all the Indian tribes of the United States asking for answers to 10 specific questions. The questions related to matters of opinion and did not require a factual reply or something measurable in quantitative terms. The questions in essence were as follows:

- (1) What are your tribe's major problems?
- (2) What can the Government do to help you?
- (3) What do you think about the liquor law appertaining to Indians?
- (4) What do you think should be done to conserve reservation wildlife?
- (5) Any suggested changes in the Indian Reorganization Act?
- (6) What do you think about the enforcement of State laws on reservations?
- (7) Should restrictions on Indian lands be removed?
- (8) What are the major needs of the reservation?
- (9) What functions of the Indian Bureau locally could be eliminated?
- (10) What is your opinion regarding the claims situation?

A very complete response was secured to these questions which related vitally to the welfare of the individual tribes and, as might be expected, a wide range of opinion was given in response to the various questions. In some places minority group opinion differed greatly