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The Promise and Reality of Indian Self Determination

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THE PROMISE AND REALITY OF INDIAN SELF DETERMINATION

by

Patricia F. Ballard

A Project
submitted in partial fulfillment
of the requirements for the degree of
Doctorate of Business Administration

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ABSTRACT OF THE PROJECT
THE PROMISE AND REALITY OF INDIAN SELF DETERMINATION

by

Patricia F. Ballard

The Indian Self Determination Act was first ratified November 4, 1975, has brought about many social and economic changes for the Recognized Native American "Indian" Tribes of the United States. With this Act, the Department of the Interior, Division of the Bureau of Indian Affairs, officially recognized the right of organized "Indian Tribes" to be sovereign nations. This recognition created the opportunity for Native American Tribes to develop their own system of government, which included criminal and civil justice systems, social welfare programs, free practice of cultural and religious rituals, and the ability to contract with businesses in the private sector as an independent nation and a private business entity. The Self Determination Act was based on the premise that Native American Indian Tribes had, or could learn, to govern themselves under the nurtur-

ing and direction of the Bureau of Indian Affairs. This Act was also intended to relieve the Bureau of Indian Affairs of direct responsibility for the social and economic welfare and overall governing of the Indian nations. With the ratification of the *Indian Self Determination Act*, the role of the Bureau of Indian Affairs was modified greatly.¹ They were no longer the governing body over the individual Indian Tribes, officially at this point, they are simply the mentors in the Tribes' process of acquiring strong business and self-governing techniques.

Since the original ratification of the *Indian Self Determination Act*, Title I, Volume 25, Code of Federal Regulations; there have been many discrepancies over the appropriate implementation of this self-governing process. Consequently, the *Self Determination Act* was amended repeatedly between 1975 and 1989. Each amendment making it more clear that the Indian nations were expected to achieve self-government under the diminished influence of the Bureau of Indian Affairs. The achievement of self-government gave the Indian nations the right to perform as private business entities. With the one exception of extreme cases of mismanagement, in which instance, the Bureau could reclaim control of any and all Tribal government and contracting procedures. However, in practice, Tribal governments were

¹ 25 Code of Federal Regulations, Chapter I, Part 271.4 (b) ; 4-1-95 edition

becoming increasingly tangled in legal battles with the Bureau of Indian Affairs over the definition and implementation of rights that had been granted to them in the *Indian Self Determination Act*. There have been numerous instances of Tribal government grants and contracts being officially awarded by private entities or Federal and local governments only to be withheld due to objections raised by the Bureau of Indian Affairs. Consequently, the Tribes began to lean more heavily toward contracting for goods and services as independent, private businesses.

With the recent enactment of the *Indian Self Determination Act of 1974*, the Native American Tribal Community has emerged as a force in the United States business arena. As a Tribal Administrator, the author has had the opportunity to explore, research, and experience first-hand the effects current enactments of the *Indian Self Determination Act* are having on the freedom and ability of Native American Tribal people to become sovereign nations and to contract as independent financial entities. Most importantly, from the perspective of this study, the enactment of the *Indian Self Determination Act* is a doorway for introducing Native American Tribal governments as a sector of the private business arena. The focus of this study is the effects of the *Indian Self Determination Act* on the Native American Tribes' potential for forming, owning, and operating as profitable business entities in the future.

TABLE OF CONTENTS

Chapter	Page
1. INTRODUCTION	1
STATEMENT OF PROBLEM	1
IMPORTANCE OF THE PROBLEM	1
LIMITATIONS AND DELIMITATIONS	2
2. REVIEW OF LITERATURE	2
3. METHODOLOGY	5
RESEARCH DESIGN	5
HYPOTHESIS	6
SCHEDULE	7
SPECIAL FACILITIES	7
4. RESULTS	8
5. SUMMARY	25
APPENDIXES	
A. 25 CFR SECTION 271.4(b)	29
B. RESUME	30
C. PROJECT SCHEDULE	31
D. CEXEC PROFILE	32
E. FRAGILE LINKS TO THE PAST	40

CHAPTER 1

INTRODUCTION

This study will identify and discuss:

1. Current trends and business conditions for Native American Tribal governments seeking privatization
2. The potential success of the Tribes as they endeavor to become not only sovereign nations but also, profitable private business entities.

The importance and benefits of the information found in this study are far reaching. To this point, the study of business as it relates to the Native American Indian governments has not often been formally addressed. Due to the unique nature of the American Indian Tribes as business entities, there needs to be an objective summary of their current conditions and there must be a "starting point" to measure from, an appraisal to plan and formulate future growth and success upon. The formal analysis of such a new and emerging private business sector is valuable by it's very nature because it can serve as more than a simple observation. It is a measuring tool and a possible blueprint for specialists and business professionals alike. To be involved first-hand with the emergence of a new business sector presents many opportunities for hands-on learning and experimentation. Through calculated trial and

error and the weighing and measuring of numerous variables it is yet to be seen what the concrete outcome of all the "possibilities" are for the Native American Tribes in their endeavor for privatization. This field is so new there are few, if any, proclaimed "experts." We all are making educated guesses and somewhat "learning as we go." Many government officials and business professionals in this field have expressed to the author their desire for a "field guide" or at the very least a concise summary and analysis of the market potential and obstacles facing them in the field. The process of forming a formal hypothesis and study will serve to streamline the basic knowledge and conditions for both Tribal governments and the business professionals entrusted with promoting the well being of the Indian nations.

CHAPTER 2

REVIEW OF THE LITERATURE

The final authority on Indians as far as the Federal government is concerned, is the 25 Code of Federal Regulations (25 CFR). It is often called the "Tribal Bible" and it is impressive how many Tribal leaders can quote complete sections of Federal Indian policy from it. The 25 CFR is the final authority, listing and defining the requirements enforced by the Federal government for policies and procedures involving Indian tribes. When used in conjunction with recent rulings on the *Self Determination Act*, it is also a powerful tool for Tribal leaders. There are many statistical reports on Indians. However, their relevance to this study is limited. Often the statistics found in such reports receive too much attention, leaving Native American people to be viewed as little more than statistics themselves. Native American authors such as former Executive Director of the National Congress of American Indians, Vine Deloria, write from the perspective of *An Indian Manifesto* and address the blending of cultural issues with the economic survival of American Indian people. These books give a thorough summary of legislative history from the Native American's view and are perhaps the most accurate literary works available on the trends and conditions of Native American Tribes and their efforts

toward *Self Determination* today. There are many *Encyclopedia of Native American Indians* to choose from. However, categorically, these encyclopedias give an account of American Indian history that enhances the image of "stereotypical" Indians. There are countless numbers of *Task Force Reports* on the condition of United States Department of the Interior/Indian Relations. Yet pertinent literature and business reports on the specific accomplishments of Tribes achieving self determination and privatization are very limited.

CHAPTER 3

METHODOLOGY

The research design for this project is descriptive, experimental in nature, and originates from the authors first-hand experience administering contracts, political trends and socio-economic conditions of Tribal government and Native American owned private business. The focus of this study is the trends and conditions that business professionals in this field will encounter as they endeavor to establish a firm business foundation for Native American Tribes in the process of entering into the private business sector. The author gathered data through interviewing and working closely with various Tribal Council members and BIA officials while composing and negotiating Aid To Tribal Government and other contracts with the Department of the Interior. By examining BIA literature, studying the 25 Code of Federal Regulations; meeting with Tribal leaders from numerous Tribes from northern California, Southern and Central Oregon, and Nevada. The author filled the position of Tribal Administrator negotiating terms and conditions for Government contracts with Tribal governments, soliciting private grants and contracts, submitting proposals for contracted services, administering Tribal fiscal plans, and acting as Chief Administrative Officer in all matters of Tribal business and Tribal representative/liaison in

political situations. The author also gathered research for this study while maintaining sovereign nation status and contractility for a Federally recognized Tribe, resolving noncompliance contract issues, networking with other Tribal administrators and their support services, contracting with the Department of Housing and Urban Development, Indian Health Services, the United Presbyterian Church Grant Department, the United States Forest Service, Shasta Community College, Shasta County Health Department, and other entities. Data was also gathered by visiting the Smithsonian Museum of the Native American Indian, visiting the Cherokee/Chauktah of Tennessee, attending the Stillwater Pow Wow of 1991, in addition to attending the Annual Pow Wow at Pendleton, Oregon; conducting library research, interviewing the Vice President of the Contract Department with CEXEC Inc. (involved in subcontracting Aid To Tribal Government Contracts from the United States Department of the Interior).

The research design for this study has been multifaceted and is intended to represent a broad spectrum of organizations and contracting entities involved with the various aspects and levels of Tribal sovereignty as it relates to the unique nature and obstacles involved with doing business as a Native American owned government or business.

The findings reported in this study are qualitative in nature and are not best portrayed by the use of graphs and charts.

The schedule for completion of this study spans approximately three years, covering a period from August 1993 to April 1996.²

The following facilities and special resources were used to conduct research and obtain information represented in this study: Conference rooms of Bureau of Indian Affairs, 1900 Churn Creek Drive, Redding, California: Conference rooms at Bureau of Indian Affairs at Regional Headquarters in Sacramento, California; Tribal Council Chambers Pitt River Tribe, Burney California; Pitt River Tribal Offices, Burney California; Pitt River Health Services Community Room, Burney California; Veterans Hall, Burney California - Tribal Elections September 1993, Wasach Tribal Conference Room, Reno Nevada; Smithsonian Museum of Native American Indian, New York City New York; and Smithsonian Museum Native American Indian Sovereignty exhibit, Washington, DC.

² See Appendixes "Project Schedule"

CHAPTER 4

RESULTS

The data obtained by conducting this study suggests that Tribal governments have less than adequate Bureau of Indian Affairs-sponsored training in the areas of the creation and implementation of personnel, procurement and fiscal policies. These policies are required in order to maintain sound recordkeeping and management systems as outlined by the BIA and the 25 CFR. In addition, a tribe's failure to enact these systems at a BIA acceptable level can cost the Tribe their freedom to contract with outside entities and eventually their ability to function as a sovereign nation contracting with the United States Department of the Interior. Therefore, many tribes have been forced to hire in contract, accounting and administrative professionals to ensure the management systems are capable of withstanding BIA audit procedures. These professionals have brought a new dimension to Tribal administration. They are concerned with the financial stability, profit potential, and management system integrity. Often, a well informed, interactive business professional proves to be a most effective ally for the Native American business or government. This too is an emerging field. Most successful Tribe-employed business professionals are characterized by their ability to

communicate effectively and to adapt to rapidly changing circumstances. The transition from a not-for-profit entity to a competitive, profitable business can be a complex and difficult process. There are many contract styles and general concerns that Indian nations who have focused primarily on not for profit contracting (such as Indian Health Services, Aid to Tribal Government, and L.I.H.E.A.P. contracts that supply Health and welfare services) have never encountered and are unfamiliar with. In recent years, many Tribal leaders have become experts of contract negotiation and administration. However, important information and experience working with liability and indemnification issues are still new to many Tribes that are moving into the private business sector. Oversights in the areas of liability and indemnification clauses and requirements can seriously hinder a business' successful risk management. Risk management is a sizable concern for entities considering offering or accepting contracts with Native American Tribes or companies. Generally, mainstream businesses are reluctant to contract with Tribal people because of the perceived risk associated with doing business related to Native American government systems. Therefore, risk management is truly a double-edged sword in the Native American Business arena. In their efforts to inform Native American Tribal Leaders, the BIA has predominantly presented risk management as a menacing force that impedes the tribes

ability to establish sound contract negotiation and administration practices. This perception, is simply not true. Tribal familiarity and training with risk management techniques will enhance their ability to succeed in many diverse markets.

Communications between BIA departments, spokespeople and Tribal government leaders is often controversial and data gathered through this interaction contradicts itself on a regular basis. However, the potential for Native American-owned business to penetrate the mainstream American business markets is phenomenal. Economically, Native American-owned Tribes have outstanding potential to get a firm foothold in the market of their choice during their ten years as a protected 8A company. From the perspective of education, Native American colleges and universities are turning out a record number of legal, medical, and business professionals with a desire to promote the well being of their nations. There also is a growing number of Native American students attending college under Department of the Interior grants, loans, and scholarships. Native American students who attend college with assistance from private non-profit organization both Indian and mainstream who sponsor grants and scholarships. For native Americans it is becoming more socially acceptable to strive for success in the mainstream business world while promoting the well being of the Indian nation and culture. Over the past four years

mainstream America has also become more willing to accept Native American business endeavors. Indian artifacts, art and culture is quite trendy at the moment. The American people's wide range exposure and acceptance of various aspects and by products of Native American culture, even at this basic level, has a positive effect on the attitudes of active and influential business professionals.

In 1995 the Federal Government started soliciting bids from private contracting firms in an effort to subcontract to private industry the authority to enforce, and manage Tribal debts that occurred under Federal contracts. This move was largely due to the results of a 1993 Department of the Interior audit of the Bureau of Indian Affairs which found the financial practices of the BIA to be far less than adequate. Therefore, the Federal Government decided to bring in impartial, third party contracting firms to approve/disapprove and manage the financial practices and procedures of Federal Contracts to Tribal governments. Due to the uncertainty that accompanies Federal Government - Tribal Government contracting relations, acquiring 8A Company status is being encouraged. It provides the Tribes with freedom from Federal government reporting procedural regulations, limits or eliminates interaction with BIA policies and procedures, reduces the influence of the Department of the Interior on Native American lifestyle, and provides 10 years protected status for the business. Also,

the Federal government guarantees 8A businesses will receive a certain percentage of the market they are in and has enacted quotas to insure this. Government agencies, including the Department of Defense, are scrambling to solicit bids and proposals from 8A companies to fill these mandatory quotas. From a business perspective, the growth potential is extraordinary. However, there is both encouragement and resistance in the American Indian community toward this trend. While many believe a concise, orchestrated move into the private business sector under the protection of 8A status is just the boost Native Americans and their Tribes need to promote Self Determination, the trend to form 8A corporations doing business in a "white" business setting is often paralleled with the boarding schools of the late 1800s and early 1900s. They are both seen as an attempt to "Americanize" native people. There is a definite resistance to any trend that could in practice eliminate part of Native American culture and identity as a sovereign people.

Largely because the battle for sovereignty has been long and hard, the Native American community meets any new proposal/trend with extreme caution. This reserve and calculated skepticism is as much a deterrent as it is an asset. The resolve they meet every new trend with protects the rights they have already won and when mixed with the Native American sense of humor, is a key eliminate of their

very survival as a people. However, this resistance to change also slows the process of *Self Determination*.

At this point, it is necessary to acknowledge that due to the on-going power struggle between the Bureau of Indian Affairs and Tribal Governments it has become apparent that Native American businesses and nations with the most thorough, formal organizational structures are having the best results and are held to lower rates of compliance to BIA standards as outlined in the 25 Code of Federal Regulations. The less defined the organizational structure, policies and procedures of a Native Tribe or business are the more Bureau of Indian Affairs organizational structure, policies and procedures are forced upon it. Therefore, many smaller Indian Tribes are and have become cooperatives -- businesses by name and function although they exist for the purpose of promoting Tribal identity and well being. Becoming a cooperative loosens the grip of the BIA and also eliminates Aid to Tribal Government Contracting with BIA for the Tribe. Privatization eliminates the Tribes reliance on the Federal government as its sole income. The Tribe only contracts as it desires. When the Tribes contract as an 8A company they receive ten (10) years protected existence from the Federal government and a guaranteed percentage of the overall market. However, at the end of the ten years no one is quite sure what will happen. It is hoped that the Native American company will be successful at becoming entirely

private and will no longer need the protection of the United States government quotas to ensure their success. But even if everything goes according to plan, what effect does the cultural change of functioning as a business have on the Native American Indian community? Who are they after ten years of focusing on becoming a "successful" business in the "white," mainstream business world? Are these changes good and necessary or detrimental and limiting to the Native American people? There are noted proponents and heated debates on both sides of this issue. No one is quite sure what the right blend of mainstream American success and Native American culture is.

However, most agree that the answer lies in Native American Indians maintaining their own cultural identity while functioning successfully in the mainstream business world.

One of the greatest obstacles facing Native Americans in their drive for sovereignty and financial success are the stereotypes that are attached to simply "being" an American Indian. There are many stigmas Native American people encounter when dealing with uninformed, or worse yet, misinformed individuals. Native Americans are often viewed as difficult and somber, likely to put non-Indian people in situations that are embarrassing or intimidating. This stigma is based predominantly on the incorrect assumption that American Indians as a group, have virtually no sense of

humor. When in fact, in Native American culture humor is a very powerful tool that is used to redirect and soothe potentially volatile and uncomfortable situations. As Vine Deloria, former Executive Director of the National Congress of American Indians put it in his book *Custer Died for Your Sins*:

"Indians have found a humorous side of nearly every problem and the experiences of life have generally been so well defined through jokes and stories that they have become a thing in themselves.

For centuries before the white invasion, teasing was a method of control of social situations by Indian people. Rather than embarrass members of the Tribe publicly, people used to tease individuals they considered out of step with the consensus of Tribal opinion. In this way egos were preserved and disputes within the tribe of a personal nature were held to a minimum."³

Often, a comment that is considered in native American terms to be a kind, diplomatic way to ease the tension and promote open, interactive communication is perceived by the non-Indian as an embarrassing comment that *really* wasn't necessary. On countless occasions the progress of a contract negotiation session has been thwarted because the non-Indian official has become the focus of a well or poorly placed joke. In truth, the basic conflict in this situation, is that the two cultures disagree about what an appropriate thing to say is at that time. It is often a simple difference in cultural perspective over how to handle a

³ Vine Deloria , Custer Died for Your Sins , University of Oklahoma Press 1988 , p.147

precarious situation that hinders open interaction/progress between Indians and other groups.

It is also true that Native American people have their own history and their perspective on American History differs a great deal from the standard views promoted in American society. The misconception that we all have the same history and Indians of course, know they are underprivileged, should want to integrate into mainstream society and adopt the views of other non-Indian people is often a point of contention and miscommunication. American Indians see themselves as the original rulers and owners of this land. They believe their right to sovereignty is innate. It is not a privilege to be given or taken by the United States government or any one else. It is simply part of who they are.

Indian Tribes want to be self-sufficient and settle their own problems according to their own cultural and ethical standards while the Federal government, churches and other private organizations want to establish what they consider to be a "better" system for managing tribal affairs. The paternal attitude of these groups is in direct conflict with the Native American's desire to be in charge of and responsible for their own well being. A more thorough understanding of the Native American's perspective is desperately needed. As a whole, Native Americans do not want special treatment or considerations because they are

Indians. The words of Alex Chasing Hawk, a member of the Cheyenne River Sioux Tribal Council for thirty years exemplify the view of American Indians today. He was asked at a Congressional hearing, "Just what do you Indians want?" His reply was, "a leave-us-alone law." Native Americans want to be left alone to perform government, cultural and business practices as they see fit without any special restrictions or requirements being put upon them simply because they are American Indians. The common belief that the Federal government, churches and other private organizations need to solve the "Indian Problem" shows the lack of communication and understanding that is a very real issue in the quest for *Indian Self Determination*. From a purely business perspective, Native American owned companies and Tribes are striving to be "left alone" to enter the market and function as private business entities and sovereign nations.

To understand the current condition of Native American Tribes as a whole you must first understand that historically, American Indian Tribes are very democratic. Tribal decisions are made solely-based on the will of the people. Community support for leaders and programs decides their success or failure. They are not inclined to unite under one leader, or even a few chosen leaders. Each Tribe is very protective of the fact that they are independent of each other. Therefore, historically and culturally there is

a very consistent pattern that perpetuates the Indians unwillingness to be drawn together behind a few powerful leaders. They are drawn together over issues that benefit their people. Once an issue is determined to be worthwhile, they will stand behind it indefinitely. However, a set of individual crises do not pressure most Tribes to consolidate in support of any one organization. Tribal support is not given categorically. It is very specific and must be earned. Tribes pick and choose which issues they will stand behind. In addition, Tribal political leaders are judged simply by what they produce. The criteria is rigorous and it is a demanding field to work in.

Tribal political incumbents are rare. There are many Tribes who have never reelected a Tribal Chairman. Therefore, Federal government and private contracting entities perceive that the tribes are not consistent. There is a perception that the Tribes political system is volatile. Many contracting entities consider Tribal contracts to be undesirable because the risk is too great. Sometimes there is considerable risk when dealing with smaller, less organized Tribes. However, generally, if the Tribal people are in favor of the project a contract supports, their leaders whether new or incumbent, will be pressured greatly if they begin to perform in a way that will jeopardize that contract. In reality, the Indian people are the contracting entities insurance. If a

contract has their support, you could ask for no stronger advocate. If it does not, go home.

Currently, the number of Native American owned businesses is climbing. The extent of this trend has yet to be seen. However, there are many social and economic indicators of the potential impact these Native American owned companies may have. Native American Colleges and Universities are producing many graduates in the fields of high technology, ecology, law, and social science. Native American Tribes are producing skilled Grantsmen and Craftsmen. This combination in a motivated work force can be very powerful. Working together, many Tribal grantsmen are winning grants and negotiating contracts that allow the Indian nations to receive the financial backing that is needed to strengthen their fledgling economic base. Native American Lawyers and Legal Associations are becoming much more readily available to the Native American governments and businesses.

Over the three year period required to gather data for this study, the author witnessed first-hand, the structure and/or inner workings of many impressive Native American businesses and governments. In the interest of clarity, only a chosen sampling of these organizations can be mentioned here. Among the organizations, the author studied and interacted with, the performance of the following Native American businesses and governments have been summarized to

provide the reader with specific examples of current tendencies within the Native American business arena.

An impressive example of a Native American owned company that specializes in ecology, high technology, and law as it relates to contractual agreements is CEXEC, Incorporated. The founder and controlling owner is a member of the Sioux nation, a Veteran of the United States Armed Forces, and the President of a well organized and rapidly expanding corporation. CEXEC's arena of expertise include: Systems Engineering and Integration, Information Systems, Logistics, Acquisition Management, and Organizational Planning and Control. Their representative list of clients included: Federal Emergency Management Agency, Social Security Administration, Department of Transportation, Commodity Futures Trading Commission, Department of Justice, Department of the Interior, Nuclear Regulatory Commission, Resolution Trust Corporation, and many divisions and offices of the United States Department of Defense.⁴ Some examples of economic successes by a small Tribal government is the Wasach Indians of Reno Nevada. The Wasach's treaty entitles them to land that was originally beyond the outer city limits of Reno. However, as Reno expanded over the years, their land became a central downtown location. In response to these changes, the Wasach Indians built their own Tribal

⁴ See Appendix - CEXEC Profile, courtesy of: CEXEC, Incorporated 1995

owned "suburb style" neighborhood, Community Recreation and Cultural Center, Medical Building, Trading Post, and a Convenience Store. Socially it is becoming more acceptable to "expose" the controversial treatment received by the Indian nations over the past two centuries. The Washington Post published an article December 10, 1995, titled "Fragile Links to the Past, Nez Perce Tribes Battles for Artifacts Taken in 1840s."⁵ This article, published by one of the United States most prominent News Papers, took the perspective that the Nez Perce had a right to their heritage, and the artifacts crafted by their ancestors. Even more interesting it explains that "this time, the Federal government is siding with the Nez Perce." This is just one of a growing number of press releases here in the United States that favor the Native American's perspective and heritage. This is a welcome and long over due change from the negative press and public attitude displayed in the News media at the turn of the century and as late as the 1960s when legislative discussion supporting the sovereignty of Native American governments began to emerge.

The Navajo, Cherokee, Pueblo, and Sioux Nations are among the best known Native American Tribes involved in Tribal business practices and laws in both government and private arenas. However, there are also many smaller Tribes

⁵ See Appendices - Fragile Links to Past

who are not recognized by the Federal government and are not eligible for Federal assistance programs. These tribes are often recognized by the state their land is surrounded by, and yet their land is not subject to the same laws as the United States or the State that recognizes them. Therefore, on their reservations gambling and other activities are used as a vehicle to provide and ensure the tribes financial stability and success. Redding Rancheria, located in the vicinity of Redding California is the cite of this type of tribal organization and activity. Currently, the Rancheria has a casino, campground, and a standing agreement with Merle Haggard to advertise and provide entertainment at their "Win River Casino" facilities. The operation and management of Native American owned casinos is a very controversial topic among Native American people. Both smaller state recognized Tribes like Redding Rancheria and prominent Federally recognized Tribes such as the Sioux Nations own and operate casinos. Many Native Americans are concerned about the tendency these casinos have to encourage the consumption of large quantities of alcoholics beverages, the criminal element that often accompanies gambling, and the departure from Native American traditional family values. Proponents argue that the casinos are a key element in the economic success of the Native American people and each Tribe has the right to operate under their own laws as an independent Indian nation.

There are yet, other Federally recognized Indian Tribes that are planning and emerging but, have just begun to realize their goal for economic independence and success. Pitt River Tribe whose Tribal offices and land is in and around Burney, California, is one of many Tribes who has enormous potential and is just beginning to plan and realize their economic goals. In 1993, the Pitt River Tribal Council was in the process of proposing a Cultural Center, discussing the creation of an Office of Tourism, a campground, convenience store, recreation center and various Tribal owned and operated small businesses. They already own and operate a Tribal Medical Center, Medical-Dental Clinic, XL Ranch, vast grazing land, and are in the process of building homesite for many Tribal members on Pitt River controlled, reservation land. Often Tribes can obtain contracts and grants for housing, cultural centers, and medical facilities to be built on Tribal land. However, the potential for businesses to operate and employ the Tribal people living on the reservation site is almost nonexistent because of the location of Tribal lands.

Another small northern California Tribe, the Fort Bidwells are a good example of this phenomena. Fort Bidwell Tribal land is located high up in the Sierra Nevada mountain range between the borders of Eastern Oregon and Eastern California. Their reservation land is extremely isolated and currently, much of it is used for ranching. Because of

their geographic isolation, they are presented with very real challenges when deciding what types of Tribal owned businesses will prosper there. Nonetheless, the Fort Bidwells are wonderful craftsmen, pleasant and educated people who have real potential to develop their land into a Tribal owned and operated recreational area, ski park, wildlife adventure site or some other recreation and hospitality based business center.

CHAPTER 5

SUMMARY

The improvements that the *Indian Self Determination Act* were intended to create are coming about at a very slow rate. More than twenty years after the ratification of the *Self Determination Act*, Native American people are just now beginning to see the tangible results of that piece of legislation. Therefore, the measurement standards for this study are highly qualitative in nature and will only be determined by the future successes and challenges encountered by the Native American governments and businesses in their drive to become independent of the United States government, its rules, regulations, and economic assistance. The success rate of Native American owned businesses as compared to the success rate of non-Indian owned companies, and a review of the factors that contributed to their success or failure, will represent a good indicator as to the accuracy of the findings in this study. However, one fact remains constant, the economic conditions faced by Native American businesses and governments is improving. There are still some very real socio-economic obstacles facing Native American governments and businesses, but it is a good time for Native Americans to be encouraged and to continue advancing.

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GLOSSARY OF TERMS

ATTG - Aid To Tribal Governments. Annual Contract offered to Federally recognized Tribes by the United States Department of the Interior. Designed to help fund Tribal government development and operation.

BIA - Bureau of Indian Affairs. Division of the United States Department of the Interior responsible for administering United States Native American Indian policy to the recognized Native American Tribes.

CFR - Code of Federal Regulations. Final authority in matters of policy and law set forth by the United States Federal Government. Organized numerically by topic.

IHS - Indian Health Services. Federal Authority on Indian Health and Welfare.

ISDA - Indian Self Determination Act. Originally sponsored by President Nixon. Congressional Act designed to facilitate the sovereignty and independence of the Indian nations existing with in United States borders.

National Congress of American Indians - Prominent Inter Tribal Congress composed of Tribal representatives from many North American Indian Tribes. Concerned with native American sovereignty, and the overall well being of Native American People.

Red Road - Native American term used to describe the Native American's "journey" through life with the purpose of living according to Tribal custom and law while improving their socio-economic situation by maintaining a responsible and successful lifestyle.

APPENDIXES

- A. 25 CFR, CHAPTER 1, SECTION 271.4(b)
- B. RESUME
- C. PROJECT SCHEDULE
- D. CEXEC PROFILE
- E. FRAGILE LINKS TO THE PAST

APPENDIX A

25 CFR 271.4(b)

The Congress has declared its commitment to the maintenance of the Federal Government's unique and continuing relationship with and responsibilities to the Indian people through the establishment of a meaningful Indian self-determination policy which will permit an orderly transition from Federal domination of programs for and services to Indians to effective and meaningful participation by the Indian people in the planning, conduct, and administration of those programs and services.

APPENDIX B

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Professional Contract Administrator, experienced in the preparation, revision, and implementation of federal and commercial, domestic and international contracts. Contract administration experience includes national and international projects in the United States. **Contract negotiation, Proposal preparation, Contract administration, RFP analysis, Knowledge of FAR, Interpretation of government prime contract and subcontract requirements, Source selection, Cost analysis, and the Negotiation of prices, terms and conditions for federal and commercial contracts.** Proven strengths:

- * Preparation, negotiation & administration of prime government and commercial contracts & subcontracts.
- * Advising top management and governing officials in contract negotiation and administration.
- * Conducting intergovernmental and corporate contract negotiations.
- * Preparing successful commercial and government contract proposals.
- * Negotiating commercial contract Terms and Conditions.

PROFESSIONAL ACCOMPLISHMENTS

- * **Preparing proposals and Negotiating commercial contracts** valued from \$100,000 to \$2.4 Million
- * **Administering and developing multi-project commercial contract** valued at over \$1 Million at present with an expansion rate of \$1 million per fiscal quarter.
- * **Preparing proposals and Negotiating** 16 of the 20 commercial contracts won by Ogden Environmental and Energy Services during my term as a Consultant while **administering** over 50 active commercial contracts.
- * **Providing** contract compliance audit and analysis for two thirds of OEES's commercial contracts.
- * **Advising** governing officials and top management regarding contract preparation, negotiation, and implementation, which resulted in an increase in productivity of 21% and an increase in profits of 34% within a two year period.
- * **Planned, directed, negotiated** release of a contract that had been withheld three previous fiscal years, resulting in an increase of \$60K per each of the three years or a total of \$180K.
- * **Developed** new accounting and fiscal policy, rectifying existing discrepancies, reducing purchasing errors by 21%, records retrieval time by half, and reduced losses by \$35K annually.
- * **Managed** the preparation, negotiation, and administration of complex federal and commercial contracts.

EMPLOYMENT HISTORY 1989 - 1996

Contract Administration Consultant- MindBank Consulting Group, Tysons Corner, VA. - January 1995 to present.
Director - Pitt River Tribe, Burney, CA. - September 1993 to August 1995
Contract Administrator - Pitt River Tribe, Burney, CA. - August 1991 to September 1993
Management Specialist / Cultural Liaison - Great China Inc., San Francisco, CA. August 1989 to February 1991

EDUCATION

Doctorate of Business Administration - California Pacific University
M. B. A. - California Pacific University, San Diego, CA
B.A. Human Resource Management - Simpson College, Redding, CA.

HONORS

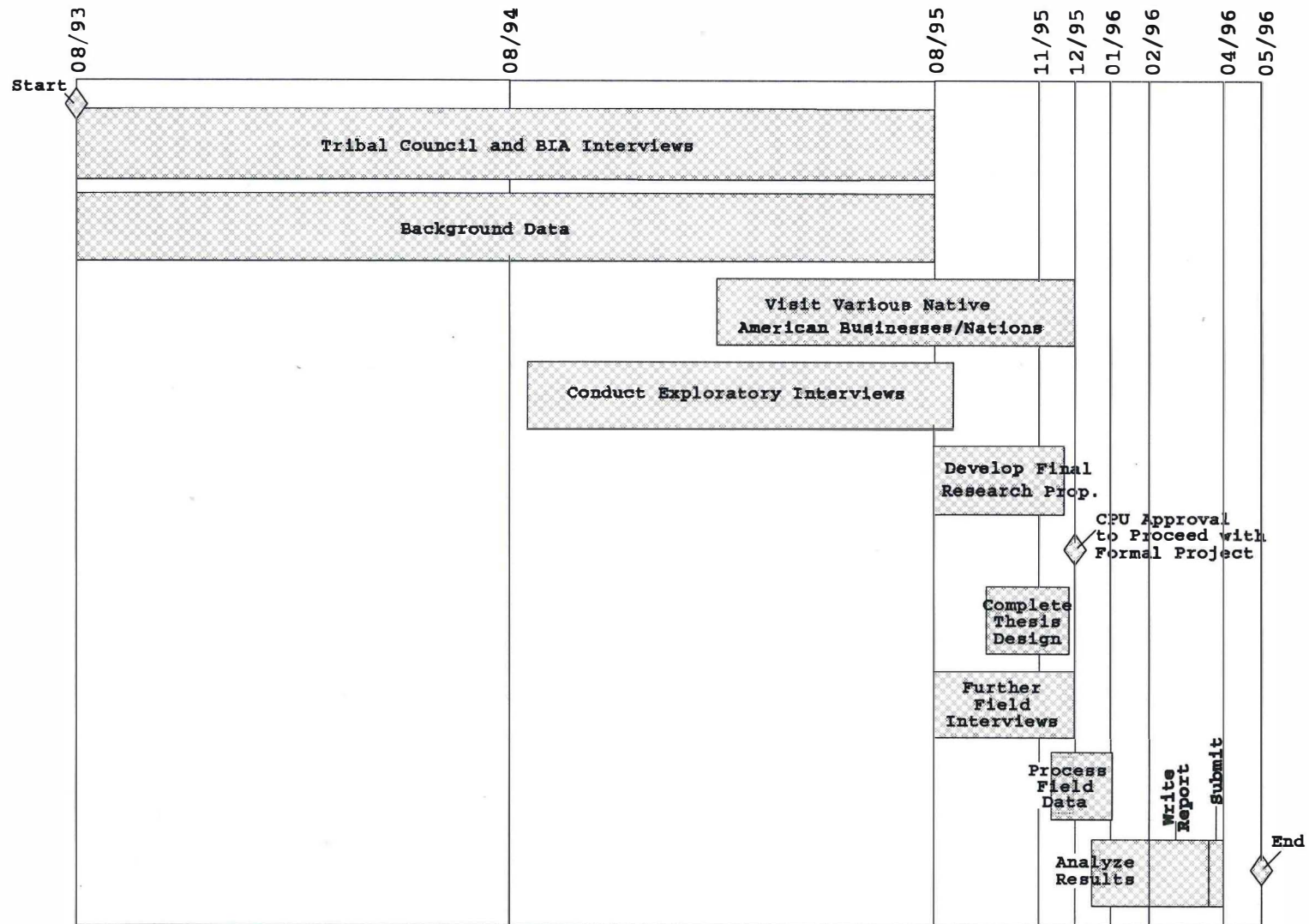
Summa Cum Laude - Master of Business Administration
Cum Laude - Bachelor of Arts, Human Resource Management
Valedictorian - Pioneer Christian Academy High School
Kiwanis Club Outstanding Academic Achievement Award

OTHER EXPERIENCES

Volunteer Legal Assistant with Northern California Legal Aid Society
 Experienced in the privatization of Federal programs.

APPENDIX C

PROJECT SCHEDULE



APPENDIX D

CEXEC PROFILE

CEXEC, Inc., a privately owned corporation founded in 1976, is a performance oriented system engineering and management consulting firm providing professional, technical, and management services to federal government and commercial clients.

CEXEC is an American Indian-owned small business.

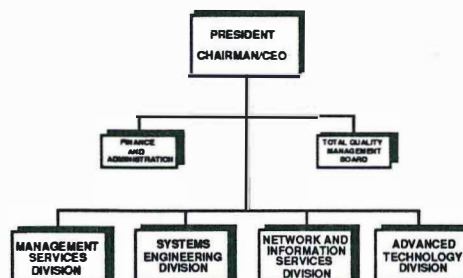
CEXEC maintains its reputation of superior performance by staying on the leading edge of technology and applying sound management practices and strict quality control to all project and internal functions.

CEXEC is recognized for its positive "can do" approach to all of its work and for bringing practical and innovative solutions to complex problems.

CEXEC maintains independence and objectivity by avoiding commitment to specific hardware, software, or other product vendors and brings unbiased analytical skills and analysis to bear on technical and management problems.

CEXEC, Inc. project operations are conducted through four operating Divisions: **Management Services, Systems Engineering, Network and Information Services, and Advanced Technology** each having a direct line to the President. Each Division is managed by a senior staff member who has total responsibility for work schedules and the technical performance of that Division's projects. Project operations are provided administrative support for finance and accounting, contract administration, personnel, and procurement from corporate resources. The **Management**

Services Division provides a wide variety of management and support services. Included are: program and acquisition management, environmental program management, litigation support, facility planning and support, management consulting, and policy/organization analysis and development. The **Systems Engineering Division** provides systems engineering/ integration, business process reengineering, systems analysis, software engineering, systems implementation, and related support services for a wide range of ADP and communications systems. The **Network and Information Services Division** provides network and information system design, development and implementation. The **Advanced Technology Division** conducts research and development activities to develop new products and to maintain corporate expertise in leading edge ADP communications, decision support, and information system technologies.



CORPORATE FACILITIES

CEXEC's primary facility, in Northern Virginia, includes over 33,000 square feet of prime professional office space including a computer laboratory/R&D area. This location, in the Tysons Corner, area of Northern Virginia, provides easy



APPENDIX D, CONTINUED

access to Interstate 495 (beltway), the Dulles Access Road (20 minutes from Dulles International Airport), and the West Falls Church or Dunn Loring Metro Station. CEXEC has several offices in the Washington, D.C. area as well as other areas of the U.S.

GOAL AND OBJECTIVES

CEXEC's corporation development strategy provides for sustained and programmed growth through continued diversification of our products, service, and client base. Planned growth assures our clients of continued high level technical and management performance at a reasonable cost.

Our people are and will continue to be CEXEC's most important asset. The individual employee plays an important role in attaining corporate objectives, whether assigned to direct project support or corporate management. CEXEC employees are provided a pleasant working environment, excellent benefits and compensation, and give the company in return honesty, loyalty, and a commitment to providing the client a quality product.

CEXEC is totally committed to a business code of ethics that applies to all its staff and all aspects of the business. Simply, we are dedicated to producing the highest quality products and services and to conducting all aspects of CEXEC's business at the highest levels of objectivity and honesty.

STAFF

The scope and complexity of today's high technology projects require experienced individuals with a diverse background of complementary skills, talents, and knowledge. CEXEC's senior staff ALL possess advanced degrees and a breadth

of technical expertise and management ability. CEXEC's technical staff is highly experienced in personal computer applications and apply their skills to engagements involving application of computer concepts to technical and management functions. We enjoy a balance of experience, complementary skills, and education in our staff.

MANAGEMENT CONTROL

The CEXEC management support system provides a mix of automated and manual internal control procedures for all projects. Contract performance parameters are monitored via monthly progress reports and quarterly project reviews. Although the day-to-day control of project activities resides with the project manager, he/she is supported by internal/external audits, quality assurance programs, and formal task order procedures.

CEXEC has developed a flexible computerized time and cost activity accounting and control system for managing performance in all of its engagements. It is personal computer based and can be driven by information from contractor reporting systems or by CEXEC's own proven project manpower and cost reporting system. The system, **CEXEC Management Information System (CMIS)**, is a comprehensive reporting and control system and has the design flexibility of segregating resource utilization by budgets related to any level of defined work packages. Multiple categories of direct and indirect budget costs can be identified for input to the system. Simple report tailoring allows unique presentation of information required by a specific manager. The system is easily adaptable to any project management requirement. CMIS gives the project manager and client assurance that project costs are being controlled.

APPENDIX D. CONTINUED

PROFESSIONAL CONTRACTING RESOURCES: CEEXEC has available on staff more than 100 personnel with extensive experience in all aspects of the contracting processes. The following is a listing of those specific contracting processes.

Contract Structure

- Contract Design - Contract type, i.e. Fixed Price, Labor Hour, Time and Materials, Fixed Price Incentive, Cost, Cost Sharing, Cost Plus Fixed Fee, Cost Plus Incentive Fee, Cost Plus Award Fee, Task Order, Indefinite Delivery/Indefinite Quantity, etc.
- Solicitation Development and Preparation - Request For Proposals (RFPs), Invitation for Bids (IFBs), Sources Sought.
- Policies and Procedures - Federal Acquisition Regulation (FAR), Department of Defense FAR Supplement (DFAR), Army Navy, Air Force and DLA Supplements, Department of Transportation Acquisition Regulation (TAR), Department of State Acquisition Regulation (DOSAR), Department of Energy, General Services Administration.
- Terms and Conditions - Delivery requirements, Contract Data Requirements Lists (CDRLs), Payment Clauses, Contract Term, Contract Scope, Rights of the Parties, Changes, etc.
- Cost and Price Analysis - Price analysis of fixed price proposals, off-the-shelf equipment, etc. Cost analysis for RFP proposals and

modifications. Independent cost estimates.

- Negotiation Preparation - Development of negotiation positions, ranges, alternatives. Documentation preparation for negotiation positions and results.

Contracting Strategies

- Acquisition Strategies and Plans - Design and preparation of acquisition plans or strategies for major systems acquisitions. Contract phasing, budgeting requirements, scheduling, etc.

Contracting Oversight/Administration

- Contract Administration - Oversee progress and delivery by the contractor to verify compliance with schedule and specifications. Identify requirements for contract modification and adjustment. Clarification of contract requirements and terms.
- Contractor Purchasing System Reviews - Review a contractor's established purchasing system to analyze its capabilities to effectively make purchases and award subcontracts.
- Purchasing Systems and Procedures - Develop and install an effective purchasing system that will provide policies, procedures and reviews that will efficiently document purchasing and contract requirements.
- Subcontracting Processes - Develop and install complete subcontracting systems with policies and procedures that will consistently yield effective subcontracts.



APPENDIX D, CONTINUED

- Problem Analysis - Review contractual problems and their causes in order to ascertain contractual implications and propose contracting alternatives that will correct the problems.
 - Property Control Systems - Develop and institute property control systems that will identify and document the inventory, ownership of the inventory, additional acquisitions, and ultimate dispositions of the inventory. Identify rights of ownership of property as well as the responsibilities of ownership. Will provide compliance with FAR Part 45.
 - Claims Analysis and Resolution - Provide analysis of the contract file and documentation to establish the contractual rights of the parties under the contract. Identification of the relevant issues in the claim. Create a claim documentation database to facilitate document retrieval for developing a claims resolution position. Identify alternatives to provide resolution of the claim short of entering the formal court system for adjudication. Provide the documentation required by legal staffs to enter the formal judicial processes.
 - Contract Payment Procedures - Interpretation of contractual clauses regarding payments under the contracts. Identification of alternatives when they exist. Provide assistance in properly preparing and processing payment submissions to assure prompt payment processing.
 - Contract Closeout - Provide assistance in assembling the documentation to facilitate closeout and financial settlement of completed contracts.
- Production Surveillance***
- Production Surveillance - Provide oversight to track contractor progress against the contract delivery schedule and provide assistance in establishing new delivery schedules when delinquencies occur.
- Performance Measurement***
- Cost/Schedule Control Systems Criteria (C/SCSC) - Assist in the development and implementation of a Cost/Schedule Control System for meeting government mandated performance measurement reporting.
 - Cost Performance Reports (CPR) and Cost Schedule System Reports (CSSR) - Provide analysis of contractor supplied CPRs and CSSRs to appraise progress against schedule and identify the probability of meeting cost thresholds.
- Automated Contracting Programs***
- Contract Support System (CSS) - Use of any or all modules to track and encourage financial, deliverable and modification data for contract administration support.
 - Contract Management System (CMS) - Use of any or all modules to track and manage financial, budget and subcontract data for program management support.



APPENDIX D, CONTINUED

Training

- Contracting Policies and Procedures
Develop and conduct training courses on contracting procedures to comply with government regulations and individual agency requirements.
- Performance Measurement - Develop and conduct training courses on performance measurement systems (C/SCSC, CPR, CSSR).

Cost Principles

- Allowability - Analysis of contractor requests and related audit reports to provide recommendations to Government Contracting Officers for the purpose of deciding to allow or disallow, in part or in total, claimed contract costs.
- Allocability - Analysis of contractor requests and related audit reports to provide recommendations to Government Contracting Officers for the purpose of deciding the appropriate apportionment of allowable contract costs.
- Reasonableness - Based on extensive experience and a thorough grounding in DCAA policies and procedures



APPENDIX D, CONTINUED

REPRESENTATIVE LIST OF CEXEC'S PAST AND PRESENT CLIENTS

**U. S. Agency for International
Development**
Department of Transportation

- Office of the Secretary
- Transportation Systems Center
- Federal Aviation Administration

**Commodity Futures Trading
Commission**
**National Conference of State
Legislatures**
Environmental Protection Agency
Federal Trade Commission
Department of Energy

- Office of Special Counsel for
Compliance
- Economic Regulatory
Administration
- Energy Information Administration

Department of Agriculture

- Packers and Stockyards
Administration
- Animal and Plant Health Inspection
Service

**Federal Emergency Management
Agency**
Social Security Administration
Department of Defense

- Joint Chiefs of Staff
- National Defense University
- Strategic Defense Initiative
Organization
- Naval Sea Systems Command
- Advanced Research Projects
Agency
- Department of the Army

U. S. Department of State

- Assistant Secretary for Consular
Affairs
- Procurement Executive

Nuclear Regulatory Commission
Resolution Trust Corporation
Commercial Clients

- BDM Corporation
- TRW
- UNISYS
- Computer Sciences Corporation
- Meridian Corporation
- Group Operations
- Satellite Business Systems
- Earth Satellite Corporation



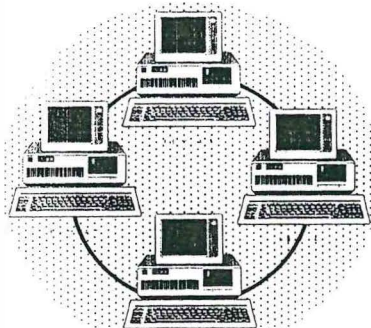
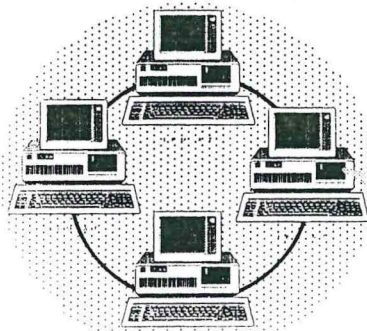
FAA CAPITAL INVESTMENT PLAN (CIP)



• CEXEC Provides:

- In-Plant Contract Administration Support
- Direct Support to FAA Contract Organization
 - Solicitation Document Preparation
 - Proposal Planning
 - Cost/Price Analysis
 - Claims Analysis/Settlement Support
- In-Plant Production Surveillance

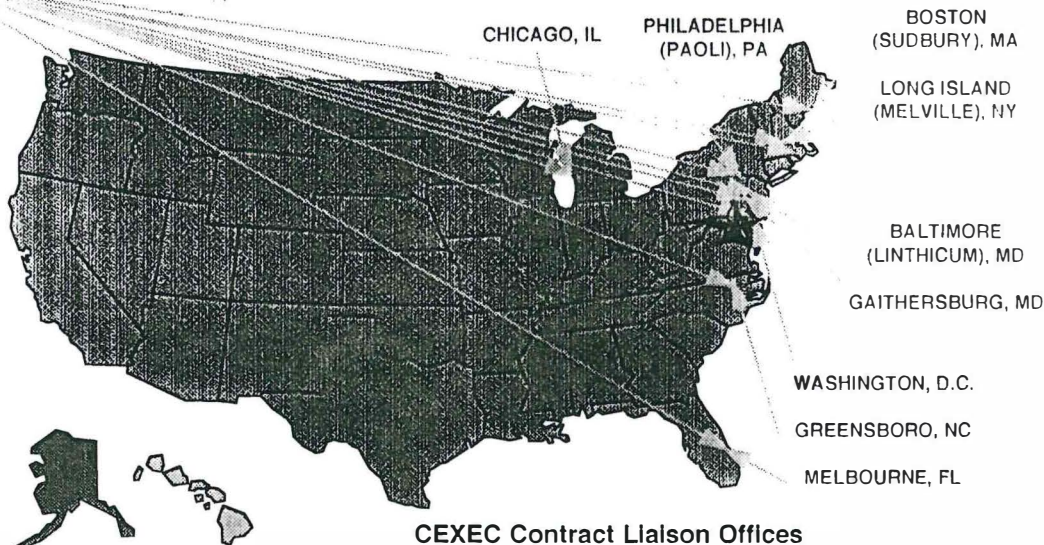
CEXEC Inc., McLean, VA



FAA ASU, Washington, D.C.

• NATIONAL AIRSPACE SYSTEM:

- Advanced Automation System (AAS)
- Microwave Landing System (MLS)
- Host Computer
- Voice Switching and Control System (VSCS)
- Secondary Surveillance Radar (SSR)
- Radio Communications Link (RCL)
- Discrete Addressable Secondary Radar System with Data Link (Mode-s)
- Terminal Doppler Weather Radar (TDWR)
- Terminal Radar Approach Control (TRACOM)
- Technical Support Services Contract (TSSC)
- System Engineering and Integration Contract (SEI)
- Airport Surface Detection Equipment (ASDE)
- Airport Surveillance Radar (ASR)
- National Airspace Data Interchange Network (NADIN)



APPENDIX D, CONTINUED

APPENDIX D, CONTINUED

CEXEC, Inc., a private, American Indian-owned corporation founded in 1976, is a performance oriented system engineering and management consulting firm providing professional, technical, and management services to federal government and commercial clients. **CEXEC, Inc.** maintains its reputation of superior performance by staying on the leading edge of technology and applying sound management practices and strict quality control to all project and internal functions.

AREAS OF EXPERTISE

SYSTEM ENGINEERING AND INTEGRATION

- Structured Requirements Analysis
- Prototyping
- Configuration Management
- Life Cycle Cost Analysis
- Reliability, Availability Maintainability
- Independent Verification and Validation

LOGISTICS

- Supply
- Transportation
- Distribution
- Maintenance
- Industrial Preparedness
- Productibility Engineering
- Facilities/Property Management
- Logistics Support Analysis
- Integrated Logistics Support

ACQUISITION MANAGEMENT

- Contract Support Services
- Major Systems Acquisition
- Contract Administration/Oversight
- Cost/Price Analysis
- Pre-Award Strategies
- Government Contract Claims Analyses
- Production Surveillance
- Cost/Schedule Control
- Litigation Support Services

INFORMATION SYSTEMS

- LAN/WAN
- Data Base Design
- Data Base Management
- Software Engineering
- System Acquisition and Integration
- Implementation Strategy
- Documentation

ORGANIZATIONAL PLANNING/CONTROL

- Policy and Regulatory Analysis
- Organizational Development
- Finance and Accounting
- Recruiting and Training
- Business Plans
- Quality Assurance
- Program Management
- Environmental Planning

REPRESENTATIVE LIST OF CLIENTS

Federal Emergency Management Agency
Social Security Administration
Department of Defense

- Deputy Under Secretary of Defense (Environmental Security)
- Defense Information Systems Agency
- Joint Staff
- Ballistic Missile Defense Organization
- Department of the Navy
 - Naval Sea Systems Command
 - Naval Air Systems Command
- Advanced Research Projects Agency
- Joint Logistics Systems Center
- Department of the Army
 - Army Headquarters
 - Communications and Electronics Command

Department of Transportation
Commodity Futures Trading Commission
Department of Agriculture

- Packers and Stockyards Administration
- Animal and Plant Health Inspection Service

Department of State

- Assistant Secretary for Consular Affairs
- Procurement Executive

Department of Justice

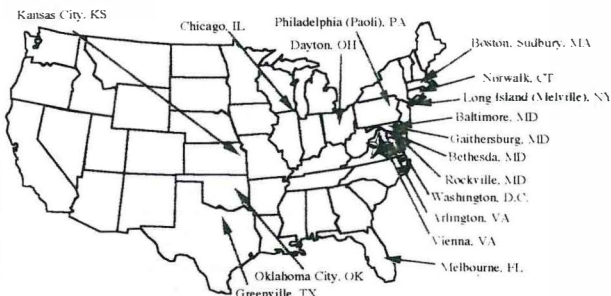
Department of Interior

- Fish and Wildlife Service

Nuclear Regulatory Commission

Resolution Trust Corporation

CORPORATE LOCATIONS



CORPORATE HEADQUARTERS

CEXEC's primary location in Northern Virginia, consisting of over 33,000 square feet of prime professional office space, includes computer laboratories, conference, training, and R&D facilities.

CEXEC, Inc.
8618 Westwood Center Drive
Suite 100
Vienna, VA 22182
(703) 893-3220 Fax (703) 556-0829



APPENDIX E

THE WASHINGTON POST

Fragile Links to the Past

Nez Perce Tribe Battles for Artifacts Taken in 1840s

By Tom Kenworthy
Washington Post Staff Writer

"From where the sun now stands, I will fight no more forever," said Nez Perce Chief Joseph when he and his band finally surrendered to the U.S. Army in the fall of 1877, after one of history's epic retreats. The Indians had fled 1,100 miles across Idaho and Montana in a desperate bid to reach Canada and escape confinement on a reservation.

But more than a century and a quarter later, the Nez Perce are fighting again to preserve a part of their culture, this time in a quieter battle with the Ohio Historical Society over 19th century artifacts that the tribe believes should remain in Idaho but that the society intends to move to Ohio.

The tug of war centers on the Spalding-Allen collection, 19 items including Nez Perce shirts, dresses, hats, ropes and other objects collected in the 1840s by Presbyterian minister Henry Spalding, a missionary to the Oregon Territory. Spalding sent the objects back east, where they were donated to Oberlin College in 1893 and later to the Ohio Historical Society.

Since 1983, under one-year loan agreements between the society and the National Park Service, the Nez Perce artifacts have been on display at the Nez Perce National Historical Park in Spalding, Idaho. Now, the historical society has recalled the collection, and unless last-minute negotiations between the tribe, park service and society succeed, artifacts the Nez Perce view as a priceless and irreplaceable part of their heritage will be shipped next week to Ohio.

Officials of the society, who believe their careful stewardship of the fragile artifacts has helped preserve them, worry the artifacts may be irreparably harmed if they are continuously exhibited. It is time, historical society director Gary C. Ness said, to evaluate their condition and give them a "rest."

Although the society recognizes its position could be viewed as insensitive, he added, it has a fiduciary responsibility to its trustees and Ohio citizens to hold onto the valuable collection, appraised in 1993 at nearly \$600,000 and probably worth more today.

"We are talking about items that are in the condition they are in precisely because of the stewardship of our organization and others who've had them for 150 years," Ness said. "There is documentation that the items were purchased, as opposed to wrested away, from the tribe." But to the Nez Perce, a generally peaceful tribe who aided Lewis and Clark when they traveled through the Bitterroot Mountains in 1805, the loss of this link to their past is another sorry chapter in a long history of mistreatment by white society.

That history is exemplified by the Army's relentless pursuit and slaughter of the Nez Perce,

who, under Chief Joseph, refused to abide by a treaty ceding most of their lands in eastern Oregon's Wallowa Valley.

Over three months, Chief Joseph and his band fought 13 battles with Army units that pursued them through some of the most rugged country in the northern Rockies, prevailing until the last one in the Bears Paw Mountains of Montana almost within sight of sanctuary in Canada. It was, an admiring Gen. William Tecumseh Sherman said, "one of the most extraordinary Indian wars of which there is any record."

"These are perhaps the oldest items known to exist that relate to the history of the Nez Perce people," said Allen Slickpoo Sr., the tribe's historian. "First of all, there is a question of insensitivity to native religious and cultural values by the membership of the Ohio Historical Society. They don't fully realize how much it means to the Nez Perce people. It definitely has historical and cultural value to our children, their children and their grandchildren. These artifacts should be located here on Nez Perce country."

This time, the federal government is siding with the Nez Perce. The Park Service has tried to facilitate negotiations between the historical society and the tribe, which is trying to raise \$583,100 to purchase the collection. "It is very difficult to watch the Nez Perce, which is a small tribe of about 3,000 people, try to raise almost \$600,000 to buy part of their culture back," said Frank Walker, superintendent of the national historical park that in 38 sites scattered across four states commemorates the history of the tribe and its unhappy relationship with the U.S. government.

There is considerable irony in the Nez Perce struggle to raise such a large sum to purchase the Spalding-Allen collection. According to the tribe's oral history, Spalding persuaded the Nez Perce whom he converted to discard their native dress, and then he sold or traded the items, which he purchased for \$57.90.

"From the time Reverend Spalding arrived in our country in 1836, he began to tell our people it was evil to wear the buckskin clothing and the eagle feather, that it was the work of the devil to do so," Slickpoo said. Now, as they struggle to reclaim part of their past, the Nez Perce no doubt recall the words of Chief Joseph as he prepared to surrender to General O.O. Howard Oct. 5, 1877.

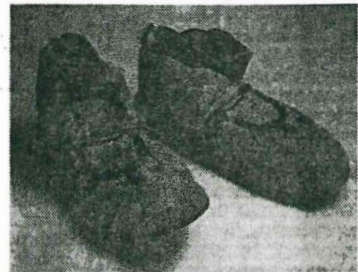
"I am tired of fighting," said the chief, who would shortly be exiled to the Oklahoma Territory. "I want to have time to look for my children and see how many of them I can find. Maybe I shall find them among the dead. Hear me, my chiefs. I am tired; my heart is sick and sad."

FOR MORE INFORMATION

For details from the Nez Perce about tribal culture and history, see *Digital Ink*, *The Post's* on-line service. To learn about *Digital Ink*, call 202-334-4740.



SPALDING-ALLEN COLLECTION
Traditional woman's hide dress of Nez Perce tribe is displayed above, while beaded moccasins are shown below. Location of the clothes and artifacts is being negotiated.



NATIONAL ARCHIVES PHOTO
Chief Joseph led his Nez Perce band through 1,100 miles and 13 battles in three months in a vain attempt to reach sanctuary in Canada.