INDIAN ECONOMIC DEVELOPMENT—PART I

OVERSIGHT HEARING

BEFORE THE

SUBCOMMITTEE ON
NATIVE AMERICAN AFFAIRS

OF THE

COMMITTEE ON NATURAL RESOURCES HOUSE OF REPRESENTATIVES

ONE HUNDRED THIRD CONGRESS

FIRST SESSION

ON

INDIAN ECONOMIC DEVELOPMENT

HEARING HELD IN WOLF POINT, MONTANA
APRIL 6, 1993

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INDIAN ECONOMIC DEVELOPMENT

TUESDAY, APRIL 6, 1993

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON NATIVE AMERICAN AFFAIRS,
COMMITTEE ON NATURAL RESOURCES,
Washington, DC.

The committee met, pursuant to notice, at 2:35 p.m., at the Wolf Point Community Organization Building, Wolf Point, Montana, Hon. Bill Richardson, Chairman, presiding.

Present: Representatives Richardson and Williams.

OPENING STATEMENT OF HON. BILL RICHARDSON

Mr. RICHARDSON. Welcome to the second in a series of hearings of the Subcommittee on Native American Affairs.

I would like to thank my good friend, Congressman Pat Williams, for his kind invitation to Montana to conduct this hearing on economic development initiatives in Indian country. I would also like to thank Chairman Shields and the Fort Peck Indian Tribe for their kind hospitality in hosting today's hearing.

These hearings mark a historic time for Indian affairs. At the start of the Congress, the Committee on Natural Resources created a new Subcommittee on Native American Affairs. This marked the first time in 15 years that there was a Subcommittee in the House of Representatives devoted solely to Native Americans. Congressman Williams was instrumental in the creation of this Subcommittee. I appreciate his leadership and respect his counsel on Indian issues and look forward to working closely with him on the Subcommittee.

Congressman Williams was the Chair, and is now the Vice Chairman, of the Higher Education Subcommittee. As such, he is the key person responsible for reauthorization of the Tribally Controlled Community Colleges Act. Congressman Williams also chairs the Labor Management Relations Subcommittee, which has jurisdiction over health care. This position will enable him to ensure that critical issues such as Indian health care are fully considered in the development of national health care reform legislation.

As Chairman of this Subcommittee, and as a member of Congress for 10 years for the State of New Mexico, I am committed to bringing national attention to the issues and concerns of Indian Tribes across this country. I intend to make these issues a priority for the Congress.

Indian Tribes now have an opportunity to turn around the policies of the last 12 years and bring new prosperity to the Reservations. The Subcommittee on Native American Affairs has scheduled

these hearings in Indian country in order to hear directly from Indian people their recommendations on Federal Indian policy. In order to make effective policy, it is imperative that the Congress hear from those who are most directly impacted by these policies.

I am hopeful that together we can develop an Indian economic component to be part of President Clinton's economic initiative.

Let me apologize for our tardiness. We have been crisscrossing your state in a small airplane which, as you know, is a rather large State. We have been visiting urban and rural Native American areas. Our hope today is to deal with perhaps the most important issue effecting Native Americans—economic development.

I know Fort Peck has some excellent ideas and initiatives that we heard about in Glasgow. One of the questions we heard was, What are you going to do about the economic development initiatives that Fort Peck Reservation has developed?

I am delighted again to chair the Subcommittee, to be here with Congressman Pat Williams, who is the Deputy Whip in the House Democratic leadership. He is a long-standing leader in the House of Representatives on many, many issues; he is one of the champions of Indian issues in the Congress. So, with that apology to all of you for our tardiness, I would like to recognize your representative, Congressman Pat Williams.

OPENING STATEMENT OF HON. PAT WILLIAMS

Mr. WILLIAMS. Thank you very much, Mr. Chairman. It is good to have you in Montana. This is the first trip west for this brand new Committee on Native American Affairs. It is past time that the House of Representatives had a Committee specifically devoted to matters of Native Americans, including improving the economic life of Indian citizens throughout Montana and the United States. On his first trip west with this new Committee, of which I am a member, the Chairman chose to come here to Montana.

As you know, Bill, you are on the Fort Peck Reservation. This is the Reservation of the Assiniboine and Sioux people. There are 965,000 acres on this Reservation. It reaches across four Montana counties. Many of the ancestors of the people that live here today lived in what you and I know as Northern Minnesota, before they too came west. The Assiniboine came first to this Reservation. The Sioux came in large numbers later—toward the end of the 1860s, the beginning of the 1870s. It was in 1888 that the Congress, Mr. Chairman, established the Reservation boundaries. These people, as you know, have a long and cherished history in the history of this place. I am delighted that you chose to come here first.

I want to welcome Montana's tribal members and leaders to this first series of hearings for the Native American Affairs Subcommittee of the Congress. We look forward to hearing from you today in Montana, and throughout this year from Native American leaders about Federal Indian policies which affect you most directly. Both the Chairman and I are here today to listen.

This Committee has a significant jurisdiction over matters that concern Native American People; but today we are here to listen to your suggestions about how to encourage and nurture economic growth and good jobs on Montana's Reservations and Reservations across the country. Few issues are so critical to Montana's and

America's Native American population than are the issues that surround breaking the cycle of economic hard times for Native American people—the cycle of poverty that affects too many people on too many Reservations in the United States and in this State.

Too many of our Tribes suffer from a chronic loss or inability to get the venture capital necessary for tribal enterprises. Too many Reservations still lack the appropriate infrastructure of modern roads and bridges, water treatment, sewage and particularly telecommunications.

I am hopeful today, Mr. Chairman, that you and I and our staff will hear from Montana's tribal leaders about innovative and novel economic projects that Montana's Tribes have undertaken. I know, I hope, we will hear from them about any recommendations that they have with regard to assistance that you and this Subcommittee can give.

You took a moment, graciously, Mr. Chairman, to mention education as one of the ways up for all Americans, including Native Americans. I guess almost everyone in this room was alive when John Kennedy first became President of the United States. That year only 60 Native Americans graduated from college. Last year more than 1,000 Native Americans earned their Master's Degrees. Native Americans have turned the corner with regard to education and are approaching the bright, sunlit uplands. They are returning, many of them, to their Reservations, to their homes, as so many other Americans do, and bringing their expertise and their new-found education and wisdom and ability to help folks that live in their neighborhoods and in their communities. So, it is in that spirit that I join you today, Mr. Chairman. Again, thank you very much for coming to Montana to hear from Montana's Native American leaders, and particularly thank you for being at Fort Peck.

Mr. RICHARDSON. As we commence this hearing, let me state that this is a duly constituted hearing of the Subcommittee on Native American Affairs, with the court reporter. It will be published in our Congressional proceedings. Joining us at the hearing are Steve Heeley, the Majority Counsel; on my far right, Rich Houghton, Minority Counsel, and Tadd Johnson, Staff Director of the Native American Affairs Subcommittee.

PANEL CONSISTING OF HON. CALEB SHIELDS, CHAIRMAN, ASSINIBOINE AND SIOUX TRIBES OF THE FORT PECK INDIAN RESERVATION, MT, ACCOMPANIED BY HON. NORMAN HOLLOW AND HON. RAYMOND WHITE TAIL FEATHER, COUNCILMEN AND PAST-CHAIRMEN, FORT PECK TRIBES; AND KATHLEEN FLEURY, STATE COORDINATOR OF INDIAN AFFAIRS FOR THE STATE OF MONTANA, HELENA, MT

Mr. RICHARDSON. So, with that, let me ask the Honorable Caleb Shields, Chairman, Fort Peck, Assiniboine and Sioux Tribes, from Poplar, Montana, and Ms. Kathleen Fleury, State Indian Coordinator, from Helena, Montana to step to the podium.

Let me mention to my colleague, Pat Williams, that Chairman Shields was very gracious in his testimony in Washington, DC, last week, when we held the hearing on Indian gaming. He provided outstanding testimony there which I have circulated to members of

our Committee. Mr. Chairman, again, my apologies to you for our tardiness.

Let me mention to all witnesses that the procedure we will be following in the hearing is each of our witnesses will be limited to five minutes because we want to engage in a substantial question-and-answer period.

Chairman Shields, welcome. Thank you for coming, and we look forward to hearing from you.

STATEMENT OF HON. CALEB SHIELDS

Mr. SHIELDS. Thank you, Mr. Chairman.

Before the clock starts ticking, Mr. Chairman, I would like to accompany me to the table two previous Chairmen of the Fort Peck Tribes who presently serve on the Tribal Council, Councilman Norman Hollow and Councilman Raymond White Tail Feather. Would that be allowable?

In addition, Mr. Chairman, before I start the testimony, there has always been discussion or talk about stable and unstable Tribal Governments in Indian country. I have with me a little listing of the Tribal Council at Fort Peck. As I read the names of the Tribal Executive Board members who are in the audience, if they would please rise. I want to name them and also read out their years in office with the Fort Peck Tribal Council.

My self as Chairman, I have 18 years in Tribal Government. Our Vice Chairman, Joe Red Thunder has 21 years in Tribal Government. Adrian Four Star, our Sergeant-in-Arms, has 2 years; Councilman Spike Bighorn has 4 years; Dennis Blount has 4 years; Lawrence Burshia has 2; Walter Clark has 14; Stephen Clincher 4; Eugene Culbertson has 10 years; Ray K. Eder has 10 years; Norman Hollow, on my right, has 46 consecutive years of government affairs with the Tribes; Pearl Hopkins has 14; Merle Lucas has 6; John Pipe has 4; and Raymond White Tail Feather, on my left, has 18 years. Combined tribal experience is 177 years for this Tribe.

Mr. WILLIAMS. Mr. Chairman, none of these people look that old, especially Norman.

Mr. RICHARDSON. That is a lot of experience, Mr. Chairman.

Mr. SHIELDS. We are proud of our tribal members, who keep our Tribal Executive Board and the Government stable, by electing the able leadership of the Tribes.

I want to welcome you to our Reservation, Mr. Chairman. I appreciate the long trip that you all took to come here to hold the hearings on economic development in Indian country. We really appreciate the hearing you held last week in Washington.

The major Indian problem facing our country today is providing economic development—to bring economic justice to Indians, as part of the American Commonwealth. This problem must be dealt with broadly. We agree with President Clinton that improving the economy also requires a renewed commitment to providing decent health care and adequate education and career training opportunities. While the task of developing the Reservation economies is a difficult one, I believe that working together our goal of tribal economic self-sufficiency can in fact be obtained.

We have a number of proposals. Some come under the Federal tax proposals; namely, the investment and employment tax credit.

Federal tax policy is one of the strongest and most under-utilized tools available for improving the economies on the Reservations. Chairman Richardson's Reservation Investment and Employment Tax Credit Act, H.R. 1325, is an important bill designed to change this. We see this as one of the major initiatives for Indian economic development now before Congress.

We urge the Committee to move quickly, to hold hearings and seek enactment of this bill. We appreciate the Committee's leadership on this bill and look forward to working with you to see that it is enacted.

For minerals' tax credits, economic development efforts on a Reservation has been greatly impeded by State taxation of the oil and gas revenues from Indian lands that was brought upon us by the Supreme Court's recent decision in the *Cotton Petroleum* case. Since *Cotton,* my Tribes have had to reduce our royalty rate in an attempt to attract mineral leases to our Reservation.

My Tribes also strongly support a Federal tax credit for taxes on mineral leases on Indian lands that are paid to States. We also support Federal income tax credits for royalties paid to tribal and individual Indian mineral owners. We are again very pleased to note that Congressman Richardson has introduced a bill to address the *Cotton Petroleum* problem, which is H.R. 478, which takes a somewhat different approach than the one we are suggesting. Nevertheless, the objectives of Chairman Richardson's bill and our proposal are the same. We look forward to working closely with the Committee and the Chairman Richardson to find the best approach to achieving our mutual objectives.

I have been following the debate in the Senate over the fate of President Clinton's proposed economic stimulus package, including arguments that no stimulus is needed because the economy is strong. I also note, in the newspapers over the past weekend, when that concern was expressed because the national unemployment rate remained at 7 percent. In Indian country, Mr. Chairman, we do not have the luxury of debating whether 7 percent unemployment means the recession has adequately subsided.

Indian country faces massive sustained unemployment, far beyond that faced elsewhere in the United States. At Fort Peck, we have identified a number of much needed public works projects, which could provide jobs to our people, and help address other problems, which have limited our economic development. We urge the Committee help in seeing that an economic stimulus package is enacted and implemented in the manner which adequately targets funds to Indian country.

In the area of Federal contracting at Fort Peck, perhaps our brightest economic success has been our tribally owned A & S Industries, a manufacturing concern, which has produced a variety of products for the defense industry. In addition, we have West Electronics, an EDA company, and the Great Divide, who manufactures silhouettes in ammunition pouches. Great Divide is just in the next room here.

We need a mandated review of Defense contract issuance, with Congressional oversight, to be sure that Indian contractors are not disproportionately harmed by military cutbacks.

Over the last couple of years, Congress has considered the Indian Business Opportunities Act, which would amend the Buy Indian Act. Strong mandatory set-asides are needed to qualify for qualified Tribe- and Indian-owned companies. We offered to work with the Committee to develop legislation which provides increased opportunities for Indian businesses. Last year Congress also considered legislation to permit the Overseas Private Investment Corporation to provide its services to Indian country, and the Fort Peck Tribes support this initiative.

I understand that Congressman Richardson supported this approach in the last Congress. We hope the Committee will take the lead on it this year.

In the area of agriculture, I am sure you have seen on your trip here, the Fort Peck Reservation is largely farming and grazing country. Farmers and ranchers are vitally important to our Reservation economy. Along these lines, we appreciate that Chairman Richardson and Congressman Williams have introduced H.R. 1425, the American Indian Agricultural Act of 1993. We appreciate your introduction of this bill, and we will be providing our comments when the Committee holds hearings on it.

We will have comments on capital development, and the need for capital development for Reservations. We will also have comments here on education. I would like to call to the Committee's attention the Fort Peck Community College. This is a fine institution which provides education and training to many of our people.

We have already submitted our testimony to your Committee on this topic of Indian gaming last Friday, and I attach a copy for your consideration. We also need legislation on the House side, Congressman Williams, which would ratify the marketing authority of our Montana Fort Peck water compact. We need your help and the Committee's help for Congressional support for funding to conduct a feasibility study on the municipal, rural and industrial water needs on the Fort Peck Reservation, for a water pipeline on the Reservation.

In conclusion, we believe that, if Congress and the Tribes work together to enact the legislation that I have briefly discussed today within our lifetimes, the Tribes can achieve economic self-sufficiency.

I look forward to working with this Committee and our Tribal Council to accomplish this fundamental and long overdue objective, and I thank you again for coming to Fort Peck.

[Prepared statement of Mr. Shields and exhibits follow:]

FORT PECK TRIBES
Assiniboine & Sioux

TESTIMONY OF

CALEB SHIELDS

CHAIRMAN
ASSINIBOINE AND SIOUX TRIBES OF
THE FORT PECK INDIAN RESERVATION, MONTANA

Before the
United States House of Representatives
Committee on Natural Resources
Subcommittee on Native American Affairs

Wolf Point, Montana

April 6, 1993

Poplar, Montana 59255 P.O. Box 1027 (406) 768-5155

Mr. Chairman and members of the Committee, I am Caleb Shields, Chairman of the Assiniboine and Sioux Tribes of the Fort Peck Reservation in Montana. I want to welcome you to our Reservation. I appreciate the long trip you took to come here to hold this hearing on economic development in Indian country. I hope you will have an opportunity to see more of our Reservation, which has about 5,700 Indian residents, and which contains over 2 million acres.

On most Indian reservations, the public sector -- the federal agencies and tribal government -- is the largest employer. This is even true on our Reservation, despite very strong efforts by our tribal government to encourage private economic development. In the early 1970s, our Tribes established a tribally-owned defense contracting industry on our Reservation, managed by Brunswick Corporation. For almost two decades, we have employed several hundred Indian manufacturing workers. We are proud to report that this company still remains one of the largest industrial employers in Montana.

Despite this, unemployment on our Reservation still exceeds 40 percent, which is more than 5 times the national average. The words of President Nixon's July 8, 1970 Message to Congress remain generally true today: "the first American -- the Indians -- are the most deprived and most isolated minority group in our nation. On virtually every scale of measurement -- employment, income, education, health -- the condition of Indian people ranks at the bottom."

This means, Mr. Chairman, that the major Indian problem facing our country today is providing economic development to bring economic justice to Indians as part of the American Commonwealth. This problem must be dealt with broadly -- we agree with President Clinton that improving the economy also requires a renewed commitment to providing decent health care and adequate education and career training opportunities. This is particularly true in Indian country -- where health care status and educational attainment remain far below national standards. I would add that in developing our reservation economies, it is vitally important that we move forward in a way which protects our cultural heritage.

While the task of developing Reservation economies is a difficult one, I believe that working together, our goal of tribal economic self-sufficiency can in fact be attained.

FEDERAL TAX PROPOSALS

Investment and Employment tax credit

Federal tax policy is one of the strongest and most underutilized tools available for improving the economies on

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reservations. Chairman Richardson's Reservation Investment and Employment Tax Credit Act (H.R. 1325) is an important bill designed to change this.

As you know, a serious problem for tribal governments is attracting businesses to the reservation. The problem is particularly acute on reservations like Fort Peck, which -- as you have seen from your trip here -- is isolated and very distant from major commercial centers. While we have an excellent workforce available, and good transportation facilities, incentives are needed to bring substantial private sector development to Fort Peck and other reservations.

H.R. 1325 would do just that by providing tax credits to businesses that invest and hire Indian workers on or near reservations. And, by providing the maximum credits for businesses on those reservations with the highest unemployment, and for businesses which employs 85% or more Indians, this bill will have its greatest impact where it is needed most. For Indian country, this bill would provide the kinds of strong incentives needed to bring meaningful private sector opportunities to our reservation. H.R. 1325 would be a tremendous step forward for Fort Peck and Indian country generally.

We see this as one of the major initiatives for Indian economic development now before Congress. We urge the Committee to move quickly to hold hearings and seek enactment of this bill. We appreciate the Committee's leadership on this bill and look forward to working with you to see it enacted.

Mineral tax credits

I would like to turn next to an important area of the economy at Fort Peck -- mineral development. The Fort Peck Tribes and our members receive substantial revenues from bonuses, lease rentals and royalties from oil and gas leasing on tribal lands, and from operating our own oil and gas wells on several tracts of tribal land. Nationally, tribes and individual Indians receive about $100 million in mineral royalties per year. But economic development efforts on reservations have been greatly impeded by state taxation of the oil and gas revenues from Indian lands.

Indian tribes have clear governmental authority to tax activities and transactions on Indian lands. and need to exercise this authority to raise desperately needed governmental revenues for the services and programs they provide on reservations. But the Supreme Court's recent decision in the **Cotton Petroleum** case also allows states to tax some activities of non-Indian companies on Indian trust land. This decision is disastrous for Indians, for it discourages economic development activities on Indian lands, generally the poorest areas of the country. **Cotton** is absolutely inconsistent with the goals of modern federal Indian policy: to

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promote Indian economic development and tribal self-sufficiency. These goals can never be achieved if **Cotton** stands.

Since **Cotton**, my Tribes have had to reduce our royalty rate in an attempt to attract mineral lessees to our Reservation. Even so, most major oil companies have expressed no interest in leasing our lands since **Cotton**, and some existing oil producers have reduced or ceased their activities. They only way a tribe could avoid the disadvantage **Cotton** creates for Indian economic development is to forego entirely its right to tax. This is a cruel choice, for it provides a course which if taken would bankrupt many tribal governments.

Since 1982, our Tribes have imposed a severance tax on oil companies doing business on our Reservation trust lands. Severance tax payments amounted to $457,463.19 in the fiscal year 1992. But the State receives around $1,500,000 per year from taxes on Indian minerals, more than three times what we receive.

The Tribes have also taxed utility property on Reservation trust lands since 1987. This tax produced over $1,500,000 in revenue in the 1992 fiscal year. Without these severance and utility taxes, which provide over one-quarter of our budget, we could not begin to provide essential services to Reservation residents -- our law enforcement and fire protection programs, our solid waste program which serves outlying areas that lack other service, our renal care and alcohol treatment program, our educational assistance and community college programs, and the bus system within the Reservation which connects our scattered communities, and transports Indian and non-Indian senior citizens for shopping, medical or other trips outside the Reservation, to name a few.

My Tribes were so concerned by the **Cotton Petroleum** decision that we have sponsored several meetings of other Montana tribes, appropriate state officials, and representatives of the industries which do business on Montana reservations. The purpose of our meetings was to seek common ground with the State, industry and other Indian tribes in finding a solution. We found that industry representatives were all as concerned about **Cotton** as are tribes. We also found the State of Montana sympathetic to a solution -- so long as its own tax revenues are not reduced. I believe states appreciate that while the **Cotton Petroleum** decision preserves a source for state tax revenues, it does so at the unacceptable cost of further impoverishing the poorest areas within the states.

In our meetings, Montana tribes, the State and industry agreed that federal tax credits can provide an incentive for this needed private investment. My Tribes strongly support a federal tax credit for taxes which mineral lessees of Indian lands pay to states. Currently, state taxes are deductible against federal income taxes. A credit of the kind we propose could be total (100

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percent) or partial (fixed at some rate between 100 percent and 34 percent -- which is the value of the present deduction).

We also support federal income tax credits for royalties paid to tribal and individual Indian mineral owners. These are now deductible business expenses. The credit could be full or partial -- again between 34 percent and 100 percent.

We have made some estimates of the cost of these proposals. I have attached an appendix showing that the total mineral severance taxes collected by states on Indian lands is in the $50 to $75 million range annually. (We have not been able to estimate personal property taxes, corporate income or gross receipts taxes for mineral and other companies doing business on Indian trust lands.) MMS reports that Indians received mineral royalties of over $100 million annually in 1987 and 1988. Since companies currently can deduct all these taxes and royalty payments, the maximum short-term cost to the Treasury from a full tax credit would be 66 percent of the taxes imposed and royalties paid. The actual short-term cost would be somewhat less since some oil and gas operators on Indian lands do not pay federal income taxes because they have net losses.

We are again very pleased to note that Congressman Richardson has introduced a bill to address the **Cotton Petroleum** problem. H.R. 478 takes a somewhat different approach than the one we are suggesting. It would provide a federal income tax credit for severance taxes and personal property taxes paid to a Tribal government, while we are suggesting a credit as to state taxes paid by mineral lessees regarding leases on trust lands. The objectives of Chairman Richardson's bill and our proposal are the same, and we look forward to working closely with the Committee and Chairman Richardson to find the best approach to achieving our mutual objective.

Tax credits to remove the problems from the **Cotton Petroleum** case -- along with investment and wage credits -- could act together as a comprehensive inducement to private enterprise to provide economic opportunities in Indian country. The federal tax credit for mineral taxes would remove the discrimination against Indian mineral development which **Cotton** created. But the overall goal of our approach is broader than simply eliminating the disincentives created by the **Cotton Petroleum** decision, for there are many other obstacles to private capital investment in Indian country. Our concept is to create a net positive incentive for businesses generally to operate on Indian lands.

The approach I am discussing does not require a direct federal expenditure. In fact, if private enterprise is encouraged by these credits to increase operations on reservation, the economic impact on federal revenues actually should be neutral or even positive -- for public social and welfare expenditures will drop, the health

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and other expenses associated with persistent poverty will also decline, and federal income tax revenues will increase. We urge the Committee to give high priority to passage of these tax provisions for Indian country.

ECONOMIC STIMULUS

I have been following the debate in the Senate over the fate of President Clinton's proposed economic stimulus package -- including arguments that no stimulus is needed because the economy is strong. I also noted in the newspapers over this past weekend that concern was expressed because the national unemployment rate remained at 7 percent.

In Indian country, we do not have the luxury of debating whether 7 percent unemployment means the recession has adequately subsided. Indian country faces massive, sustained unemployment -- far beyond that faced elsewhere in the United States. As I mentioned, at Fort Peck unemployment is 40 percent. On many other reservations, unemployment rates are far higher still. For Indian country, an economic stimulus program remains desperately needed.

We are pleased that the President's economic stimulus package includes increases for Head Start and the WIC program. These are vitally important programs at Fort Peck and elsewhere in Indian country, as they provide our children with the needed opportunities to grow to become productive members of our reservation economy.

We are also pleased that the President's plan calls for an expanded summer jobs program, and infrastructure development. At Fort Peck, we have identified a number of much needed public works projects, which could provide jobs to our people and help address other problems which have limited our economic development.

We urge the Committee's help in seeing that an economic stimulus package is enacted and implemented in a manner which adequately targets funds to Indian country.

FEDERAL CONTRACTING

At Fort Peck, perhaps our brightest economic success has been our tribally owned A & S Industries, a manufacturing concern which has produced a variety of products for the Defense Department. We are now extremely concerned that as the Defense budget is cut, tribally owned defense contractors like A & S Industries will be hurt. This would be a great tragedy for our people. We need a mandated review of Defense Department contract issuance -- with Congressional oversight -- to be sure that Indian contractors are not disproportionately harmed by military cutbacks. Without some form of protection, the advances which tribally owned companies

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have made in this area will likely be lost.

At the same time, other areas of federal procurement opportunities should be expanded. Over the last couple of years, Congress has considered the Indian Business Opportunities Act --- which would amend the Buy Indian Act. Strong, mandatory set asides are needed for qualified Tribal and Indian owned companies. These should apply not just within the Bureau of Indian Affairs, but for all federal projects on a reservation or under any Act which Congress has enacted for the benefit of tribes and Indians. We offer to work with the Committee to develop legislation which provides increased opportunities for Indian businesses, while maintaining the integrity and standards appropriate for federal procurement.

OVERSEAS PRIVATE INVESTMENT CORPORATION

Last year Congress also considered legislation to permit the Overseas Private Investment Corporation (OPIC) to provide its services to Indian country. The Fort Peck Tribes support this initiative.

OPIC now provides loans and political risk insurance to American companies which invest in less developed countries. Indian country today suffers from many of the same disadvantages found in less developed countries -- investors who are concerned about unfamiliar land status and political institutions, lack of infrastructure and the like. OPIC now provides services which help American businesses overcome these obstacles overseas. It would be extremely beneficial to have these same service available at home on our Reservations.

I understand that Chairman Richardson supported this approach in the last Congress, and we hope the Committee will take the lead on it this year.

AGRICULTURE

As I am sure you have seen on your trip here, the Fort Peck Reservation is largely farming and grazing country. Farmers and ranchers are vitally important to our Reservation economy. Along these lines, we appreciate that Chairman Richardson and Congressman Williams have introduced H.R. 1425, the American Indian Agricultural Act of 1993.

While we have not yet had the opportunity to review the bill in detail, we can tell you that we support some of its basic principles -- that the federal trust responsibility to manage trust farm and rangelands must be given a clear basis in the law; that Reservation based planning is important to the future of Indian

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farming and grazing; that tribal land use decisions must be complied with; and that greater educational opportunities are needed for Indian in the natural resource fields.

Again, we appreciate your introduction of the bill and we will be providing you with our more detailed comments when the Committee holds its hearings on it.

CAPITAL DEVELOPMENT

One critical element which often inhibits Reservation economic development is lack of capital. We suggest that the Committee consider two ways to address this.

First, Tribes should have the authority to issue bonds for industrial development purposes. This could be accomplished by amending the Indian Tribal Government Tax Status Act, which currently authorizes tribal bonds but only for essential governmental purposes. Such an amendment would enable the Tribes to use their authority to issue bonds, as a means of securing the capital needed to enhance the economy of the Reservation.

Second, we understand that the Clinton administration is promoting a community banking initiative as part of its overall economic program. We strongly support the notion of community development banks, and their application to Indian country. Outside financial institutions are all too often reluctant to loan money in Indian country -- largely because of their lack of familiarity with Indian people and tribal institutions. A community development bank would be more closely connected with Reservation life, and would be better able to understand the needs and opportunities presented by the Reservation economy.

EDUCATION

I have already mentioned our strong belief that education is the long term key to our economic future. From Head Start through Higher Education, all of our educational needs must be addressed if we are to prosper.

I would like to call to the Committee's attention the Fort Peck Community College. This is a fine institution, which provides education and training to many of our people. I would invite you and your staff to visit the College and see what we are accomplishing there already. And I would suggest that the Committee take the initiative to see that the Tribally Controlled Community Colleges -- at Fort Peck and elsewhere -- become more fully utilized in the future, as the base for education, training, research and development activities on the Reservation. Tribal colleges should increasingly become an important element in the

overall development of Reservation economies.

INDIAN GAMING

I would add just a brief comment on Indian gaming. We have already submitted our testimony to your Committee on this topic last Friday, and I attach a copy for your consideration.

Indian gaming has created a unique and unprecedented opportunity for over 100 tribes. Indian gaming grosses about $5 billion annually. This is a rapid advance from zero in 1980, and from $100 million net in Class II gaming in 1986, the last full year before the Cabazon decision. Indian gaming has greatly reduced, and in many cases eliminated, Indian unemployment on many reservations. Despite the current position taken by the Governors, it cannot be to the advantage of any state to continue widespread economic poverty and social dislocation in Indian country. Yet, that would be the direct result of the policy proposed by the Governors on gaming. We urge you to protect the economic gains made by tribes, and not to limit the federal rights of tribes to conduct gaming.

CONCLUSION

In conclusion, we believe that if Congress and the Tribes work together to enact the legislation I have discussed today, within our lifetimes tribes can achieve economic self-sufficiency. I look forward to working with this Committee to accomplish this fundamental and long overdue objective. I thank you again for coming to Fort Peck.

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APPENDIX

This Appendix estimates current state taxes on Indian mineral production, using the 1987-88 MMS figures. These figures show roughly $1 billion worth of annual mineral production from Indian lands, with slightly over $100,000 in royalties to Indians. About half the production is coal, almost all in Arizona and New Mexico. Most of the rest is oil and gas – more oil than gas. Of the $450,000,000 to $500,000,000 in oil and gas production, about $120 million to $140 million is in Oklahoma, and $140 million in Utah. Wyoming is $55 million to $60 million, New Mexico is slightly higher. Colorado is around $40 million and Montana about $20 million.

We have calculated mineral severance taxes in the following table, showing our assumptions in the footnotes. If our assumptions are right, state severance taxes for Indian trust oil and gas are in the $25 to $30 million range per year. Coal taxes cannot be calculated because New Mexico's tax is calculated on a per ton basis; our belief is that state taxes on coal are at least as large as on oil and gas.

	Coal	Oil and Gas
Arizona	$4,000 T - $7,000 T	$ 100 T[1/]
Colorado		$ 1,800 T[2/]
Montana		$ 3,000 T to $3,700 T[3/]
New Mexico		$ 4,500 T to $5,500 T[4/]
Oklahoma		$ 7,500 T to $8,500 T[5/]
Utah		$ 4,350 T to $5,500 T[6/]
Wyoming		$ 4,000 T to $5,000 T[7/] $25,350 T to $30,250T

1/ Arizona imposes a $3.125% transaction and privilege tax on coal extraction. It has a 5% transaction and privilege tax on oil. We have not been able to calculate Arizona's education property tax.

2/ Colorado has a 6 percent severance tax.

3/ We estimate this tax to be an 18 percent severance tax. Montana is barred from imposing a coal severance tax.

4/ We estimate this tax to be an 8.5 percent severance tax.

5/ We estimate this tax to be a 7 percent severance tax.

6/ We estimate this tax to be a 4 percent severance tax.

7/ We estimate this tax to be a 9 percent severance tax.

TESTIMONY OF

CALEB SHIELDS

CHAIRMAN
ASSINIBOINE AND SIOUX TRIBES OF
THE FORT PECK INDIAN RESERVATION, MONTANA

Before the
United States House of Representatives
Subcommittee on Native American Affairs
of the Natural Resources Committee

April 2, 1993

Mr. Chairman and members of the Committee, I am Caleb Shields, Chairman of the Assiniboine and Sioux Tribes of the Fort Peck Reservation in Montana. Approximately 5,700 Indians reside on our Reservation, which contains over 2 million acres. We are five to six hours driving time away from Billings and Great Falls, as well as from Bismarck, North Dakota. The largest, and really only, major population center near our Reservation is Regina, Saskatoon – two and a half hours north.

Indian tribal gaming is a necessity if economic development is to occur in Indian country in our lifetimes.

The Assiniboine and Sioux Tribes are not a major gaming tribe. We have concluded a gaming compact with Montana, as well as two amendments to it during this past year. The original gaming compact authorized our Tribes to operate gambling machines and simulcast horse racing. Our main purpose in entering into this initial compact was to protect existing gaming machines already operating on our Reservation: (1) at the small casino operated by the Wolf Point Community which has operated a few dozen video gaming machines and bingo games since 1987, and (2) in a few Indian businesses, which under the compact must now become management contractors of not more than 20 machines the Tribes will own. The Tribes were not sure what other gaming we might want to permit in the future, so we agreed with the

State to continue to negotiate at least once annually for the next three years to consider additional gaming operations.

As matters turned out, in 1992 alone, several unanticipated events occurred requiring two amendments to our compact. First, in July, the United States Attorney threatened to close the State's lottery on the Reservation unless it was included in the compact. Because the lottery proceeds support Reservation public schools, the Tribes promptly agreed with the State to amend the compact to include the lottery, although the Tribes did not necessarily agree with the United States' legal position or action. Second, the Tribes hope to find investors to locate a casino, motel, restaurant and shopping complex on the Reservation, principally to attract Canadian and other tourists. The State then agreed to a second amendment to our compact authorizing 24 hour operation of live keno and poker games, and to allow machines with a coin drop mechanism. A third technical amendment became necessary to accommodate the coin drops.

I know that Indian gaming has spawned heated controversy, particularly expressed by state governments where it is located. Recently, I understand that all but one governor asked the Clinton Administration to support a legislative moratorium on all Indian "Class III" (i.e., games other than bingo) gaming. This

attitude, however, ignores that Indian gaming is the only way in which tribes can escape poverty in our lifetime.

The undeniable fact is that Indian gaming revenues have created a unique and unprecedented opportunity for over 100 tribes – which I hope will include my own in years to come – to escape the generations of poverty that have been Indians' lot for as long as there have been reservations – five to six generations in the case of our Tribes. Indian gaming grosses about $5 billion annually. In 1991, "The Gross Annual Wager" in Gaming & Wagering Business reported that tribes netted $419 million from Class II gaming and $300 million from Class III gaming. This is starting from zero in 1980. In 1986, before the *Cabazon* decision, the same report placed the net revenues from Indian gaming – virtually all Class II – were $100 million.

The total federal Indian budget is about $3 billion – much less than Indian gaming revenues. Gaming revenues also dwarf other sources of tribal income. Indian tribes receive about $100 million annually from mineral leasing, considerably less than that a year from timber sales. This gives you some idea of the magnitude of Indian gaming and its benefits.

Moreover, the massive economic benefits of Indian gaming can be accomplished without the expenditure of any significant federal funds. The only major major expenditure that is necessary to regulate Indian gaming through the Interior Department and National Indian Gaming Commission – the Commission's expenses – are in part paid by assessments against tribes operating gaming. Federal budget constraints have limited, and likely always will limit, the availability of public monies to reduce poverty on reservations. This is simply a fact of life we must all face. Tribal Indian gaming offers a way out *without* major public expenditures.

There are other obvious advantages to Indian tribal gaming, apart from the revenues it produces and its avoidance of public expenditures.

First, the IGRA requires all net gaming revenues to be expended for public purposes, or, in circumstances limited by the Act, *per capita* distributions to tribal members. This ensures the monies are plowed back into the Indian community, and used for public goals, not private profit.

Second, Indian gaming has greatly reduced, in many cases eliminated, the scourge of Indian unemployment on many reservations. The employment benefits are of course not limited to Indians, since many if not most Indian gaming enterprises employ more non-Indians than Indians. And the economic impact of a successful

Indian gaming enterprise spreads through adjacent non-Indian communities where tribes, Indian and non-Indian employees, and tribal members spend most of the revenues earned from the enterprise. All the local communities near our Reservation support our gaming activities.

Third, the social benefits of successful Indian gaming enterprises spread throughout the surrounding communities and region as well. The obvious social costs of generations of Indian poverty and dislocation are not confined to reservations or the Indian population alone. Federal and state governmental expenditures decline if Indians become employed and self-sufficient. Studies in Minnesota have shown that AFDC payments dramatically decrease as gaming ventures are established. Crime decreases as well. For example, in Montana, 38% of all penitentiary inmates are Native Americans. This is *more than six times* the percentage of Indians in the State population. Virtually *all* of these inmates, moreover, committed felony crimes *outside* reservations; Indians committing serious crimes on reservations in Montana (which almost all contain substantial non-Indian populations) are tried in federal or tribal court, because Montana only has jurisdiction over one of the seven reservations in the state.

Finally, Indian gaming contains literally the promise of the "American Dream" for tribes. It encourages them to become self-reliant entrepreneurs and

eliminates dependency. It promotes the federal self-determination policy. As the Supreme Court succinctly stated in the *Cabazon* case (480 U.S. at 218-219):

> * * * The Cabazon and Morongo Reservations contain no natural resources which can be exploited. the tribal games at present provide the sole source of revenues for the operation of the tribal governments and the provision of tribal services. They are also the major sources of employment on the reservations. Self-determination and economic development are not within reach if the Tribes cannot raise revenues and provide employment for their members.

It *cannot* be to the advantage of any state to continue the widespread economic poverty and social dislocation in Indian country, even if the matter were viewed as a matter of pure self-interest. No Governor would support a resolution favoring the continuation of massive Indian poverty in his or her state. Yet that is the direct effect of the policy they have proposed. The Governor of my State simply has not thought through the impact gaming on reservations could have on the Montana prisons, and the State economy.

Indian gaming is the *only* policy that has actually worked on a widespread level to eliminate Indian poverty without – or even with – substantial governmental expenditures. The extraordinary economic successes, and the striking social benefits they have already produced outside reservations, at virtually no cost

in public expenditures, create compelling support for Indian gaming. I admit that gaming may not be the ideal vehicle for Indian economic development in a perfect world. But it is the only business that has worked on this kind of scale and that promises to eliminate so much Indian poverty and distress. If there were any other way to bring economic success to reservations, it would have been tried and proven. Only this one has succeeded, at least on this magnitude.

I know that some question why Indians should be allowed to hold what seem to be "special" rights to conduct gaming. The arguments in favor of "special" rights for Indian tribes to operate gaming in preference to private non-Indian entrepreneurs certainly rest on the unique level of economic distress suffered by Indians, the extraordinary promise of Indian gaming to alleviate that distress, and the provisions in the IGRA that require Indian gaming revenues to be devoted exclusively to public purposes in contrast to private gain. I have discussed all of these. Tribes have not cornered too large a part of the gaming market, or compete unfairly with other segments. Although tribes' gaming revenues of $5 billion gross and over $700 million net are of course momentous and unprecedented in Indian country, they are a small fraction of total gaming in America. In 1991, for example, the Gross Annual Wager of the United States in Gaming & Wagering Business reported that lotteries in 33 states *netted* over $10 billion dollars in 1991. Nevada and New Jersey casinos netted over $9 billion, *thirty times as large* as all Class III Indian gaming.

All Indian gaming in all is less than two percent of the total gaming industry. This, interestingly, is about twice the percent of Indians in the national population. I suggest these magnitudes, particularly when contrasted with the needs involved, hardly suggest that Indian gaming overall competes unfairly with other forms of gaming or consumes too "large" a share of the gaming market.

I also think that generally what may seem to be "special" rights favoring Indian operated gaming are supported by 200 years of federal recognition that tribes have sovereign status. Indians on reservations are organized into tribal governments, with constitutions and political institutions adopted and functioning as provided by federal law. These governments are empowered by federal law to adopt local police power regulations relating to many matters, not just gaming. Moreover, tribal gaming operations are overseen by federal authorities in the Interior Department and National Indian Gaming Commission in a way that gaming by other groups is not, thus giving much greater confidence that the games will be scrupulously regulated. There is no comparable political structure or federal oversight into the operations of other persons or groups that might fairly claim a special right to operate gaming because of their economic distress.

My Tribes are among the more remote in terms of major population centers. In my view, however, the undeniable fact that gaming will not of itself

eliminate *all* Indian poverty does not constitute an acceptable argument against the tribal gaming that does alleviate poverty – indeed, very considerable poverty – where it exists. We want the opportunity to try and develop a means to lift our people out of poverty, even if it can never succeed like the most successful tribes have because we are remote. Indian gaming enterprises offer tribes the opportunity to participate in the "American Dream," and ought not to be curtailed for the reason that not all Indians are benefitted equally by them, or benefitted strictly according to their "need."

I have heard concern expressed about criminal involvement in Indian gaming, just as there would be for any gaming. The intensive federal regulation and the requirement in the IGRA that all persons involved in Indian gaming undergo a thorough background investigation approved by both the tribe and National Indian Gaming Commission should allay this concern. The Department of Justice has repeatedly testified before Congress that there has not been significant involvement of organized crime or other criminal elements in Indian gaming. It has also promised vigilant and vigorous enforcement of the laws where crime does occur, and has in fact investigated and prosecuted scattered violations of law that have arisen in Indian gaming.

I have also heard that some governors feel that the IGRA divests them of control over gaming policy in their states, expressing concern that they do not want

casinos on every Indian reservation statewide, and cannot prevent this under the IGRA. I think this view is simply incorrect. One of the most important features of the IGRA is that it does not allow gaming contrary to the public policy of a state. Thus, as I see it, states likely have the ultimate power to stop Indian Class III gaming **if they are willing to do the same to their other citizens.** That seems to me the most a state can fairly expect – it should not be able to allow its non-Indian people to carry on an activity and deny it to Indians, a federally-protected group.

A better approach, I believe, would be for states to enter into compact negotiations with tribes. I would expect most tribes to be reasonable, as our Tribes have been, and to accommodate any fair state limitations in the compact negotiations envisioned by Congress. It also seems farfetched to me to suppose that federal courts and mediators will require compacts that unreasonably impair legitimate state interests. But if these events occur, the states do have the ultimate weapon to curtail Indian Class III – or indeed any – gaming in their borders if they are willing to restrict their own citizens. This gives a state the final say on gaming public policy.

I have a final word, though, for states that choose to so limit Indian gaming. If a state wants to choke Indian gaming development, it ought to provide comparable funds to promote Indian economic development. For example, the legislatures of such states should establish Indian Economic Development Committees

to provide solid economic development for reservations in other ways – such as reducing the state tax burden on the few non-Indian companies doing business on reservations. I think states will conclude that Indian gaming offers tribes the only way out of poverty. There is no alternative.

I urge the Committee to adopt the following policies toward Indian gaming.

1. IGRA should not be amended, and Indian gaming should be encouraged to grow under the tribal-state compact process.

2. Where states have sought to avoid the compact process by defending suits that they have not negotiated in good faith by raising the Eleventh Amendment, the United States should intervene in such suits on the tribal side wherever the tribe has asserted a reasonable cause of action.

3. The Department of Justice should vigorously enforce federal law against all corrupt Indian gaming, and vigilantly oversee background investigations of persons engaged in Indian gaming.

Mr. Chairman and members of the Committee, tribes are doing all that they can to end the scourge of poverty that has plagued Indian country for so many generations. We urge Congress to act to help us bring this about, so that within our lifetimes tribes can achieve self-sufficiency. Please do not limit the federal right of tribes to conduct Indian gaming -- and I promise you that within a decade, most reservations will be self-sufficient.

Thank you for the opportunity to appear before you today. I would be pleased to answer any questions you may have.

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TESTIMONY OF CALEB SHIELDS, VICE-CHAIRMAN
COUNCIL OF ENERGY RESOURCE TRIBES
BEFORE THE INTERIOR APPROPRIATIONS SUBCOMMITTEE
REGARDING FY 1994 (DEPTS. OF INTERIOR AND ENERGY)

Mr. Chairman, my name is Caleb Shields. I am Chairman of the Ft. Peck Tribal Executive Board and Vice-Chairman for the Council of Energy Resource Tribes (CERT). I am pleased to testify before you today on behalf of the 53 federally recognized American Indian Tribes that comprise CERT.

The unique government-to-government relationship which exists between tribes and the Federal government has no equal in the experience of states and their political subdivisions. Our concerns are rarely addressed in broad, national initiatives. This Committee has understood this relationship, and worked with tribes to appropriate funding for Indian specific energy, environmental and economic development programs. With the enactment of the National Energy Policy Act, we are at a cross-roads. Congress can give tribes the assistance they need to develop their own resources and truly build self-sufficiency. Without this help, it will be difficult for tribes to develop and manage their resources. Tribes are the stewards of Indian lands, which represents 3% of the total U.S. land base. The significance of the lands involved has not been matched with a proportionate funding base with which to manage these resources. Specifically, we urge the following considerations for the Departments of Interior and Energy:

Department of Interior:

1. **Tribal Energy Resource Regulation Grants (new program under PL102-486)**
   - Fund **$10 million** for tribal grants to develop resource regulation and enforcement
2. **Indian Minerals Program funding at $12 million Total including:**
   - Fully fund **$8 million** for Mineral Assessments
   - Fully fund **$4 million** for Special Tribal Projects
3. **BIA Trust Funds**
   - CERT supports the Indian Trust Funds Monitoring Association recommendations
   - DOI should be directed to provide for tribal participation directly through the ITMA
4. **Tribal Surface Mining Regulatory Program**
   - Increase funds by at least **$2 million** in Fiscal Year 1994
   - OSMCRE shall provide planning and technical assistance funds for tribal plans
5. **Indian Finance Act**
   - Increase funding in FY 94 by **$10 million** for Loan Guarantees
   - Increase funding in FY 94 by **$3 million** for Management and Technical Assistance
6. **Indian Child Welfare**
   - Increase funding in Fiscal Year 1994 over FY 93 levels by at least **$15 million**
7. **Environmental Protection and BIA Trust Responsibility**
   - Add funding of **$10 million** to remedy landfill and other hazards immediately
8. **Bill Language** which Directs the Secretary of Interior to establish an Intra-Department Policy Council on Indian Affairs, chaired by the Assistant Secretary on Indian Affairs, made up of all Assistant Secretaries of the Department and provides for participation of elected tribal leadership. And direct the Assistant Secretary on Indian Affairs to develop an education, training and technology transfer initiative.

Department of Interior and the Bureau of Indian Affairs

A. Tribal Energy Resource Regulation Grants: An important program recently authorized under Title 26 of the National Energy Policy Act, allows appropriations for tribes to develop the internal capacity to regulate and enforce tribal ordinances related to energy production on Indian lands. CERT is requesting that **$10 million** be provided to begin this program, which will fund the training and education of employees responsible for monitoring compliance with Federal and tribal laws; allow tribes to inventory their energy resources; develop tribal laws and regulations over tribal energy resources; develop tribal environmental quality regulations on Indian lands; and enforce and monitor compliance with tribal and Federal laws and regulations. CERT is also requesting Congress to direct the Secretary to establish a work group of representatives of energy Tribes to help the Department implement these new programs. Tribes must be allowed a voice in developing program rules and guidelines. In the past, the federal management performance of Indian trust minerals has been unquestionably inadequate. Furthermore, tribes, when given the chance, have proven to be competent managers of their valuable energy resources. In addition, the current state of the domestic energy industry will require tribes to be more proactive in order to maintain their production and income as well as develop new future reserves -- in order to do so effectively , tribes will need to play an active role in the implementation of these programs.

B. Indian Mines and Minerals: CERT is requesting that **$12 million** be provided to fully address the back-log of Mineral Assessments and Special Tribal Projects request which have come into the BIA from tribes. CERT is requesting Congress to fund Mineral Assessments at $8 million and Special Tribal Projects at $4 million in Fiscal Year 1994. It is important to point out that, royalties, rents and other revenues derived from the development of tribal mineral resources exceeded $150 million in 1992. In any given year, this income can represent nearly 85% of all income derived from leasing on Indian lands. This revenue can be used to finance essential social services, tribal infrastructure and programs for tribal members. Mineral development also generates jobs and business opportunity for tribal members.

Despite these beneficial economic and social consequences of mineral development in Indian country, budgets for continued mineral assessments have been drastically cut since 1988, dropping from $8 in FY 1988 to a low of less than $3 million in FY 1993. During the time funding was decreasing, requests for mineral assessment were increasing. A total of 37 requests for mineral assessments were proposed last year to the BIA from tribes. We therefore urge Congress to restore funding to the FY 88 budget levels of $8 million, the minimum funding level necessary. CERT also urges Congress to provide adequate safeguards to ensure that these funds are not used to off-set administrative overruns at the Bureau, but to go directly to tribes.

C. **BIA Trust Funds Management:** CERT supports the Indian Trust Funds Monitoring Association (ITMA) position for increased funds to implement, manage and monitor the Strategic Plan. CERT also requests Congress to direct the Secretary of Interior to expand and include tribal participation directly and through the ITMA.

D. **Tribal Surface Mining Regulatory Program:** Federal regulatory programs with authority over the surface coal mining of Indian coal were systematically dismantled during the Reagan-Bush administrations. The lack of these regulations in recent years has prevented Tribes from developing their coal resources because they are not assured their environmental, cultural and economic interests can be properly balanced and served when the mining and governmental supervision over mining are carried out by institutions external to Tribal accountability. Close to three dozen Indian Tribes own approximately one-third of the low sulphur coal of the West -- but the lack of regulations has allowed this valuable natural resource to lie untapped. The Office of Surface Mining, Conservation, Reclamation and Enforcement (OSMCRE), must provide the planning and technical assistance funding to develop tribal plans in this Fiscal Year. We recommend that the Secretary implement this program with Tribal participation and further recommend that the FY 94 budget include at least **$2 million** for the necessary Tribal administrative, technical and institutional development as called for by Secretary -approved plans.

E. **Indian Finance Act:** The Indian Finance Act implicitly authorizes the BIA to guarantee both tribal tax exempt financing and tax exempt loans for governmental purposes. CERT feels that such guarantees are a powerful tool to create the capital required by Indian tribes to build and enhance the infrastructure required for balanced social and economic development. However, the absence of specific authority for such guarantees has dissuaded the Bureau from providing such guarantees. We recommend that the budget include specific language authorizing the BIA to provide such guarantees. CERT supports increased funding for loan guarantees of **$10 million over FY93**, and for management and technical assistance programs an increase of $3 million over FY 93 levels.

F. **Indian Child Welfare:** CERT requests additional funds to protect our most valuable resource, our Children, by **increasing ICWA by $15 million** in FY94. Accordingly, we also recommend that the budget include additional funds to support tribal and off-reservation Indian child welfare programs.

G. **BIA Environmental Protection:** Enforcement of environmental laws and regulations on Indian reservations has been spotty. Many tribes have not enacted environmental statutes nor promulgated environmental regulations and those that have, often lack the revenues to finance an enforcement arm. Where the tribe is not enforcing environmental statues, the EPA is charged with enforcement responsibility. However, the resources available to the regional offices of EPA are simply not adequate to do the job. We believe that the Bureau should establish a stronger environmental enforcement presence in Indian country by including tribal inspectors and environmental enforcement personnel. We recommend that the budget include **$10 million** to begin environmental remediation for tribes.

Department of Energy FY 94 Appropriations

The Indian Provisions (Title 26) of the 1992 National Energy Policy Act promises programmatic support for Tribal energy development. Three new programs in the Department of Energy are authorized and require appropriations. These new programs will increase the economic benefits for Tribal communities by encouraging Indian-managed energy production, integrating the industry through value-added activities, increasing Indian renewable energy production for growing Indian markets, and serving U.S. energy needs. These potentials are significant given conventional Indian-owned energy resources, as well as their substantial wind, solar, hydro-electrical, geothermal and biomass resource base. With this potential in mind, we recommend the Secretary convene a Work Group of Tribes to assist the Department in developing these new programs. Specifically, CERT seeks funding for the following DOE Indian programs:

Department of Energy:

1. **Tribal Energy Integration Assistance Grant Program (new program under PL 102-486)**
   - **$10 million** for grants to develop management capacity of tribes.
2. **Tribal Integrated and Renewable Energy Development Program (PL102-486)**
   - **$10 million** for grants to fund 50% costs of vertical integration projects.
3. **Tribal Low Interest Loan Program (PL 102-486)**
   - **$10 million** for loans for energy resource development and vertical integration.
4. **Bill Language:** DOE and DOI shall convene tribal work group to implement new law

A. Tribal Energy Integration Assistance Program: This financial and technical assistance program is designed to assist Indian Tribes in realizing their full energy potential. Vertical integration, or the expansion into diverse areas of the energy industry, is an important component of economic fairness for those Tribes who are contributing to economic prosperity and national security. If brought fully into production, Indian energy could provide a substantial share of American's energy needs. We request the full authorized amount of **$10 million** for this important program.

B. Tribal Integrated and Renewable Energy Development Program: This program serves as the companion to energy resource integration, by providing a matching grant program for actual projects. It gives Tribes both the incentives and the means to develop projects with the private sector in an equitable fashion -- a solid investment which will most likely result in economic growth, energy security and an increased tax base. We recommend that the full authorized amount of **$10 million** be included in the FY 94 Budget.

C. Low Interest Loans to Tribes: Loans to tribes for energy development and vertical integration are needed because conventional financing options have been largely inaccessible to tribes. CERT is requesting that the $10 million authorized for this program be funded, to establish a revolving resource for Indian energy development and long term tribal self-sufficiency. Thank you.

TESTIMONY
OF THE ASSINIBOINE AND SIOUX TRIBES
OF THE FORT PECK RESERVATION, MONTANA

before the
House Committee on Appropriations,
Subcommittee on Energy and Water Development
March 24, 1993

The Assiniboine and Sioux Tribes (Tribes) request that funding be provided in the General Investigations Budget of the Bureau of Reclamation (Reclamation) and specific direction be given to Reclamation to cooperate with the Tribes in conducting a feasibility study of the municipal, rural, and industrial water needs of the Fort Peck Reservation (Reservation) in Montana. The funding requested is as follows: $200,000 in FY94 and $100,000 in FY95.

In October of 1992, the Tribes, with technical assistance from Reclamation and other agencies, began an assessment of the municipal, rural, and industrial (MR&I) water needs of the Reservation, our current homeland. A draft preliminary Needs Assessment Report was completed on March 19, 1993, which points out the deficiencies, both in quantity and quality, of the water supply for both Indian and non-Indian residents on the Reservation in northeastern Montana. A final version of the report will be available on April 15, 1993, and can be provided to this Committee at your request. With continued technical assistance from Reclamation, we plan to have a comprehensive assessment of our water needs completed by September 1993.

Our goal is to ensure that a safe and reliable MR&I water supply will be available throughout the Reservation for residential, commercial, public and industrial purposes, today and into the future. A safe and reliable MR&I water supply is well documented as playing a vital role in promoting and contributing to the Tribes' economic self-sufficiency and for improving and sustaining public health.

We have a serious unemployment crisis on the Reservation. The unemployment rate among the Indian population on the Reservation is nearly eight times higher at 29.7 percent than the non-Indian population unemployment rate of 3.8 percent. The average unemployment rate for the entire state of Montana is 5.8 percent. The industry and commerce sectors that account for the highest employment on the Reservation are services, administrative support, and agriculture. We also have need for technology-related skills and training, particularly relating to water service and treatment facilities.

The major drinking water problems on the Reservation have historically been associated with inadequate supply and unacceptable quality. Groundwater, the primary source for many residents, often exceeds the standards for total dissolved solids, iron, sulfates, nitrates, and in some cases for selenium, manganese, and fluorine. Bacterial contamination of municipal water distribution systems has also been a recurring problem.

The Fort Peck Tribes have a reserved water right to the Missouri River, a higher quality water source than available groundwater sources. Utilizing a small fraction of that water right would meet present and future Reservation needs.

The preliminary needs assessment shows that:

1. **The population on the Reservation has been increasing since 1970 while regional population trends of the four county area in and around the Reservation have been steadily declining.** During this time period, the non-Indian population has declined by about 27 percent, while the Indian population has increased by 83 percent. Based on the 1990 Census data, the total current population of the Reservation is estimated to be about 10,722 people, with 5,822 Indians and 4,900 non-Indians. The Census data also showed that the Indian population is relatively young, with 79 percent of the total Indian population and 78 percent of the Indian female population under 40 years of age. About 77 percent of those living on the Reservation were born in Montana and 87.8 percent are living in the same county as they were in 1985. The young Indian population, combined with a tendency for a relatively large percentage of the population to remain in the area, supports the continuation of past population trends on the Reservation. The Indian population on the Reservation will likely continue to grow while the non-Indian population may continue to fall slightly. The future (year 2030) MR&I water needs on the Reservation, based on a projection of the population trend just described, were estimated to be about 13,500 people with 11,500 Indians and 2,000 non-Indians.

2. **Livestock production on the Reservation is generally limited by the lack of water supply rather than by the available rangeland capacity, and livestock production could be increased by 20 to 30 percent if adequate water supplies were available.** Wheat farming and beef cattle contribute largely to the economic base, as well as feed grains, hay, sheep and hogs, but cattle are the predominate livestock on the Reservation. A majority of the rangeland is located on the northern half of the Reservation, while the southern half of the Reservation near the Missouri River is predominantly cropland. Most livestock operations on the Reservation are cow-calf and the herd sizes are generally small, with 200 to 300 head considered to be a large operation. About 56,000 AUM's (animal-unit-months) are summer grazed over a 5½ to 6-month period beginning in mid-May. A 20 to 30 percent increase would translate into a total of 67,200 to 72,800 AUM's over the grazing period. Increasing the herd size would represent an opportunity to increase household income and stimulate retail trade, particularly in the communities of Poplar and Wolf Point. A Reservation-wide MR&I system could also provide pasture taps for livestock watering which could be expected to boost the local economy. In addition, distributing livestock water to pasture taps at different locations throughout the range has also been found to be an effective measure for soil conservation and range management.

3. **The principle problem that currently exists on the Reservation with regard to MR&I water supply is poor water quality.** However, in general the water quality problems do not appear to be an immediate risk to public health. Major population centers are located in the southern part of the Reservation along the Missouri River in and around the communities of Wolf Point, Poplar, Brockton, Fort Kipp, Oswego, and Frazer. Each

of these communities, with the exception of Oswego, have public water and sewer systems that provide service to almost 70 percent of the total housing units on the Reservation and an estimated 80 percent of the total population on the Reservation. The water source for each of these public water systems is groundwater from shallow alluvial aquifers. While these systems generally appear to be capable of meeting the MR&I water demands currently being served, the water is not of the best quality; however, typical of most of our groundwater sources. Water analysis data for all of the five public water systems indicates that the water does not violate any maximum contaminant levels for contaminants currently regulated by EPA in accordance with the Safe Drinking Water Act. However, the analyses indicated above average levels for a number of chemical constituents that affect the aesthetic properties of the water, including; sulfate, nitrates, bicarbonate, iron, hardness, and total dissolved solids, and, in some cases, selenium, manganese, fluorine, and sodium. Several systems have also had recent occurrences of biological contamination, most likely within the distribution system. Indian Health Service and the Tribal Health Office have issued public health alerts encouraging users to boil the water before drinking it. Most of the housing units that are not served by one of these public systems are generally rural farms and ranches which rely on individual wells for their water supply and septic tanks or cesspools for sewage disposal. Census data indicates that almost 99 percent of all housing units on the Reservation have complete kitchen and plumbing facilities. The recent occurrences of biological contamination in several public water supplies might be an indication that there may be a problem with operation and maintenance of existing systems. It appears that the existing public water systems are capable of meeting the current MR&I water demands but more than 20 percent of the population are not served by these systems and must rely upon another source, usually groundwater, for there water supplies.

Chemical quality data for groundwater in the Reservation is limited and diverse, both in terms of mineral content (TDS from 300-4,270 mg/L; mean 1,425 mg/L) and of cation composition (SAR from 0.3-194; mean 11.85). Alluvial aquifer groundwater is higher in iron, manganese, and total dissolved solids than recommended by the U. S. Public Health Service for drinking use and is extremely hard. The iron and manganese contributes to the hardness of the water, affects taste and also causes rust colored stains in porcelain plumbing fixtures (sinks and toilets) and discolors laundered clothes. However, it is generally the only current source of domestic water supply to many residents in the area. The sulfate content of this groundwater is often greater than the recommended standard of 500 mg/L, a fact which local residents have adjusted to; however, newcomers to the area may notice a slight "sulfur" taste and experience a mild laxative effect after drinking the water. Nitrate concentrations exceeding the recommended limits in several well water samples suggest contamination from sewage, septic drain effluent, or barnyard wastes and indicates the susceptibility of alluvial aquifers to contamination by surface pollutants. A regional MR&I water supply system using Missouri River water as the supply source is a feasible alternative for addressing the water quality problems that currently exist and would bring safe and reliable water to rural residents not currently served by a public water system. A Reservation-wide MR&I system would also ensure a safe and reliable water supply for future growth and public health on the Reservation.

4. The total average day water use on the Reservation in the year 2030 is estimated to increase to about 2.6 million gallons per day (MGD) with a peak day water use estimated to be about 5.8 MGD. Based on this estimate, it is clear that additional MR&I water supplies and facilities will be required to meet the future water needs of the Reservation. It is estimated that the average monthly water use in the year 2030 will be almost 81 million gallons per month and the average annual water use will be about 950 million gallons per year. This average annual water use is equivalent to about 2916 acre-feet, which is about 0.28 percent of the Tribes total water right or about 0.31 percent of the Tribes surface water right, as established by the Fort Peck-Montana Compact.

5. The Missouri River is by far the largest, most dependable, and best quality water resource that is available to the Reservation. The Missouri River flows past the entire southern boundary of the reservation. The Fort Peck Dam is a mainstream dam on the Missouri River located about seven miles upstream from the southwest edge of the Reservation. Fort Peck Dam can impound 15 million acre-feet of water at elevation 2234 msl. Daily discharges from Fort Peck Dam vary considerably to meet power production requirements and range up to 12,000 cubic-feet-per-second. The historical average annual discharge from the dam is about 7.4 million acre-feet per year. The quality of Missouri River water, particularly in Fort Peck Reservoir, is much better than the groundwater previously described and would serve as the best source for MR&I water on the Reservation. On the average, Missouri River water meets all primary and secondary drinking water standards and the chemical constituents affecting the aesthetic characteristics of the water are much better than most groundwater sources found on the Reservation. The Missouri River is being used extensively as an MR&I water source throughout the Dakotas.

A Reservation-wide piped distribution system to supplement or replace existing water sources is envisioned. This sort of system has been successfully used in South Dakota (the WEB project) and brings economies of scale to the overall cost of project construction and operations and maintenance. South Dakota's Mni Wiconi project also follows this concept.

The feasibility study will utilize the needs assessment in laying the groundwork for refinement of alternatives, selection of a recommended plan, and NEPA compliance needed for any possible future project authorization. This will result in a plan for utilizing the compacted water right of the Tribes to satisfy the municipal, rural and industrial needs in our quest to attain economic self-sufficiency and satisfactory quality of life.

Tribal Chairman

Tribal Secretary

Mr. RICHARDSON. Thank you very much, Mr. Chairman.

The Chair recognizes Kathleen Fleury, the State Native American Coordinator, Helena, Montana. Ms. Fleury, welcome to this Committee.

STATEMENT OF KATHLEEN FLEURY

Ms. FLEURY. Thank you, Mr. Chairman and Congressman Williams.

I actually have two parts to my testimony, which I would like to share with the Committee. The Indian Affairs Office conducted an Indian Business Institute about a year ago and compiled some information based on that conference, which basically was for the purpose of identifying barriers to Indian businesses and economic problems on Reservations. It included State and Federal and Tribal Government. I have that in the report, and I will briefly go over that.

I also wanted to bring up a couple of other concerns that I wanted to share with this Committee. The first is in the area of programs that are provided specifically on behalf of Native Americans. I will just discuss those from the Federal Government. Whenever a program is sponsored by the Federal Government, a blanket format for Native American peoples of this state, there is never any requirement for input by Native Americans or the Tribal Governments that are served. For an example, the current World Technical Assistance Program Grant that is located at the Montana State University, with funds from the Federal Highway Administration. This is a 5-year grant totalling $750,000, and we had no input from the Tribal Governments or Reservations which it is designed to serve.

All Federal monies or programs that will impact a given Reservation should have a requirement that the Government and people of the Reservation have initial input and meaningful comment into those services. In most cases, the providers of the service, or the Federal grantee, is an external source, or an entity that is in no way responsive to the Tribes. This process is similar in nature to the 1950s Bureau of Indian Affairs mentality. We are from the Government because of our funding, and we know what is best for you.

The second area of concern relates to all of the branches of the Federal Government that have programs for providing assistance in either financial or technical areas. There are many Federal programs that have a specific element or emphasis for Native Americans, and economic development, in the form of financial and technical assistance or set-aside goals for Native American involvement.

The problem is that there is no coordination of the resources of our goals of the programs. As a matter of fact, there is a certain amount of turfism that displays itself among the various programs. One agency does not want to share or coordinate its programs with another agency.

Since there are multiple Tribes in Montana, and there are multiple Federal economic assistance programs, there should be a Federal mandate that all Federal agencies with components that relate specifically to Native Americans coordinate their efforts at a state

level. This requirement should be in the form of a statewide clearinghouse, so that all information would be immediately available to the Tribal Governments and individual Native Americans—a one-stop information center on all Federal programs for economic development that are available for or being provided to Native Americans.

I am sure that the Committee is aware of all of the various agencies that I have been involved with—Federal and State agencies—that have components for economic development for Native Americans. There is very little coordination. It is very fragmented. So, basically, you have a Federal agency that has a component for economic development or rural development, and another agency that has a similar program, but there is no coordination.

In this conference that was held by the Indian Business Institute, these were recommendations or concerns that was brought forth by the various Federal, state, and tribal interests. These were some of the concerns that the conference committee members had.

In marketing, for example, Native Americans need to find target markets so that they can be competitive if they have manufacturing going on, such as they do here in Fort Peck, and various other Reservations.

Also, Native Americans need to develop a real needs assessment for technical assistance. I have listed some of the barriers that were brought forth by this conference.

Education was another concern. There needs to be more conferences and seminars—not just on a regional level, but at the Reservation level.

Marketing training is desired throughout Indian community colleges. This is one area that I feel is really overlooked in terms of using the availability of the community tribal colleges in helping business, having business training and funding into the community college which would provide and assist at the local level.

We also talked about the communication problems. Tribes need to develop a networking system that links directories and databases and cable communications between the university system and other reservations. Right now in Montana, with telecommunications being a very high priority, this is something, in terms of funding, that would be very beneficial to Tribes.

Culture was discussed. Also some of the barriers between the tribal values and business values—the need to align business values with tribal values and profit needs to be addressed, and the ability to sell your product without selling your culture.

In terms of management, training programs to encourage local managers, specific management training of junior managers, how to attract and use more franchise-type business.

I see I have run out of time. I have this before the Committee, and I certainly would be——

Mr. RICHARDSON. Please continue.

Ms. FLEURY. Thank you.

Capital was another barrier. The issues and concerns that were brought forth were to develop prior tribal commercial codes. Some Tribes have that. I know that the Assiniboine Sioux Tribe does. That is a barrier for outside businesses to invest in a Tribe if the Tribe does not have commercial codes.

Focus less on programs and more on liability, and clarify UCC and tribal conflicts and overlaps.

Also, American Indian businesses gross receipts represent less than 1 percent, .01 percent that of other minority businesses in the United States. Therefore, to be in parity with minority firms, a 200 percent increase in Indian sales is needed for Indian- and tribal-owned businesses. One of the parties that attended our conference was the National Center for American Enterprise Development. There are some statistics which show comparisons of the Native American share in terms of revenue of small businesses. As you will note, the Native Americans are always among the last in terms of statistical data. The members of minority firms, by revenues, is again the American Indian and the Alaskan Native. There is not even a comparison with the population. It is way below the population in terms of equality. The number of minority firms by ethnic group is shown. As you can tell throughout this, the Native American businesses and the share in business development are always at the bottom of the line.

I appreciate this opportunity to present this testimony. I am certainly open to any questions that you might have. Thank you.

[Prepared statement of Ms. Fleury and conference material follow:]

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TESTIMONY

Before the Subcommittee on
Native American Affairs of the Committee on Natural Resources -
Hearing on Indian Economic Development

April 6, 1993
Wolf Point, Montana

I am Kathleen Fleury, State Co-ordinator of Indian Affairs for the State of Montana.

On January 3, 1992, the Office of Indian Affairs compiled information from an Indian economic conference sponsored by our office. The purpose of the conference, entitled "Indian Business Institute", was designed to identify barriers to Indian economic development. I believe that these issues are still relevant and need to be considered in this oversight hearing addressing economic development on Indian reservations.

Excerpts of this report are submitted herewith.

"AN EQUAL OPPORTUNITY EMPLOYER"

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KATHLEEN FLEURY
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There are two areas that need some direction and stability installed in them as they apply to economic development for Native Americans in Montana, and the same may apply to other states with Native American tribes and peoples.

The first is in the area of programs that are provided specifically on behalf of the Native Americans of this state from the federal government. Whenever a program is sponsored by the federal government in a blanket format for Native American peoples of this state, there is never any requirement for input by the Native Americans themselves. As an example, the current Rural Technical Assistance Program grant that is located at Montana State University with funds from the Federal Highway Administration. This is a five year grant totalling $750,000 and it has had no input from the peoples or reservations that it is designed to impact.

All federal monies or programs that will impact a given reservation should have a requirement that the government and people of that reservation have some initial input and meaningful comment. In most cases the providers of the service or the federal grantee is an external source or entity that is in no way responsive to the tribes. This process is similar in nature to the 1950's Bureau of Indian Affairs mentality, "we're from the government, because of our funding, and we know what's best for you".

The second area concerns all of the branches of the federal government that have programs for providing assistance in either financial or technical areas. There are many federal programs that have a specific element or emphasis for Native Americans in economic development in the form of financial and technical assistance or setasides/goals for Native American involvement.

The problem is that there is no coordination of the resources or goals of the programs. As a matter of fact, there is a certain amount of turfism that displays itself between the various programs, one agency does not want to share or coordinate its programs with another agency.

Since there are multiple tribes in Montana and there are multiple federal economic assistance programs, there should be a federal mandate that all federal agencies with components that relate specifically to Native Americans coordinate their efforts at a state level. This requirement should be in the form of a statewide clearinghouse so that all information would be immediately available to the tribal governments and individual Native Americans, a one-stop information center on all federal programs for economic development that are available for or being provided to Native Americans.

Testimony of: Kathleen Fleury
Montana Coordinator of Indian Affairs
State Capitol Building, Room #202
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Summary:

Topic #1:

Prior input and comment on all services and grants provided by the federal government for any reservation or tribe.

Topic #2:

Mandated state-level coordination of all federal programs for economic development or with economic development components that are available specifically or generally for Native Americans.

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Jnauary 3, 1992

INDIAN BUSINESS INSTITUTE

TO: Conference Resource People & Participants

FROM: Kathleen M. Fleury
Coordinator of Indian Affairs

RE: Dissemination of Conference Final Report

On behalf of the Office of Indian Affairs; Montana Indian Manufacturer's Network; Montana Department of Transportation; and Eastern Montana College, we would like to thank all of the participants and resource people for their input towards Indian economic development. The input and feedback will help the Indian Business Institute implement further assistance to future economic plans and strategies developed at a college level institute.

Enclosed are the following materials:

1. A listing of conference resource personnel.

2. A listing of conference participants.

3. A workshop by workshop analysis of solutions submitted by the facilitator.

4. A summary highlighting the Conference's guest speakers.

The following recommendations may or may not be the expressed opinion of any of the forementioned sponsors of the conference. These recommendations are, however, the considerations of talented people brought together for one common purpose. This purpose was formatted to allow brainstorming and free thought to encourage originality and intuition.

If there is any further questions or input, please don't hesitate to contact us at (406)444-3702.

INDIAN BUSINESS INSTITUTE
SUMMARY OUTLINE

The first Indian Business Institute Conference was held at Eastern Montana College on November 14 & 15, 1991.

In attendance were federal and state agencies, experts from the private business sector, and tribal officials.

The conference's format was of a round table nature in that the resource people and the tribal officials were given tasks to complete and problems to solve together. Drawing from the experience and expertise of the resource people and the tribal officials, these are their findings.

I. **MARKETING**

A. **Specialty Markets/Niches** - Native American Indians need to find target markets that they can be competitive.

B. **Needs Assessment** - (Native American Indians need to develop a "real needs" assessment for technical assistance). Typical indicators of reservation economic stagnation include:

1) High unemployment and low labor force participation rates;
2) High proportions of unskilled laborers in the labor force;
3) Limited local ownership and operation of entrepreneurial ventures;
4) Limited marketing and managerial talents for directing local developing enterprises;
5) Insufficient investment capital to support economic development projects;
6) Isolated from private and public markets; and
7) Lack of competencies in ways of obtaining private sales and financial and technical involvement.

C. **Education**

1) More conferences and seminars are needed at not just the regional level but also sponsored and developed on the reservations.
2) Marketing training desired throughout Indian Community Colleges.
3) Industry mentorships and apprenticeships encouraged strongly.

4) Discover and use economic development financing for "bankable businesses".
5) Change the environment's receptivity for entrepreneurship.
6) Focus on individuals, rather than the tribe, in starting up new business.
7) Change tribal structure to depoliticize business.

D. **Communications**

1) Tribes need to develop a networking system that links directories, databases and cable communications between the University System and other reservations. While progress has been made in this area, further development is needed. This type networking working would provide marketing muscle and production capacity.
2) Public relations work on Indian Economic impact and ability to break stereotypes. More effective use of advertisement media.

II. CULTURE

A. **Business Values vs. Tribal Values**

1) The need to align business values with tribal values and profits needs to be addressed. The ability to sell your product with or without selling your culture.
2) Improve communication between business and traditional mind sets.
3) Create an understanding that tribal development may be described as a triangle: the base is political development, one side is economic development, and the third side is human or social development. At the center of the triangle, is the living corpus.

III. MANAGEMENT

A. **Training**

1) Develop training program to encourage local managers. Specific management training of junior managers by current managers.
2) Attract and use more franchise type business.
3) Use double entry instead of fund accounting.
4) Merit and Profit based manager selection instead of politics.

5) Have profit be the center of orientation for the firm/business.
6) Time management and participatory management.
7) Local trade area surveys to build leakage prevention.
8) Tap major markets instead of local markets.
9) Focus on commercial sales instead of government sales.
10) Avoid snake oil salesmen.

B. Capital

1) Development of Tribal Commercial Codes.
2) Focus less on programs and more on "liability".
3) Clarify UCC & Tribal conflict/overlaps.
4) American Indian business gross receipts represent less than .01% of that of other minority business in the United States. Therefore, to be on parity with other minority firms, a 200% increase in indian sales is needed for indian and tribal owned business.

TYPICAL INDICATORS OF RESERVATION
ECONOMIC STAGNATION INCLUDE:

- HIGH UNEMPLOYMENT AND LOW LABOR FORCE PARTICIPATION RATES;
- HIGH PROPORTIONS OF UNSKILLED LABORERS IN THE LABOR FORCE;
- LIMITED MARKETING AND MANAGERIAL TALENTS FOR DIRECTING LOCAL DEVELOPING ENTERPRISES;
- LIMITED LOCAL OWNERSHIP AND OPERATION OF ENTREPRENEURIAL VENTURES;
- INSUFFICIENT INVESTMENT CAPITAL TO SUPPORT ECONOMIC DEVELOPMENT PROJECTS;
- ISOLATED FROM PRIVATE AND PUBLIC MARKETS; AND
- LACK OF COMPETENCIES IN WAYS OF OBTAINING PRIVATE SALES AND FINANCIAL AND TECHNICAL INVOLVEMENT.

RANKED REVENUES OF SMALL BUSINESSES BY TYPE OF OWNERSHIP, US BUREAU OF CENSUS 1987

MALE POPULATION:	AVERAGE SALES
Anglo	$ 189,000
Asian-Pacific Islander	$ 107,000
Latino	$ 66,000
Black	$ 50,000
American Indian and Alaska Native	$ 47,000

FEMALE POPULATION:	
Anglo	$ 70,000
Asian-Pacific Islander	$ 64,000
Black	$ 41,000
Latino	$ 38,000
American Indian and Alaska Native	$ 32,000

NUMBER OF MINORITY FIRMS BY REVENUES
(in billions of dollars) 1987 Census

Minority Group	Total Revenue	% Minority Population	% Revenues
Black	$ 19.8	42%	26%
Hispanic	$ 24.7	31%	31%
Asian	$ 33.1	24%	42%
American Indian & Alaskan Native	$ 0.9	3%	1%
TOTAL	$ 78.5	100%	100%

NUMBER OF MINORITY FIRMS BY ETHNIC GROUP

MINORITY GROUP	NUMBER FIRMS	%/MINORITY POPULATION	%/MINORITY OWNERSHIP
Black	424,165	42%	35.0%
Hispanic	422,373	31%	34.1%
Asian	355,331	24%	29.2%
American Indian and Alaska Native	21,380	3%	1.7%
Total	1,213,750	100%	100.0%

1990 American Indian Population
15 Top Ranked States

Rank	State	Population	%/State	'80 Change %
1	Oklahoma	252,420	8.0	49.0
2	California	242,164	0.8	20.3
3	Arizona	203,527	5.6	33.2
4	New Mexico	134,355	8.9	26.6
5	Alaska	85,698	15.6	33.7
6	Washington	81,483	1.7	34.0
7	N. Carolina	80,155	1.2	24.0
8	Texas	65,877	0.4	64.4
9	New York	62,651	0.3	58.3
10	Michigan	55,638	0.6	38.9
11	S. Dakota	50,575	7.3	12.5
12	Minnesota	49,909	1.1	42.5
13	Montana	47,679	6.0	27.9
14	Wisconsin	39,387	0.8	33.5
15	Oregon	38,496	1.4	40.9

Note: 48% of the entire American Indian population (1,959,234) lives in the thirteen Western states (US Bureau of Census).

Mr. RICHARDSON. Thank you very much.

The Chair recognizes the gentleman from Montana.

Mr. WILLIAMS. Thank you, Mr. Chairman.

Chairman Shields, first, let me tell you with regard to the water compact of the bill introduced in the Senate, I will either introduce the bill in the House, or if the Senate bill is moving quickly, we will simply take it up in the House. I want to assure you I am very supportive of it. It is just a matter of moving it most smoothly and trying to develop the strategy to do that.

Mr. SHIELDS. Thank you.

Mr. WILLIAMS. Mr. Hollow, you have a record of achievement and longevity that can be matched by a very few, if any, Native American leaders across the country. Your 50 years of contribution and assistance to the people of this Tribe and this State has really established a remarkable record. It is going to be very difficult for anyone else to tie, let alone beat.

Let me ask you to call on those years of understanding and knowledge, and say to Chairman Richardson, by the way, Bill, that one does not have to spend very long with Norman Hollow before you understand that he has a significant grasp of what is needed in order to make some of these economic development efforts on the various Reservations work.

So, given that, Mr. Hollow, if you could recommend a couple of changes to this Committee?

Mr. HOLLOW. Thank you. First of all, I welcome you to Northeast Montana, and to Fort Peck Indian Reservation. We are happy to have you here.

To my recollection, this is the second occasion in the history of Fort Peck Reservation where a Subcommittee of Congress has appeared here on the Reservation to conduct local hearings. The first hearing was with reference to excessive rate of crime on Indian Reservations. I would much rather prefer having hearings on economic development on Reservation areas.

Mr. Shields has a prepared statement. I do not have a prepared statement, but I would like to offer a couple of comments. One is with reference to a system in the Tribes through finances. If finances are available, Indian Tribes can make great strides of advancement on economic development on the Reservation.

I know quite often it has been mentioned that funding could be secured from the private sector. I have not, so far, been able to attract a private sector organization that is to locate on an Indian Reservation, and assist on economic development. That is the number one issue that I would like to mention to the Committee.

The second issue I would like to mention is that there are so many misconceptions about the Indian people and about Reservation areas. These misconceptions have to be corrected. Even in Washington, DC., there are some branches of the Government that are entirely ignorant of conditions that exist on Indian Reservations. When I went after some contracts back in 1973, I experienced this and I sensed this.

One of the things that they had mentioned was that the contract I was after would go to a minority group, but it will not go to an Indian Reservation. They stated that that particular contract I was after would go to a minority group, and the minority group would

be the Blacks. So, I asked the people over at the Pentagon the reason for this decision. Their answer in response was that the Blacks are politically organized. They have the political clout. The Senators and Congressmen are going to give a listening ear to see that they get what they want. So, the Indian people are not politically organized. You do care about the political clout. I always remember that.

Immediately upon my return from Washington, DC, at one of our State meetings, I mentioned this to the Indian people. You need to get organized politically. When we had our national organization meeting I mentioned it to the group on the floor—that we need to get politically organized and give our political support to those individuals whom we feel represent the desires and wishes of the Indian people.

In Montana here we have sufficient votes in all of the Reservations and the State that we can decide a close race as to which way the results will go.

Mr. WILLIAMS. I noticed.

Mr. HOLLOW. That was a close one. We will have to have the Indian people give you a whole lot of support. We are real happy that you got elected.

Now, these are the two things that the Tribes need assistance on. First, it is financial support, and the second is a true interpretation of the misconceptions that have been generated against the Indian people. In my experience in Washington, DC, I was after another contract, and I was told by the contracting officer that this particular contract cannot go on an Indian Reservation, because we were informed that the Indian people are not reliable, that the Indian people are not accustomed to working 8 hours a day. They are not accustomed to working 40 hours a week. We are fearful of experiencing absenteeism and tardiness to where your Tribes will not be able to meet production deadlines.

I had to talk excessively, and I finally convinced them to locate that particular product on our Reservation. We have not missed one production deadline. We have produced quality work and the Defense Department is very well satisfied with it.

Two industrial developments are on the Reservation. One is 24 years in existence, and that is in the line of electronics work. The other is Avis Industries. By the way, we have brought some caps along here. I promised Mr. Heeley one of these yesterday, and they were locked up so we couldn't secure them. I promised him that we would have a cap here for him today. So, Mr. Shields brought these along. What we are going to present here to you folks is each of you would receive a cap. You do not have to wear it; but, if nothing else, Congressmen, if you would hang it up in your office, it would be a good advertisement for the Assiniboine Sioux Tribes at the Fort Peck Reservation.

Thank you very much.

Mr. WILLIAMS. Thank you, Mr. Hollow.

You mentioned some good suggestions which require better coordination of programs and a better effort of the Federal Government to do what we are here in Fort Peck doing today, and that is to listen and to bring Native American people in early—to bring

them in, as we say, on the take-off, so they will be on board for the landing.

Let me move attention to the State, and the coordination and cooperation of State Governments with Tribes. As the Chairman knows, on many efforts, over the past two decades since I have been a close observer of State/tribal relationships, we have found good coordination and good cooperation with the State. Water compacts are an example of the cooperation and assistance State Governments can have with Tribes. However, on other matters, for example, tribal jurisdiction over law enforcement and the judiciary actions, the States and Tribes, particularly in Montana, do not seem to get along very well. Of course, when they do not get along, that is what we read about and hear about mainly from the media. We do not hear much about it when they do get along. Nonetheless, Montana's State Government is currently going through some very difficult times with cooperation with the Tribes.

As State Indian Coordinator, how do you see that current difficulty, and what do you believe the resolutions to better cooperation between the State of Montana and Montana's Tribal Governments to be?

Ms. FLEURY. Mr. Chairman, and Congressman Williams, in response to that question, I guess I, first of all, personally, I have to be an optimist to fulfill this position. I am. I guess what I have seen in the 2 years' tenure in this position is that there have been some real improvements in terms of relationship-building. I think there are some issues that have caused some major concerns. One, of course, is the issue of regaining, which is national. That does have a ripple effect on other types of cooperative agreements with the State and the Tribes. However, during this legislative session, about the number of bills that have been brought forth before the State, I was amazed. I was asked one question: How many cooperative agreements are there with the State and between Tribes? There are numerous; a lot more than one would think.

So, you are correct that we do see what is headlined in terms of relationships between the Tribe and the State. I believe that there is some evidence that would show that there have been some real efforts—I would use the Assiniboine Sioux Tribe as a prime example—in terms of really working together and cooperating.

The Assiniboine Sioux Tribe is the first Tribe to enter into a water compact—the first Tribe to enter into a revenue sharing on taxation, an alcohol, on a cigarette tax, on the first gaming compact and gasoline. I think that shows real progress in terms of cooperation. We also have the Rocky Boy Chippewa Cree Tribe who entered into very similar agreements with the State of Montana. Also the Crow Tribe recently entered into all of those agreements I just mentioned.

The State of Montana is in active negotiation with all of the other Tribes. There is some litigation involved in the gaming. Your reference to the concern over law enforcement and jurisdiction was referenced to the Flathead Tribe. I believe I am safe to make this comment: I believe that that is going to be resolved. It involves acceding many years ago, in terms of misdemeanor, of criminal jurisdiction over their tribal members. They tried 2 years ago to retrocede and it did not get through. It was brought forth again. Right

at this point, it is not being publicized, but I think there is a lot of work going on trying to bridge this. I believe that, once that is resolved, that is going to open up some doors in terms of the other negotiations that need to be worked out with that particular Tribe.

Again, I think there has been some real spirit of cooperation with Assiniboine Sioux and in fact with the Crow Tribe. The Crow Tribe recently met with the State of Montana on the Crow severance tax, in hopes of trying to negotiate some sort of settlement. It was an initial meeting. I do not think that has ever happened.

So, I am seeing a lot more communication, a lot more interest on what is going on in the State legislature, a lot more concern for working together, because we all live in the State together. If we have pockets of poverty up at the Blackfeet Indian Reservation, Glacier County, and Bighorn, which are nationally one of the highest, then it is a concern for the whole State of Montana. What benefits the Tribes economically is going to benefit the State. I think that everybody sees that.

I am seeing more cooperation. A lot of it is because it is Congressionally mandated, in terms of the gaming, the compact, the water, the pass-through Federal funding that comes into the State of Montana. There has to be a lot more working together. I am seeing it.

I have been in tribal politics at the Federal, State and Tribal Government levels for most of my career. Comparing 20 years ago to what is going on right now, I think there has been just a tremendous improvement in terms of communication—not to say that there does not need to be more. For sure there does.

Mr. WILLIAMS. Thank you. Thanks, Mr. Chairman.

Mr. RICHARDSON. Let me ask Chairman Shields, Mr. Hollow and Mr. White Tail Feather, how you feel about enterprise zones. I noticed that none of you mentioned enterprise zones. You mentioned the tax credits. You mentioned some of the oil and gas initiatives, but enterprise zones were not mentioned.

As you know, enterprise zones are the granting of tax credits to companies that move into Reservations. In a bill that was ultimately vetoed in the last Congress, we added language establishing Indian enterprise zones. I noticed the absence of that in your testimony Chairman Shields. I am not saying that you are sending a particular signal by that exclusion. Are enterprise zones workable on this Reservation?

Mr. SHIELDS. Mr. Chairman, we have completed a lot of work on the enterprise zone concept. Since the zones, the act and that never did go through, our study shows that it possibly could work here at Fort Peck, but to what extent? And what kind of products would come with it? I think the President's office at that time had identified, probably only seven reservations I understand that would be eligible for an enterprise zone. We will gladly provide, Congressman, our study that we completed on the enterprise zones.

Mr. RICHARDSON. We would like that. We will put it in the record of this hearing.

[EDITOR'S NOTE.—The information was not provided at the time of printing.]

Mr. RICHARDSON. Mr. White Tail Feather, is there anything that you would like to add on this issue? When we deal with economic development on Indian Reservations, we hear the following: Help

us to attract businesses from outside, and give tax credits to those businesses that move onto the Reservation. What can we do for existing businesses that we are not currently doing, or perhaps what should be the strategy on this Reservation? Would this kind of approach work here?

Mr. WHITE TAIL FEATHER. Mr. Chairman, are you speaking about the enterprise zone concept, in relation to——

Mr. RICHARDSON. Not necessarily. I am speaking about perhaps granting special tax initiatives for companies that hire additional people or have the Native American hiring provisions that already exist; not necessarily a novel idea. I wondered if you could just tell us what your view of the best approach to economic development might be.

Mr. WHITE TAIL FEATHER. Well, I had already made up in my mind what I was going to state, if I were to be called upon. The input that I wanted to give is in three areas. I feel that what is critical to the Tribes is developing their own natural resources. I feel that that is the area that needs to be concentrated on. Now, for example, as a Tribe, we have considered developing our natural gas. We have, on a number of different occasions, strategized on that, and even considered bringing in outside firms that would help us in this area. Where we got stalemated is putting a package together where we would have the money to do this. That is one area that prevents us from going through with it. We never have the money to go through and put together a plan that will address this. We feel that that is an area that would greatly enhance the economic conditions of our Reservation, if we were to get into developing our natural gas. We certainly would need assistance in that area.

The other area that comes to my mind is our agribusiness. Now, we have bought land, and we did start an agribusiness. It is on a small scale presently. What we need to do is to build upon that. In doing so, what we need to do is build upon our land base. This is also an area that we have talked about for a number of years, and we have already done that through the FHA program. We have bought land back. We need to continue to do this. We need assistance in that area. So, this is another area where the Federal Government could assist us in providing possibly some grants or some monies that we could utilize to build our land base back together.

Again, the other area, as what has already been touched on and talked about is the small businesses on the Reservation. Now, it has been pointed out that we have a high unemployment rate here on this Reservation, but we have a lot of skilled people that are here. What we need to do is make it possible for individual businesses to begin to grow and function here on the Reservation. We have got a small program through an economic development grant; but that needs to be built upon. That is another area, I believe, that we need assistance in. That, again, goes to capital. What we need are grant monies that will address that, also guaranteed loan programs that would be made available for Indian small business.

What has been in place up to this point is that a certain amount of money is always appropriated for these areas. We only get a small portion of that. A more innovative way would be if these monies were made available according to the businesses that are

being proposed, the plans that are in place that are sound, so that these monies then could be available for developing these businesses.

Mr. RICHARDSON. Those are very good suggestions.

Mr. SHIELDS. Thank you.

Mr. RICHARDSON. My last question perhaps to Chairman Shields and Mr. Hollow is you have had experience with the Department of Defense, and I have shared your frustration over the legislation covering 8(A) contracting. The legislation provides that 5 percent of all defense contracts should go to minority contractors. We made it a goal instead of a mandate. Presently, the goal is set at about 1.8 percent. The goal has never been met.

None of us like quotas because we do not think that is the way to proceed in our system. My first question to you is what can we do in the Act, in the Department of Defense Authorization bill, that ensures the utilization of Native American contractors? I know precisely what you are saying. In the definition of minority, you have the Hispanic community, the Asian community and the Black community. I suspect the Native American entrepreneurs are lagging way behind. Give us some practical solutions of how we can deal with that lack of recognition within the minority structure of the Department of Defense.

Second, some have suggested that we expand the Buy Indian Act provisions in many of our laws. Most of our laws have Buy-American provisions. Some are saying that perhaps we should extend Buy-Indian provisions. I do not know how you target it. It is just a thought that came to my head. You have hit on a problem that is very acute on Reservations. We want to invite you to make some suggestions on how we can resolve that.

Mr. SHIELDS. Mr. Chairman, when you are talking about the set-asides, Indian set-asides is not a novelty with Congress. Over the years, there has been a requirement in many, many of the Federal Agencies to have Indian set-aside programs. In HUD, the housing authority, there are Indian set-asides, Indian housing. There have been what was called Indian desks in all the other Federal agencies, in labor, and EDA.

So, when the Tribes first approached the Defense Department about set-asides for Indians, the remedy at that time was for an 8(a) contract for minority program. That included all minorities. Another requirement was an 8(a) company would have to graduate from that program.

I want to go back to the idea of Indian set-asides. Because Congress has realized the Federal responsibility to Indian Tribes, it seems to me that those Tribes who graduated, are those Tribes who are going to be forced to graduate out of an 8(a). The law should be amended to not have them graduate at all—for example A & S Industries here is a graduated 8(a) contractor—if we are ever to continue to provide employment—continued employment. Joblessness on Reservations is the key factor for all of the social problems. Joblessness—it creates everything—every other problem that we have.

So, I would just recommend that there be a mandatory review of the defense contracting Indians get as Indian contractors, due to

the Federal responsibility—we get Indian set-asides like the other Federal agencies.

In addition to that, Mr. Chairman, as part of the package I have provided to Congressman Williams and yourself and the staff, there are other concerns that the Tribe has, from the testimony I gave at the Appropriations Hearings on the first on behalf of this Tribe, and also some very important testimony I gave on behalf of the CERT organization of which I am the Vice Chairman. All of those requests to the Congress are dealing with economic development.

PANEL CONSISTING OF HON. DONOVAN ARCHAMBAULT, TRIBAL COUNCILMAN, FORT BELKNAP GROS VENTRE AND ASSINIBOINE INDIAN TRIBES, HARLEM, MT; HON. ARLO DAWES, EXECUTIVE ASSISTANT TO THE CHAIRPERSON, CROW INDIAN TRIBE, MT; HON. PAUL RUSSETTE, JR., TRIBAL BUSINESS MEMBER, ROCKY BOY CHIPPEWA CREE TRIBE, BOX ELDER, MT; AND FERAL WAGNER, TRIBAL PLANNER, BLACKFEET TRIBE, BROWNING, MT, ACCOMPANIED BY STEVEN STRINGHAM, ECOLOGIST

Mr. RICHARDSON. I want to thank this first panel for your excellent testimony. We, again, appreciate your comments.

Let me now ask our second panel to come up. The Honorable Donovan Archambault, Tribal Councilman, Fort Belknap Gros Ventre and Assiniboine Tribes, Harlem, Montana; Mr. Arlo Dawes, Executive Assistant to the Chairperson, Crow Indian Tribe, Montana; Honorable Paul Russette, Jr., Councilman, Rocky Boy Chippewa Cree Tribe, Box Elder, Montana; and Ms. Feral Wagner, Tribal Planner, Blackfeet Tribe, Browning, Montana, accompanied by Mr. Steven Stringham, Ecologist.

Welcome to the Committee. Councilman, please proceed.

STATEMENT OF HON. DONOVAN ARCHAMBAULT

Mr. ARCHAMBAULT. Thank you, Mr. Chairman. I want to thank you and the Fort Peck Tribes for so graciously hosting this hearing. I am glad that you are here to listen to some of our concerns and we hope some of the remedies to the problems that we have in economic development.

To pick up on something that Norman said earlier about people not knowing about Indians. A long time ago, my grandmother, when I was a little boy about three or four years old, and I could barely understand her, said that the only way to learn is to listen. She said you cannot learn anything by talking all of the time. So, I am glad that you are here to listen to us. We really truly hope that you learn something from us today.

All of the areas of economic development, tax credits, these kind of things have been talked about by previous testifiers today. I would like to talk a little more on what Mr. White Tail Feather was talking about, and that is a better utilization of our existing resources—those being the resources of the Government agencies who have the trust responsibility to take care of the Tribes on behalf of the United States Government, those being the Bureau of Indian Affairs and the Indian Health Service.

Along with those two agencies, the Tribes, by incorporating and organizing under the Indian Reorganization Act, have taken re-

sponsibility to improve and make better the livelihood of our people. What happens is each one of those agencies, BIA, IHS, and the Tribe, take off on a tangent, develop a lot of turf, and exercise that turfism and nothing is really done for the Tribes—for the individuals that we have the trust responsibility for. What I would like to see is those agencies finally grab hands and hold hands, and begin to look at identifying the problems that we have.

I am from Fort Belknap Indian Reservation, about 150 miles west of here. We have identified our problems as alcoholism and unemployment. Now, how can we economically, socially, educationally impact those problems so that it minimizes the cost of health services and because of deaths by shooting, car wrecks and all of those kinds of things? How can we minimize those things? The way to minimize them is to reduce the alcoholism rate, unemployment rate, and since we have not really gotten the direct resources that we need to do those things, because of the layers of the bureaucracy, let's do it with what we have. I have presented a model that I gave Mr. Williams last week in Washington, D.C., when I testified, and members of our Congressional Delegation from the State of Montana. I would like to, at some point, maybe deliver that to your Committee, verbally and also written.

I think that the things that we have to really focus on, if we are going to make an impact economically on these Reservations, is to really develop a direct Government-to-Government relationship. We have to remove some of the layers of bureaucracy. As Kathy said earlier, you know, EDA has given a lot of money for economic development and administration on Reservations. Well, by the time the money gets down to us, we end up getting a loan actually, with them sitting there as a clearinghouse for it, and no actual money, except what we have to borrow out here on our own. So, why have that body in there; give us the money directly? Those agencies are staffed by Indians anyhow.

You take the Bureau of Indian Affairs. Right now, 95 percent of the employees are Indian people. So, we are using that money to fund the Government when some of that money could be used to really capitalize a project that we might have. I just cannot see why we have to continue to build the Government and not get the resource down to the people.

I think that the third thing that we have to do is really treat Tribes on a state level with regard to jurisdiction, sovereignty and those kind of things, because right now a lot of the things that pass from the Federal Government in treaties that we made in 1855 and earlier, and some later, those responsibilities are passed down to the State. Indian gaming, water rights. You know, we won the right to water with the Winter's Doctrine. Well, that has been watered down by the McCairn Amendment. The state had a right to manage it for us. Alcohol programs—everything is going back down to the State. As Ms. Fleury made it sound, it is all not that hunky-dory with the States, at least not for our Tribe.

So, I think that, if we really want to impact the economic situation on the Reservations, we have to come down to where it is at. We cannot develop the policy up here and let it trickle down. We know about the trickle-down theory; it does not work. We need a

hands-on, money-at-the-desk kind of program so that Indians can do their own programs.

Thank you.

[Prepared statement of Mr. Archambault follows:]

TESTIMONY GIVEN BY DONOVAN ARCHAMBAULT, FORT BELKNAP COMMUNITY COUNCIL, BEFORE THE SUBCOMMITTEE ON HOUSE INTERIOR AND INSULAR AFFAIRS COMMITTEE ON APPROPRIATIONS REGARDING THE FY94 APPROPRIATIONS

Good afternoon, Honorable Chairman Yates and respected members of the U.S. House Subcommittee on Interior and Insular Affairs.

My name is Donovan Archambault. I am a member of the Fort Belknap Community Council which is the governing body of the Gros Ventre and Assiniboine Tribes on the Fort Belknap Indian Reservation. Our reservation is located in northcentral Montana and covers 650,000 acres and has a population of 4,951 people. We, the members of the Fort Belknap Community Council, are committed to providing a better place to live for the members of both tribes. We plan to accomplish this by developing more tribally-owned economic enterprises, providing better law enforcement and judicial systems, developing new programs for our youth and preserving our tribal land base. To accomplish our goals, we will need additional funding.

Our specific requests for FY94 are: (A) increased law enforcement monies to improve law and order, judicial services and to build detention facilities; (B) additional support of the Fort Belknap Indian Irrigation Project; (C) new Health Facilities Project; (D) Ambulance Service; (E) Housing needs; (F) Economic Development; (G) Tribal Land Acquisition and Services; (H) Roads Construction and Maintenance; (I) Education; (J) Utilities and Infra-Structure repair replacement.

A. LAW ENFORCEMENT, JUDICIAL SERVICES AND DETENTION FACILITY

The Fort Belknap Community Council (FBCC) has consistently ranked Law Enforcement as a high priority issue.

Currently, there is one building which houses both the jail facility and the court system. This building is owned by the Bureau of Indian Affairs. The jail consists of 4 cells; one cell for males, one cell for females; another for juveniles and one drunk tank. There is no exercise yard and overcrowded conditions are common. There is no separate facility for juveniles and this situation violates the mandate regarding separation of juveniles from adults.

The court room and court staff offices are attached to the detention facility and is in desperate need of repair. The foundation has fallen and fissures in the structure have allowed weeds and rodents to enter the facility. Additionally, there are broken windows, exposed pipes and broken locks. This does not ensure the safety of staff and records, nor build the communities confidence in the court system and its integrity.

REQUEST: To this end, we are requesting 2.5 m in funds to construct a new Public Safety and Tribal Court facility.

B. FORT BELKNAP INDIAN IRRIGATION REHABILITATION PROJECT

The Fort Belknap Irrigation Rehabilitation Project has been funded by U.S. Congress since 1985. Congress funded the this project for 1.38 million dollars for fiscal year 1993.

The Fort Belknap Indian Community requests an additional 1.00 million to finish Milk River Main Canal A. Canal A is the main artery of the irrigation system.

Also, the Fort Belknap Indian Community is requesting .94 million for the construction of White Bear Main Canal C, which serves the White Bear Irrigation Project.

These costs have been determined by Morrison-Maierle Engineering, Helena, Montana.

C. FORT BELKNAP HEALTH FACILITIES PROJECT

The Fort Belknap Health Facilities Project was appropriated funding in 1987 and 1989. During this period, Fort Belknap was included in the Ramsey Rancheria Act. However, funding appropriated in 1987 and 1989 was restricted by IHS and could not be used on any facility that did not meet IHS methodology. In March 1992, the Tribes abandoned the Ramsey Rancheria option and accepted the IHS Health facility concept. In September 1992, Congress instructed IHS to program $1.4 million to complete design and site work for the Fort Belknap project. The Program of Requirements, provides for an increase in staffing and services for ambulatory care. A PL 93-638 contract was awarded February 2, 1993. Construction Management is dependent on timely receipt of funds. To start construction in the Spring of 1994, funds must be appropriated for Fiscal Year 1994. REQUEST: The amount required to meet this objective is $22,747,000.

D. AMBULANCE SERVICE

The Fort Belknap Ambulance service currently consists of 22 volunteer crew members. One ambulance serving the Agency area has 12 members and the ambulance serving the Hays-Lodgepole area has 10 crew members. All crew members are EMT trained, with 15 of them certified with the State of Montana.

Limited funding for the operation and training of these ambulance crews continues to be the primary obstacle in providing this essential emergency service. Our current assessment of equipment and training needs is approximately $20,000.

E. HOUSING NEEDS

The Fort Belknap Community currently has 204 Low Rent units all of which are occupied. Our current Waiting List shows 182 family applications for rentals. The time from first application to occupancy averages 3 years. This wait causes hardships such as overcrowding, living in substandard housing, or having to relocate to off reservation communities.

Our Mutual Help program has housed 319 families since 1967. We currently have 97 eligible applicant families listed for a Mutual Help homes.

We are now constructing 48 home ownership units which are scheduled for completion by September 1993, we are also in the process of developing 45 rental units which should be completed within 1 year. Our housing needs will continue to grow as our young adults start families. Our current housing needs for both Low Rent and Mutual Help total 186 units. **REQUEST: The cost for 186 units at 1993 prices is $15,438,000 plus a 5% administration cost of $771,900 for a total of $16,209,900.**

F. Economic Development

Tourism: Fort Belknap has made great strides to provide economic opportunities through tourism. We are currently trying to secure additional funds with which to complete construction of the Fort Belknap Rest Area and Tourism Center. The total projected costs of the Fort Belknap Rest Area and Tourism Center Project is $470,000.00. We have constructed a Tourism Center and parking with the $100,000 grant received from the Montana State Department of Highways. The Fort Belknap Community has invested an additional $70,000.00 in land and construction costs to date. **REQUEST: The Fort Belknap Tribes are in need of approximately ~~$300,000~~ 750,000. additional funding to complete this phase of our development.**

Fort Belknap Industries Inc.: In August 1990 the Tribal Government created FBI Inc., a tribal corporation, for the purpose of economic development on the reservation. In 1991, Fort Belknap Industries, Inc. was awarded a Dept. of Defense contract of 3.2 million dollars and is at 50% completion. FBI, Inc. is currently negotiating a teaming agreement with a major firm, who specializes in defense contracts. FBI, Inc. has made application for SBA 8-A status and should have approval completed within 60 days. The growth of our corporation is extremely important to the Fort Belknap Indian Community. The current equipment is not satisfactory for future contracts. Constant breakdowns and downtime have been common. **We are requesting $750,000.00 (seven hundred and fifty thousand dollars) for the purpose of upgrading and installing new equipment and renovating our industrial plant.**

G. TRIBAL LAND ACQUISITION AND SERVICES

The Fort Belknap Community Council initiated a Tribal Land Acquisition Program which acquires the interest of tribal members in trust land located on the reservation. Since the program began, many tribal members have offered to sell their land to the tribe. At present, offers have been received to sell land valued at $3,000,000. Because of the quantity of land available for purchase, and the tribes requirement to retain the trust status of this land, the land acquisition funding will have to be increased.

REQUEST: We are requesting an appropriation in the amount of $3,000,000, which will be used specifically to purchase land interests from individual tribal members/land owners. Purchasing these interests enables to tribe to move toward consolidation of its land holdings. These lands will benefit the economic position of the Tribe by generating lease income.

H. ROADS CONSTRUCTION AND MAINTENANCE

The Fort Belknap Indian Community priorities for Road Construction and Maintenance related to short range, mid-range and the long range goals, is based on the Martell and Associates, P.A., report dated May 1992, "The Fort Belknap Indian Reservation Transportation Planning Study".

The Fort Belknap Indian Community wishes to retain the maintenance and upgrading of its current reservation road system, and to initiate studies for expanding this system to more appropriately meet the needs of the community.

The cost of maintenance and construction, as budgeted through the Bureau of Indian Affairs in 1992, was $383,456. Total cost during the 1994 appropriations year, including studies, planning, maintenance and construction is $585,000.

I. EDUCATION

Head Start: The Tribe supports the FY 94 Head Start request for building construction and $500 m. for a Summer Head Start program. The Tribe further requests a waiver for the non-federal share requirement.

Tribally Controlled Community College Assistance : The Tribe supports the American Indian Higher Education Consortium's request for funding at the fully authorized level of $5820 per ISC (Indian Student Count).

J. UTILITIES AND INFRASTRUCTURE REPAIR AND REPLACEMENT

The requirements for suitable water and sewage systems in all communities located on the Fort Belknap Reservation has been established as the first priority of the Council. Upgrading of existing systems and expansion to new developments requires a substantial capital investment. **The Tribe requests an appropriation of $1,784,000 with which to bring our systems into configuration with EPA standards.** We currently are experiencing problems with collapsing of sewer lines and affluent being discharged directly into the Milk River. Our water system, developed in the 1950's, is inadequate to provide for current usage and many household's are without water during peak usage periods.

Mr. RICHARDSON. Thank you very much, Mr. Archambault.
Mr. Dawes, welcome to this Committee. Please proceed.

STATEMENT OF HON. ARLO DAWES

Mr. DAWES. Thank you, Mr. Chairman.

Before I proceed, I think there is pretty much an outcry as far as economic development on Indian Reservations. Just one thought in mind before I begin. I want to at least bring some semblance to these testimonies that have been provided. First of all, I would like to welcome you, Mr. Richardson, and welcome back home Congressman Williams.

The first note that I want to bring out is I do not have anything against the President of the United States if it appeases him to be more important to invest $1.6 billion in Russia, where there is practically no form of investment for return that would be realized; but then to go as far as giving a portion of that money to Russia to buy back wheat from the United States is something that we ought to look into for this very reason.

First of all, my name is Arlo Dawes, for the record. I am the Executive Assistant to the Chairperson of the Crow Nation. The Crow Tribal Administration Office was not aware of this hearing until last Thursday, April 8, 1993. Due to scheduled meetings, Madam Chair, Clara Nomee, for the Crow Nation, is not able to personally submit her written statement today. We do hope you accept our apologies for any inconveniences we may have created. However, on her behalf, I would provide a brief oral statement and submit her written statement for the record to the Committee today.

Mr. Chairman, and Committee members, I am honored to come before you this afternoon and to commend and thank you for holding the hearings on the issue of economic development in Indian country. Suffice to say, Mr. Chairman and Committee members, the Subcommittee on Native American Affairs of the Committee on Natural Resources could not have selected a better place than Montana to hold such a hearing.

Indian Reservations in Montana play a major role in the identification of natural resources, such as oil, gas, coal, coal/methane, land, timber, to name a few, within the United States, and in the world, but most important of all, water.

During the 1800s, the United States Congress established treaties and agreements with Indian nations to identify Reservations for dwelling and livelihood. During this process, many lands and territories were conceded to the United States Government, and in return for the land so conceded, the United States Government obligated itself to provide Indian needs and services to the respected Indian Nations.

The Indian Self-Determination and Education Assistance Act of 1975 required Federal agencies to permit qualifying Tribes and Indian Governments to administer the Federal Government's Indian programs on the Reservations to implement the policies of self-determination, and the right of self-government.

Based on the assessments of the United States Congress, funds were obligated by the United States Congress to focus upon strengthening the infrastructure of tribal self-government. Many Federal programs were developed to enhance the effectiveness of

Indian Governments and to provide much needed services to its tribal members; however, such Federal programs, even today, have not fully met the most dire of needs and services of the Indian Governments as well as its members. If not, such Federal programs are always faced with the threat of cutbacks or elimination because of the so-called National Deficit.

Indian Governments, like any other government, must rely on developing their own natural resources to create revenues, not only to supplement existing Federal program monies, but also to develop much needed services not provided for by the Federal Government. In order for Indian nations to succeed and fulfill the unmet needs of Government infrastructure, and the needs of its tribal members, Indian nations must be given the full opportunity to develop its own natural resources, especially oil, gas, coal, methane, land and timber again, to name a few, and more especially water. Needless to say, all of this without the interferences of states.

With that in mind, the written statement of Clara Nomee, Madam Chairperson for the Crow Nation, will provide a much more detailed analysis of the need to develop Indian natural resources, and provides recommendations for the Committee to consider, and is hereby submitted.

[Prepared statement of Mr. Dawes and statement of Chairperson Clara Nomee follow:]

My name is Arlo Dawes and I am the Executive Assistant to the Chairperson of the Crow Nation.

In all sentiments, the Crow Tribal Administration office was not aware of this hearing until last Thursday, April 8, 1993. Due to scheduled meetings, Clara Nomee, Madam Chairperson for the Crow Nation, is not able to personally submit her written statement today, and we do hope you accept our apologies for any inconveniences we may have created. However, on her behalf, I will provide a brief oral statement, and submit her written statement for the record to the committee today.

Mr. Chairman and Committee Members, I am honored to come before you this afternoon, and to commend and thank you for holding the hearings on the issue of economic development in Indian Country. Suffice it to say, Mr. Chairman and Committee Members, the Subcommittee on Native American Affairs of the Committee on Natural Resources could not have selected a better place than Montana to hold such a hearing.

Indian reservations in Montana play a major role in the identification of natural resources such as: oil, gas, coal, coal methane, land, timber, to name a few, within the United States, and in the world. But, most important of all...water.

During the 1800's, the United States Congress established treaties, and agreements, with Indian Nations to identify

reservations for dwelling and livlihood. During this process, many lands and territories were conceded to the United States Government. And, in return for the lands so conceded, the United States Government obligated itself to provide Indian needs and services to the respective Indian Nations.

The Indian Self-Determination and Education Assistance Act of 1975 required federal agencies to permit qualifying tribes and Indian governments to administer the federal government's Indian programs on the reservation to implement the policies of self-determination, and the right of self-government. Based on the assessments of the United States Congress, funds were obligated by the United States Congress to focus upon strengthening the infrastructure of tribal self-government.

Many federal programs were developed to enhance the effectiveness of Indian governments, and to provide much needed services to its tribal members. However, such federal programs, even today, have not fully met the most dire of needs and services of the Indian governments, as well as its members. If not, such federal programs are always faced with the threat of cut-backs, or elimination, because of the so-called national deficit.

It is therefore, Indian governments, like any other government, must also rely on developing its own natural resources to create revenues, not only to supplement existing federal program monies,

but also develop much needed services not provided for by the federal government.

In order for Indian Nations to succeed and fulfill the unmet needs of government infrastructure and the needs of its tribal members, Indian Nations must be given the full opportunity to develop its own natural resources, especially oil, gas, coal, coal methane, land and timber, again, to name a few. And, more especially...water. Needless to say, all of this, without the interference of States.

With that in mind, the written statement of Clara Nomee, Madam Chairperson for the Crow Nation will provide a much more detailed analysis of the need to develop Indian natural resources and provides recommendations for the Committee to consider, and is hereby submitted.

Thank you.

**STATEMENT OF THE HONORABLE CLARA NOMEE
BEFORE THE SUBCOMMITTEE ON NATIVE AMERICAN AFFAIRS
OF THE COMMITTEE ON NATURAL RESOURCES**

Mr. Chairman:

My name is Clara Nomee and I'm the Madam Chairman of the Crow Nation. Our Crow forefathers have occupied much of what is now central and eastern Montana and Wyoming since time immemorial. I am honored to welcome you and your committee staff to our country. I want to commend and thank you for holding these hearings on economic development in Indian Country. It makes it a lot easier for Indian people to participate and be heard on this important subject.

As chairman of the Crow Nation, one of the primary goals of my administration is to improve the Crow Tribe's economy. As you are aware, Mr. Chairman, Indian nations have suffered greatly from the lack of economic resources over the past 500 years. In fact, the historic relationship between Indians and the United States is considered by many to be the bleakest chapter in the history of this great country. Today, with the reaffirmation by the Congress of the United States of the right of Indian tribes to be self-governing sovereign entities, the "government to government" relationship between tribal governments and the United States will allow us to join in partnership as governments to improve the plight of Indian people and make tribal homelands viable self-governing communities for future generations of our tribal nations.

With this background, I would like to now turn to the needs of the Crow Nation in the area of human, economic, and resource

development. The Crow Nation has been blessed with an abundance of natural resources. Within our two-million-acre reservation, we have many streams, rich fertile farmlands, oil and gas, coal, timber, and majestic mountains that provide snowpack to feed our streams and to graze our livestock. Yet with all of these resources, our human needs are great. By any social indices, my Crow people lag far behind the national norm in areas of employment, health, education, longevity, other social needs, and per capita income.

In proposing legislation that would assist the Crow Nation in developing its reservation economy, I feel compelled to initially review some of the factors that have frustrated reservation development. Although the factors are many, the most important is the lack of infrastructure development. Like most tribes in this country, the Crow Nation has relied upon the federal government to develop what little infrastructure exists within the Reservation. The current infrastructure is woefully inadequate. Congress, like the tribes, has attempted to vest the authority for infrastructure development in the various federal agencies that provide services to tribal governments and their members. Consequently, tribal governments have been excluded from much of the existing legislation that assists state and local governments in the development of infrastructure.

To rectify this situation, I would strongly recommend that this subcommittee review the existing legislation to determine what amendments need to be made to the legislation to include tribal

governments. For example, I would recommend that the revolving fund that currently exists in the Environmental Protection Agency that makes loans to the states and guarantees infrastructure bonds for water and wastewater treatment be amended to include Indian tribal governments as the equivalent of the 51st state. Not only would this allow tribal governments to be put on an equal footing with the states with regard to this program, but more importantly it would vest tribal governments with the authority to set their own priorities and control the development of water and wastewater facilities.

In reviewing the 1994 Budget Passback from the Office of Management and Budget to the various federal departments, I read where the Farmers Home Administration in the Department of Agriculture was to receive over a billion dollars for rural water and wastewater loans and grants. Included in this amount was $348 million to be spent by September 30, 1993 as part of the President's Economic Stimulus Program. The remaining $871 million for water and wastewater loans and grants was for fiscal years 1994 through 1997 and was part of the rural development initiative proposed by the Clinton-Gore Administration. I trust that you as chairman of this subcommittee will make every effort to have the needs of tribal governments included within the rural development initiative.

I'm concerned, Mr. Chairman, that tribal governments are going to be left out of the new Congress and the new Administration's aggressive attack on our nation's economic problems. My concern

stems from the fact that there currently exists within the Congress a very real and severe backlash against tribal governments in the development of Indian gaming. My greatest fear is that Indian tribal governments will be overlooked because of the current backlash. I am told that the three most important factors in developing Indian gaming are location, location, and location. Being from New Mexico, Mr. Chairman, I know that you are aware that not all reservations are adjacent to major metropolitan areas and, in fact, are in most cases isolated. I would therefore request that you and other members of the subcommittee make every effort to protect us from the current backlash and champion the idea of including tribal governments in the Clinton-Gore Administration's economic stimulus program.

I have also become aware of the fact that the Department of Transportation is developing proposed legislation to create a revolving fund among the various states which would make funds available through grants and loans, as well as grant the authority to guarantee infrastructure bonds for roads, streets, bridges and other transportation needs essential to the governmental needs of all communities. I strongly recommend that Congress include Indian tribes in any such legislation and trust that this subcommittee will make sure that Indians are included in any such legislation.

Another factor which has hampered infrastructure development is the inability of tribal governments to utilize the Indian Tribal Tax Status Act of 1982 to bond infrastructure and economic development projects that are essential to developing our

reservation economies. This law is codified in the 1986 Internal Revenue Service Code at subtitle F, Ch. 80C, Section 7871, entitled "Indian Tribal Governments Treated as States for Certain Purposes." Congress, in enacting this legislation, contemplated that Indian tribal governments should be allowed to issue tax-exempt bonds for essential governmental functions of tribal government. Essential governmental functions that Indian tribal governments can bond are limited to the same types of infrastructures that are commonly bonded by state governments.

Section 7871 subsection C of the Act provides that Indian tribes may issue tax-exempt bonds for the construction and permanent financing of manufacturing facilities. The requirements placed on tribal governments in the issuance of these bonds are as follows:

- 95% or more of bond proceeds must be used for the acquisition, construction, reconstruction, or improvement of real property.
- Manufacturing facility must be located on land which for at least the 5 year period ending on the date of bond issuance is a part of qualified Indian lands of the issuer.
- Manufacturing facility must be owned and operated by the Indian tribes.
- Total amount of bond issued cannot exceed the following formula: 20 times the total wages of all the enrolled members of the Indian tribe or the spouse of any such

member working at the manufacturing facility.

A reading of Section 7871 presents the view that Indian tribal governments are restricted in the issuance of tax-exempt debt in ways that municipal and state governments are not. Indian tribal governments can issue only (1) essential purpose debt and (2) private activity bonds to finance manufacturing facilities.

State and local governments may issue private activity bonds for the construction of single-family and rental housing for developers. Indian tribes can issue tax-exempt debt only for the housing of tribal members and only if such housing is owned by the Tribe. This restriction deprives individual Indians from owning their own home (in the case of single-family housing) and from engaging in the entrepreneurial development of housing (in the case of multi-family housing).

Section 7871(c) provides that Indian tribes may issue tax-exempt bonds for the construction and permanent financing of manufacturing facilities. However, two restrictions apply which do not apply to municipal and state governments:

- Manufacturing facility must be located on land which for at least the 5 year period ending on the date of bond issuance is a part of qualified Indian lands of the issuer.
- Total amount of bonds issued cannot exceed the following formula: 20 times the total wages of all the enrolled members of the Indian Tribe or the spouse of any member working at the manufacturing facility.

The five year time period and the "20 times rule" are not applied to municipal and state transactions. These limitations penalize Indian tribes in the issuance of tax-exempt manufacturing bonds and the revenues derived from such transactions.

Another matter of great importance is that tribal tax-exempt obligations are not exempt from Section 3(a) of the Securities Act of 1933 as amended which, unlike municipal and state obligations, requires tax-exempt issues to be registered with the Securities and Exchange Commission unless the debt is secured by a letter of credit or privately placed. This restriction is particularly ominous in a time period (such as today) in which letters of credit are nearly impossible to obtain, relegating tribes to either registering the securities with the SEC (a very costly process, particularly in relation to the size of most tribal bond issues, and a process which requires three to six months) or privately placing the securities, requiring higher interest rates and financing costs in a very limited market.

Although this Act has been helpful to tribal governments, we would recommend that the Act be amended and that the 1934 Securities Act at Section 3 be amended as follows:

1. Amend Section 7871(c)(3)(B)(i) of the Internal Revenue Code of 1986, as amended, to add the words "electrical power generation facility or solid waste disposal facility" to the end thereof.

The addition of electrical power generation facilities and solid waste disposal facilities would expand Indian economic

development opportunities.

2. Repeal Section 7871(c)(3)(B)(iv) of the Internal Revenue Code of 1986, as amended.

3. Amend Section 3(a)(2) of the Securities Act of 1933 and Section 3(a)(29) of the Securities Exchange Act of 1934 to exempt bonds and other securities of federally recognized Indian tribes and political subdivisions thereof from securities law registration.

These amendments will permit the public offering and sale of bonds and other securities of federally recognized Indian tribes without SEC registration. This could save Indian tribes in their economic development efforts millions of dollars in saved interest and would make the placement of bonds much more saleable.

Another important factor that has hampered development on the Crow Reservation has been the growing problem of "double taxation," whereby states are asserting their right to tax non-Indian businesses that are located wholly within the reservation. The development of the Crow Nation's stripable coal reserves was especially hampered by Montana's assertion that it could tax coal producers at a rate of 30% of the mine-mouth value upon the extraction of the coal. Instead of the Crow coal being developed, the Crow Tribe and the State of Montana have spent most of the last two decades embattled in protracted litigation to determine whether Montana's severance tax as applied to the Crow tribal coal was valid. Although the Crow Tribe was successful, with the help of the trustee United States, in getting the courts to invalidate the

tax, the attorneys for the Tribe and the United States are attempting to have the courts force Montana to return tax monies that they collected pursuant to the invalid tax. Although the Crow Tribe has been burdened, the stakes are high, in that approximately $200 million in principal and interest is at stake. The Crow Tribe is resolute in its determination to see to it that Montana is not unjustly enriched at the expense of the Crow Tribe.

Recently, the Supreme Court has ruled in the Cotton Petroleum case that state governments have the right to tax activities on Indian lands. This ruling will severely hamper tribal governments' efforts to develop reservation economies through the use of the tribes' taxing authority. The result will be "double taxation." The result of "double taxation" is sure to burden reservation development, in that private companies will be at an economic disadvantage. I would strongly recommend that Congress address the problem of dual taxation that develops a federal policy of having the federal government facilitate intergovernmental tax agreements between state, county and tribal governments which seek an equitable apportionment of tax revenues while minimizing the burden on business, industry and reservation citizens.

Another legislative initiative that the Crow Tribe would strongly recommend in the area of taxation is the enactment of federal investment tax credits and employment credits for business and industries developed on reservations. Such legislation was enacted last year in sections 1131 and 1132 of H.R. 11, the "Revenue Act of 1992." President Bush, however, vetoed this

legislation thereby preventing these Indian employment and investment incentives from becoming law. Consequently, these tax incentives are urgently needed to help "level the playing field" that is skewed against Indian economic development because of dual taxation and the lack of infrastructure development on our reservations.

All too often, Mr. Chairman, when Congress enacts legislation to assist Indian tribes in the development of their resources and economies, Congress does so at a level that results in little if any development. A perfect example of this point can be found in Title XXVI of the "1992 Energy Act." Section 2603 of the Act is titled "Promoting Energy Resource Development and Energy Vertical Integration on Indian Reservations." This title of the Act calls for the Secretaries of Energy and Interior to establish and implement a demonstration program to assist Indian tribes in pursuing energy self-sufficiency and to promote the development of a vertically integrated energy industry on Indian reservations. Under the vertically integrated program, up to 50% of the cost of the project can be grants. In addition to grants, there are low interest loans available to tribes to help underwrite the costs of development of qualifying projects.

Although this program fits nicely into the Crow Tribe's development plans for a Crow tribally owned coal mine and mine-mouth-power plant, the funding levels are wholly inadequate for any meaningful assistance. Under the Act Congress has authorized $10 million a year for the grant program and a like amount for the loan

program in each fiscal year starting in 1994 and ending in 1997. The vertically integrated power plant that the Crow Tribe is currently developing is a 125 megawatt power plant and will cost approximately $200 million. As you can see, Mr. Chairman, the Crow Tribe could utilize all of the funding authorized in the power plant project, not to mention the cost of developing a Crow tribal coal mine which is estimated to be in the hundreds of millions of dollars. The $40 million authorized for the grant program and the $40 million authorized under the loan program must be substantially increased if tribal governments are going to receive meaningful assistance. Although the costs of these developments are high, the economic returns to tribal governments are substantial. The Crow Tribe under the power project could realize as much as $20 million a year for 25 years. This would not include the employment and tax benefits to the Crow Tribe. I would therefore strongly recommend that this subcommittee seek amendments to the authorizing legislation which would call for funding levels commensurate with energy resource development costs.

In closing, Mr. Chairman, I would like again to thank you for giving me the opportunity to testify before your subcommittee and trust that you and the subcommittee members will give my recommendations your utmost consideration. I would be available to testify at any hearings called for the purpose of enacting specific legislation resulting from these field hearings.

Clara Nomee

Mr. RICHARDSON. Thank you very much, Mr. Dawes.
Our next witness is Mr. Russette. Please proceed.

STATEMENT OF PAUL RUSSETTE, JR.

Mr. RUSSETTE. My name is Paul Russette, Jr. I am a member of the Business Committee of the Chippewa Cree Tribe of the Rocky Boy Indian Reservation.

Mr. Chairman, honorable members of the House Subcommittee on Native American Affairs, it is an honor to speak to you on behalf of the Chippewa Cree Tribe. Throughout our history, the Chippewa Cree Tribe has practiced a form of socialism that has served our people's needs. Those ways do not always meet the modern needs of our people today. With the advent of a modern high-tech society and the coming of a new century, the Chippewa Cree people would like to share in the prosperity that looms on the horizon for the United States and the world as well.

We are interested in becoming a productive part of the new United States. To do that, we must train our people to think like and to become entrepreneurs, but we need your help. We lack the resources to implement an economic development plan that would transfer our Reservation into a local and regional economic force.

Rocky Boy Indian Reservation, home of the Chippewa Cree Tribe, is located in North Central Montana. Rocky Boy's unemployment rate runs from 65 percent in the summer months, to as high as 85 percent in the winter months. The Reservation was established by Executive Order rather than by treaty in 1916. With approximately 120,000 acres, it is the smallest Reservation in the State of Montana. Total tribal enrollment is 4,808, with approximately 2,800 members as residents. This is due to lack of employment as well as lack of housing on the Reservation. Enrolled membership has increased 45 percent within one decade, 1980 to 1990.

With so many new people, we are straining our existing resources to adequately serve the needs of our people. Currently, there are an average of 400 families on general assistance, costing the Bureau of Indian Affairs an average of $41,000 per month.

It is our hope to offer our people education and employment so that members of the Reservation can become employable, and support their families by working, rather than being supported by general assistance or welfare.

Our number one priority is land acquisition. Due to the rapid increase in population, the land base supporting the Chippewa Cree Tribe is rapidly approaching full utilization. The land use plan is ready for implementation as soon as land is acquired. Due to time limitations, I will briefly outline our economic development needs.

After land acquisition, obtaining a full-time extension agent on the Reservation is our next priority. With so many families dependent upon agriculture as a means of survival, an extension agent is vital to the people, so that they may have the technical assistance that is required for agricultural operations.

To foster the idea of entrepreneurship, obtaining a small business development center, in conjunction with a revolving loan fund, would finance the prospects of success that the people strive for on the Reservation. The people realize that to prosper in the coming

years, entrepreneurship must play a vital role in the future. We would utilize Ston Child College to accomplish this initiative.

Along with entrepreneurship, we would like to recruit outside businesses to an enterprise zone. Establishing an enterprise zone and the associated infrastructure for the enterprise zone is a top priority of the Chippewa Cree Tribe. To ensure the success of the enterprise zone concept, we are in support of H.R. 15, the Enterprise Zone Community Development Act of 1993, sponsored by Congressman Rangel of New York, if Indian Reservations are included in the legislation.

If this legislation passes with Indian inclusion, many new types of businesses will be interested in locating on Indian Reservations. As a result, a new need will arise, the need to develop overall commercial codes. Sound business codes must be developed to protect these businesses and the residents on the Reservation.

In addition, establishing a bonding subsidiary within the umbrella of the Chippewa Cree Development Company is also a necessary tool to foster the spirit of entrepreneurship. With so many tribal members and tribal businesses facing bonding difficulties, a bonding company that is aware of the problems these businesses face is mandatory on the Reservation to ensure the survival of these new companies.

A new economic force has emerged in Montana, and its name is tourism. With so many world residents interested in Montana and its native people, we feel that we must not ignore this growing and potentially major new economic force. A plan to deal with this new economy is outlined in our written testimony.

It is interesting that we gather here in this particular building today, a gaming building. We feel that sound studies need to be done to analyze the economic benefits and tax revenue generated by Indian gaming within the State of Montana. Along with that, we also feel that studies should be done to show the economic and fiscal importance in general of Indians in Montana. These studies will show that the Indians of Montana do have a positive impact on the economy of Montana.

I should also mention the Bureau of Indian Affairs Guaranteed and Direct Loan Program, and the Direct Loan Program, and the Grant Program. While these programs do affect Reservation economies positively, the funding for these programs is grossly inadequate. For instance, in fiscal year 1993, Rocky Boy Indian Reservation was allocated only $39,000 for economic development.

Last, I would like to mention our support for current House legislation. H.R. 15, the Enterprise Zone Community Development Act of 1993, sponsored by Congressman Rangel of New York is of importance to us. We feel that, in its present form, the Act does not adequately address the needs of Indian Reservations. There is a need to include Indian Reservations as an integral part of the enterprise zone legislation.

H.R. 278, the Minority Business Development Act of 1993, sponsored by Congressman Mfume of Maryland; also H.R. 1020, Amendments to the Job Training Partnership Act, sponsored by Congresswoman Waters of California; and finally H.R. 1325, companion bill to S. 211, the Indian Employment and Investment Act

of 1993, and H.R. 1425, the American Indian Agriculture Act, both sponsored by you, Mr. Chairman, Bill Richardson of New Mexico.

Mr. Chairman, and honorable members of the House Subcommittee on Native American Affairs, as a result of recent developments, I will be submitting supplemental information reflecting additional economic development needs on the Indian Reservation. I thank you for allowing me to speak to you today.

[Prepared statement of Mr. Russette follows:]

WRITTEN TESTIMONY TO THE

SUBCOMMITTE ON NATIVE AMERICAN AFFAIRS

OF THE COMMITTEE ON NATURAL RESOURCES

ON INDIAN ECONOMIC DEVELOPMENT

AS PROVIDED BY

PAUL RUSSETTE JR.

TRIBAL BUSINESS MEMBER

OF THE

CHIPPEWA CREE TRIBE

OF THE ROCKY BOY'S RESERVATION

APRIL 6, 1993

CHIPPEWA CREE TRIBE

OVERVIEW: ROCKY BOY, HOME TO THE CHIPPEWA CREE TRIBE, IS LOCATED IN NORTH CENTRAL MONTANA. ROCKY BOYS' UNEMPLOYMENT RATE RUNS FROM 75% IN THE SUMMER MONTHS TO AS HIGH AS 90% DURING THE WINTER MONTHS. THE RESERVATION WAS ESTABLISHED BY EXECUTIVE ORDER RATHER THAN BY TREATY IN 1916. WITH APPROXIMATELY 120,000 ACRES, IT IS THE SMALLEST RESERVATION IN THE STATE. TOTAL TRIBAL ENROLLMENT IS 4,808, WITH APPROXIMATELY 2,800 MEMBERS AS RESIDENTS. ENROLLED MEMBERSHIP HAS INCREASED BY 45% WITHIN ONE DECADE, 1980 - 1990. CURRENTLY THERE ARE AN AVERAGE OF 400 FAMILIES ON GENERAL ASSISTANCE COSTING THE BUREAU OF INDIAN AFFAIRS AN AVERAGE $41,000 PER MONTH. IT IS OUR HOPE TO OFFER SERVICES IN EDUCATION, PUBLIC SAFETY AND EMPLOYMENT SO THAT MEMBERS OF THE RESERVATION CAN BECOME EMPLOYABLE AND SUPPORT THEIR FAMILIES BY WORKING RATHER THAN BEING SUPPORTED BY GENERAL ASSISTANCE OR WELFARE.

THESE ARE THE HIGHLIGHTS OF OUR ECONOMIC DEVELOPMENT NEEDS LISTED IN ORDER OF PRIORITY:

1. LAND ACQUISITION

SINCE AGRICULTURE IS THE NUMBER ONE SOURCE OF INCOME FOR THE TRIBE, AS WELL AS FOR THE INDIVIDUALS OF ROCKY BOY, AND BECAUSE OUR LAND BASE IS LIMITED, WE FEEL THAT WE MUST ACQUIRE NEW LANDS TO ALLOW OUR CURRENT PRODUCERS TO EXPAND AND TO ALLOW OUR YOUNG PEOPLE TO ENTER INTO AGRICULTURE AS A WAY OF LIFE. TO INSURE THESE PRODUCERS ARE ABLE TO COMPETE ON A WORLD MARKET, WE MUST HAVE AN EXTENSION AGENT LOCATED ON THE RESERVATION TO GIVE OUR PEOPLE THE NECESSARY TECHNICAL ASSISTANCE NEEDED TO RUN AN AGRICULTURE OPERATION. UPON ACQUISITION OF LAND, SOUND LAND MANAGEMENT AND SUSTAINABLE ECONOMIC GROWTH WILL RESULT FROM THE IMPLEMENTATION OF THE STONEMAN AGRICULTURE INCENTIVE AND EDUCATION PROJECT. TOTAL REQUESTS FOR THESE NEEDS AMOUNT TO $2,810,000.00.

2. SMALL BUSINESS DEVELOPMENT CENTER/REVOLVING LOAN FUND

THE CHIPPEWA CREE TRIBE HAS RECOGNIZED THAT INDIVIDUAL TRIBAL ENTREPRENEURS ARE NEEDED TO CREATE A RESERVATION AND REGIONAL ECONOMY. THE NEED TO TRAIN THESE ENTREPRENEURS ON THE BASICS OF BUSINESS IS A TOP PRIORITY OF THE CHIPPEWA CREE TRIBE. TO DO THIS, A WELL STAFFED, AND WELL FUNDED BUSINESS CENTER AND LOAN FUND IS NEEDED TO ENSURE THE SUCCESS OF THE IDEAS THAT ARE GENERATED BY OUR PEOPLE. AMOUNT REQUESTED TO IMPLEMENT THIS CENTER WOULD TOTAL $500,000.00.

3. BUSINESS INFRASTRUCTURE DEVELOPMENT/ENTERPRISE ZONE

THE NEED TO DEVELOP A SITE FOR LOCALLY OWNED BUSINESSES, AS WELL AS RECRUITED BUSINESSES, IS A TOP PRIORITY FOR THE TRIBE. THIS SITE WOULD BE CLASSIFIED AS THE TRIBAL ENTERPRISE ZONE. INFRASTRUCTURE DEVELOPMENT SUCH AS WATER AND SEWER FACILITIES, ROAD CONSTRUCTION, ELECTRIC POWER REQUIREMENTS AND OTHER SITE NECESSITIES ARE AN

IMPORTANT ASPECT OF A SUCCESSFUL ENTERPRISE ZONE. A SITE SUCH AS THIS WOULD DEVELOP A LOCAL JOB MARKET, FOSTER TRIBAL ENTREPRENEURSHIP, PROVIDE LOCAL GOODS AND SERVICES, AND STIMULATE THE LOCAL AND REGIONAL ECONOMY. IN ORDER FOR THIS SITE TO BE SUCCESSFUL, H.R. 1325 SPONSORED BY CONGRESSMAN BILL RICHARDSON MUST BE PASSED BY CONGRESS AND ENDORSED BY THE CLINTON ADMINISTRATION. AN AMOUNT OF $2.5 MILLION IS NEEDED TO DEVELOP AN ENTERPRISE ZONE SITE.

4. CHIPPEWA CREE DEVELOPMENT COMPANY BONDING INITIATIVE

STONE CHILD COLLEGE, A TRIBALLY CONTROLLED COMMUNITY COLLEGE LOCATED ON THE RESERVATION, OFFERS A TWO-YEAR BUILDING TRADES CURRICULUM AND CERTIFICATION. THIS HAS RESULTED IN A SIGNIFICANT RESOURCE OF SKILLED CARPENTERS AND CONSTRUCTION WORKERS, BUT THIS WORKFORCE IS DESTINED TO A LIFE OF LABOR RATHER THAN OWNERSHIP BECAUSE OF THE INABILITY OF OUR PEOPLE TO SECURE BONDING FOR CONSTRUCTION PROJECTS. INCLUDED IN THIS DILEMMA, IS THE TRIBALLY OWNED METAL FABRICATION COMPANY, ROCKY BOY MANUFACTURING, INC. CONTINUED LACK OF FUNDS, AND TRACK RECORDS, HAVE FORCED INDIVIDUALS, AND ROCKY BOY MANUFACTURING, INC., TO FORGO BIDDING ON SPECIFIC PROJECTS BECAUSE BONDING REQUIREMENTS COULD NOT BE MET. WITH A WELL FUNDED AND WELL STAFFED BONDING DEPARTMENT WITHIN THE CHIPPEWA CREE DEVELOPMENT COMPANY'S UMBRELLA, INDIVIDUALS AND RBM, INC. BONDING REQUIREMENTS COULD BE MET. THE ABILITY TO BOND PROJECTS UP TO $5 MILLION IS NEEDED TO ENSURE BUSINESSES CAN BID ON PROJECTS THAT CAN ENHANCE THE CREDIBILITY OF THE SAID BUSINESSES. TOTAL ANTICIPATED AMOUNTS REQUIRED WOULD DEPEND ON RANGE OF BONDING CAPABILITIES, BUT AN AMOUNT OF $2 MILLION WOULD SATISFY THE START OF THIS INITIATIVE.

5. FOREST MANAGEMENT/TOURISM

MONTANA'S, AND THE CHIPPEWA CREE TRIBE'S ECONOMY HAS TRADITIONALLY BEEN BASED ON AGRICULTURE. HOWEVER, IN THE LAST FEW YEARS A NEW FORM OF ECONOMIC FORCE HAS ENTERED INTO THE ARENA. THIS ECONOMIC FORCE IS TOURISM. WHILE THE STATE OF MONTANA HAS BENEFITTED FROM TOURISM, THE ROCKY BOY'S INDIAN RESERVATION HAS SEEN LITTLE OF THESE TOURISM DOLLARS. WITH OUR NEW EMPHASIS ON TOURISM, WE HOPE TO ATTRACT VISITORS TO THE OUR RESERVATION IN A WAY THAT COULD POSSIBLY REPLACE AGRICULTURE AS OUR NUMBER ONE ECONOMIC RESOURCE. TO ACCOMPLISH THIS TASK, WE NEED TO IMPLEMENT AN OVERALL PARK AND RECREATION PLAN. THIS PLAN ENTAILS, BUT IS NOT LIMITED TO, CAMPGROUND RENOVATION, SKI AREA RENOVATION, GOLF COURSE CONSTRUCTION, WATER SLIDE CONSTRUCTION, AND HOTEL AND LODGE FACILITIES. THESE ARE BUT A FEW OF THE IDEAS THAT AVAILABLE TO ATTRACT VISITORS TO THE ROCKY BOY'S INDIAN RESERVATION. THE FUNDS TO IMPLEMENT OUR PLAN ARE SUBSTANTIAL, BUT WOULD BE NEEDED OVER A PERIOD OF 5 TO 10 YEARS. TOTAL AMOUNT NEEDED: $5 TO $12 MILLION.

6. DEVELOPMENT OF COMMERCIAL CODES

WITH THE NEW EMPHASIS ON LOCATING BUSINESSES ON INDIAN RESERVATIONS, SOUND COMMERCIAL CODES MUST BE DEVELOPED TO PROTECT THESE BUSINESSES AND THE RESIDENTS OF THE RESERVATIONS. FUNDS TO ACQUIRE TECHNICAL ASSISTANCE TO DEVELOP THESE CODES ARE NEEDED DUE TO THE LACK OF LEGAL AND BUSINESS EXPERTS ON THE RESERVATION. TO DATE, A PIECEMEAL APPROACH TO DEVELOPING CODES HAS EXISTED. THIS IS A RESULT OF REACTING TO BUSINESS REQUESTS TO LOCATE ON THE RESERVATION AND DEVELOPING A SPECIFIC SET OF CODES FOR THE ONE SPECIFIC BUSINESS IN MIND. TO ATTRACT BUSINESSES OVERALL, AN ALL ENCOMPASSING COMMERCIAL CODE MUST BE DEVELOPED. ANTICIPATED FUNDS REQUIRED FOR THE DEVELOPMENT OF A OVERALL COMMERCIAL CODE WOULD BE APPROXIMATELY $300,000 TO $500,000.

7. STUDY OF THE ECONOMIC BENEFITS AND TAX REVENUE GENERATED BY INDIAN GAMING IN THE STATE OF MONTANA

THE NEED FOR A REPORT THAT PRESENTS AN ANALYSIS OF THE ECONOMIC IMPACT OF INDIAN GAMING IN MONTANA ON THE TRIBAL, LOCAL AND STATE ECONOMIES, ALONG WITH THE TAX REVENUE GENERATED TO THE STATE AND FEDERAL GOVERNMENT IS LONG OVERDUE AND SHOULD BE FUNDED TO SETTLE THE ARGUMENT OF WHETHER OR NOT GAMING ADVERSELY AFFECTS THE STATE. ANTICIPATED FUNDS TO FUND THE STUDY: $250,000

8. STUDY OF ECONOMIC AND FISCAL IMPORTANCE IN GENERAL OF THE INDIAN TRIBES IN MONTANA

THE NEED FOR A REPORT THAT PRESENTS AN ANALYSIS OF THE ECONOMIC AND FISCAL IMPORTANCE OF INDIAN TRIBES IN MONTANA ON THE TRIBAL, LOCAL AND STATE ECONOMIES IS ALSO OVERDUE AND SHOULD BE FUNDED TO PROVIDE HARD ECONOMIC DATA TO BANKS, LOCAL GOVERNMENTS AND THE STATE GOVERNMENT THAT THE INDIAN POPULATION IS NOT A "BURDEN" TO THE STATE'S REVENUE SYSTEM. FUNDS NEEDED FOR THE STUDY: $100,000

9. BUREAU OF INDIAN AFFAIR'S GUARANTEED AND DIRECT LOAN AND GRANT PROGRAM.

IT IS PARAMOUNT THAT THE BIA CONTINUE TO FUND THESE VITAL ECONOMIC DEVELOPMENT PROGRAMS. WITH A SUCCESS RATE OF 85 - 90%, THESE PROGRAMS ARE A TRUE INDICATOR OF HOW THE BIA CAN HELP IN THE AREA OF ECONOMIC DEVELOPMENT. HOWEVER, THE ONLY THING LACKING IN THESE PROGRAMS IS ADEQUATE FUNDING. VIABLE ECONOMIC DEVELOPMENT PROJECTS ARE ALWAYS LEFT IN THE FILES DUE THE LACK OF FUNDS. FUNDING FOR THESE IMPORTANT PROGRAMS SHOULD BE VASTLY INCREASED.

LEGISLATIVE CONCERNS

IT IS OUR INTENTION TO SUPPORT AND TO SEEK SUPPORT FOR LEGISLATION THAT WOULD ENHANCE ECONOMIC DEVELOPMENT ON INDIAN RESERVATIONS. THE FOLLOWING IS A LIST OF CURRENT LEGISLATION (APRIL 6, 1993) INTRODUCED INTO THE 103RD CONGRESS THAT ARE IN NEED OF SUPPORT:

U.S. HOUSE OF REPRESENTATIVES

HR 15 - ENTERPRISE ZONE COMMUNITY DEVELOPMENT ACT OF 1993
WE FEEL THAT IN ITS PRESENT FORM THE ACT DOES NOT ADEQUATELY ADDRESS THE NEEDS OF INDIAN RESERVATIONS. THERE IS A NEED TO INCLUDE INDIAN RESERVATIONS AS AN INTEGRAL PART OF THE ENTERPRISE ZONE LEGISLATION.

HR 278 - MINORITY BUSINESS DEVELOPMENT ACT OF 1993

HR 1020 - AMENDMENTS TO THE JTPA

HR 1325 - COMPANION BILL TO S 211, THE INDIAN EMPLOYMENT AND INVESTMENT ACT OF 1993

Mr. RICHARDSON. The Chair recognizes Ms. Feral Wagner, Tribal Planner, from the Blackfeet Indian Tribe, Browning, Montana.

STATEMENT OF FERAL WAGNER

Ms. WAGNER. Thank you, sir.

I am here on behalf of the Honorable Earl Old Person, who extends his greetings to you gentleman.

I would like to thank the Fort Peck Tribe for hosting the Subcommittee, and certainly to thank you gentlemen for the Subcommittee on Native American Affairs and Natural Resources. I feel neglected mainly because all of these gentlemen preceding me, and Kathy as well, have basically stated all of the things that I would have liked to have said, but for the record, they have already been said. So, I will present my testimony for Natural Resources and Economic Development for the Blackfeet Reservation.

I have with me a gentleman who is an ecologist, Steve Stringham. He prepared a wetland and wildlife preservation proposal that has been submitted. Our testimony is based on that natural resource.

The Blackfeet Reservation is located on the eastern front of the Rocky Mountains where it borders Glacier National Park and the Canadian border. The Tribe has roughly 14,000 members, about half of whom live within the Reservation boundaries, along with another 1,500 residents.

Our Reservation is rich in natural resources. Energy resources include oil, gas, coal, wind and water. Please don't anybody laugh out at wind. We have 5,000 miles of river, over 4,000 lakes and ponds, 11,000 linear miles of riparian zone, and innumerable wetlands. Rich soils support heavy grazing by livestock and wildlife, as well as farming in some areas. Prairies, wetlands, and forests support a wide diversity of wildlife—grizzly bear, wolf, moose, elk, geese, ducks, and numerous rare species of small animals and plants. The scenery is some of the most beautiful in America, ranging from the emerald glow of our wetlands to the snowy peaks of glacier-sculpted mountains.

Having all of these resources, why aren't we rich? Why isn't every Blackfeet employed at high-paying jobs? Why isn't our land dotted with oil and gas wells, windmills and coal mines? Why doesn't our land teem with tourist resorts? One reason is that we lack the capital to develop these resources ourselves. We even lack the capital to plan development which could be done by outside financiers. We are unwilling to let outsiders run rampant with development. All development that occurs must be tailored to our needs and provide us with more benefits than costs—financial costs, cultural costs, environmental costs, and so on.

Environmental degradation is a prime concern. To a limited degree, we have allowed drilling of oil and gas wells; and for a time, we enjoyed considerable revenue from royalties. However, we have seen environmental degradation from the development and are determine to find alternative methods of exploiting our resources which maintain environmental quality—high quality of water, soil and air; healthy ecosystems with their full natural biodiversity and viability.

Our commitment to environmental quality stems from two roots. One is our traditional commitment to steward the earth. Second is our recognition that even in modern times, what is good for our environment is ultimately good for our economy.

We intend to build a sound economy on the foundation of a healthy environment. Indeed, we propose to become a demonstration area for this—the Blackfeet National Demonstration Area for Ecologically Compatible Lifestyles.

We need funding and expertise from the Federal Government to study our wildlife, our ecosystems, to better understand how to optimize benefits from them. For example, how can we best increase production of elk and bison on the Reservation? What do we need to do to maintain grizzly bears and wolves so that they are visible to tourists, yet harm neither people nor livestock? We also need to conduct a broad-brush survey of our ecosystems to determine where we have rare species which need protection. We need baseline data upon which to base environmental impact determinations so that we can select places and methods of resource development which are not destructive. What are the best ways to harvest timber, develop energy resources, ranch game species, or develop a thriving ecotourism industry? We have developed specific proposals covering these programs.

We also need much better educational facilities. Economic welfare in the modern world depends more and more on good education. Yet, indians have little opportunity for college education in natural resources except at mainstream universities whose outlooks are alien to Indian ways. As part of the Blackfeet National Demonstration Area for Ecologically Compatible Lifestyles, we propose creating a center for environmental education and research, which we call the Blackfeet Institute for Native American Environmental Stewardship. Its purpose would be to provide Tribes with scientific knowledge and traditional Indian wisdom about environmental stewardship.

Finally, we challenge our fellow Americans to share with us your best ideas about good environmental stewardship—about making good conservation good business.

America is a fountainhead of technological innovation. Let us offer our fellow Americans a challenge which we hope you will not be able to refuse. The challenge to help us make our homeland a shining example before all the world in providing that what is good for our environment is ultimately good for our economy.

[Blackfeet proposals submitted by Ms. Wagner follows:]

B L A C K F E E T

I N S T I T U T E

FOR

N A T I V E A M E R I C A N

E N V I R O N M E N T A L

S T E W A R D S H I P

A Proposal

Joe McKay, Esq
Chair, Blackfeet Land and Natural Resources Committee
Blackfeet Tribal Council
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Stewart Miller, Manager
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Historically, the Native peoples of many lands, including North America, have lived in harmony with their environment to a far greater degree than has been typical of mainstream societies. Native peoples have important knowledge about environmental stewardship which should be shared with the rest of the world. Conversely, Natives also recognize their need for training in modern practices of environmental engineering and science. Their lands need protection; and the peoples need to be able to guard themselves against impacts from environmental degradation. Moreover, they need to be trained in methods of fulfilling the vision of President Clinton and Vice President Gore that **"good conservation makes good business"**.

To help tribes meet these needs, Dr. Stephen F. Stringham and Dr. Charles Jonkel formed the **Institute for Native American Environmental Stewardship**. Renown for their research on grizzly, polar, and black bears, these scientists have devoted themselves to exchanging knowledge with indigenous peoples about environmental stewardship. Both also promote fine arts as means of altering human perception of the environment and actions towards it. Dr. Jonkel is founder and director of the **International Wildlife Film Festival**, now in its 17th year. Dr. Stringham is Chairman for **Conservation and Environmental Strategies of IMAGINE!**, an organization which plans to soon offer "Nobel Prizes" for artists who make the world's most outstanding contributions to environmental stewardship and world peace. Both Jonkel and Stringham have taught in Tribal colleges, and Dr. Stringham now serves as Ecologist for the Blackfeet Tribe.

INAES is intended to serve Native Americans from throughout North America -- to compile the diverse wisdom of all Native peoples, and then to teach this wisdom along with scientific knowledge to students from all tribes. Our first goal is to train at least two environmental stewards for every reservation on this continent, and then to broaden our focus. INAES graduates may eventually serve as environmental ambassadors to the indigenous peoples of other countries. Summer courses will soon be open to non-Natives.

INAES' campus -- which will be located on the Blackfeet Indian Reservation -- has been named the **Blackfeet Institute for Native American Environmental Stewardship** (BINAES). The Blackfeet Indian Reservation was chosen as home for INAES for several reasons detailed later. Only the two most important are mentioned here. First is the unsurpassed environmental quality of the Reservation -- which lies beside Glacier National Park -- combined with the land's great vulnerability to impacts from development of its oil, gas, coal, and other natural resources. Second is the Tribe's interest in incorporating much of the Reservation into the **Blackfeet International Demonstration Area for Eco-Compatible Lifestyles"**. The aim is not to preclude development, but to develop in ecologically sound ways. Indeed,

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what we intend to demonstrate is the validity of the Clinton/Gore belief which we express as **"what is good for our environment is ultimately good for our economy"**.

Students from tribes across America will be able to learn basic concepts in our classrooms, then participate in practical applications of the best stewardship that modern and traditional cultures can provide. Applications would involve holistic management of game populations, forests, wetlands, and other eco-communities; control of large predator livestock depredations through restoring ecological balances instead of killing the predators; ecolologically sound methods of oil and gas development, ranching and farming, wind power generation, home construction, and countless other topics.

Construction of BINAES facilities, purchase of materials and equipment, and payment of its staff and student interns for 2 years would cost an estimated $5.5 million. Costs would drop to under $2 million/yr thereafter. At first glance, those costs might seem high. However, BINAES offers an extremely cost-effective way to provide well-trained environmental stewards for each of America's reservations. The total 5-year cost of $11.2 million breaks down to 6 cents per acre per year to provide Natives with the best insights available from traditional and modern cultures about how to best to protect their nearly 100 million acres of land.

EDUCATION AND ENVIRONMENTAL EQUITY FOR NATIVE AMERICANS

Nationwide, Native American lands encompass an area larger than the northeastern United States, including all of New England and much of the Atlantic sea coast. Individually, large reservations outsize small states.

Natural resources on Native lands have become increasingly attractive to industry. Other sources of energy and raw materials are shrinking worldwide. Sites for disposal of hazardous materials and solid waste are also ever harder to find. Uninformed about likely environmental impacts, and economically destitute, Tribes have been vulnerable to exploitation.

Federal legislation and policies have instituted many programs to protect environmental quality. Local control of protection was originally assigned to the states. Each was expected to have responsibility even for Native American lands within its borders. But tribal lands have been low priorities for many states. And tribes have protested infringement on their jurisdictions. So Indian lands were left with little protection. Only in the last decades has major environmental legislation specifically recognized the jurisdiction of tribes comparable to that of states. Examples range from The Energy Conservation and

Production Act (1976) to The Comprehensive Environmental Response, Compensation and Liability Act Amendments (1986).

Under many programs, each tribe has the right for "Treatment as a State", with jurisdiction for stewardship of its own natural resources, so long as the tribe demonstrates the capacity; and so long as tribal standards and enforcement are at least as stringent as, and in compliance with, federal statutes.

Capacity includes (1) defining and developing administrative and legal infrastructures, and (2) developing the technical capability to conduct activities such as inspections, monitoring, planning, and corrective actions. Technical capability depends on an infrastructure of trained personnel, supported by facilities, including equipment for gathering, processing, and communicating information on environmental quality.

Numerous federal agencies are involved in environmental protection, but major responsibility lies with EPA. EPA meets this responsibility by determining minimum national standards for environmental quality. EPA also creates, funds, and coordinates national programs for implementing these standards. EPA is especially prominent in development of hightech monitoring of environmental quality.

Each state/tribe has the option of tailoring environmental regulations to local needs. Each can select and implement standards higher than the EPA minima, in order to maintain local life-styles dependent on high environmental quality -- such as heavy harvest of fish and game for food and sport.

When EPA initiated tribal assistance programs, it may have expected tribes, like states, to hire professional resource stewards -- i.e., people with college degrees and experience in water quality or other specializations -- irrespective of race. In fact, however, some tribes consider formal training less important than tribal affiliation. With astronomical unemployment rates, tribal environmental protection jobs are needed for tribal members. Also, few tribes are willing to surrender control of their resources to non-Members. Outsiders are hired mainly when there is no other way of obtaining technical support.

Under these conditions, how can tribes meet their needs for professional expertise? Hiring consultants or depending on federal agency personnel is only a temporary, marginal solution. Tribes need training for their own Members in environmental stewardship and related professions.

Resources, like poker cards, are only as valuable as the skills with which people handle them. Benefits from natural resources depend on skills in law, public administration,

business, politics, engineering and science. The more people know, the more they can gain.

Knowledge is power. It is wealth. Year-by-year, knowledge comprises an ever larger proportion of the wealth invested in producing and maintaining material goods -- an increasing proportion of the economy.

Without opportunities to keep up with other Americans in education, Indians are doomed to ever worsening poverty and despair -- to the death of their cultures and spirits.

People without spirit don't contribute to a nation, to an economy; they drain it.

Some people may settle for that, but Indians won't. They are determined to preserve their cultures and to contribute as much to America as any other people. Let's give them the opportunity! Let's give them the chance for first-class educations, based on both modern knowledge and their traditional wisdom. They need the chance to determine their own fates.

Recognition of that situation led to passage of "The Indian Self-Determination and Education Assistance Act". The Act's link between self-determination and education brings to mind the old adage that:

To help starving people,
don't merely give them food;
teach them to produce their own.

Tribes need to build professional capacity for stewardship of their lands. They need Members trained as environmental stewards -- field technicians, resource managers, researchers, and administrators. The Members need training so they can qualify for available jobs, whether on or off the home reservation. Modern scientific and engineering knowledge needs to be supplemented by Indian traditional wisdom, to tailor stewardship to their cultures.

STEWARDSHIP OF NATIVE LANDS: CHALLENGES AND DIFFERENCES FROM MAINSTREAM SOCIETY

In some respects, reservations are microcosms of nations and states. Each reservation faces many of the same environmental issues, such as water quality, but usually on a smaller scale.

Scale has important consequences. Reservations have fewer stewards. Each has to carry broader responsibilities, to "wear more hats". Instead of being specialists, they have to be

comprehensivists. Comprehensivists joined by short lines of communication can gain **holistic** views of environmental issues -- extending traditional Native holistic perspectives.

Implementing holistic stewardship can also be facilitated by small population size. With fewer land owners and bureaucracies involved, its easier to reach consensus. Stewardship on one reservation could provide a model for others and for states.

Scale is only one of the contrasts between states and reservations. The fate of reservation environments will also depend heavily on racial, cultural, economic, and legal differences. Consider just six of these:

(1) Native attitudes toward the environment have been shaped by their cultural heritage, pre- and post-Columbian.

(2) Attitudes have also been shaped by modern living conditions, especially chronic unemployment and poverty far surpassing most mainstream communities.

(3) Mainstream society is still trying to assimilate Natives without assimilating their cultures.

(4) Natives have special treaty rights.

(5) Reservations are governed by tribal laws, as well as county, state, and federal laws. This leads to conflicts over jurisdiction. For example, does the tribe or state have jurisdiction over harvest of wildlife by Natives and non-Natives on-reservation? What jurisdiction does a tribe have over environmental impacts on reservation (fee patent) property owned by non-Natives?

(6) Tribal societies and governments diverge from those in the mainstream. On some reservations, for instance, even minor governmental decisions are made by the Tribal Council. Council members may be replaced entirely every few years. Elections can thus send a tidal wave of change through tribal bureaucracies. Limited stability of tribal governments can greatly impair long-range planning and environmental stewardship.

Environmental education and stewardship strategies for Natives need to be adapted to such realities, and to Native traditional holistic perspectives (see p. 27) -- a strategic bridge to modern concepts of integrated stewardship.

MULTIMEDIA: HOLISTIC / INTEGRATED STEWARDSHIP

It is now widely acknowledged that conventional mainstream natural resource management is obsolete. It focused too tightly on economic values of single resources -- for instance harvest of timber or game. Recreational, spiritual, and aesthetic values were considered mainly in terms of their dollar value or monetary equivalents (e.g., what will people pay to see beautiful scenery?) Individual resources were often considered independently, as when foresters cut timber with little regard for effects on deer, or when game biologists increased deer

populations without considering browsing damage to timber seedlings. This single-resource/single-use perspective aggravated conflicts between managers of different resources. It also fostered conflict between consumptive vs. non-consumptive users (e.g., hunters vs. photographers).

Gradually, that old approach is being replaced by strategies to obtain multiple benefits (aesthetic, spiritual, recreational, educational, and economic) from individual resources, and to optimize combined benefits from multiple-resources. Management also shifts increasingly from just resource exploitation towards stewardship -- conducted from ecosystem, landscape, and biosphere perspectives.

The classical view of stewardship is balancing utilization with protection -- deriving benefits from the environment, often by modifying it, as when we harvest timber; and protecting the environment from harm caused by our actions; preventing damage or healing it. The trouble with such balances is that they exist in name only -- names that disguise actual imbalances. First we develop part of our resources while preserving the rest; then we develop part of what had been preserved; then we develop more, until virtually nothing remains.

Real stewardship arises from integrating human society into natural ecosystems, and building economies on the model of ecosystems -- making sure that every waste product becomes a resource for other "industrial" processes or for wildlife -- cycles of activity that consume all wastes and replenish all resources.

The conventional battle between "exploiters" vs. "preservationists" is being superseded by attempts to cooperate better -- to **"make good stewardship good business"** as far as possible economically and technologically. For better or for worse, humanity is going to continue exploiting resources to sustain and upgrade lifestyles. By maintaining environmental quality, we can sustain life-styles requiring it -- both traditional and modern. Modern lifestyles not only threaten environmental quality; they depend on it -- on relatively clean air and water, on scenic retreats for recreation, and so much more. Conversely, the capacity to limit harvest to sustainable yields depends on strong economies. During times of Depression, when people cannot afford to buy fuel or meat, exploitation of trees for firewood and of game are likely to increase without regard for long-term impacts.

Economic and environmental benefits can only be optimized in concert, not in opposition.

"Making good stewardship good business" and "eco-compatibility" are themes that would pervade education at **BINAES.**

INDIAN STYLES OF LEARNING AND THINKING

The challenge of training Natives in mainstream approaches to environmental stewardship is just one facet of the larger challenge to train them in science, engineering and math. Indians are but one of the minorities that need opportunities to advance farther into these disciplines. Not only do all people deserve equal access to these careers, but all minorities together may eventually outnumber the caucasian "majority". Minorities constitute an increasingly large portion of the nation's workforce. More and more, it is their decisions that determine the fate of the American environment.

Natives once had a practical knowledge of ecosystems so extensive that it enabled them to thrive in extremely harsh conditions with almost none of the technology on which people now depend. Their knowledge was obtained by personal experience, tradition, and intuition -- not by formal, objective analysis. Nevertheless, traditional Native knowledge was as dependable as much ecological and behavioral science; otherwise, Natives would not have survived.

Indians still tend to be keen observers; some have prodigious memories and exceptional abilities for visualization. Many are attracted to the content of sciences such as ecology and medicine. But few are attracted to **Scientific Method** itself, much less to the **techniques** by which scientific knowledge is taught in mainstream culture. In the words of Robert Gembolis:

> Among the barriers to Native American youth entering technical careers are a lack of vision seeing themselves in these careers, and a lack of experience at what it is like to do actual science. ... The thrill of the 'AHA!' stage of discovery has been the motivation of many researchers. The majority of science textbooks are so involved in building vocabulary that they wring the joy out of science. The short sections on 'What is Science?' and 'What do scientists do?' are generally trivial and irrelevant to students mired in memorizing definitions which are quickly forgotten. The net result is that students are left with the feeling that science is all tedious and pedantic plodding." This is best countered with **hands-on experiences**, including field trips during which data and specimens are collected, followed by lab analysis.

In the classroom and in daily life, Natives need opportunities to learn what science is, and to integrate scientific approaches to knowledge with their traditional approaches.

Integration is essential to making science more attractive and tolerable to these people. Analysis and objectivity are largely alien to their more holistic and intuitive cultures. To bridge that gap, objective scientific analysis has to be introduced gradually, in ways that do not cripple traditional

skills or belittle cultural insights. Otherwise, all people would lose the benefits of traditional knowledge. All too often, Natives trained in science, engineering and math become alienated from their own families and community, unable or unwilling to work effectively there.

The key to bringing more Natives into science, engineering, and math careers is to integrate these disciplines into Native communities.

TRIBAL AND STUDENT NEEDS

The most immediate priority on many reservations is basic know-how for managing resources and environmental quality. Resources need to be identified, then evaluated. For example, a tribe may need to census deer and learn which range is needed to sustain them. Or the tribe may need to estimate severity of pesticide pollution in lakes or ground water, to assure supplies of water safe for drinking, swimming, and fishing.

Beginning with such tactical challenges, tribes can progress into increasingly strategic levels of stewardship, with techniques such as management for sustained yield of individual resources, or, eventually, for optimally balanced yields from numerous resources (e.g., timber and game).

Likewise, students might best be taught tactical skills first, which would later be linked conceptually. Indeed, most real-life learning proceeds from specifics to generalities, rather than vice versa. It is after mastery of a subject that one reverses the sequence: designing a strategy, then devising tactics to implement it.

Native students seem more interested in learning skills than in learning abstract concepts -- "know-how" as contrasted to "know-about". It is pragmatic skills that tribes need first for stewardship; and it is such skills which lead most directly to employment and to a sense of personal achievement.

According to Dr. Stringham:

> I know something about the relative appeals of know-how vs. know-about, even though I'm not Native, and grew up in a scientific milieu. My father was a chemist and an engineer. I began collecting biological specimens in grade school and began research in highschool. I loved abstract concepts and theory. But what I enjoyed most of all was mastering practical skills. What I hated most about college was waiting year after year to learn know-how -- years of taking general education courses and theory courses that supposedly prepared me for learning practical skills, only to find that long-awaited courses provided no more than a brief

introduction to the practical skills. Most of what I wanted to learn, most of what I eventually needed on the job, I had to teach myself or learn in the "school of hard knocks". Surely, colleges can do more to smooth the way.

Considering the high drop-out rates in science curricula throughout America, one must wonder how many students give up not because the hurdles are too difficult, but because they seem too irrelevant. If the hurdles seem irrelevant to mainstream students, how much more irrelevant must they seem to students from Native cultures?

If unmarried mainstream students with self-supporting families have difficulty finding the patience to wait years for even such limited gratification, how much tougher is the wait for Native students responsible for helping to support large impoverished families who little comprehend mainstream education and culture?

Stewardship curricula should be tailored to the needs of both Native students and their potential employers -- such as tribal, state, and federal agencies, businesses, or conservation organizations. Student needs should be determined in part by careful consideration of their styles of learning and thinking. Employer needs are being assessed by surveys to determine which skills they consider most important -- something on which viewpoints are changing among professionals.

Pragmatic training requires plenty of hands-on experience. College laboratories can readily provide this for would-be physicists, chemists, or micro-biologists, but not for environmental stewards. Many stewardship skills can only be mastered in the field. In the case of would-be wildlife technicians, many months in the mountains, forests, prairies, and streams may be needed to perfect skills like tracking wildlife, tranquilizing game, identifying or censusing animals and plants, navigation, or surveying. Would-be environmental engineers may need months of experience in sewage treatment plants, water and air quality labs, etc. Likewise, would-be managers or administrators may need frequent visits to agencies or legislatures where they can observe and preferably help in real decision making.

Mainstream education is designed according to the principle of teaching principles. Theoretically, mastery of principles enables one to apply them in an infinite variety of situations, whereas vocational skills confine one to narrow ruts. A person who learns just vocational skills may be able to travel along an equal number of ruts, but is supposedly ill-prepared to pioneer new routes, to innovate. Certainly, there is some truth to the viewpoint that innovation is promoted more by academic education than by vocational training. But the most useful innovations are

born out of reciprocity between academic and pragmatic approaches.

Emphasis on pragmatism should not be confused with an emphasis on tactical skills over strategic ones. Tactical skills are a start; but they should not be the finish of education for Native Americans. The technicians of today may become the decision-makers and planners of tomorrow. Even would-be technicians need enough orientation to the broad scope of holistic stewardship to recognize the additional skills and knowledge needed for leadership.

Leaders need to be **strategists and comprehensivists.** They need to be able to solve complex problems by working with people of widely diverse cultural, educational, and experiential backgrounds -- people who may also have different priorities, methods, philosophies and ethics.

Educating environmental stewards involves teaching not only techniques/skills, but attitudes. It is the young who are most receptive to new attitudes. And it is during the K-12 years that most people are in school. BINAES will train teachers and sponsor special programs for K-12 students.

NATIVE AMERICAN EDUCATION FOR NATIVE AMERICANS

Mainstream curricula can provide part of the education needed by Native American environmental stewards. But Natives also need opportunities to learn traditional wisdom about living in harmony with nature, and to experience firsthand the challenges of current stewardship from their own cultural perspectives. Curricula should be tailored to those requirements, and to Native styles of learning and thinking.

These specialized needs could best be met by an educational institute devoted to stewardship of Native American lands, based on a blend of modern and traditional knowledge. The time has come for our nation to help us create the **Blackfeet Institute for Native American Environmental Stewardship.**

It is said that
Achievements seldom surpass dreams; so dream mighty dreams!

BINAES is our dream.
We invite you to share it.

BINAES will develop both the professionalism of a university and the cultural relevance of a tribal college. This will be best achieved by linking **BINAES** to at least one university, but placing **BINAES** on the Blackfeet Reservation, where it will be an adjunct to Blackfeet Community College (BCC) -- one of only 27 tribal (community) colleges in the USA.

BINAES' students would be able to enroll at BCC for courses in liberal arts, general education, Native American studies, and other fields. **BINAES** itself would provide only courses related to environmental stewardship.

Although an adjunct of just one tribal college, **BINAES** would will strive to serve any tribal college requesting aid, and students from any tribe. There are four ways of meeting these goals:

1) BINAES' Campus: **BINAES** will provide an environmental curriculum specifically tailored to Natives. There will be certification programs for students who want to learn only tactical skills such as techniques for censusing wildlife or monitoring water quality. **BINAES** courses will also feed into degree programs at tribal colleges and universities for students who want strategic skills for becoming scientists, planners, administrators, lawyers, etc.

Courses at **BINAES** will be developed in cooperation with instructors at tribal colleges so that courses are adapted to differing needs among tribes. As curricula and teaching aids are developed, they will be distributed among the tribes.

Only a fraction of the Native students seeking environmental education can afford to obtain it away from home. And among those who can afford to travel, only a fraction adapt readily to mainstream society. Some need stepping stones that help them slip into mainstream science and colleges gradually, without being swept away by the combined currents of culture shock and academic demand. Tribal colleges serve this function by allowing students to study within the context of an Indian culture. **BINAES** would do the same.

For students who study on other reservations, **BINAES** will help in other ways. If Mohammed can't come to the mountain, the mountain can go to Mohammed -- by helping tribal colleges enhance their programs, by guest lectures from **BINAES** faculty, and by offering summer field courses to their instructors. The latter roles are detailed below:

2) Extension Services: Gypsy Professors: Some **BINAES** faculty will travel among reservations, at least those within about one day's drive. On reservations without a college, **BINAES** faculty could teach both basic and advanced courses. On each reservation with a tribal college, **BINAES** faculty might present specialized courses that happen to be outside the expertise of the local instructors -- thereby training the instructors as well as students.

Credits for some courses will be transferrable to both tribal colleges and universities. Other courses could aim only

at meeting immediate student needs, for instance preparation for a new job, or new skills for an existing job. For example, a tribe receiving a grant for water quality protection might need Members trained as technicians. **BINAES** faculty will travel in vans equipped with teaching aids. In addition to providing courses, **BINAES** faculty will serve as consultants to tribes -- forming what we call an **EcoTechTeam** (see p. 21 for details).

3) Tribal Colleges: **BINAES** will help tribal colleges enhance their own environmental curricula through (a) cooperative projects to develop courses; (b) workshops by visiting **BINAES** faculty; (c) training tribal instructors through workshops and short-courses at **BINAES**; and (d) collaboration to obtain grants. Close cooperation with numerous tribal colleges will be a critical component of **BINAES'** approach. Each college can tailor courses to the needs of its tribe. Local students need not move away from home. Reservation-trained students are more likely to employ their skills on a reservation -- although they will have many other options.

For years to come, the demand for Native environmental stewards will far exceed the supply. With over 300 tribes on this continent, there will be need for several hundred tribal stewards. Federal and state/provincial natural resource and environmental agencies also have hundreds of openings they would like to fill with Natives.

4) Field Studies: During summers, **BINAES** will host students and faculty from numerous tribal and mainstream campuses. They will be able to take courses here and to conduct ecological research. They will learn firsthand the challenges of stewardship and how those challenges are being mastered by the Blackfeet and other tribes.

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Ultimately, environmental stewardship is an attempt to optimize four interwoven, often competing, challenges: economic development, other forms of resource utilization, environmental protection, and preserving traditional cultures amid modern lifestyles.

Meeting these challenges will require expertise in resource evaluation and utilization, environmental quality control, impact assessment, planning, economics, organizational management, diplomacy, and leadership -- to mention just the major course topics listed below -- starting with the more tactical and progressing to the more strategic.

Course Topics

A. Natural Resource Evaluation and Utilization:

1. Basic field techniques for censusing deer, tranquilizing elk, grazing livestock, cruising timber, logging, building roads, surveying, etc.
2. Basic lab techniques such as determining the age of deer by grinding teeth and counting tooth annuli; examination of reproductive tracts to estimate pregnancy rate and natal litter size.
3. Conventional "mono-media" resource management strategies, theories, analytical techniques: e.g.,
   a. Seeking maximum sustainable yield from each game population or acre of farmland.
   b. Modelling population dynamics.
4. MultiMedia: Holistic/Integrated resource management:
   a. Optimum sustainable yields of multiple resources -- balancing net benefits and costs among resources: e.g., timber harvest vs. game harvest vs. water quantity and quality yields vs. recreational values vs. aesthetics.
   b. Comparing alternative resource management plans or economic development projects in terms of their ecological, social, and economic consequences, so that the optimal choice can be identified.
   c. Integrating economic systems with ecosystems and patterning economic systems after ecosystems.

B. Protecting the Human Environment: techniques & technology

1. Air and water quality protection
2. Sewage treatment
3. Solid waste disposal
4. Injection wells
5. Hazardous substances and materials: pollution prevention
6. Fire suppression management
7. Use of agricultural pesticides and fertilizers
8. Water systems (e.g., dams, irrigation canals)
9. Environmentally sound building construction (e.g., insulation, solar panels, composting)

C. Assessment of Environmental Impacts by Projects:

1. **Risk/Benefit Assessment**
   a. Physical/chemical effects (e.g., to air, water and soil)
   b. Biotic effects (e.g., **viability** of species-populations and ecosystems; **biodiversity**; habitat **fragmentation**.)
   c. **Cumulative and synergistic effects**
   d. **Delayed effects** (time lags)
   e. **Indirect** effects and costs
   f. Comparison of relatively pristine ecosystems (baseline) with ones subjected to various degrees of impact.
2. **Minimizing adverse impacts**
3. **Remediation, restoration and mediation, and compensation**

D. Assessment of Social Impacts by Projects:

1. **Risk/Benefit Assessment**
   a. Cultural: Impact on traditions (e.g., desecration of religious sites or burial grounds)
   b. Economic
      * New jobs
      * Additional tax revenue and royalties
      * Added costs of social services (e.g., roads, sewer, schools, police, and fire control)
      * Altered demand for local real estate -- perhaps increasing property tax rates and speculative buying.
      * Indirect and hidden costs or benefits
      * Assessing how exploitation of each resource affects the value of other resources, altering probability of additional impacts (e.g., roads built to harvest timber might increase economic viability of local mining).
2. Minimizing adverse impacts
3. Remediation, restoration, mediation, and compensation

E. Planning, Economics, Administration, & Social Skills

1. Assessment of a project's economic viability.
2. Economic principles (e.g., effects of profit margin on stock value and availability of capital to the project)
3. Resource supply vs. demand: effects on market price.
4. Management techniques for businesses and governments, including stewardship programs: planning, budgeting, etc.
5. Interpersonal skills and Interdisciplinary teamwork (e.g., consensus building) within teams such as:
   a. administrator - technician
   b. technician - technician (avoid jargon & turf barriers)
   c. engineer - scientist (application vs. theory)
   d. strategic vs. tactical personnel
   e. research & development vs. marketing & sales personnel
6. Agreeing-to-disagree, creative debate, brainstorming, critical thinking, innovation, and leadership.
7. Problem solving: identifying relevant factors, gathering information, devising and recognizing solutions.
8. Information management: Identifying needs, gathering information, storing and processing (databases, statistics, etc.), interpretation, transmission, and protection.
9. Adaptive management: contingency planning and designing rules for adapting regulations to changing conditions, rather than adjusting regulations ad hoc.
10. Environmental law: interpretation, drafting, & enforcement
11. Negotiation vs. litigation
12. Sustainable resource yields & phased resource development
13. If-then modelling (e.g., benefit optimization; maximizing the benefit/cost ratio or margin)
14. Accounting: economic benefits & costs (money, information, etc.). Total project costs (direct, indirect, etc.)
15. Total product costs, from planning and production through disposal.

16. Economic vs. non-economic benefits, costs, and profits (aesthetic, spiritual, recreational, educational, etc.)
17. Ethics: business, government, environmental stewardship, etc.
18. Power: getting it, keeping it, and using it responsibly and ethically.
19. Government organizations and how to deal with them.
    a. The nature of bureaucracy
    b. Formal vs. informal power structures
    c. Connections: who you know vs. what you know
    d. Government criteria for awarding jobs, grants, etc.: discovering criteria and meeting them.
20. Grantsmanship
21. Communication and persuasion (languages, technologies, etc.)
22. Culture shock and adjustment: shifting between tribal vs. mainstream cultures.
23. Geographic boundaries: political vs. ecological/landscape.

Holistic Education

At mainstream colleges, specialization in environmental stewardship is usually delayed until graduate school in order to assure thorough preparation in more basic subjects, such as:

1. Liberal Arts
2. Math (e.g., modeling and statistics)
3. Computers (e.g., mathematical, graphical, database, GIS and wordprocessing programs, as well as AI, expert systems, and programming)
4. Science (e.g., geology, chemistry, biology, psychology)

For Native students, we need to find a different approach, one that allows them to meet their educational needs more quickly and efficiently, through courses whose relevance is more obvious. For example, courses in English and Speech might be replaced by ones in Persuasion and in Effective Communication Between Cultures and Sexes. We need to focus more on goals rather than tools, ends rather than means. English is a goal for academics; but persuasion and effective communication are universal goals.

At **BINAES**, lectures and labs will teach individual subjects and skills. That knowledge will be integrated in various ways. Groups of courses will be designed to address certain unifying themes. For example, courses in Ecology, Economic Development, City Planning, and Sociology might all address the same sample environmental issues.

One issue might be the proposed extraction of natural gas from the "Badger/Two-Medicine" lands adjacent to the Blackfeet Reservation; these are sacred to the Blackfeet, and critical habitat for threatened or endangered species such as wolf and grizzly bear. How would that project affect preservation of traditional Blackfeet culture, practice of the traditional religion, stock depredation by and survival of grizzly bears and

wolves, the number of elk available for harvest, housing costs, land prices, profitability of ranching, the rate of ranch subdivision, influx of non-Indians onto the Reservation, demands for social services, job opportunities, incidence of alcoholism, balances of power between Blackfeet vs. other people on the reservation, etc.?

Dealing with such complex issues will be facilitated by computer models incorporating many facets of real world situations. Hypothetical scenarios will be programmed and their broad consequences simulated. The value of such a model will lie less in the accuracy of its predictions (which would be limited by both unrealities of the model and lack of data), than in awakening students to the general ways processes and events interrelate, helping them develop attitudes and procedures for coping with real life complexity -- training them as **comprehensivists** as well as specialists. Comprehensive viewpoints would maximize their ability to advise tribal councils and organize comprehensive stewardship programs on reservations.

One critical procedure will be interdisciplinary teamwork. This will be learned through "practica" (clinics) where groups of students practice formulation and application of environmental policies, including debate over controversial issues.

Practica will merely simulate real-world planning, negotiation, and decision-making. But students already involved in reservation stewardship should be able to devise policies worthy of adoption by their tribal government. Internships will increase opportunities for students to participate in real-life stewardship on and off reservations.

Faculty

BINAES will have at least 4 categories of faculty: (a) full time instructors; (b) instructor/practitioners who alternate between teaching and practicing environmental stewardship -- for instance managing game and fish or water quality on the Blackfeet Reservation, or advising colleagues on other reservations; (c) instructor/researchers who do research part-time; and (d) visiting faculty. BINAES will invite visiting faculty of three types:

a) Professors from universities who use **BINAES** as a research base for part of the year. They could serve as mentors for **BINAES'** students who eventually transfer to their universities.

b) Instructors from other tribal colleges, tribal or mainstream environmental/natural resource agencies, conservation organizations, etc. Particularly important would be Natives who could describe their stewardship of other reservations and serve as role models for students.

c) Tribal elders or other Native experts on traditional ways of living in harmony with nature.

Highly qualified Native stewards are still too rare and in too much demand elsewhere to comprise all the initial faculty at **BINAES'**. But there should be a wide selection of good candidates within 5-15 years. To assuring having room to hire Natives as qualified applicants become available, at least half of our initial faculty should be comprised of people likely to step aside voluntarily as Native replacements apply. These might include recent retirees with extensive experience but short second-career horizons, and recent university graduates who would be ready to move on to mainstream jobs within a few years.

Pragmatic skills can be taught only by a faculty who have already mastered them -- for instance people recently retired after decades of experience in agencies, businesses, or private organizations. Few of these skills are readily learned from books, if only because appropriate books have yet to be written. But they might be learned under the tutorship of experienced masters. Some faculty should be masters of techniques, of tactics. Others should be masters of strategy and theory.

So long as theory works in reciprocity with pragmatism, theory can be invaluable for showing hidden relationships between things and stimulating practical innovation. That is well exemplified by the art and science of domestication. Selective breeding produced livestock, pets, and crops centuries before Mendel pioneered the science of genetics. However, creation of specialized strains is infinitely more exact and efficient with modern genetic engineering. What was once dismissed by farmers as useless theorization paved the way for a technological revolution that will transform not only farming, but nearly every facet of life.

The people who can best help tribes are not narrow technical or academic specialists, but pragmatic generalists and holistic **comprehensivists** well grounded in both techniques and theory.

For faculty to teach comprehensive/holistic stewardship, they need to master it themselves. Each faculty member should continue his/her own education, perhaps by attending one another's courses -- one course per term. They also need to keep up to date on progress with stewardship on numerous reservations. This would be done by visits to reservations and conducting training there, and by discussions with students from outlying reservations.

Faculty will be provided training in teaching methods most effective for Natives, and courses in Native traditions and modern societies -- customs, economics, history, geography, etc.

In-house instruction will be supplemented by guest experts, as is commonly done at any university. However, **BINAES** will go one step further by forming a **think-tank**. **BINAES'** Board of Advisors will include a small core of perhaps 5 experts with comprehensive knowledge of environmental issues. They will be invited to **BINAES** on at least two weekends a year to brainstorm. For each meeting, each expert will be encouraged to bring a different guest -- perhaps an economist or futurist such as Alvin Toffler; or a corporation executive, a government leader, or a Native shaman.

One goal of the think-tank will be mutual stimulation of the experts themselves and **innovation** by them. Findings will be disseminated, for instance through seminars, workshops, and publications.

A second goal will be exposing students to high-level intellectual **debate** -- as contrasted to lectures which seem to present information as though it were incontestable. Students need to be able to distinguish debates which are done as ego- or power-combat vs. sport and learning. Debating and brainstorming can foster **critical thinking** skills and creativity.

MultiMedia Library

BINAES' library should contain hundreds of videos -- e.g., collections from **National Geographic, Survival Anglica, and Nova.** These would be stored on optical disks accessible through a computer terminal. Students would be able to watch a video passively, from beginning to end, or interactively. Instead of having to view an entire video or book to learn particular facts, a person would be able to find information at the "touch of a button". This "random access" capability would arise from extensive indexing, using hypertext linkages within and across sources.

For example, suppose a student wanted to compare rutting rituals between mule deer vs. white-tailed deer. He could use a touch-screen menu to call up videos for both species and compare them in adjacent screen windows, while a third screen provided text. The same approach could be used to compare geological features from different parts of the region.

Especially useful would be **virtual reality**. Suppose a person wanted to study habitat use by grizzly bears. He might use a GIS system to plot sequential radio locations of each bear and then to view them on 3D projections of maps, aerial photos, and satellite images of the landscape. He could "walk" or "fly" through the landscape in virtual reality to view areas used or avoided by the bears -- examining vegetation types, distance from roads, etc. Hypotheses about effects of disturbance on avoidance of areas near roads could be tested through computer simulation.

Here too, the key should be integrating symbolic and sensory approaches, intellectual and intuitive abilities.

TECHNOLOGY TRANSFER
Environmental Ambassadors

Courses tailored to the indigenous peoples of the USA and Canada might find a ready audience in the indigenous peoples of foreign lands. Worldwide, Native peoples still control vast areas. Their decisions will strongly influence the fate of their lands, water, air, and wildlife. Mainstream efforts to help them achieve good stewardship have been marginally successful. Some limitations arise from differences in world view and antipathy towards paternalism. Natives of Mexico, Central and South America, Australia and New Zealand, Asia and Africa might be more receptive to conservation guidance from Native Americans.

Teacher Training

During the academic year, **BINAES** courses will be designed primarily for Natives, although other people would be able to attend within the limits of the budget to support them. Summer field offerings would be designed for a broader clientele, including mainstream teachers. **BINAES'** approach should have broad appeal. Even aside from **BINAES'** emphasis on pragmatic skills, integration of science with Native American lore would enhance interest by mainstream teachers and students. Teachers enrolling in **BINAES** courses would obtain copies of the educational materials, including slides, videos, texts, and software for use in their own classrooms. Separate courses would be developed for teachers of students at various grade levels K - 12 - college.

Tele-teachers and Tele-tutors

Eventually, **BINAES** will also transfer knowledge through educational videos, telecommunication courses, and computer games -- a project we call **"Tele-teachers and Tele-tutors"**.

Videos: Some tapes could be based on federal workshops and conferences. EPA, for example, conducts many of these each year. Unfortunately, few tribal stewards can afford to attend. Furthermore, within any organization there is turnover of personnel; those hired after a workshop also need training. To meet these diverse needs, each workshop could be video-taped, and copies of the tapes and handouts distributed. **BINAES** could work with federal agencies to record workshops and conferences, then to edit and distribute the video tapes. These tapes could used in **BINAES** courses.

EPA and other government agencies, as well as private organizations, produce videos on environmental stewardship. These are designed from mainstream viewpoints and typically feature caucasians, perhaps with a few blacks, hispanics, or Asians. Native Americans would respond better to videos tailored to their cultures and landscapes, featuring their peoples. Tailoring could be done by editing existing videos or creating new ones. **BINAES** should do both.

Computer Games: People learn best what they enjoy most. They will devote enormous time and effort to master sports and games. The fascination of computer games, especially for children, is sometimes awesome. One of the challenges of modern education is to exploit this fascination to educate. No matter how great the sophistication of the underlying algorithms, the student should be able to interact through a friendly interface.

Numerous companies have begun creating educational games. Some of those will be directly applicable to Native students; others may require modification. **BINAES** would also create its own games.

For example, in a course on wildlife ecology, one might utilize a game like the hypothesized **Wolf Pack**. The user could take the role of either a wolf or deer (or several users might play together, each taking the role of a different animal). The object of the game would be to live and reproduce as successfully as possible -- to maximize "fitness". Suppose a woman chose the role of Wolf. The computer would provide her wolf-icon with simulated wolf abilities and constraints for hunting deer. She could chose starting conditions such as the relative abundances of deer and wolves, size of her pack, competition from other packs, health of wolves and deer, weather conditions, etc. Then, once the game commenced, she could try to catch as many deer as possible -- learning holistically from experience, as well as abstractly from text, how much success declines as deer become less abundant, or competition from other wolves increases, or as soft snow hampers movement by wolves more than by deer. Help for the user could be provided in the form of text and graphics about biological principles--whose mastery would raise her score/grade.

An individual computer screen, even of the size used in a video arcade, can display a landscape, animals, plants, etc, in limited detail -- often only in simplistic cartoon-like features. That could suffice for viewing "simple" ecological processes such as predator-prey dynamics. But to perceive broader ecological processes might require a much more extensive display, in the form of a **virtual reality**. For example, one might be provided with video monitor goggles whose display would vary according to where one's eyes look -- simulating scanning through a real landscape. Initially, this virtual reality might be simply an extension of the standard video display monitor approach. But

eventually **BINAES** might build **"Ecosystem Arenas"**. One might be a large room through which people could walk in virtual reality, as though through a real forest, wetland, or desert. As Howard Rheingold noted in his recent book **Virtual Reality**, this technology is in its infancy; but **BINAES** will seek the opportunity to serve as a proving ground for the technology as it develops.

Such computer games and displays could take people far beyond mere entertainment and casual learning to sophisticated understanding of natural processes, even if they have little prior training in science. The realistic simulation has important implications for formal education and research. It might even be used by administrators to obtain an intuitive understanding of phenomena too complex for non-experts to grasp intellectually.

Suppose a person was concerned about potential impacts of drilling for natural gas in mountains near the Blackfeet Reservation. She could use the computer to simulate drilling and its consequences. She could select the site for a well, simulate leaking of pollutants into an aquifer, trace spread of the simulated pollution plume through the aquifer and eventually out into streams or water wells. Or she might examine potential impacts by the access road on wildlife -- which habitat might be avoided, how much carrying capacity would be reduced, how vulnerability to hunters would be increased, etc.

Journal of Native American Environmental Stewardship

Another way for **BINAES** to transfer knowledge about Native stewardship would be publication of a journal. It should feature articles on a cross-section of environmental topics including scientific research findings, management techniques and plans, tribal laws, and the cultural significance of particular animals, plants, artifacts or geographic features.

Extension Consulting: EcoTechTeams

Once **BINAES'** students complete courses and return to their home reservations, **BINAES** faculty would continue to advise them in development of effective, efficient stewardship programs. Advice would also be available to tribal stewards who have not formally enrolled in courses. Such outreach activities by **BINAES'** faculty would further help tribes build their capacity for environmental stewardship. And **BINAES'** faculty would remain familiar with stewardship challenges and solutions on many reservations -- keeping their courses up to date in a rapidly changing world.

Knowledge is power; it is wealth; and it is expensive. Stewardship requires costly equipment and expertise -- expertise

to monitor environmental conditions; to minimize environmental impacts, without unnecessarily limiting resource utilization; to detect impacts which do occur; and to remedy them where feasible.

There are many sources of impact on people and wildlife, including water and air pollution from factories, underground storage tanks, injection wells, pesticides, solid waste, hazardous materials, and so much more.

Environmental challenges are diverse and technical; they are also highly interdependent. For example, pollution from a landfill could threaten both air and water quality. Meeting such challenges requires a group of technical experts with broad training and experience so that problems can be approached holistically and creatively. Such a group might be called a **MultiMedia EcoTechTeam.**

Maintaining a full-fledged **EcoTechTeam** could beggar all but the wealthiest tribes. But a coalition of tribes could support enough experts to supplement assistance from federal and state agencies. The less money tribes have to spend getting expert advice, the more money they will have for implementing it.

CERT (The Council for Energy Resource Tribes) already provides assistance on issues of environmental policy and natural resource development. **BINAES' EcoTechTeam** would provide hands-on technical assistance, especially to tribes within this region.

CHOICE OF THE BLACKFEET RESERVATION TO HOST BINAES

Six criteria were used to select the host reservation.

1) Tribal capacity to develop the Institute (e.g., to already have successful [a] natural resources and environmental stewardship programs in tribal government, [b] a tribal College, and the [c] potential to help **BINAES** become more economically self-sufficient.

2) Diversity: The area should offer students an opportunity to learn about stewardship of numerous natural resources and diverse ecosystems.

3) EcoIntegrity: Some examples of these ecosystems should be relatively pristine so that their natural functioning could be understood and impacts by development anticipated, then avoided or at least thoroughly documented as a basis for remediation, restoration, mitigation, and compensation.

4) Value of the tribe's resources (economic, cultural/ spiritual, health, aesthetic, recreational, ecological, etc.)

a/b) International and National: e.g., Does the reservation

encompass habitat for endangered species or critical habitat for migratory species or ecological keystone species? Does it have outstanding scenery? Does it contain natural resources scarce elsewhere in the USA or North America? Is it near an international border? Does the tribe span that border?

c) Local: e.g., Does the area encompass sacred sites critical to tribal culture? Are the reservation's resources a foundation of the local economy?

5) Threats to the Resource
a) vulnerability (e.g., of an aquifer to pollution)
b) scope (how many people on- and off-reservation would be affected by impacts on the reservation -- e.g., by pollution of the headwaters for an aquifer or river?)

6) Sizes of the reservation and its population

7) Access: It should be accessible from other reservations and to at least one mainstream university.

8) Economic Development: The reservation should be appropriate to serve as a demonstration area for ecologically sound economic development.

* * *

According to these criteria the Blackfeet Reservation, in northeastern Montana, is particularly well suited to host **INAES**.

1) Capacity: (a) The Blackfeet Tribe already has an Environmental Office as well as government programs for management of natural resources, including wildlife, air and water, and fossil fuels. Together, these departments and Bureau of Indian Affairs offices are moving decisively towards increasingly integrated/holistic management of Tribal resources. (b) Blackfeet Community College (BCC) has been accredited for over 7 years, and is strongly interested in environmental education, due to the economic and cultural importance of environmental resources to the Tribe. (c) **BINAES** and its facilities could be partly supported by other activities of Blackfeet Tribal environmental and natural resource programs and personnel. For example, **BINAES** could provide tours and educational programs for tourists visiting the proposed **Blackfeet National Wildlife Refuge** and its interpretive center.

2) Diversity: Surface and ground waters provide irrigation for agriculture; rivers might be harnessed for hydroelectric generation. These lands contain deposits of oil, natural gas, and coal, as well as nationally-important sites for wind-energy generation.

The Reservation's position at the boundary of mountains and prairie, with diverse habitats, supports highly diverse wildlife.

3) EcoIntegrity: For now, much of the Reservation, especially areas adjacent to the Rocky Mountains, are relatively pristine. Even the prairie grasslands are still dominated by native vegetation and animals, despite grazing by livestock.

4) Value:

a) International: Some environmental problems are localized; others, such as global warming and migratory waterfowl, span international boundaries. Dealing with problems that span Canadian or Mexican borders might be facilitated by employing Natives whose confederacies span the borders too -- such as the Blackfeet. Some of the best wildlife habitat left in Alberta is on lands of the Blackfeet Confederacy. Natives could be America's most effective **environmental ambassadors** to the indigenous peoples of other nations and continents.

The Reservation and adjacent lands contain headwaters for rivers flowing into the Pacific, Arctic, and Atlantic oceans. Impacts on water quality here could affect a substantial portion of North America and millions of people.

Lands of the Blackfeet confederacy, in Montana and Alberta, lie on the eastern and northern margins of Waterton-Glacier International Peace Park and International Biosphere Reserve. The Reserve's borders could potentially be extended onto the Blackfeet Reservation. Under consideration is a plan to devote over half-a-million acres of the Reservation to wildlife habitat, including the proposed **Blackfeet National Wildlife Refuge.**

b) National: Located beside Glacier Park and a National Forest, the Reservation contains spectacular scenery and abundant wildlife. These include rare species such as the grizzly bear, wolf, and wolverine. The thousands of glacial pothole wetlands are among the most pristine in America, and serve as critical habitat for endangered plant species and for migratory neotropical birds on the east front of the Rocky Mountains. The numerous lakes and thousands of miles of stream yield world class trophy trout. The lakes and streams are used for windsurfing and boating.

c) Local: The area contains burial grounds and sites for sweat lodges, vision quests, pipe ceremonies, and sun dances. Aside from government funding, the area's economy is based heavily on agriculture or harvest of fossil fuels, timber, or wildlife. As these resources are developed, they should lessen the Tribe's dependence on government funds, increasing its self-sufficiency.

5) Threats: There is growing pressure for development of the region's the energy resources. Already, sacred areas are threatened by extraction of fossil fuels. That could also pollute surface and ground waters flowing from here to much of the continent. Corporations are interested in harvesting aspen, a biome which forms the border between mountains and plains ecosystems, a border which is critical habitat to grizzly bears. There is interest in development of major resorts on the larger mountain lakes -- which could further impact the air, water, and wildlife.

6) Size: The Blackfeet Reservation encompasses 1.5 million acres -- about twice the size of Rhode Island. It contains over 4000 glacial pothole wetlands and lakes, along with over 5000 miles of stream, with 11,000 linear miles of riparian habitat.

7) Access: Within a day's drive of the Blackfeet Reservation are four universities (Montana, Montana State, Lethbridge, and Calgary); a number of small colleges; and several other reservations in the USA and Canada. The region is visited by millions of tourists each year, most interested in the scenery, wildlife, and Blackfeet culture -- people potentially in utilizing our educational opportunities.

8) Economic Development: With winter unemployment rates up to 80%, the Blackfeet Tribe needs to develop economically. It is committed to doing this with minimal environmental degradation. **BINAES** would help the Tribe meet its commitment to saving the traditional culture and preserving its environmental crown jewels, while meeting the needs of its people for a higher quality life-style.

In summary, the Blackfeet Reservation fulfills eight major criteria. The reservation is of strategic importance for national and international environmental concerns -- a microcosm of stewardship challenges for Native Americans and other peoples. The Blackfeet Reservation has diverse natural resources which could support badly needed economic development. It also has extensive areas of diverse, relatively pristine ecosystems; a capacity to attract and serve people from other cultures -- Native American, non-Native American, and foreign; and a populace dedicated to selecting means of economic development that maintain the capacity of their land to support a high quality of life for many future generations of both people and wildlife. Capacity of the Tribe to implement their choices grows steadily.

This combination of superb environmental quality, rich natural resources, and scarce employment, make the Blackfeet Reservation a prime location for showcasing the best that Native traditional wisdom and modern technologies can provide for ecologically sound economic development -- **making good stewardship good business.**

Ultimately, the success or failure of **BINAES** will depend on how well we put our teachings into practice. It is what we demonstrate, not what we preach, that will shape the future of environmental degradation or stewardship for Native Americans.

ECO-CULTURAL INTERPRETIVE CENTER

Glacier National Park draws over 2 million visitors a year, many of whom pass through the Reservation, as do streams of other people. Some stop at our museums. Visitation should increase substantially if the Tribe goes ahead with plans to serve as an **International Demonstration Area for Ecologically Sound Lifestyles** and perhaps to create the **Blackfeet National Wildlife Refuge.** The USFWS proposes to build a $2 million interpretive facility.

BINAES could handle environmental education for that facility -- which might be called **The Blackfeet Eco-cultural Center.**

BINAES could have displays of scenic and wildlife art which fosters environmental stewardship through deep personnel rapport and commitment -- supplementing intellectual understanding. Technical information could be provided at various levels of detail to accommodate diverse visitor interests. Casual visitors might be satisfied with pamphlets and displays such as mammal and dinosaur fossils, photographs, dioramas, and videos. Visitors in search of even greater challenge and opportunity might be able to access **BINAES'** user-friendly interactive computer simulations of natural processes -- some designed as games.

Through lectures and field trips, visitors could be introduced firsthand to the region's geology and wildlife -- including plant and animal identification, animal behavior, and ecology. This information could be presented from both scientific and Native perspectives -- with the goal of communicating traditional Native connections to nature, and nurturing this in visitors.
Summer field courses might include:

Digging for Dinosaurs
Ecology of Northern Continental Divide Ecosystems
Grizzlies Among Glaciers
Life by Tooth and Claw: Carnivore Ecology
Where the Deer and Antelope Play: Ungulate Ecology
America's Serengeti: Glaciated prairie ecosystems
Glacial Geology
Wildlife Techniques (spooring, tracking, etc.)
Encampment: Living as an Indian
Preserving Native Cultures: A Race Against Time
Stewardship the Native American Way

Medicinal Herbs and Traditional Healing Practices
Shamanic Views of Nature

BINAES would be well suited to provide both recreational and serious educational opportunities to the public through the **EcoCultural Center.** But there is another reason for **BINAES'** proposed involvement in the Center: The USFWS planned to keep it open to visitors only during the summer. During most of the academic year, when weather keeps visitors away, the Center would sit idle. **BINAES** proposes instead to design the Center for year-around usage -- for visitor information, field education, and research during summers, and for full-fledged college-level courses during rest of the year. It could also house a year-around research center.

To meet the needs of Native students and summer visitors, we envision the facility equipped with an auditorium, conference rooms, science labs, technology shops, classrooms, a study hall (with desks, PC/terminals, etc.), a child care facility, a courtyard, a library, a lounge, a museum, and a fitness center. Living quarters could be provided on-site for faculty and staff, in a dormitory for out-of-town students, and in nearby motels for visitors.

RESEARCH

In addition to teaching and consulting, **BINAES** would conduct research. Projects would be used to train students in research, and to gather environmental data from the Blackfeet Reservation and surrounding lands. Relatively pristine examples of Reservation ecosystems need to be characterized so that impacts can be avoided, or at least documented, then mitigated, remediated, or compensated. Research could be done by students and faculty from **BINAES**, BCC, other tribal colleges, and universities.

Establishing environmental education and research on the Blackfeet Reservation would be aided by alliance with universities. Memoranda of Understanding are being developed for cooperative research and education between the Tribe and the University of Montana. UM and the Boone & Crockett Club are working jointly to establish an ecological research station at Theodore Roosevelt Memorial Ranch, just south of that Reservation. Montana State University already has strong Indian education programs for medicine and engineering. University of Calgary and U. of Lethbridge would also be good allies.

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Recapitulating: We have addressed five goals:(1) Protecting the environment on Native lands. (2) Teaching Natives mainstream

insights and skills. (3) Enlisting Natives as ambassadors to help protect lands of indigenous peoples of other nations. (4) Aiding development of Native economic self-sufficiency and self-determination. (5) Integrating modern approaches to stewardship with Native insights. Let us now consider those insights.

TRADITIONAL WISDOM: A RESOURCE WORTH PRESERVING

Existing tribal domains in North America are the last vestiges of once-vast homelands. If these vestiges disappear, or are too degraded to support the tribes, their indigenous cultures would disappear too. Tribal lands are critical "habitat" not only for certain wildlife, but also for Native cultures.

Native Americans have been called the continent's "first environmentalists". Their environmental stewardship ethics and methods evolved centuries ago, in response to quite different social and environmental challenges than humanity faces today. Yet their insights still have relevance to the modern world.

The value of high tech knowledge is obvious to all. But few have recognized the value of Native Traditional knowledge. One exception is Eugene Linden whose article **"Lost Tribes, Lost Knowledge"** was the cover story for the September 23rd 1991 issue of **TIME**. He wrote:

> Over the ages, indigenous peoples have developed innumerable technologies and arts. They have devised ways to farm deserts without irrigation and produce abundance from the rain forest without destroying the delicate balance that maintains the ecosystem; they have learned how to navigate vast distances in the Pacific using their knowledge of currents and the feel of intermittent waves that bounce off distant islands; they have explored the medicinal properties of plants; and they have acquired an understanding of the basic ecology of flora and fauna. If this knowledge had to be duplicated from scratch, it would beggar the scientific resources of the West. Much of this expertise and wisdom has already disappeared, and if neglected, most of the remainder could be gone within the next generation.

Among the Blackfeet, for instance, over one hundred Elders remained just five years ago; now fewer than thirty survive. Their knowledge can be preserved only by swift, decisive action. Surviving Elders of all tribes need to be interviewed and their wisdom and memoirs recorded. This is essential for maintaining the "souls" of Native cultures, and for making their insights available to mainstream cultures.

NATIVE PERSPECTIVES ON ENVIRONMENTAL STEWARDSHIP

The following is a summary of attitudes expressed to Dr. Stringham by Native Americans regarding stewardship of their environment.

Resource Utilization

Native communities have a wealth of natural resources. These have been used over millennia to meet needs for food, shelter, spiritual wellbeing, education, and recreation. Now, they are also used to meet economic needs. Modern resource uses can enrich lives through higher income and better education.

Many Native communities could provide a superb quality of life for Members receiving adequate income. But few Members have this. On the Blackfeet Reservation, for example, natural resources include minerals, fossil fuels, fossils, trees, grass, other wild plants, rich soils, water, wind power, wildlife, scenery, solitude, spiritual retreats, and archeological sites. Yet, unemployment ranges as high as 50% during summer and 80% during winter. Tribal revenue from fossil fuel royalties and government programs has declined roughly 75% over the past few years. Where this Tribe once operated on a budget of nearly $12 million, it is now down to $4 million. New ways are needed to generate tribal revenue and personal income.

How can a Tribe's resources best be used to meet needs of the people, now and forever? How can exploitation and conservation be balanced to adapt to modern conditions while maintaining traditional values central to each Tribe's cultural identity and spiritual wellbeing? How can cultural wisdom be employed to guide stewardship of the Tribe's resources?

Traditional Stewardship

Prior to the coming of Columbus, the New World's Native population numbered 7-18 million north of Mexico, and 40-100 million farther south. For uncounted thousands of years, they lived in harmony with nature rather than ravaging it. One reason was their limited use of European- and Asian-type technologies -- which facilitate overexploitation of resources and produce pollutants not readily degraded by natural processes. A second reason is that Indians had a different hierarchy of values. Even in recent decades, many have been willing to limit exploitation of the landscape for economic benefits in order to maintain spiritual and ecological wellbeing. Although waste sometimes occurred even in ancient times, such as when herds of bison were driven over cliffs, these cases were the exception rather than the rule.

According to Indian Traditionalists: the Earth -- i.e., the environment with its animals, plants, other life, mountains, stones, rivers, and lakes -- is sacred. For everything is imbued with spirit, in some sense unknown to science. Even inanimate objects are perceived as alive, aware, intelligent. All have the same right to life as humans. Historically, when Indians killed animals and plants, or otherwise injured the Earth, they prayed to placate the spirits. Mistreating anything could cause serious backlash from its spirit against the offender. Conversely, treating Nature properly, respectfully, could allow a person to draw spiritual power from it -- for instance from the grizzly, eagle, and other animals, as well as from herbs and fossils. Elimination of such species from the region would deprive Natives of their spiritual power and risk retaliation by the spirits of those lost species.

Native cultures could also be hurt by less dramatic impacts on the environment. Ceremonies, rituals, and certain objects such as dance costumes, require bird feathers or mammal skins. Ceremonies need to be conducted under special conditions, sometimes in special locations. If these opportunities are lost, if these locations are desecrated, the people could lose more of their tribal identity and vitality.

Traditionally, Indians have sought to maintain productive capacity of the Earth. They took only what was needed and avoided waste. When they harvested from the Earth, they gave something back, sometimes in the form of prayer, sometimes tobacco, corn meal, or other materials. Long before Europeans, Indians knew the value of fertilizing farmland, for instance with fish. They knew that life exists in circles -- what scientists call life cycles and ecosystems. Each species depends on other species; the body and wastes of each are food for something else. People are privileged to feed on other life because we too eventually return to the foodchain. Extirpation of wildlife species breaks natural circles, which can ultimately harm people.

Indians respected nature and tried to blend with it rather than conquering it. According to Sun Bear, an Ojibwa: "Before we Native American people look at adding anything to our life, we pray over it. We ask 'How does this affect our life? How does it affect all the rest of creation upon the Earth? How does it affect our relationship to our Creator, and all the generations to come?' That's what we ask ourselves before we bring something new into our life path. We know that we are not here just for ourselves. We're responsible for everything on the planet, everything that we come into contact with." This responsibility is "stewardship".

Environmentalism and Nobel Green Savages

Traditional Native American attitudes towards the Earth -- the environment -- might be summed up in three points: (a) respect for all things; (b) care to avoid waste and to sustain resources; (c) choice of options with the best consequences for not only this generation, but all future ones.

Those attitudes coincide with modern principles of conservation and environmentalism. "Conservation" is avoiding wastage and fostering renewal of resources -- resources for people. "Environmentalism" goes beyond that in promoting preservation for the sake of not only people, but all life, for the Earth itself. Environmentalism even goes so far as trying to block degrading and "consumptive" resource uses.

Native Americans are sometimes described as the continent's first environmentalists. That image is a mixed blessing. Native Americans appreciate the compliment of implied respect for their traditional wisdom. But they need to be seen as themselves, not as the epitome of a mainstream image.

Past distortions have only hurt Indians. For hundreds of years, mainstream cultures saddled Indians with images of being savages, whether bloodthirsty or noble. Now, the nobility of Indians is seen through glasses that are colored green instead of red or rose.

Savagery and nobility, like beauty, are in the eye and mind of the beholder. Glasses of any color distort mainstream perception of Native Americans. It is true that Natives have stronger traditions of environmental stewardship than mainstream peoples. But any people's ideals far surpass their achievements. Its time to quit imposing preconceptions on Indians and view them as they are. The first step is to quietly watch, listen and learn -- to learn the truth about Native wisdom, and the truth about the challenges Natives face in the modern world. Their wellbeing requires that environmentalists look past their own ideologies to the social, economic, and ecological realities facing Natives -- challenges humanity can face together.

Self Determination and Cultural Vitality

For thousands of years, Native Americans have identified with nature. Since the coming of Columbus, there are more reasons than ever for this. Indians and wildlife have both been subjected to conquest and domination by Euro-Americans. For example, both Indians and grizzly bears flourished during pre-Columbian times, then were persecuted for five centuries. Both are now confined to small "reservations". Both grizzlies and Indian cultures are still in danger of extinction. Both need to be preserved and revitalized.

Even though hostilities between Indians and mainstream Americans have virtually ceased, Indians are still dominated through paternalism. For various reasons, Natives are dependent on "handouts" from the federal government. On the one hand, the federal payments are seen as minimal compensation for lands and other resources taken from Indians in the past (both distant and recent). On the other hand, payment in forms like welfare have undermined their self-initiative.

The help Natives need now from the mainstream is the kind that enables them to take back the reins of their own destiny. Especially over the next decade, the rise to self-determination by Natives will have to be supported by mainstream funding and technical expertise. But the time can come when Natives are as self-sufficient as any other Americans.

Like other peoples of the world, Natives have to utilize their human and natural resources. No one is better aware of the challenge to balance exploitation with conservation in ways that maintain permanent supplies. Otherwise, as Native resources dwindle, their peoples could again be reduced to dependence on welfare, mired in poverty and despair. Worse, Natives might be forced to sell their homelands and leave to find jobs. Unless a core of each tribe, well versed in traditions, remains on the homelands, the culture will die. Indians can remain truly Indian only so long as their natural resources last. Stewardship is not a luxury, but a cultural imperative. Do or die.

Tailoring Stewardship to Native Communities

If stewardship is to preserve not only Native resources, but Native cultures, stewardship needs to be tailored to each culture. Native stewards need to identify and try to provide the benefits of highest priority to their community. Natives seek many of the same benefits from natural resources as do mainstream cultures. However, some mainstream benefits are of little interest to Natives; and Traditionalists seek spiritual benefits of which the mainstream is ignorant.

Resource managers should also accommodate Native concepts about human responsibilities as stewards of the Earth -- concepts that acknowledge the connectedness of all things and which mandate choosing options with the best consequences for all generations. Fulfillment of these responsibilities should be based on Traditional wisdom as well as science.

Native Heritage and Destiny

From the dawn of history, Native Americans have balanced exploitation with conservation of their natural resources. Millions of Natives met their needs for thousands of years without ruining this land. Now, within a few centuries, Euro-

Americans have devastated much of this continent. Natives can't let that happen to their remaining land. Survival of their cultures depends on survival of their environments -- not just the mountains and prairie, not just the rivers and air, but all the animals and plants that sustain them materially and spiritually.

Natives need to preserve their cultural heritage while adapting it to the modern world. They need to expend some of their resources to meet needs for food, lodging, education, recreation, and spiritual wellbeing -- now and forever. And Natives must cope with growing demands for their resources by outsiders. Natives cannot let promises of immediate profits blind them to the potential for higher profits in coming years as world resource scarcity worsens; nor can they let the profits of selling resources to outsiders deprive resources to future generations of their tribe -- miring their descendants in a poverty so desperate that there could be no recovery, no survival for their culture.

How better to meet current and future needs than by adherence to traditional values: (a) respect for all things; (b) care to avoid waste and to sustain resources; (c) choice of options with the best consequences for all generations?

Native Americans have the potential for leadership in wise stewardship of natural resources -- of meeting today's needs while assuring the wellbeing of future generations.

Let us accept that challenge. Let us begin by making the Blackfeet Reservation a shining example for the world of wise natural resource stewardship, coupled with ecologically sound development, cultural vitality, and spiritual wellbeing.

Let us dream a mighty dream!

And live it to the fullest!!!

ORGANIZATION OF BINAES

BINAES would be an adjunct to Blackfeet Community College, under its President and Dean for Academic Affairs. It would also be guided by several boards: Directors, Advisors, and Patrons.

For our **Board of Directors**, we would invite a representative from each of several organizations including other tribal colleges, the Blackfeet Tribal Council, and Tribal departments.

We will also have several advisory boards. These would target academia, traditional Native cultures, resource stewards and users, and environmental protection.

The **Board of Academic Advisors** would extend our links to additional tribal colleges and to universities including the U. of Montana, Montana State, Lethbridge and Calgary; the Environmental Design program at Calgary is world renown. We may also seek advisors from more distant universities such as Harvard, Yale, U.C. Berkeley, U. of Florida. Some of these advisors would form the core of **BINAES'** think tank.

The **Board of Cultural Advisors** would include Elders from the Blackfeet and other Tribes knowledgeable in traditional uses of natural resources and in protection of the environment.

The **Board of Resource Stewards and Users** would include representatives of tribal, state, and federal agencies (BIA, EPA, etc), as well as representatives of industries such as logging, mining, and agriculture.

The **Board of Environmental Protection** would include representatives of conservation groups and other interested individuals.

Our **Board of Patrons** would be chosen to keep us abreast of relevant world events and to help us raise funds. These individuals might include internationally prominent conservationists, industrialists, and celebrities.

Some meetings of our various Boards would be conducted separately, to facilitate progress. But all of the Boards would be invited to joint meetings once per year.

SUPPORT REQUIRED

Facilities

Needed facilities include an auditorium, conference rooms, science labs, technology shops, classrooms, study hall (with desks, PC/terminals, etc.), child care facility, fitness center, lounge, courtyard, library, and museum of natural history specimens and cultural artifacts.

More than half of Indian college students are women, many with children. If they are to attend classes unaccompanied by their youngsters, many need childcare.

Blackfeet winters are long (October - April) and severe (temperatures sometimes dropping to 50 below, with winds occasionally producing chill factors over 100 below). There is little opportunity for outdoor winter sports, making a fitness center essential. The Tribe already has a center with a swimming pool and minimal exercise equipment; this could be expanded and additional equipment purchased to meet the needs of students. A lounge and a courtyard with abundant sunlight would also help greatly to relieve the stresses of winter.

Construction of the building and equipping it with basic facilities could cost at least $2 million. Annual costs would average about $300,000 for maintenance, equipment, supplies, vehicles, and travel; $750,000 for salaries of faculty and staff; 810,000 for stipends of tribal elders and students.

Wisdom of the Elders

Traditional wisdom of Native Americans is stored largely in the minds of tribal elders. Most are so elderly that they will die within the next five years. In order to preserve their unique knowledge, it will be necessary to provide an opportunity for them to pass on the information to students. We propose to provide stipends for at least 10 elders per year, probably changing this faculty of elders each year in order to preserve the knowledge of up to 50 of them. An annual stipend of $20,000 per year would be a compromise between what mainstream colleges pay for instructors without even a BSc, and what tribes would consider their knowledge worth -- far more than that of any PhD scientist. Elders are the world's leading experts in their fields.

Student Financial Aid

There are over 50 reservations in the United States large enough to need professional stewards. **BINAES** will seek to train at least two potential stewards from each tribe over the next 5 years -- estimating 50 students per year in full-time curricula

lasting 1-3 years. More can be trained later. After tribal needs for stewards are met, emphasis of our courses could be shifted to training Indians for mainstream jobs. Given that most such jobs would probably require a BSc degree, transferability of our courses would then become a prime consideration.

Native students have a particulaly great need of financial assistance. Many are destitute, yet have children and other family members to support. A minimum stipend would be $10,000/yr per student. It is not that Indian students deserve more aid than mainstream students, but that providing this aid is the only way we can provide tribes with well-trailed environmental stewards drawn from their own membership.

This stipend would be paid for work through an internship -- a sort of work-study program. The internship would include on-the-job training with a tribal, state, or federal environmental agency. Or the student might work for **BINAES** itself -- perhaps on a project like developing a computer model to simulate environmental impacts, for instance from oil wells or agriculture.

Applicants would be selected for internships on the basis of aptitude and tribal affiliation. Only qualified applicants would be accepted as interns. But no more than two students from any tribe would be awarded internships if qualified applicants from tribes with fewer interns sought the positions. For example, if a tribe already had two interns in or graduated from our program, and qualified applicants from other tribes wanted internships, these latter students would receive preference. Courses would also be open to students who do not qualify as interns, irrespective of their home reservation. Funding to help support them would be sought separately from this proposal.

BINAES would work with the BCC CoopEd program to place students in part-time jobs with federal and state natural resources agencies, visiting researchers, and **BINAES** itself. Some of these jobs could lead directly to fulltime employment after graduation with a degree from **BINAES** or a transfer college.

REQUEST TO CONGRESS FOR STARTUP FUNDS

As detailed on the budget sheet (p.38), costs for our first two years are estimated to total $5.5 million -- most for construction of a building and installation of equipment and other facilities. We request that this full sum be provided by Congress, in addition hopefully to $2 million per year for years 3-5. Meanwhile, we will seek to meet our remaining needs from other sources.

OTHER SOURCES OF SUPPORT FOR CONTINUING OPERATION

Tribally-Controlled Community College Act Funds

The budget submitted here includes minimal costs for administration, since these would be borne by Blackfeet Community College (BCC) -- to which **BINAES** would be an adjunct. Tribal colleges get a federal allocation for each Indian student -- now about $3500/yr per FTE. This is sufficient to cover all administrative costs, student services and other "overhead". Negotiations are underway to contract with BCC to handle student registration, counseling, etc. It is there that **BINAES** students could take general education courses. **BINAES** would just provide faculty, equipment and facilities for courses in environmental stewardship. BCC would gain the FTE for both its courses and ours. If **BINAES** enrolled 50 FTE students, this would yield about $175,000/yr in "match" to **BINAES'** grants and appropriations.

638 Contracts

BIA and other federal agencies are subject to "638" regulations which allow tribal organizations to take over some federal functions through contracts. **BINAES** might seek 638 funds for a variety of projects.

Tuition and Fees

BINAES might obtain a modest income by charging tuition and fees to non-Native students in our courses, especially eco-tourists enrolling for summer courses or to participate in field research. Like **Earthwatch**, **BINAES** could charge such research assistants high enough fees to help support both the research and the school. Our region's abundant wildlife, fossils, and archeological sites provide almost unlimited opportunities.

Specific Environmental Education Grants

Approaches are being made to EPA, DOE, USFS, USFWS, NSF, and other federal agencies that have received funds under the 1990 National Environmental Education Act. Once this seed money is in hand, we will approach private foundations for matching funds.

Other sources of grants might include funds for teacher training and research, as well as private donations. Examples might include private industry funds for education and research to: (a) Train people for corporate jobs; and (b) assess potential impacts by the corporations on our regional environment. When corporations propose development on Blackfeet lands, and impact assessments need to be done, **BINAES** would seek to be one of the assessment contractors. NSF grants might be obtained for basic research on animal behavior and ecology.

BINAES could serve as an interpretive center for stewardship by the tribe, BIA, USFWS, EPA, NPS and USFS. Agencies requesting this service could be billed.

BINAES' videos and computer games might be presented on coin-operated machines (e.g., 25 cents per quarter-hour).

Those and other educational materials developed might be sold on a non-profit basis. **BINAES** could charge fees for use of its facilities by visiting researchers.

OPERATING BUDGET FOR INAES
(Assuming construction of a building)

CATEGORY	YEAR 1	2	3	4	5	TOTAL
SALARIES						
10 Faculty (most BSc/MSc)	$400.000.00	$430.000.00	$462.250.00	$496.918.75	$534.187.56	$2.323.356.41
Administrator	$40.000.00	$43.000.00	$46.225.00	$49.691.88	$53.418.77	$232.335.64
Accountant (1/2 time)	$15.000.00	$16.125.00	$17.334.38	$18.634.45	$20.032.04	$87.125.87
Secretary	$15.000.00	$16.125.00	$17.334.38	$18.634.45	$20.032.04	$87.125.87
Maintenance person	$15.000.00	$16.125.00	$17.334.38	$18.634.45	$20.032.04	$87.125.87
Subtotal	$485.000.00	$521.375.00	$560.478.13	$602.513.98	$647.702.53	$2.817.069.64
Fringe (25%)	$121.250.00	$130.343.75	$140.119.53	$150.628.50	$161.925.63	$704.267.41
TOTAL	$606.250.00	$651.718.75	$700.597.66	$753.142.48	$809.628.17	$3.521.337.05
OVERHEAD (10% salaries)	$48.500.00	$52.137.50	$56.047.81	$60.251.40	$64.770.25	$281.706.96
STIPENDS						
Tribal Elders (10)	$200.000.00	$215.000.00	$231.125.00	$248.459.38	$267.093.83	$1.161.678.20
Student interns (50)	$500.000.00	$537.500.00	$577.812.50	$621.148.44	$667.734.57	$2.904.195.51
	$700.000.00	$752.500.00	$808.937.50	$869.607.81	$934.828.40	$4.065.873.71
SUPPLIES	$20.000.00	$21.000.00	$22.050.00	$23.152.50	$24.310.13	$110.512.63
EQUIPMENT						
Computers (50)	$50.000.00	$20.000.00	$20.000.00	$10.000.00	$0.00	$100.000.00
Video						
Video editing system	$20.000.00	$5.000.00	$5.000.00	$5.000.00	$5.000.00	$40.000.00
Camcorders (10)	$8.000.00	$8.000.00	$2.000.00	$2,000.00	$0.00	$20.000.00
VCRs (10)	$2.000.00	$2.000.00	$1.000.00	$0.00	$0.00	$5.000.00
TOTAL	$30.000.00	$15.000.00	$8.000.00	$7.000.00	$5.000.00	$65.000.00
Lab (Bio, Chem., etc.)	$100.000.00	$20.000.00	$15.000.00	$14.000.00	$10.000.00	$159.000.00
Field: Binocs, etc.	$50.000.00	$2.000.00	$2.000.00	$2.000.00	$2.000.00	$58.000.00
Vehicles (lease & maintain)						
Vans (7)	$42.000.00	$42.000.00	$42.000.00	$42.000.00	$42.000.00	$210.000.00
3/4 ton pickup (1)	$6.000.00	$6.000.00	$6.000.00	$6.000.00	$6.000.00	$30.000.00
	$48.000.00	$48.000.00	$48.000.00	$48,000.00	$48.000.00	$240.000.00
TRAVEL						
Teaching	$38.000.00	$41.800.00	$45,980.00	$50.578.00	$55.635.80	$231,993.80
Business & Professional	$20.000.00	$20.000.00	$20.000.00	$20.000.00	$20.000.00	$100.000.00
	$58.000.00	$61.800.00	$65.980.00	$70,578.00	$75,635.80	$331,993.80
BUILDING:						
Construction	$1.500.000.00	$500,000.00	$0.00	$0.00	$0.00	$2.000.000.00
utilities, & upkeep	$100.000.00	$110.000.00	$121.000.00	$133,100.00	$146.410.00	$610.510.00
	$1,600,000.00	$610.000.00	$121.000.00	$133,100.00	$146,410.00	$2.610.510.00
FURNITURE	$20.000.00	$5.000.00	$3.000.00	$2.000.00	$2.000.00	$32.000.00
GRAND TOTAL	$3.272.750.00	$2,197,356.25	$1.804,632.97	$1,922,254.19	$2,046.946.94	$11,243,940.35
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Proposal for

ECOLOGICAL SURVEY AND STEWARDSHIP OF THE BLACKFEET INDIAN RESERVATION

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1 April 1993

INTRODUCTION

Project Summary

The tasks described in this proposal would provide an ecological survey of the Blackfeet Indian Reservation. Its purpose is to identify the ecological resources present (e.g., rare and keystone species), the status (e.g., "health") of species and ecosystems, and their vulnerabilities to impact.

The Reservation lies along the Canadian border, on the eastern boundary of Glacier National Park, where the Rocky Mountains meet the Great Plains. The land supports a high biodiversity of species and ecosystems. Especially noteworthy are montane, glacial pothole, riparian, and prairie grassland eco-communities. Large carnivores include grizzly bear, gray wolf, coyote, cougar, lynx, wolverine, fisher, and otter. Large herbivores include big horn sheep, mountain goat, moose, elk, bison, mule and white-tailed deer, and pronghorn antelope. Perhaps even more impressive is the diversity of waterfowl and wetland plant communities.

The survey would identify and characterize each major kind of ecosystem. Species of flora, fauna, and other biota would be identified and their relative abundances estimated in terms of averages and variations over space and time. Variations would be analyzed in terms of environmental gradients such as alkalinity, soil moisture, or degrees of impact from human activity. Some ecosystems are virtually pristine, with what are probably full complements of post-Pleistocene biota. At the other end of the spectrum are ecosystems which have suffered moderate to high impact from causes such as farming.

The information would serve pragmatic and scientific purposes. It would provide baseline data by which to assess the degree to which various parts of the Reservation have already been impacted, and to predict kinds and degrees of impact from future activities such as development of fossil fuel reserves. This information will help us to remediate damaged ecosystems and to minimize further ecological degradation while going ahead with necessary economic development. The survey would also provide a new level of insight into the basic ecological structures and processes of these little-known ecosystems.

Vision

Yellowstone National Park has become a world center for ecological research. By contrast, research has only begun in Glacier National Park and its environs, including the East Front of the Rockies, where the Blackfeet Reservation is located, and where impacts of humanity have been particularly light. It is an ideal location for a world class center for environmental research, education, and stewardship of ecological resources.

That is exactly the kind of center we would like to establish -- called the **Blackfeet Institute for Native American Environmental Stewardship** (BINAES). It would be the first institution of its kind for an Indian Nation, and probably one of the first worldwide for any indigenous people. A detailed proposal for BINAES was included in the packet with this proposal.

BINAES will be an adjunct to Blackfeet Community College, and tied through cooperative arrangements to at least one mainstream university. Negotiations are underway with the University of Montana (which is building a field station just south of the Reservation) and Montana State University. We are also interested in ties with the University of Calgary and Lethbridge University in Canada. All four universities serve students from the Blackfeet Confederacy. Preservation of Native American cultures and ecosystems requires recognition of their inherent unity across international borders.

It is not enough to study ecosystems and develop theories about them. Theories must be tested experimentally and applications developed for pragmatic stewardship of the earth. The Blackfeet Reservation provides an unusually good opportunity for tying basic research to practical applications -- a better opportunity that can be offered by most other nations or states. This 1.5 million acre region is a relatively independent political entity, in some respects retaining its sovereignty as a nation, and in other respects being like a state. Its small, flexible bureaucracy can work closely with scholars.

Research will be done by BINAES faculty, the Blackfeet **Environmental Office**, **Fish & Game Department**, other Tribal staff, and visiting scholars from universities around America.

It is our hope that visiting scholars will serve as advisors to the Blackfeet Tribe and as mentors for our students. As students serve as field assistants to researchers, they will develop exciting new insights into their homeland and into science, insights which can inspire them and carry them into professional careers. The scientists with whom they work here could become their professors at nearby universities and at international greats such as Berkeley, Harvard, and Chicago.

Science will be one focus of BINAES; the second will be traditional wisdom of Native Americans and other indigenous peoples -- wisdom about the habits of wild animals, wisdom about medicinal herbs, wisdom about living in harmony with nature. BINAES' mission is to collect the wisdom of indigneous peoples, integrate it with mainstream knowledge, and then to disseminate this body of knowledge worldwide to help humanity achieve balance with our environment. We envision Native Americans as environmental ambassadors to peoples of all lands.

In nature, ecological balance results from endless recycling. Wastes never accumulate; resources are never depleted; for the wastes of each species become resources for other species. In these regards, human economic systems should at least mimic ecosystems, and ultimately integrate with ecosystems. Integration is a process which can be facilitated by Native American wisdom.

Creation of BINAES and conducting ecological research and stewardship are part of our larger vision to establish much of the Reservation as the **Blackfeet International Demonstration Area for Ecologically Compatible Lifestyles."**

It is our belief that **what is good for our environment is ultimately good for our economy** -- a belief which echos the thinking of President Clinton and Vice President Gore.

With an unemployment rate that tops 80% during winter, the Tribe cannot permanently avoid development of its rich natural resources -- oil, natural gas, coal, wind power, water, etc. But thus far we have delayed most development in hopes of finding ecologically sound ways of proceeding -- for instance with extraction of energy resources.

To meet our twin goals of ecologically sound development, of **making good conservation good business**, we need help. We challenge our fellow Americans who are masters of mainstream technology to help us achieve this magnificant vision.

* * *

Location

The Blackfeet Reservation lies on the East Front of the Rocky Mountains of Montana (Fig. 1). It is bordered to the north by Canada, and to the west by Glacier National Park and the Lewis & Clark National Forest. Cut by the Continental Divide, those federal lands are highly mountainous, whereas the Reservation contains mostly foothills and plains.

Land and Water Resources

The Reservation is dotted by thousands of prairie potholes left by retreat of Wisconsonian glaciers, and by innumerable other wetlands (Table 1, Fig. 2 shows the larger potholes and lakes). There are also thousands of miles of stream (Fig. 3). These water bodies have over 11,000 linear miles of riparian habitat. Aside from tribes bordering an ocean or Great Lake, Blackfeet have the greatest number of stream miles and lake acreage of any tribe in the contiguous United States, as well as some of the most pristine and diverse glacial pothole wetlands.

Blackfeet prairie potholes have been surveyed by **The Nature Conservancy**. Botanist Peter Lesica prepared a wetland preserve design for a 7200 acre area of the Reservation southeast of Glacier National Park. He wrote:

I observed that large, continuous examples of pothole prairie are rare in the state and becoming rarer (Lesica 1987). Some of the best remaining examples of this ecosystem in western Montana, and perhaps in the United States, are on the Blackfeet Indian Reservation in Glacier and Pondera counties (Lesica 1987, 1989).

The large areas of relatively pristine pothole and grassland ecosystems have high bio-diversity, including endangered plants.

Table 1. **Lands and Waters of the Blackfeet Reservation**

	Number	Shoreline Area(acres)	Miles
Total land area		1,500,000	
Wetlands & lakes			
Perennial	1,797	16,445	
Intermittent	2,620	2,804	
Reservoirs			
Perennial	239	353	
Intermittent	63	68	
	4,719	19,669	940
Streams			
Perennial	1,732		2,348
Intermittent	6,671		8,002
	8,403		10,350
Grand Total			11,290

Reservation wetlands are used by numerous kinds of raptors and waterfowl. Breeding species include mallard, northern shoveller, gadwall, pintail, blue-winged teal, American widgeon, goldeneye, bufflehead, woodduck, mergansers, canvasback, ring-necked duck, scaup, coot, Canada goose, and pelican. Among the migratory species are all the breeding species plus snow goose, tundra and trumpeter swans. Shorebirds include the avocet and piping plover. Lakes and ponds yield a diversity of fish, including worldclass trophy trout. Especially where streams and rivers meander, they provide extensive, high quality riparian habitat.

Grasslands of the northern East Front are often referred to as "America's Serengeti". Vegetation is mostly natural species; the grasses have high nutrient content. They once supported enormous numbers of bison, elk, and other hoof stock. The Tribe is considering options for reducing livestock use of these lands so that bison and elk populations can flourish. Elk would be harvested for meat by Tribal members; some elk and bison might also be harvested commercially for the game ranching or meat markets. Attempts will be made to manage these ungulates so as to maintain the natural ecosystems in which they live.

Existing Programs in Environmental Stewardship

For millennia, the Tribe has practiced its own forms of environmental stewardship. Several years ago it adopted certain mainstream styles. The **Fish & Game Department** established hunting regulations which it enforces with a team of Tribal wardens. Research and management of big game and large carnivores has been led by biologist Dan Carney (MSc Wildlife Biology). The Tribe recently formed an **Environmental Office.** Manager Stewart Miller has extensive experience at the interface between economic development and environmental protection. He has been a bank president and served several years as Director of the Planning Department, as well as a leader in fighting forest fires and Fire Chief for the town of Browning -- a position which provided training in dealing with hazardous materials. Ecologist Dr. Stephen Stringham (PhD Ecology) is best known for his research of bears and big game, but also has a strong grounding in ecosystem ecology. Whereas Carney's emphasis is hands-on application, Stringham's emphasis is theory and strategy. Together, Carney, Miller, and Stringham provide a highly capable team to lead environmental stewardship on the Blackfeet Reservation.

The Environmental Office is currently working under a number of EPA grants for Air Quality, Radon, Clean Water (106), and Clean Lakes (314). We have also been awarded new grants for wetland protection [104(b)(3)] and multi-media environmental protection.

To show how the proposed ecological survey would fit into our comprehensive strategy of environmental stewardship, we have included the following statements of Purposes, Goals, and Objectives. That information is intended to give the reader a sense of what the Blackfeet Tribe wishes to accomplish over the long term. These purposes and goals will be achieved through carefully planned, organized and implemented short term objectives, organized into phased multi-media activities.

Comprehensive Stewardship Strategy

Ultimate Purposes of Environmental Stewardship

1) **Health and Welfare:** Protect the health and welfare of the populace. Their welfare encompasses their economics, cultural heritage, religion and other facets of their standard and quality of living.

2) **Natural Resources:** Protect the natural and ecological resources (e.g., fish and game, graze, timber, berries and medicinal herbs) upon which the populace depends for benefits: economic, recreational, cultural/religious, etc. Assure that resources are protected so they can provide permanent benefits.

3) **Ecological Resources:** Protect (a) the integrity and viability of Reservation ecosystems at all scales of size and complexity; (b) species of special concern; (c) water, air, and land quality.

Goals of the Blackfeet Program

1) **Environmental Office (EO):** The Tribe has established an **EO.** It is developing the legal, administrative, and technical infrastructure and expertise necessary to prevent, detect, assess, abate, control, mitigate and remediate pollution and other sources of environmental impact. The **EO** is the Tribe's Blead agency for environmental stewardship activities.

2) **TAS, Primacy and Cooperation:** Attain Treatment as a State for primacy considerations in all aspects of environmental stewardship. Work towards a level of cooperation with federal agencies that will insure mutual respect and support.

3) **Planning:** Develop short- and long-range plans for stewardship of the Reservation environment. Identify needs for personnel, training, facilities, funding and other support. Propose mechanisms by which the **EO** would integrate with other offices of Tribal government, including specification of responsibilities and mechanisms of communication -- e.g., which offices would need to sign-off on permits for a stream diversion, irrigation and industrial projects or a housing development? Integrate planning for environmental protection with planning for economic development and other activities which could affect environmental quality -- for instance where, when, and how to develop tourist resorts or energy resources (e.g., oil, gas, coal, and wind). Organize stewardship plans in terms of both political and ecological landscape units (e.g., watersheds and ecosystems).

4) **Governmental Decisions:** Make environmental stewardship an everyday part of the Tribe's decisions on economic development and other human activities on the Reservation.

EPA envisions Tribes developing systematic, objective foundations of data, analysis, and judgement as the basis for making management decisions which have environmental impacts. Such a logical approach is no more common on Reservations than it is in Washington D.C. It will never supersede political considerations. But it can supplement them.

The Tribe's governing body is a 9-member Tribal Council. Elections are held biennially, and the entire Council is sometimes deposed. Each new Council person faces a several-month period of learning how to govern the vast multitude of human activities on the Reservation. With an unemployment rate that tops 80% during some winters, the Council's first priorities are usually health and economic development -- the same priorities voiced by the new White House Administration. Individual desires to maintain high environmental standards are all too easily subordinated to immediate economic needs by over 7,500 Tribal members and roughly 1,500 non-Tribal residents of the Reservation. Even Council decisions which have major environmental consequences are seldom reached through systematic, objective analysis of short and long term costs vs. benefits to the people or ecosystems. One of the most important products of our **Environmental Office** activities should be to markedly increase the role of systematic, objective analysis for and by the Council.

5) **Information Needs:** Determine information needed to identify and predict environmental health problems and other impacts, and to analyze the hazards/impacts. Establish a central repository for this information in electronic and hardcopy media. Develop mechanisms for making this information readily assessable to authorized personnel and the public.

6) **Comparative Assessment of Risks and Impacts:** Conduct assessments of current conditions on the Reservation, including both baseline and impact-related data. Use those results to guide allocation of Tribal resources for environmental stewardship. Evaluate existing and proposed sources of impact to roughly predict the kinds and severity of impacts likely to result. Use this information to determine which impacts should be allowed, to set constraints under which they are allowed, and to guide mitigation, remediation, and other preventative, restorative, or compensatory activities.

7) **Compliance:** Promote compliance with environmental protection laws and regulations established by the federal government and the Blackfeet Tribe for the Blackfeet Reservation.

Objectives

1) **Intra- and Inter-governmental Cooperation:** Integrate Tribal-federal-state-county governmental activities contributing to environmental protection or degradation on or near the Blackfeet Reservation. Develop excellent communications between offices and agencies on each level of government. Assure timely sharing of appropriate information. Develop a common "language" for describing each facet of environmental impact prevention, detection, assessment, abatement, and control.

2) **Public Involvement and Education:** Through public meetings and other media, assess public desires for use and quality of their environment. Through TV broadcasts, classroom courses, etc., educate the public about the causes and consequences of environmental degradation.

3) **Impact Analysis -- Information Needs.**

a) **Sources:** Identify and characterize sources of pollution, especially chemical and microbial contamination (e.g., leaks from underground chemical storage tanks or from septic systems). Gather existing data from Tribal, BIA, IHS and other sources. Characterize sources in terms of kinds and origin of pollution (e.g., gasoline from a wrecked tank truck).

b) **Targets (Victims):** Assess facets of the environment (e.g., drinking water) or of human society (e.g., an elementary school) likely to be impacted by the pollution. Each facet can be referred to as a "target" of pollution, even if the impact is unintentional.

c) **Transport:** Assess mechanisms by which contaminants are spread; characterize mechanisms by medium (e.g., wind or running water or bodily contact), extent, direction, rate.

d) **Exposure:** Assess probable magnitude of exposure for each class of potential target (e.g., children vs. adults). Characterize exposure in terms of pollutant type (e.g., gasoline), dosage, timing (duration, frequency, and time of day or season), and incidence (proportion of the target population exposed at each level of dosage and timing).

e) **Vulnerability:** Assess vulnerability of each target to the pollutant. How does vulnerability of the Reservation population differ from that of other American populations? How are those differences related to factors such as genetics, diet, physical exercise, health, age, sex, and weather? Questions to be answered might include the following:

* Do infants, the elderly, and the unhealthy have a much lower tolerance than adults in their prime? Are larvae of invertebrates, amphibians, and fish more vulnerable than the adult animals?

* Are people with liver damage, due for instance to hepatitis or alcohol, more vulnerable to pollutants than people with a healthy liver? (The liver is the body's primary organ for detoxification.)

* Do people with kidney damage, due for instance to drinking very hard water or eating large amounts of meat, have impaired ability to excrete pollutants, and thus suffer more damage from the pollutants?

Vulnerability would be measured by dose-response relationships; criterion responses would include illness or death.

f) **Comparative Risk Assessment (CRA):** Based on both objective data and professional judgement, compare and rank the risks. On this basis, identify which factors are causing the most risk.

g) **Comparative Impact Assessment (CIA):** Assess each target's value and how that value would be degraded by the impact. Do not limit assessment to economic value, but also address values such as recreation, culture/religion, aesthetics, etc. Consider two examples:

* **Economic:** Ingestion of water contaminated by gasoline might kill cattle or at least make then unsafe for human consumption. The consequence of this would be greatest in communities where cattle are an economic pillar.

* **Non-economic:** Degradation of waters down to class C designation would be considered a greater impact if the waters began as pristine than if they began as lower class B. That is, magnitude of impact would be measured in part by the value of initial conditions, locally and nationally, and by amount of value lost by degradation.

4) **Resource Allocation:** On the basis of **CRA** and **CIA**, set priorities for allocating program resources for stewardship.

5) **Stewardship: Pollution Prediction, Prevention, Detection, Assessment, Abatement, Control, Mitigation and Remediation:** Develop mechanisms to prevent or at least minimize adverse impacts, and then to restore the targets and perhaps sources to their original or better condition (health, welfare, etc.). Mechanisms would include establishment of environmental quality standards, monitoring environmental conditions, and computer

modelling of environmental events, including impacts and ecosystem processes

6) **Laws and Regulations**
   a) **Established:** Identify and understand:
      * Federal environmental laws (e.g., Clean Water Act [**CWA**], Clean Air Act [**CAA**], Endangered Species Act [**ESA**], and National Environmental Policy Act [**NEPA**]) by which states and tribes should abide.
      * Existing environmental stewardship laws and policies of the Blackfeet Tribe.
      * Laws and policies of other tribes and states which the Blackfeet might want to emulate or avoid in developing new laws and policies.

   b) **New:** Develop a full spectrum of Tribal environmental laws, regulations, guidelines (e.g., Best Management Practices [**BMPs**]) and other mechanisms needed to protect the Reservation environment. Develop mechanisms to assure stewardship of all water, air, and lands within Reservation boundaries.

Ecosystem Stewardship

Understandably, our stewardship program as a whole is focused on protecting people and the benefits they derive from our environment. To protect those benefits, one must protect their source; and the sources of benefits, including ecosystems, deserve protection in their own right.

Existing and anticipated grants allow us to start assessing condition of our water and air, and to deal with specific sources of pollution. But they do not provide funding for direct assessment and stewardship of ecosystems. To protect ecosystems on and near the Blackfeet Reservation, that gap must be filled.

We are taking two approaches to stewardship of wildlife (flora and fauna species and ecosystems). This **Ecological Survey** program is driven by a need for baseline data which can be used for predicting, detecting, assessing, and coping with environmental impacts; the information would also contribute substantially to basic science.

The second approach -- **Stewardship of Wildlife, Habitat, and Ecosystems of the Blackfeet Indian Reservation** -- touches on ecosystems but focuses on conventional management of wildlife and wild lands, especially problem solving. It emphasizes species and issues of immediate interest to the Blackfeet, such as availability of elk to harvest and depredation on livestock by coyotes. It also addresses species of concern under the Endangered Species act such as the grizzly, wolf, peregrine

falcon, trumpeter swan, piping plover, and various plants. Through protection of habitat for species of interest, it will protect many other species and ecosystems.

These two approaches can be thought of either as two sides of a single coin, working towards the same ultimate goals from opposite starting points, or as the warp and woof of a tapestry of holistic environmental stewardship.

Proposed research and stewardship activities have been divided into two phases. The first would begin in June 1994 and last two years. The second would begin as the first ends.

Objectives of Phase 1 (1 June 1994 - 31 May 1996)

1) **Methodology & QA/QC:** Develop a methodology for identifying major ecosystems and assessing their bio/geo/physical qualities. Test use of aerial photos and satellite images to make a preliminary identification of major ecosystem types. Do coarse grained field sampling to test the reliability of selected methods, including ground-truthing of information from remote sensing. Write a QA/QC (quality assurance, quality control) plan.

2) **Coarse-Grained Ecosystem Assessment:** Conduct a coarse-grained assessment of ecosystems by stratified random sampling to determine species composition (kinds, abundances, status, etc.) and to document major environmental features (e.g., soil chemistry) that might account for variation in ecosystem types.

3) **Fine-Grained Ecosystem Assessment:** Based on the findings from Objective 2, select areas for fine-grained assessment to obtain much more detailed information on relative abundances of species; structure and functioning of various eco-communities; and status of those eco-communities. Make a preliminary evaluation of vulnerability to human impact.

Objectives of Phase 2 (1 April 1995 - ...)

4) **Standards:** Identify environmental quality standards needed to protect the Reservation's ecological resources. Use biological and physical/chemical data to identify indicators of environmental quality (soil, air, water, biotic, etc.).

5) **Monitoring:** Develop a plan for monitoring the Reservation to track or preferably anticipate changing conditions that might adversely impact environmental quality so that appropriate protections can be implemented.

6) **Risk assessment plan.**

7) **Risk Response Plan**

8) **Proactive Protection Plan:** education etc.

9) **Final Report: Comprehensive Stewardship Strategy**

Tasks and milestones for each project are detailed later. Implementing the Blackfeet **Comprehensive Strategy** for stewardship of the Reservation would markedly increase the ease, efficiency and effectiveness with which the Tribe coordinates and cooperates with local conservation districts, the State of Montana, and the Federal government for stewardship of ecosystems throughout the Reservation. This will streamline and speed permitting processes -- benefiting both the regulatory departments and applicants. Clear, well-publicized guidelines (e.g., BMPs and instructions for obtaining permits) will help people design resource use plans likely to receive permits, rather than wasting investment on those with little chance of acceptance.

The completed strategy would provide a model for integrated, holistic stewardship of other lands the Blackfeet Confederacy and on reservations of other Tribes. Indeed, to the extent that this Reservation exemplifies others areas of the Rocky Mountain East Front, our project could serve as a model for environmental stewardship by Montana and certain other states or Canadian provinces with land on the eastern side of the Rockies.

If this grant is received by 1 June 1994, completion of Phase 1 of the project is anticipated for 31 May 1996. With an unemployment rate that sometimes tops 80%, the Tribe can bear little of the cost for this program. However, the ecological resources to be protected should be of great value to all Americans, as should be achievement of our broader goal to create the **Blackfeet International Demonstration Area for Ecologically Sound Lifestyles.** We are requesting $1.4 million from the federal government for Phase 1 of the ecological survey. As outside researchers are attracted to work here, we expect much of the cost of following phases to be borne by them. We are also seeking assistance from private foundations and from industries interested in developing our natural resources.

PHASE 1 PROJECTS: Oct. 1994-Sept. 1996

PROJECT 1: METHODOLOGY FOR ECOSYSTEM ASSESSMENT AND QA/QC PLAN

Develop a methodology for identifying major ecosystems and assessing their bio/geo/chemical qualities.

Assessments have already been made of some ecosystems on the Eastern Front of the northern Rockies. For example, **The Nature Conservancy** has conducted preliminary reconnaissance of wetlands on part of the Reservation. But data are too sketchy to support integrated environmental stewardship of the Reservation. More data are required to meet needs of the Blackfeet people and for stewardship of this land.

Tasks:

1. Compile literature on ecosystems typical of this region.

2. Identify classification and assessment methods appropriate to this region and compatible with State and federal programs (e.g., **E-Map**). Coordinate with wetland programs of **The Nature Conservancy**, the **Montana Natural Heritage Program** and the **Montana Riparian Association.**

3. Analyze the literature (e.g., from the Montana Natural Heritage Program) to determine gaps in knowledge about ecosystems on the Reservation.

4. Identify compatible methodologies for filling those gaps through classifying and assessing ecosystems on the Reservation. Where alternative methodologies exist, field-test selected ones to determine which is most appropriate and reliable. Where possible, utilize methods which are inexpensive and quick, as well as reliable. For example, consider preliminary classification of ecosystem types from aerial photos and perhaps satellite scanning data.

5. Ground truthing: Do a preliminary classification of sample areas. Then visit those areas to assess reliability of classification. As necessary, revise the methodology until it is reliable.

6. Prepare a final methodology and incorporate this into a QA/QC document meeting EPA standards.

Milestones:

1. Literature review on ecosystems of the East Front of the Northern Rockies, and other comparable sub-ecosystems (e.g., potholes).

2. Reports identifying (a) alternative systems for classifying local ecosystems; (b) which are compatible with state and federal programs, as well as programs by **TNC** and **MNHP**; and (c) which system will be used here.

3. QA/QC plan for ecological sampling and assessment of water quality through chemical and biotic indicators.

4. An ecosystem classification plan applicable to the Reservation and probably to comparable biomes elsewhere along the Rocky Mountain Front.

5. A report identifying needs for new information and a plan for collecting it.

PROJECT 2: COARSE-GRAINED ECOSYSTEM ASSESSMENT

Conduct a coarse-grained assessment of ecosystems by stratified random sampling to determine species composition (kinds, abundances, status, etc.) and to document environmental features (e.g., water chemistry) which might account for spatial variation in ecosystem types.

Tasks:

1. Compile aerial photographs, satellite images, and maps of the Watershed.

2. From those materials, aerial fly-overs, and ground visits, determine the locations of significant ecosystems (e.g., lakes, streams, wetlands, and upland plant communities) in the Watershed.

3. From that information, classify each ecosystem by coarse-grain criteria.

4. Using those categories as statistical "strata", randomly select examples of each category for intensive sampling of biota, geology, and chemistry (e.g., of soil and water).

   Classification of wetlands will be funded from a grant already in hand from EPA. That will be the first step in our ecosystem survey, which funding from this grant would allow us to complete.

   Determine which species are present and estimate their relative abundances. On this basis, make a fine-grain classification of wetland ecosystem types.

5. Prepare maps and reports identifying and describing major wetland ecosystems throughout the Reservation.

Milestones:

1. A file of aerial photographs, satellite images, and maps of the Reservation.

2. Coarse-grained maps of significant ecosystems of all kinds.

3. Narrative and quantitative descriptions of each kind of ecosystem.

PROJECT 3: FINE-GRAINED ECOSYSTEM ASSESSMENT

Based on the findings from Project 2, select areas for fine-grained assessment to obtain much more detailed information on relative abundances of species, structure and functioning of various eco-communities, status of those eco-communities, and their vulnerability to impact by human activities.

Tasks:

1. Assess patterns in geographic variation in ecosystem types to determine causal factors such as moisture gradients, soil types, temperature extremes, and human impacts.

2. Investigate ecosystem processes such as flows of energy and nutrients.

3. Identify major vulnerabilities of these ecosystems to human impact.

Milestones:

1. Publishable reports on each of the above subjects.

2. Management reports on existing impacts and vulnerabilities to new impact.

ADMINISTRATION

These tasks will enable the Tribe to carry out overall requirements of Phase 1 projects. The program will be administered through the Blackfeet Environmental Office in cooperation with other offices of the Tribal government and with BINAES.

Tasks:

1. Manage the Ecosystem Survey and Stewardship program, in coordination with other activities of the Environmental Office.
2. Supervise the secretary
3. Coordinate activities by technical personnel -- employees, contractors, and visiting researchers -- the latter will probably be sponsored by BINAES.
4. Coordinate with administrators of other Tribal departments and BINAES which are members of the Blackfeet environmental stewardship Task Force.
5. Coordinate with non-Tribal government agencies, private organizations and individuals, most of whom will be invited as members of the Blackfeet environmental stewardship Advisory Board.
6. Develop and monitor budget; balance monthly. Assure grant compliance.
7. Take lead responsibility for writing new grant proposals and for other activities necessary to obtain funds for continuation and expansion of integrated, holistic multi-media stewardship of the Reservation.
8. Coordinate hiring of new personnel.
9. Coordinate preparation of reports for communication: (a) among members of the Blackfeet environmental stewardship Task Force members and respective Tribal offices; (b) between the Task Force, the Advisory Board and other organizations and individuals. This includes reports to be presented at a professional meeting or for publication in a journal.
10. Provide opportunities and funding for technical personnel to attend or arrange professional meetings to obtain new information, or to report results of this program.
11. Once per month, review progress on each Task. Determine which Tasks have been completed, including production of a Final Task Report. Determine progress on each uncompleted Task and compare progress to the Task timeline. If the Task is behind schedule, work with the Task participants to find ways of accelerating progress and/or revise the timeline. If progress has been impaired by unforseen circumstances (e.g., inadequate cash flow, unavailability of needed materials, etc.) take measures to correct the problem. If progress on certain Tasks will continue to be delayed, reassign personnel efforts to other Tasks to accelerate their completion.

Milestones:

1. Reports: Monthly management reports listing findings of monthly Task and budget reviews; quarterly reports; year-end report; final report.

2. Submission of new proposals to obtain additional funding.

PHASE 2 PROJECTS: June 1996 - ...

PROJECT 4: STANDARDS

Identify environmental quality standards needed to protect the Reservation's ecological resources. Use assessment data to identify biological, physical, and chemical indicators of environmental quality (soil, air, water, etc.).

Once the major ecosystems have been identified in Projects 2-3, we need to assess air, water, and land conditions necessary to protect them. For example, some of our wetlands are highly alkaline. Salts enter wetlands as water drains into them. Few pothole wetlands have outflows. So evaporation concentrates the salts, leaving shorelines looking as though dusted with snow. We need to determine the effects of agricultural irrigation and other land use practices on alkalinity and other chemical properties of wetlands. We also need to determine correlations between chemical properties of the water and biota. For example, as alkalinity rises, what changes occur in wetland eco-communities?

Tasks:

A. Plant Communities: are more readily identified than animal communities since they don't move around and tend to be more conspicuous. Furthermore, plant communities partly determine and indicate which animals can live within an ecosystem.

1. Review literature to determine basic physical/chemical habitat needs for the major plant communities of the Reservation. Identify gaps in existing knowledge.

2. Conduct field studies to determine physical/chemical conditions of the water, soil, air, etc. which currently support each kind of major plant community within the Reservation.

3. Test for correlations between environmental quality vs. (a) eco-community types, and vs. (b) the presence of rare species.

4. On that basis, determine physical/chemical habitat needs for each plant community and each plant species of special concern. Use these to establish botanic indicators of environmental quality, including water, soil, and air quality.

B. Animals: There are certain kinds of animals with such limited mobility or habitat tolerances that their distribution and status

can be assessed or predicted along with that of plant communities. However, additional study is needed to determine physical/chemical and biotic habitat needs and status of more mobile and tolerant animals, such as fish, birds and mammals.

1. Review literature to determine basic physical/chemical and biotic habitat needs for animals which move among the major plant communities of the Reservation, or which only visit the Reservation (e.g., migratory waterfowl and raptors). Identify gaps in existing knowledge.

2. Review literature to identify which animal species are likely to be ecological keystones, which can serve as indicators for "health" of animal communities, and which are most valued by humans (e.g., fish and waterfowl).

3. Conduct field studies to determine which physical/chemical and biotic conditions currently support each keystone, indicator, or "valued" animal species.

4. Test for correlations between water quality vs. (a) eco-community types, and vs. (b) the presence of rare species.

5. On that basis, determine physical/chemical and biotic habitat needs for each selected animal species, and by inference, habitat needs for rest of the animal community for each ecosystem type. Identify faunal characteristics which can be used as indicators of environmental quality (e.g., species diversity or which species are present or population growth rate of said species).

C. Ecosystem Status and Vulnerability

To preserve our ecosystems, we need to understand their detailed structure and functioning. This is critical for identifying their vulnerabilities to various kinds of impact; to detecting impacts; and to designing and monitoring restoration.

1. Development of our management strategy, as outlined above, can take only the first step in ecological assessment -- focusing on an inventory of species present in each ecosystem and correlating this with physical/chemical properties, such as alkalinity. Then we will want to study these ecosystems more thoroughly, as follows:

2. Relative abundances of each species and guild in each ecosystem, relative to physical/chemical properties.

3. Relative status of each "population" for selected species and eco-community, relative to environmental conditions, including pollutants, livestock, etc.

Status -- "health" -- criteria might include growth rate, reproductive rate, and "forage" quality for species higher on the trophic ladder, such as fish, waterfowl and livestock.

4. Biotic interactions: nutrient flow, energy flow, species diversity, population dynamics, etc.

5. Community dynamics: e.g., trophic patterns.

6. Assessment of existing and past impacts. These data would serve in part as clues for predicting future impacts from similar causes. For example, evidence that livestock have not damaged communities with endangered plants in one location would provide reasonable assurance that running cattle on similar habitat elsewhere won't threaten the same species of endangered plants at the new location.

7. Study of interactions among eco-communities (i.e., higher order ecosystem processes).

8. Computer models of the ecosystem(s), human impacts, etc. to be used for assessing current impacts or simulating potential impacts.

9. Study all of the a above properties in terms of spatial and temporal variations which might be related to human impacts. Test for clines which can be correlated to specific impacts. Seek to develop criteria for comparing pre- vs. post-impact examples of ecosystems.

D. Standards:

1. Identify human uses of each ecosystem type (e.g., fishing from lakes) and those characteristics of the ecosystem (e.g., high water quality) needed to sustain these uses.

2. Set qualitative and quantitative criteria for physical/ chemical and biological qualities of water, land, air, etc. sufficient to sustain examples of each kind of major ecosystem within the Reservaton and to maintain the physical structures and the functions of wetlands, lakes, and rivers.

3. Identify and propose adoption of anti-degradation measures.

Milestones:

1. Literature reviews of habitat needs for individual species and communities of plants and animals endemic to this region.

2. Reports on new field data about habitat needs.

3. Publishable and management oriented reports on each of the subjects addressed.

4. Improved basis for stewardship of Reservation ecosystems.

5. A report on recommended Criteria and Anti-degradation policies needed for establishment of environmental quality standards for the Reservation.

PROJECT 5: MONITORING PLAN

Develop a plan for monitoring the Reservation to track or preferably anticipate changing conditions that might adversely impact ecosystems so that appropriate responses can be made.

Tasks:

1. Identify methods by which changing conditions in the Reservation ecosystem can be monitored or anticipated. Changes could include developments (e.g., of natural gas wells or windmills for generation of electricity), other human activities, fire, drought, etc. Monitoring might be done through remote sensing and ground visits, keeping track of applications for permits and certifications (e.g., ACE 404, EPA 401, State 310), applications for economic development, applications for grants, BIA projects, Tribal government projects, Tribal Council resolutions, newspaper items, and other sources.

Milestones:

1. Reports on the methods to be used for monitoring and anticipating environmental change.

2. A plan for monitoring and anticipating environmental change.

PROJECT 6: RISK ASSESSMENT PLAN

Develop methodologies for (a) detecting existing and potential impacts to the ecological resources; and (b) for assessing risks associated with each impact -- doing assessment from individual, cumulative, and synergistic perspectives, focusing on the project site but encompassing the entire Reservation.

We need to develop a protocol and **QA/QC Plan** for assessing ecosystem degradation and destruction by environmental changes, especially human activities. The protocol should be 2-tiered.

Tier 1: Preliminary assessment of whether the environmental change is likely to adversely impact any kind of ecosystem. If the impact is likely to be serious, proceed to the second tier.

Tier 2: Assess whether the impacts could pose significant risks to people, wildlife (flora and fauna), soil, water, or air quality. Then estimate risks (e.g., risk of carcinogenic effects by a pesticide).

In the case of a major pesticide spill the plan might call for identifying (a) the kind and severity of pollution; (b) paths and means of spread; (c) halflife; rates of dilution, breakdown, and chemical transformation of the pollutant; (d) danger to people, livestock, and wildlife, in terms of probability of exposure, dose-response relationships, etc.

This Tier would identify Tribal departments or programs and federal agencies to be contacted; measures to be taken to assess risks; and means of influencing the environmental change to minimize adverse impacts, or at least to compensate for those which cannot be avoided.

The second Tier would also involve obtaining public input to gather further information about the environmental change, determining public perceptions of the change and attitudes towards it, and thereby to guide recommendations by the Task Force to the Tribal Council about which impacts to allow and how to cope with allowed impacts (e.g., mitigation, monitoring, etc.) (see Project 8).

Tasks:

(1) Review literature about appropriate methodologies.

(2) Identify methodologies appropriate to this Reservation -- judging appropriateness according to ecological, social/cultural, financial, and effectiveness criteria. On that basis, select methods to use here.

(3) Identify limitations of the existing methodologies and either devise means of overcoming those limitations, or develop a plan for devising means.

(4) Prepare a plan for development of computer models for assessing and predicting environmental changes and impacts.

(5) Establish a procedure for comparing observed vs. expected impacts against environmental quality criteria, so that violations can be identified (e.g., excessive degradation of water and air.

Milestones:

(1) Reports on existing and appropriate methodologies, specifying which will be utilized for this Reservation.

(2) Reports on any newly devised methodologies or plans to develop the methodologies, including the prospectus for development of computer models.

(3) A report outlining the procedure for identifying violations of water quality.

PROJECT 7: RISK RESPONSE PLAN

Once significant impacts are identified, and their risks of occurrence and severity quantified, responses will be needed to avoid, minimize, or compensate for serious risks. Develop a risk response plan.

Tasks:

1. Develop a plan for informing Tribal government and other appropriate organizations and individuals about the kinds and risks of impacts observed or predicted.

2. Develop a plan for making recommendations, on the basis of risk assessments and cost/benefit analyses, about which impacts should be permitted, constraints on the permits (e.g., measures to minimize significant risks), and appropriate actions to compensate for adverse impacts.

Milestones:

1. Reports detailing the above plans.

PROJECT 8: PROACTIVE PROTECTION PLAN

All possible approaches and techniques need to be considered so that the most appropriate, desirable, and effective can be selected and implemented. Project 7 addresses responses to risks. Responses are a reactive approach to environmental protection. Proactive approaches are also needed, especially education.

Tasks:

1. Review literature on public and private programs and mechanisms to protect and restore wetlands and other kinds of ecosystem.

2. Evaluate each for appropriateness, desirability, and effectiveness. One criterion of desirability will be public preference; another will be cost-effectiveness.

3. Devise a comprehensive system of protective measures sufficient to protect the Reservation's ecological resources, while supporting human needs and meeting public and official approval.

4. Standards are one mechanism for protection. Once they are established, standards have to be enforced. Develop an enforcement strategy, utilizing tactics ranging from (a) education (see Project 2 and "Internships", below), to (b) requests for voluntary compliance, to (c) drafting ordinances and regulations, then prosecuting violators.

5. Internships: Blackfeet students would serve as interns, assisting professionals to assess environmental quality, risks, uses, etc. in the projects outlined above. These professionals would serve as mentors to the students, paving their way for transfer to a university and for obtaining at least a BSc degree in environmental stewardship. Our goal is to have at least some of these interns return to the Reservation to take key roles in managing Tribal environmental programs such as wetlands.

Milestones:

1. Reports on (a) the literature review, (b) evaluation, (c) comprehensive system of protective measures, and (d) enforcement strategy.

2. Students trained as interns who go on to obtain college training in environmental stewardship, and then return to the Reservation to manage wetlands, water quality, and other environmental resources.

PROJECT 9: FINAL REPORT ON THE RESERVATION STEWARDSHIP STRATEGY

Tasks:

1. Summarize material from all appropriate reports (**Projects 1-8**), laying out the entire strategy for stewardship of the Reservation.

2. Evaluate progress. List accomplishments, problems encountered, and recommendations for additional stewardship activities in the Reservation, including any required revisions in the strategy or tactics of stewardship.

Milestones:

1. Final report.

ADMINISTRATION

These tasks will enable the Tribe to carry out overall project requirements of Phase 2 projects. The program will be administered through the Blackfeet Environmental Office in cooperation with other offices of the Tribal government and with BINAES.

Tasks:

1. Manage the Ecosystem Survey and Stewardship program, in coordination with other activities of the Environmental Office.
2. Supervise the secretary
3. Coordinate activities by technical personnel -- employees, contractors, and visiting researchers.
4. Coordinate with administrators of other Tribal departments and BINAES which are members of the Blackfeet environmental stewardship Task Force.
5. Coordinate with non-Tribal government agencies, private organizations and individuals, most of whom will be invited as members of the Blackfeet environmental stewardship Advisory Board.
6. Develop and monitor budget; balance monthly. Assure grant compliance.
7. Take lead responsibility for writing new grant proposals and for other activities necessary to obtain funds for continuation and expansion of integrated, holistic multi-media stewardship of the Reservation.
8. Coordinate hiring of new personnel.
9. Coordinate preparation of reports for communication: (a) among members of the Blackfeet environmental stewardship task force members and respective Tribal offices; (b) between the Task Force, the Advisory Board and other organizations and individuals. This includes reports to be presented at a professional meeting or for publication in a professional journal.
10. Provide opportunities and funding for technical personnel to attend or arrange professional meetings to obtain new information, or to report results of this program.
11. Once per month, review progress on each Task. Determine which Tasks have been completed, including production of a Final Task Report. Determine progress on each uncompleted Task and compare progress to the Task timeline. If the Task is behind schedule, work with the Task participants to find ways of accelerating progress and/or revise the timeline. If progress has been impaired by unforseen circumstances (e.g., inadequate cash flow, unavailability of needed materials, etc.) take measures to correct the problem. If progress on certain Tasks will continue to be delayed, reassign personnel efforts to other Tasks to accelerate their completion.

Milestones:

1. Reports: Monthly management reports listing findings of monthly Task and budget reviews; quarterly reports; year-end report; final report.

2. Submission of new proposals to obtain additional funding.

STAFFING

Most data collection will be done by field crews. There will be six biological crews, each led by 2 graduate students -- 1 botanist and 1 zoologist. Each crew will be made up of a foreman and 3 field assistants, all preferably members of the Blackfeet Tribe. There will also be such team focusing on physical/ chemical properties such as soil and water chemistry. Coordination of scientific research and development of computer models of Reservation ecosystems will be the responsibilities of 1 ecosystem ecologist and 1 ecosystem modeller -- both with MSc or PhD degree. The administrative support team will include 1 administrator, 1 office manager, and 1 secretary.

Field crews will work for 13 weeks each summer (1994 and 1995 for Phase 1). The foreman would work for 18 weeks each year. Graduate student crew leaders would work 30 weeks during each year, doing preparation for fieldwork, field data collection, and lab data collection (e.g., identification of specimens), followed by data analysis, interpretation, and reporting. The other personnel would be employed full-time from June 1994-May 1996.

These staff would be employees of the Blackfeet Environmental Office, although it might be necessary to support the grad students by stipends through the **Blackfeet Institute for Native American Environmental Stewardship.**

BUDGET FOR PHASE 1: FY94-FY95

Salary		$820,100
Fringe Benefits		164,000
Salary + Fringe	$ 984,000	
Contractual		15,000
Travel		96,400
Equipment		85,000
Supplies		49,200
Construction		0
Other		34,200
Total direct charges		1,263,900
Indirect costs		121,400
Total		$1,385,300

BUDGET EXPLANATION

PERSONNEL AND FRINGE

Field Crews

Biological Field crews (6)
2 grad students for 30 weeks/yr x 2 yrs = 60 weeks = 120 manweeks
1 foreman for 18 weeks/yr x 2 years = 36 man weeks
2 assistants for 13 weeks/yr x 2 yrs = 26 weeks = 78 manweeks

Water/Air/Soil Field Crew (1)
1 grad students for 30 weeks/yr x 2 yrs = 60 weeks = 60 manweeks
1 foreman for 18 weeks/yr x 2 years = 36 man weeks
1 assistants for 13 weeks/yr x 2 yrs = 26 weeks = 78 manweeks

Total Field Crews (7)
13 grad students for 30 weeks/yr x 2 yrs = 60 weeks = 780 manweeks
7 foremen for 18 weeks/yr x 2 years = 252 man weeks
5 assistants for 13 weeks/yr x 2 yrs = 26 weeks = 546 manweeks

	Total	Salary	Fringe
Costs of Field Crews			
Grad students (rate of $385/week salary + 20% fringe):	$360.000.00	$300.000.00	$60.000.00
Foremen (rate of $385/week salary + 20% fringe):	$116.424.00	$97.020.00	$19.404.00
Assistants (rate of $240/week salary + 20% fringe):	$157.250.00	$131.041.67	$26.208.33
Senior Scientists			
2 senior scientists working year-around paid at the rate of $36.000/yr + 20% fringe	$172.800.00	$144.000.00	$28.800.00
Administrative Staff			
Administrator: $36.000 + 20% fringe	$86.400.00	$72.000.00	$14.400.00
Office Manager: $22.000 + 20% fringe	$52.800.00	$44.000.00	$8.800.00
Secretary: $16.000 + 20% fringe	$38.400.00	$32.000.00	36.400.00
	$984.074.00	$820.061.67	$164.012.33
CONTRACTUAL			
Analysis of water and soil samples beyond the capacity of our labs	$15.000.00		
TRAVEL			
Mostly on-Reservation, or between Reservation and university			
Mileage for use of personnel vehicles			
5 vehicles x 1000 mi/season x 2 field seasons x $.24/mi	$2.400.00		
Leasing and operation of 7 vehicles for fieldwork	$84.000.00		
Attendance at conferences and meetings	$10.000.00		
	$96.400.00		
EXPENDIBLE EQUIPMENT AND SUPPLIES			
$3000/season for each of 7 crews	$42,000.00		
$300/mo x 24 mo for office supplies	$7,200.00		
	$49,200.00		

MAJOR EQUIPMENT	
PC computers with software and printers	$25.000.00
Microscopes. disecting scopes. and other lab equipment	$60,000.00
	$85.000.00
OTHER	
Office and lab space (rent and utilities)	$12.000.00
Telephone	$7.200.00
Printing and reproduction	$5.000.00
Misc. . .	$10,000.00
	$34.200.00
TOTAL DIRECT COSTS	$1,263,874.00
DIRECT COSTS SUBJECT TO INDIRECT	$1.179.874.00
TOTAL INDIRECT COSTS (10.3% of total direct minus major equipment)	$121,424.02
GRAND TOTAL	$1,385,298.02

Proposal for

STEWARDSHIP

OF

WILDLIFE, HABITAT, AND ECOSYSTEMS

ON THE

BLACKFEET INDIAN RESERVATION

BLACKFEET INDIAN TRIBE
P.O. Box 850
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1 April 1993

INTRODUCTION

The Blackfeet Nation, having a strong tie to the natural environment of this continent proposes to be an inter-national leader in stewardship of its environment and the environment of the United States for all our children and their descendants.

Location

The Blackfeet Reservation is located on the East Front the Rocky Mountains of Montana (Fig. 1). It is bordered to the north by Canada. To the west lie the **Lewis & Clark National Forest** and **Waterton-Glacier International Peace Park and Biosphere Reserve.** Extension of the Reserve's borders onto the Blackfeet Reservation is under consideration by the Tribe.

Land and Water Resources

Larger than some states, the Reservation is dotted by thousands of prairie potholes left by retreat of Wisconsonian glaciers, and by innumerable other wetlands (Table 1, Fig.s 1-2; Fig. 2 shows the larger potholes and lakes). There are also thousands of miles of stream (Fig. 3). These water bodies have over 11,000 linear miles of riparian habitat.

Table 1. **Lands and Waters of the Blackfeet Reservation**

	Number	Shoreline	
		Area (acres)	Miles
Total land area		1,500,000	
Wetlands & lakes			
Perennial	1,797	16,445	
Intermittent	2,620	2,804	
Reservoirs			
Perennial	239	353	
Intermittent	63	68	
	4,719	19,669	940
Streams			
Perennial	1,732		2,348
Intermittent	6,671		8,002
	8,403		10,350
GRAND TOTAL			11,290

Habitat and Wildlife

Cut by the Rocky Mountain Continental Divide, Glacier Park and the National Forest are highly mountainous; the Reservation is mostly foothills and plains.

The Reservation and adjacent federal lands contain spectacular scenery and abundant wildlife. Among these are animal and plant species covered by the Endangered Species Act:

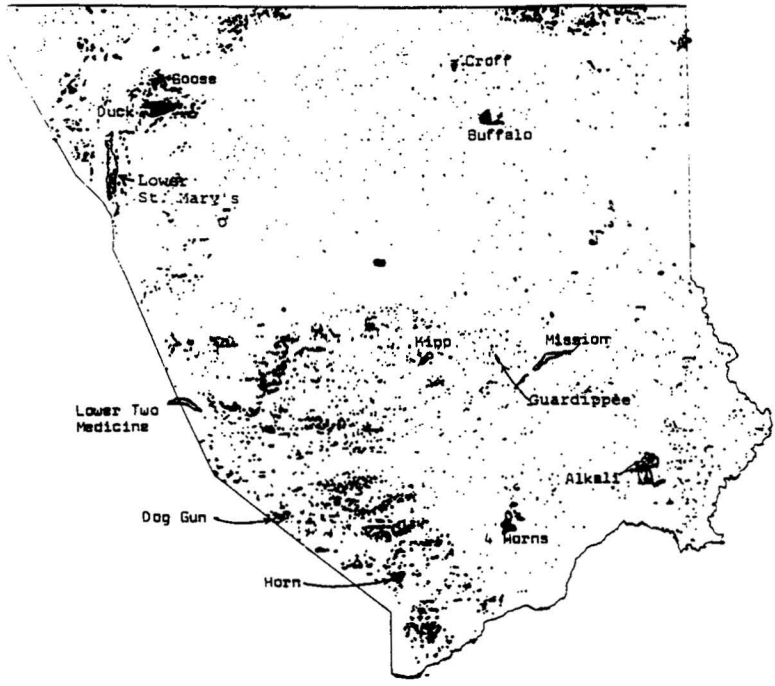

Fig. 1. Lakes and ponds, including glacial potholes, of the Blackfeet Reservation. Of the more than 4000 of these water bodies, only the few largest are named here.

4.

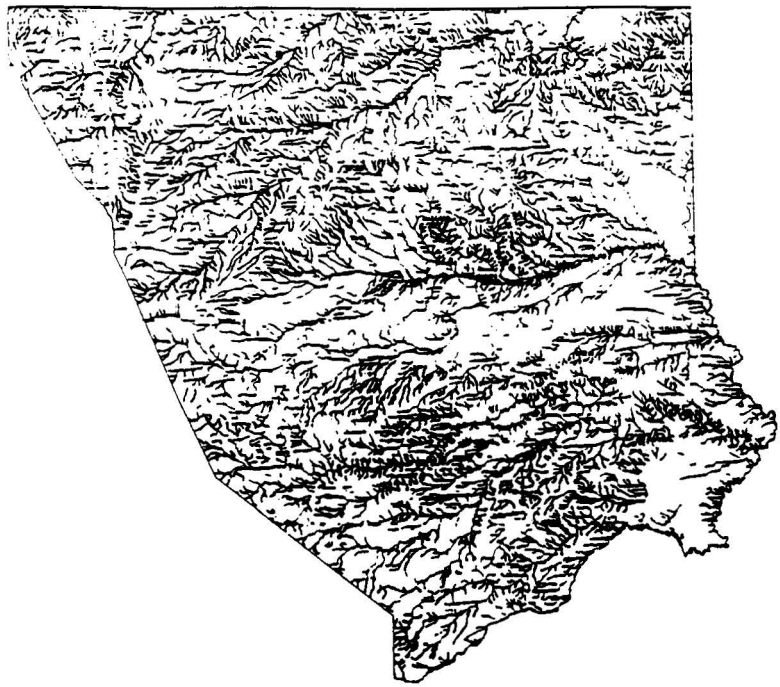

Fig. 2. Rivers and drainages of the Blackfeet Reservation.

grizzly bear, gray wolf, fihser, lynx, bald eagle, peregrine falcon, trumpeter swan, and piping plover. The land is also home to rare species such as the wolverine. Diverse ecosystems have virtually their full complement of post-Pleistocene fauna and flora.

Grasslands of the northern East Front are often referred to as "America's Serengeti". These ecosystems are especially well preserved on the Blackfeet Reservation. Vegetation is mostly natural species; the grasses have high nutrient content. They once supported enormous numbers of bison, elk, deer, and antelope; now they also support herds of cattle, sheep and horses. There is also great biodiversity in the aspen belt on foothills between montane and prairie biomes.

Thousands of glacial pothole wetlands serve as critical habitat for endangered plant species and for birds migrating along the East Front. The numerous lakes and thousands of miles of stream yield world-class trophy trout. The lakes and streams are used for windsurfing and boating.

The Nature Conservancy made a preliminary survey of vegetation in Blackfeet prairie pothole wetlands. Botanist Peter Lesica prepared a wetland preserve design for a 7200 acre area of the Reservation southeast of Glacier National Park. He writes:

> I observed that large, continuous examples of pothole prairie are in the state and becoming rarer (Lesica 1987). Some of the best remaining examples of this ecosystem in western Montana, and perhaps in the United States, are on the Blackfeet Indian Reservation in Glacier and Pondera counties (Lesica 1987, 1989). (Fig. 4)

The large areas of relatively pristine pothole and grassland ecosystems have high biodiversity, including endangered plants.

The reservation is home to a wide variety of birds, among which are numerous species of neotropical migrants, including waterfowl and the raptors which follow them. Located on the Central Flyway, the Reservation is an international conduit for migrants from Alaska and Canada to Mexico. Breeding species include mallard, northern shoveller, gadwall, pintail, blue-winged teal, American widgeon, goldeneye, bufflehead, woodduck, mergansers, canvasback, ring-necked duck, scaup, coot, Canada goose, and pelican. Among the migratory species are all the breeders plus snow goose, tundra and trumpeter swans. Shorebirds include the avocet and piping plover. Lakes and ponds yield a diversity of fish, including enormous trout. Especially where rivers meander, they provide extensive, high quality riparian habitat.

Wetlands and riparian areas are commonly used by livestock in search of forage or water. Some areas need protection so that ecosystems can recover and be preserved.

The Blackfeet Tribe is considering a proposal to set aside roughly 1 million acres for wildlife habitat, part as a National Wildlife Refuge encompassing the 7200 acres of prime wetland/ grassland identified by **The Nature Conservancy**. Another proposal being considered would establish much of the Reservation as the **Blackfeet International Demonstration Area for Ecologically Sound Lifestyles.**

Most of the projects addressed in this proposal are intended to supplement those programs by providing money for conservation and management of wildlife and habitat -- i.e., the ecosystems upon which individual wildlife species depend. Total estimated cost of these projects for 2 years is $3.3 million -- $1/acre/yr.

The great biodiversity of individual wildlife (plant and animal) species and ecosystems of this region are culturally and economically significant to the Blackfeet people, the United States, and the international community.

Tribal Capabilities

Game and fish are managed by the Blackfeet Fish & Game Department (BFGD). The BFGD has 8 fulltime employees, including 1 Administrative Assistant, 4 Tribal Game Wardens, 1 Wildlife Biologist (MSc), and 2 Wildlife Technicians.

Biological, physical and chemical integrity of Reservation lands, waters, and air are responsibilities of the Blackfeet Environmental Office. The BEO has a Manager, an Ecologist (PhD), a secretary, and a number of technicians.

The Blackfeet office of the Bureau of Indian Affairs, Department of Natural Resources, also has a professional staff. Among these are individuals with BSc or higher training in range, soil conservation, forestry, and related fields. They are supported by numerous technicians, as well as administrative and secretarial staff.

Population and Environmental Economics

The Blackfeet Tribe has more than 14,000 members, most of whom live on or close to the Reservation. This land is also home to roughly 1,500 non-members, many of whom carry Indian blood.

Our land is rich in natural resources -- oil, natural gas, coal, wind (power), water, etc. Development of these resources has only begun, in part because of our concerns over environmental degradation. The earth is not merely a treasure chest of resources to exploit; it nurtures us, and we in turn must nurture it. If the land dies, our culture dies with it.

Unemployment rate sometimes passes 80%. Only four counties in all of America are more destitute. Resource development is

inevitable. Ecologically sound development is not.

Achieving soundness, **"making good conservation good business"**, is the challenge. We are determined to demonstrate that President Clinton and Vice President Gore are correct in the belief which we express as **"what is good for our environment is ultimately good for our economy"**.

This approach is concerned with optimizing long term human and ecological benefits from the Reservation. Human benefits include maintenance of traditional uses of the natural resources, such as hunting and fishing, as well as modern uses such as livestock. Benefits might also include wind generation of electricity, oil and gas wells, game ranching, and ecotourism.

The projects described herein are designed both to steward wildlife species and ecosystems, and to provide opportunities for people to benefit from them, particularly through hunting. These projects would provide employment as well as professional experience and training for Blackfeet, permanently enhancing our capacity to steward our own land and resources. Federal tax dollars already being spent as "welfare" payments to our people can be gradually shifted to support new jobs, and then minimized as the Blackfeet attain economic self sufficiency. Our success will pave the way for other tribes throughout North America.

Integration of This Program With Other Blackfeet Programs

The Blackfeet have a variety of environmental programs underway. These range from protection of water, air, and land under EPA grants, to stewardship of grizzly bear and wolf under BIA funding, to conventional management of game species, range lands, waters, and other natural resources. The new projects we propose would extend protection to a wider range of species and habitats, add emphasis to stewardship of ecosystems and biodiversity, prepare us for detailed environmental impact studies on exploitation of our natural resources (e.g., timber), train Blackfeet and other Natives in environmental stewardship, and acquire lands containing critical ecosystems.

The Blackfeet have developed a joint venture initiative in conjunction with the Bureau of Indian Affairs and the U.S. Fish and Wildlife Service. This venture is developing a comprehensive habitat management strategy to protect and enhance these internationally significant ecosystems. The Blackfeet have many intricacies of the conservation initiative already in place. Needed additions are detailed in this proposal and in the other proposals which accompany it.

This proposal focuses on hands-on stewardship of ecosystems, emphasizing (a) game and fish species typically harvested for subsistence or sport, (b) wildlife covered by the Endangered Species Act (ESA listed species), (c) conflicts between wildlife

and livestock, and (d) possible conflicts between wildlife and certain kinds of economic development such as game ranching, logging, tapping energy resources, and ecotourism. It will take innovative approaches to resolving conflicts. For example, we might gradually replace eradication of problem wildlife with eradication of the factors causing problems, particularly ecological imbalance. This proposal also promotes conservation of ecosystems with their full biodiversity.

A second proposal focuses on ecological survey of the Reservation to develop a more thorough knowledge of which "low profile" species and which ecosystems are present; how the major ecosystems function; how they are vulnerable to human activities, such as exploitation of natural resources and ecotourism; and how adverse impacts can be minimized without unnecessarily curbing benefits to people.

There is minor overlap between the two proposals since both address ecosystems and biodiversity. But those topics are approached from different perspectives by the two programs. Phase 1 (FY94 and FY95)) of this program emphasizes what one might call immediate pragmatic concerns and individual species. In Phases 2-3, it will gradually work towards a more holistic, landscape level perspective on stewardship. The other program begins (FY94-95) from a holistic perspective; it emphasizes basic research and strategic planning across the entire scope of ecosystems. It will gradually work towards pragmatic applications of the knowledge. For example, baseline data collected under the second program will be critical for guiding development of our energy resources and ecotourism industry, so as to minimize environmental impacts. In practice, we anticipate no unnecessary duplication of effort between the two programs.

To meet our goals, we seek both funding and expert assistance. We hope to match federal grants with contributions from foundations and industry. This funding will be used to hire both Blackfeet and outside experts. These experts will include employees, consultants, and university students and faculty. As outside experts train Blackfeet in environmental stewardship, we will develop a permanent staff of our own experts.

A third proposal addresses acquisition of land containing particularly important habitats, with focus on wetlands and grasslands. The Reservation is a checkerboard of land owned by Indians and non-Indians, due to the decision by a long-past Congress to allow non-Indians to homestead here. Although EPA and other federal agencies acknowledge the Tribe's jurisdiction over all Reservation lands, the State of Montana argues that it has jurisdiction over non-Indian owned (fee patent) lands. This controversy impedes the Tribe's ability to convince non-Indians to abide by the Tribe's high standards of environmental stewardship. Acquiring these critical fee patent lands would

help us assure no net loss of wetlands and other rare or unique ecosystems. Identification and stewardship of these ecosystems would benefit the future of our children and the United States as a whole. Land acquisition would utilize funding from the Land and Water Conservation Fund administered by the Secretary of Interior.

A fourth proposal would develop the **Blackfeet (campus of the) Institute for Native American Environmental Stewardship** (BINAES), as an international center for environmental education and research. It would be unique in its focus on gathering together stewardship wisdom from all Native American tribes and other indigenous peoples, integrating that with scientific knowledge, and sharing this deeper understanding with all peoples of the world. Guest researchers, described earlier, would be sponsored by BINAES.

The Blackfeet Tribe proposes to implement these plans of action on a Nation to Nation level of cooperation.

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TITLE: **Waterfowl Management and Wetland Ecosystem Stewardship**

OBJECTIVES:

1) Preserve examples of each kind of wetland ecosystem and populations of each species presently living on/in Blackfeet wetlands, or historically indigenous to these ecosystems. Maintain these ecosystems at high viability.

2) Create a plan for conservation and management of wetlands and associated wildlife (waterfowl, beaver, etc.) on the Blackfeet Reservation . This plan would be compatible with goals of the 1987 National Wetlands Policy Forum.

DESCRIPTION:

Phase 1: Reservation wetlands will be surveyed to identify use by wildlife (fauna and flora), focusing on waterfowl, other game species, pests (animal or plant), and ESA listed species. Areas will be evaluated on the basis of species abundance, type of use, waterfowl production, and production potential. Then each area will be prioritized for potential enhancement activities. The initial surveys will provide baseline data to evaluate the effectiveness of enhancement activities.

Population ecology and dynamics of resident waterfowl species will be assessed to determine status of the populations and factors which either enhance or degrade these populations. This work will be conducted with assistance from the U.S. Fish and Wildlife Service and perhaps from University students and faculty.

Phase 2: Using stratified random sampling, do a more thorough inventory of resident and migratory animals (vertebrate and invertebrate) and plants, and their respective abundances. Through literature reviews and field research, determine how the species interact to form functioning ecosystems, with consideration to how they affect production of waterfowl.

Phase 3: Monitoring keystone and indicator species, assess wetland and waterfowl viability and vulnerability to human impacts. Baseline data are needed for estimating potential impacts by humanity (agriculture, logging, etc.), determining which impacts to allow, setting constraints on development, and devising stewardship strategies to protect or restore these ecosystems.

Aside from pesticides, one of the chief impacts of agriculture on water quality is increasing alkalinity as evaporation of irrigation waters concentrates salts. Wetlands representing a spectrum of alkalinity and salinity levels will be studied. Of particular interest are the Alkali Lakes, habitat for rare/threatened/endangered species of plants and animals.

ACTIVITIES:

Plans will be developed for conservation and management of wetlands and their ecosystems. The Tribal Fish & Game Department will develop a plan for management of waterfowl, other game using wetlands, and their wetland habitat. The Environmental Office will develop a plan for maintaining environmental quality sufficient to sustain both the indigenous ecosystems and human uses of these systems. The two plans, representing different viewpoints, will be integrated. Providing both perspectives is essential to holistic stewardship.

OUTPUTS:

Phase 1:

* A preliminary wetlands/waterfowl inventory for baseline management information.
* Waterfowl and wetland management plans to direct future enhancement and protection activities.
* A list of other wetland wildlife, including ESA listed species, and management plans for them, individually or collectively. Some will benefit from plans to improve habitat for game species.

Phases 2-3:

* Reports of successively more sophisticated characterizations of the wetlands, their ecosystems, impact status, vulnerability to new impacts, and risk of impact.

COST ESTIMATE FOR PHASE 1 (FY94-95): $150,000

TITLE: **Fisheries Management and Aquatic Ecosystem Stewardship**

OBJECTIVES:

1) Preserve examples of each kind of aquatic ecosystem and populations of each species presently living in Blackfeet waters or historically indigenous to these ecosystems. Maintain these ecosystems at high viability.

2) Create a plan for conservation and management of aquatic habitats and aquatic wildlife, especially fish, on the Blackfeet Reservation.

DESCRIPTION:

Phase 1: Reservation waters will be surveyed to identify use by aquatic wildlife (fauna and flora), focusing on fish, fish habitat, pests (plant or animal), and ESA listed species. Areas will be evaluated on the basis of species abundance, type of use, fish production, and production potential. Then each area will be prioritized for potential enhancement activities. The initial surveys will provide baseline data to evaluate the effectiveness of enhancement activities.

Assess the ecology and dynamics of game fish populations to determine status of the populations and factors which either enhance or degrade these populations. This work would be conducted with assistance from the U.S. Fish & Wildlife Service, and perhaps from University students and faculty.

Phase 2: Using stratified random sampling, do a more thorough inventory of resident and migratory animals (vertebrate and invertebrate) and plants, and their respective abundances. Through literature reviews and field research, determine how the species interact to form functioning ecosystems.

Phase 3: Monitoring keystone and indicator species, assess ecosystem viability and vulnerability to human impacts. Baseline data are needed for estimating potential impacts by humanity (agriculture, drilling for fossil fuel, etc.), determining which impacts to allow, setting constraints on development, and devising stewardship strategies to protect or restore these ecosystems.

ACTIVITIES:

Plans will be developed for conservation and management of fish, fish habitat, and other aquatic wildlife species and ecosystems. The Tribal Fish & Game Department will develop

a plan for management of fish, other game using aquatic habitats, and the aquatic habitats. The Environmental Office will develop a plan for maintaining environmental quality sufficient to sustain both the indigenous ecosystems and human uses of these systems. The two plans, representing different viewpoints, will be integrated. Providing both perspectives is essential to holistic stewardship.

OUTPUTS:

Phase 1:

* A preliminary fisheries/aquatic species and ecosystem inventory for baseline management information.
* Fisheries and aquatic habitat management plans to direct future enhancement and protection activities.
* A list of other aquatic wildlife, including ESA listed species, and management plans for them, individually or collectively. Some will benefit from plans to improve habitat for game fish.

Phases 2-3:

* Reports of successively more sophisticated characterizations of the fisheries, aquatic ecosystems, impact status, vulnerability to new impacts, and risk of impact.

COST ESTIMATE FOR PHASE 1 (FY94-95): $150,000

TITLE: **Terrestrial Wildlife Management and Ecosystem Stewardship**

OBJECTIVES:

1) Preserve examples of each kind of terrestrial ecosystem and populations of each species presently living on Blackfeet lands or historically indigenous to these ecosystems. Maintain these ecosystems at high viability.

2) Create a plan for management of terrestrial habitats and wildlife, especially big game and predators.

DESCRIPTION:

Phase 1: Reservation lands will be surveyed to identify use by terrestrial wildlife, focusing on game and large predators; their habitat; and ESA listed species. Among these are elk, moose, mule deer, white-tailed deer, big horn sheep, mountain goat, antelope, puma, lynx, wolverine, wolf, coyote, black bear, grizzly bear, grouse, eagle and other raptors, piping plover, trumpeter swan, and various plants.

Areas will be evaluated on the basis of species abundance, type of use, game production, and production potential. Then each area will be prioritized for potential enhancement activities. The initial surveys will provide baseline data to evaluate the effectiveness of enhancement activities.

Assess the ecology and dynamics of game and large predator populations to determine status of the populations and factors which either enhance or degrade these populations. This work would be conducted with assistance from the U.S. Fish & Wildlife Service, and perhaps from University students and faculty.

Phase 2: Using stratified random sampling, do a more thorough inventory of resident and migratory animals (vertebrate and invertebrate) and plants, and their respective abundances. Through literature reviews and field research, determine how the species interact to form functioning ecosystems.

Phase 3: Monitoring keystone and indicator species, assess ecosystem viability and vulnerability to human impacts. Baseline data will be needed for estimating potential impacts by humanity (agriculture, drilling for fossil fuel, etc.), determining which impacts to allow, setting constraints on development, and devising stewardship strategies to protect or restore these ecosystems.

ACTIVITIES:

Plans will be developed for conservation and management of game, game habitat, large predators, and other terrestrial wildlife species and ecosystems. The Tribal Fish & Game Department will develop a plan for management of game, predators, and their habitat needs. The Environmental Office will develop a plan for maintaining environmental quality sufficient to sustain both the indigenous ecosystems and human uses of these systems. The two plans, representing different viewpoints, will be integrated. Providing both perspectives is essential to holistic stewardship.

OUTPUTS:

Phase 1:

* A preliminary terrestrial wildlife species and ecosystem inventory for baseline management information.
* Game and habitat management plans to direct future enhancement and protection activities.
* A list of other terrestrial wildlife, including ESA listed species, and management plans for them, individually or collectively. Some will benefit from plans to improve habitat for game fish.

Phases 2-3:

* Reports of successively more sophisticated characterizations of terrestrial wildlife species and ecosystems, impact status, vulnerability to new impacts, and risk of impact.

COST ESTIMATE FOR PHASE 1 : $500,000

TITLE: **Enhancement of Waterfowl and Wetlands**

OBJECTIVES:

1) Improve reproduction and survival of waterfowl and other wildlife dependent on prairie potholes and other wetland habitat (stream marshes, riparian, etc.)

2) Enhance wetlands so as to maintain or restore their ecosystems, biodiversity, water supplies, and water quality.

3) Reduce microbial contamination and eutrophication of natural waters from human and animal sewage.

DESCRIPTION:

1) Thousands of lakes, potholes, and beaver ponds attract ducks, geese, shorebirds, and other wildlife dependent on wetland habitat. These also support rare plant species and ecosystems. In some parts of the drainage, waterfowl production, ecosystem viability, and biodiversity are strongly affected by four factors: (a) predation, (b) livestock grazing and watering, (c) water level fluctuation -- including complete drying of some potholes, and (d) buildup of alkali salts.

2) This project will increase reproductive success of breeding waterfowl, attract and improve the survival of migrating waterfowl, improve habitat for other aquatic and terrestrial wildlife dependent on wetland habitat; maintain wetland ecosystems and biodiversity.

3) The project will utilize artificial structures (fences, dams, etc.) and beaver dams to increase the amount of pond habitat for waterfowl and other wildlife on streams; reduce streambank erosion, stream sediment loads and turbidity; reduce siltation of fish spawning beds; and promote aquifer recharge necessary to maintain downslope springs throughout the summer.

4) Reservation communities treat most sewage with municipal works or private septic tanks. However, effluent from these systems, and some untreated sewage do escape into public waterways. Some waters also receive heavy influx of animal waste. We need to minimize spread of disease, and to prevent eutrophication of the waters. This can be done by constructing small ponds (behind artificial dams or beaver dams) that support growth of marsh ecosystems. These plants and animals will absorb nutrients and otherwise purify the water.

DEVELOPMENT ACTIVITIES:

1) Construction to benefit waterfowl will include fencing for cattle exclosures to improve nesting cover, planting cover vegetation where necessary, building and seeding nesting islands, constructing nest platforms for ducks and geese, building predator control fences across peninsulas on lakes, and repairing water level control structures on lakes.

2) Fences will be constructed along wetlands to protect vulnerable or rare eco-communities, or to allow recovery of those already seriously impacted by human activities, or livestock.

3) Snow fences will be constructed and shrubs planted to retain more snow on slopes above wetlands, so that these wetlands will retain water throughout the summer -- water needed by wildlife and livestock, and to dilute alkali salts that tend to concentrate as water evaporates (numerous pothole wetlands are dying due to alkali buildup).

4) Study relationships between alkalinity and pothole eco-communities; investigate the feasibility and desirability of transplanting species adapted to high alkalinity to potholes where increasing alkalinity is killing off native eco-communities.

5) Transplant beavers to sites where dams and ponds are wanted. Where necessary, restore habitat to support the beavers; for example, plant shoreline vegetation to provide food and cover.

6) On streams contaminated by treated or untreated sewage:
   * Where feasible, introduce beavers to construct dams.
   * Where necessary, construct small artificial dams.
   * Behind each dam, introduce appropriate plants for development of a marsh ecosystem.

OUTPUT:

* Increase waterfowl production by 10-20%.
* Increase peak migration use by waterfowl and other birds.
* Improve habitat for non-game, including threatened and endangered species such as piping plovers and trumpeter swans.
* Enhance conditions needed for maintenance/recovery of the wetland ecosystems.

* Maintain year-around water supplies and high water quality in wetlands used by wildlife, including waterfowl.
* Better beaver management, reducing their damage to human property, and enhancing their benefits to wetland ecosystems.
* New dams, ponds, and marshes.
* Reduced contamination of public waters by treated or untreated sewage, and thus less eutrophication and spread of disease.

COST ESTIMATE:
Habitat Enhancement
Upper Two-Medicine Drainage: $308,000
Cattle exclosures: $150,000
Planting cover vegetation: $8,000
Building nesting islands $40,000
Constructing and placing nest platforms: $7,000
Predator exclosure fencing: $8,000
Repair water level control devices: $15,000
Build dikes for wetland enhancement $30,000
Build snowfencing and plant shrubs to hold snow: $10,000
Beaver management: $40,000
Lower Two-Medicine Drainage: $171,000
Other Drainages: $500,000
Sewage Treatment: $50,000

Grand Total: $1,029,000

TITLE: Enhancement of Fisheries and Aquatic Habitat

OBJECTIVES:

1) Improve reproduction and survival of game fish and other wildlife dependent on aquatic habitat.

2) Enhance streams and lakes so as to maintain or restore their ecosystems, biodiversity, water supplies, and water quality.

DESCRIPTION:

1) Reservation lakes and streams support enormous populations of game fish, including trophy class cutthroat, brookie, and rainbow trout. This is partly due to the high quality of water flowing out of adjacent mountains, and to dense populations of crustacea upon which fish feed. However, the fishery in many lakes and streams has been declining in recent years as the waters have become polluted, water levels have been reduced for agricultural uses, and aquatic habitats have been degraded by shoreline damage and streambed modification. Spawning habitat is particularly vulnerable. Perhaps the greatest source of degradation has been agriculture, including irrigation projects. Over-fishing may also be a problem. Factors controlling fishery production need to be investigated, problem sources identified, and curative actions initiated.

2) This project will increase reproductive success of game fish, improve habitat for other aquatic and terrestrial wildlife dependent on aquatic habitat; maintain aquatic ecosystems and biodiversity.

3) The project will utilize artificial structures (fences, dams, etc.) and beaver dams to increase the amount of pond habitat for fish and other wildlife on streams; reduce streambank erosion, stream sediment loads and turbidity; reduce siltation of fish spawning beds; and promote aquifer recharge necessary to maintain downslope springs throughout the summer.

DEVELOPMENT ACTIVITIES:

1) Construction to benefit fish will include fencing for cattle exclosures to reduce trampling of riparian and aquatic lands with its consequent increases in turbidity and sedimentation. Raise water levels in lakes which are now so shallow that winter freeze kills most of the fish.

2) Transplant beavers to sites where dams and ponds are wanted, for instance to trap sediment from upstream sources which cannot be eliminated. Where necessary, restore habitat to support the beavers; for example, plant shoreline vegetation to provide food and cover.

3) Fences will be constructed along lakes and streams to protect vulnerable or rare eco-communities, or to allow recovery of those already seriously impacted by human activities or livestock.

4) Monitor the number, size, age, sex, species, and condition of fish taken during sample periods from selected lakes and streams to estimate harvest levels.

5) Develop a plan for establishing a hatchery on the Blackfeet Reservation to replenish stocks of game fish which do not reproduce naturally.

OUTPUT:

* Increase game fish production by 25%.
* Improve habitat for non-game, including ESA listed species such as piping plover and trumpeter swan.
* Enhance conditions needed for maintenance/recovery of the aquatic ecosystems.
* Maintain year-around water supplies and high water quality in streams and lakes used by wildlife, including game fish.
* Better beaver management, reducing their damage to human property, and enhancing their benefits to stream and lake ecosystems.

COST ESTIMATE: $100,000

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TITLE: **Enhancement of Terrestrial Wildlife Populations and Habitat**

OBJECTIVES:

1) Enhance habitat so as to increase production of game, reduce depredation by predators, and steward terrestrial ecosystems.

DESCRIPTION:

1) Regional lands support populations of several species of big game and predators. Ungulates include elk, mule deer, white-tailed deer, antelope, wild sheep, wild goats, and bison, as well as domestic sheep, cattle, and horses. Large predators include grizzly bear, black bear, gray wolf, coyote, cougar, lynx, and wolverine. All of those species live on the Reservation. Some have been reduced to near or complete extinction by changes in habitat, predator eradication programs, or heavy harvest by people. Efforts have begun to restore these populations, for instance by regulations to limit harvest amounts, seasons and areas. This project will identify habitat modifications needed to enhance viability of the terrestrial wildlife populations and ecosystems.

2) This project will increase reproductive success of game, improve habitat for other terrestrial wildlife; and maintain terrestrial ecosystems and biodiversity.

DEVELOPMENT ACTIVITIES:

1) Construction to benefit terrestrial wildlife will include fencing for cattle exclosures to reserve selected feeding areas for wildlife.

2) Water supplies may be developed in areas where existing supplies are inadequate during at least part of the year.

3) Prescribed burns will be used selectively to improve understory habitats.

4) Selective logging and occasionally small clearcuts will be used to open the canopy to promote growth of berries, herbs, and other important wildlife foods, and to maintain a mixture of habitat types in areas of the Reservation where game animals are best protected from hunters. These areas serve as reservoirs from which game move to areas where hunting is allowed and assure protection of core populations.

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OUTPUT:

* Increase game production by 200%.
* Improve habitat for non-game, including threatened and endangered species of animals and plants.
* Enhance conditions needed for maintenance/recovery of the terrestrial ecosystems.
* Maintain year-around water supplies and high water quality in streams and lakes used by wildlife, including game fish.

COST ESTIMATE: $50,000

TITLE: **Alleviating Conflicts Between Wildlife and Livestock or Farming**

OBJECTIVES:

1) Alleviate depredation on livestock by wild predators.

2) Alleviate competition for forage between wildlife species and livestock.

3) Alleviate crop depredation by vertebrate pests, including ungulates and rodents.

DESCRIPTION:

1) The reservation supports large herds of cattle, sheep, and horses. Livestock are sometimes killed by predators, including grizzly bear, black bear, gray wolf, coyote, and puma. Some owners have lost a high proportion of their stock. Presently, depredation by grizzly bears and wolves -- both Threatened species -- is dealt with by transporting problem individuals far from where depredation occurred or by killing repeat offenders. Depredation by coyotes is dealt with by selective and broadcast killing of these canids. Where depredation is promoted by improper disposal of livestock carcasses or offal, attempts are made to educate the land owner in better management practices.

2) Depredation and long term costs of controlling depredation can be reduced by enhancing habitat and in other ways restoring ecological balance.

   Studies in other regions of America have shown that coyote depredation, for instance, is closely linked to wide fluctuations in rodent abundance, which is in turn linked to overgrazing (as measured by ecological criteria, if not by soil and graze conservation criteria).

   So too, depredation by bears may be linked to heavy grazing in mountains adjacent to the Reservation which could otherwise provide better supplies of plants preferred by bears, and support denser herds of ungulates that would provide winter kill carcasses which bears could scavenge for protein. Bear depredation might also be reduced by enhancing supplies of berries and other foods promoted by selective logging to open the canopy.

3) In some parts of the Reservation, livestock consume so much forage that little is left for wildlife; this

problem is especially severe where livestock eliminate major sources of winter forage available to ungulates and spring forage for bears. This problem is even worse on National Forest lands adjacent to the Reservation. Reducing livestock grazing and changing grazing patterns to preserve forage for wildlife needs to be tested experimentally. There may also be areas where it would be appropriate to reduce foraging by wildlife in order to promote livestock production.

4) Rodent depredation on grazing and crops may be our worst conflict between wildlife and the economy. The conventional approach to rodent control has been use of rodenticides. However, soil and water pollution, killing of non-target species, and other environmental impacts make broadcast use of rodenticides less than desirable. Poisoning of rodents may also increase vulnerability of agricultural lands to insect outbreaks. We need to experiment with alternative methods of rodent control, for instance through enhancement of species which prey on rodents and enhancement of habitat such that rodent populations tend to stabilize, rather than experiencing dramatic boom-bust cycles. There is evidence that boom phases tend to increase coyote numbers, and that bust phases force coyotes to prey on livestock.

ACTIVITIES:

1) Remove problem wildlife -- individually or broadcast as appropriate in each circumstance. Removal of predators would be done by trapping or shooting on the ground and from aircraft. Poisons would not be utilized against predators. Where appropriate (e.g., grizzly bears and wolves) the offending animal would be transplanted rather than killed, in accordance with Federal or Interagency guidelines.

2) On ranches particularly subject to livestock depredation, experimentally enhance habitat, for instance through altered grazing practices.

3) Promote recovery of populations of raptors and small mammals which prey on rodents.

4) Eliminate attractants such as open garbage dumps or open dumpsters.

5) Provide financial compensation for ranchers who lose stock to grizzly bears or gray wolves, both of which are covered by the Endangered Species Act.

6) Provide improved access to selected lands for hunting and fishing.

OUTPUT:

1) Markedly reduced stock losses.

2) Markedly reduced conflicts between wildlife and livestock

3) Less unnecessary killing of predators by ranchers and predator control officers because they would know that problem individuals would be removed and depredations compensated.

4) Enhanced predator-prey relationships in natural communities which reduces likelihood of depredation attempts.

5) Reduced pollution of soil and water with rodenticides and perhaps other pesticides.

COST ESTIMATE: $150,000

TITLE: **Interrelationships Between Logging and Wildlife**

DESCRIPTION:

1) The Reservation has two main types of forest: conifer (mostly lodgepole pine) and aspen. Most logging has been done in lodgepole stands due to the broad market for this wood, for instance for post-and-pole production or building logs. Aspen has had few markets except firewood, but there is increasing interest in aspen for manufacture of paper, chopsticks, and chip board.

2) Lodgepole and especially aspen forests provide important habitat to a diversity of wildlife, including big game and ESA listed predators. Aspen forest occurs mainly as a narrow band between montane conifers and prairie grasslands; small stands of aspen also occur in mesic coves scattered across prairie near the mountain front. Montane conifer forests are extensive, but only a narrow band of such forest occurs on the Reservation.

3) If the Tribe is to be able to exploit those forests without seriously impacting wildlife, assessment of their habitat values and vulnerabilities to impact need to be conducted.

ACTIVITIES:

1) Expand upon studies already done as to the habitat values of these forest types.

2) Analyze differences in eco-communities between natural and logged areas, addressing different patterns of logging (e.g., selective vs. clearcut), and ages of stands. Address differences in use of these areas by wildlife, particularly game and "listed" species.

3) Develop a report estimating impacts of past logging, predicting likely impacts from specific cases of proposed logging, and providing a basis for predicting impacts from any future logging project. Develop computer models to assist in analyzing and predicting impacts.

OUTPUTS:

* Said report and computer models.

COST ESTIMATE: $100,000

TITLE: **Impacts of Oil and Gas Development on Wildlife**

OBJECTIVES:

1) Minimize impacts on wildlife species and ecosystems from development of fossil fuel reserves on and near the Blackfeet Reservation.

2) Assess impacts from past developments and predict impacts of new developments.

3) Use that information to influence where, when, and how development is done.

4) Assure that unavoidable impacts are fully mitigated, and that developed sites are restored as appropriate following completion of drilling, then completely restored after the well has been capped.

DESCRIPTION

1) The Reservation lies on the edge of the Overthrust Belt which has yielded prodigious amounts of oil, natural gas, and coal along the length of the Rocky Mountains.

2) The Reservation overlies substantial deposits of oil, natural gas, and coal.

3) Hundreds of wells have been drilled on the Reservation and there is pressure for opening much of the Reservation to drilling.

4) Even greater reserves are thought to lie in mountains just west of the Reservation in the so-called Badger Two Medicine strip -- land which the federal government claims was ceded to them by the Blackfeet, but to which the Blackfeet actually ceded only surface mineral rights. The Tribe opposes drilling in that region because of its cultural (particularly religious) significance. However, drilling may occur anyway.

5) Drilling there could dramatically affect the relationship of the Blackfeet to their natural environment. Impacts on wildlife need to be predicted, and a plan for dealing with those impacts developed.

6) Impact concerns extend from the wells, to roads and other support facilities, pipelines, leakage of sour (H_2S rich) gas, gas sweetening (H_2S removal) plant, etc.

ACTIVITIES:

1) Through literature search and field work, assess impacts of past drilling on the Blackfeet Reservation -- mainly prairie ecosystems -- and on impacted montane lands north of the Reservation which are comparable to proposed drilling sites in the Badger Two Medicine area.

2) Conduct experiments simulating disturbance from oil and gas development. Test impacts on wildlife, water, air, and earth.

3) Develop computer models to assist in analysis, simulation and prediction.

OUTPUT:

1) Reports on past and probable future impacts.

2) Computer models which the Tribe can use to test alternative if-then scenarios to chose where, when, and how future development should occur.

COST ESTIMATE: $150,000

TITLE: **Impacts of Wind Power Development on Wildlife**

OBJECTIVES:

1) Minimize impacts on wildlife species and ecosystems from development of wind power on and near the Blackfeet Reservation.

2) Assess impacts from past developments in other locations and predict impacts of developments proposed on the Blackfeet Reservation.

3) Use that information to influence where, when, and how development is done.

4) Assure that unavoidable impacts are fully mitigated, and that developed sites are restored following construction, then later shutdown of the generators.

DESCRIPTION

1) The Blackfeet Reservation is reputed to be one of the best sites in North America for generation of wind power.

2) Generation would entail installation of wind mills and associated facilities, including roads and power lines.

3) There is concern about environmental impacts, including waterfowl, raptors, and other birds that migrate across the reservation. Would they be injured by the wind mill blades or by contact with high voltage lines?

4) There is also concern about impacts from electrical fields produced by the generators and by associated transmission lines. Both people and wildlife might be affected.

ACTIVITIES:

1) Collect and analyze relevant literature on wind mills, facilities, and transmission lines, and on their ecological impacts at other locations.

2) Collect new field data at those other locations, if necessary.

3) Install a pilot wind mill system on the Reservation and study its impacts.

4) Develop computer models to use in extrapolating those findings to predict likely impacts from full scale development of wind power on the Reservation.

5) Use computer models to consider alternative if-then scenarious so that we can select the least damaging methods, times, and places for wind power generation.

OUTPUT:

1) Report on literature review.

2) Reports on new field data.

3) Computer models to assist in analysis, prediction, and planning.

COST: $50,000

TITLE: **Game Ranching: Opportunities and Consequences**

OBJECTIVES:

1) Enhance the economy of the Reservation

2) Enhance natural ecosystems by reducing livestock damage, in part through replacing livestock with game as an economic base.

3) Protect natural wildlife populations and ecosystems from impacts by game ranching.

DESCRIPTION:

1) **Game Harvest:** The Reservation could support vast herds of wild ungulate species, including bison, elk, deer, antelope, etc. Lakes produce spectacular trophy trout. Increasing wildlife populations and harvest of those populations could have major economic benefit to the Tribe. There are a number of alternative approaches to exploiting wildlife for economic benefit. (a) Free ranging, wild populations of ungulates, predators, furbearers, waterfowl, trout, etc. can be harvested for subsistence or sport. Tribal members can do so at no charge; non-members might be allowed to do so for a trophy fee -- for instance $10,000 per elk or $100 per trophy trout. (b) The Tribe might establish ownership of some wildlife populations and sell individual animals, for instance through sport harvest or as breeding stock. (c) Private businesses might do so.

2) Commercial production and sale of wildlife -- so-called game ranching, has numerous pros and cons.
   * On the Pro side, game can sometimes be produced at much lower effort and higher profit than livestock. One estimate holds that elk can be produced at half the cost of cattle and meat sold at twice the price per pound; elk cows now have a market value of about $8,000 as breeding stock. Game on ranches can be managed as part of the natural ecosystems, doing much less ecological damage than livestock and enhancing the natural ecosystems.

   * On the Con side, game animals are often obtained by "stealing" those which legally belong to the public. There is an enormous black market in wildlife. Lobbying efforts by game ranchers have prevented adequate monitoring of production and sale of privately owned wildlife. The animals are commonly managed in inappropriate ways which

promote disease contagion, and which do as much ecological damage as cattle -- damage which penetrates throughout wildlife reserves such as national parks. Development of game ranches often eliminates many opportunities for subsistence and sport hunting, and other ways of enjoying wildlife. Predators on wildlife are exterminated as vigorously as predators on livestock.

3) As political pressures rise to permit ranching of bison and other wildlife on the Reservation, related issues have to be studied in detail, and management plans developed to assure protection of wildlife populations and ecosystems.

ACTIVITIES:

1) Gather existing literature on game ranching, identify the full range of pros and cons, and assess their relevance to this Reservation.

2) Visit game ranches to gather further information.

3) Develop a management plan indicating any regions, circumstances, and species for which game ranching would be feasible and desirable -- economically and ecologically. Also indicate those regions, circumstances, and species for which it would not be feasible or desirable.

OUTPUT:

1) Collection of literature on game ranching.

2) Management plan.

COST ESTIMATE: $30,000

TITLE: **Ecotourism: Opportunities and Consequences**

OBJECTIVES:

1) Determine the potential for wildlife viewing and other uses of wildlife to enhance ecotourism on the Blackfeet Reservation.

2) Analyze the economic value of such ecotourism, as well as the kinds, numbers, and pay scale of jobs it could create.

3) Estimate the facilities which would be needed to provide viewing opportunities and to support the eco-tourists.

2) Assess impacts to wildlife species and ecosystems by ecotourism.

DESCRIPTION:

1) Spectacular scenery on and near the Reservation, wildlife, and the Blackfeet culture can all be major attractions for tourists. Glacier National Park is world renown for its scenery; but wildlife is much less visible than at parks like Yellowstone. Enhancing wildlife viewing opportunities on the Reservation could enhance the number of tourists visiting the Reservation and the amount of money they spend here, providing new jobs and a sounder economy for the Tribe.

2) Increased tourism might have a variety of adverse effects on wildlife and the Blackfeet. Among these might be an influx of non-Indian residents, especially seasonals. This could increase real estate values to levels that Blackfeet could not afford. Tourists and new residents would increase demands for services such as schools, fire protection, police protection, sewage disposal, etc. They would compete with Blackfeet for fishing and other natural resources. Racial tensions could escalate, resulting in greater political pressure to reduce effective Tribal sovereignty.

3) These issues are broad and need to be addressed by a task force representing many branches of Tribal government, with assistance from the federal government and perhaps universities.

ACTIVITIES:

1) Develop a task force to study those issues. Include all relevant Tribal departments, for instance Fish & Game, Environmental, Planning, Land, Water Resources, Revenue, Housing, etc.

2) Explore ways in which opportunities to view wildlife can be optimized, so as to attract visitors, obtain income from the visitors, and protect visitors and wildlife from each other.

3) Gather and analyze data on impacts of ecotourism. Develop computer models to test alternative if-then scenarios so that one can identify and quantify their respective costs and benefits for wildlife, Blackfeet culture and society, economics, etc.

OUTPUT:

1) Report on opportunities for ecotourism.

2) Report on facilities, etc. needed to provide adequate opportunities for visitors to observe and perhaps visit wildlife species and ecosystems.

3) Report on impacts of ecotourism and computer models for analyzing and predicting impacts.

ESTIMATED COST: $100,000

TITLE: **Administration of the Fish & Game Department, and Development and Enforcement of Regulations for the Protection of Wildlife Species and Ecosystems**

OBJECTIVE:

1) As our understanding of needs for protection of wildlife species and ecosystems develops, draft additional regulations to meet those needs.

2) Increase administrative and enforcement capabilities as needed to assure compliance with regulations.

DESCRIPTION:

1) The Tribal Fish & Game Department needs a full time Director. The Department also needs at least 2 more wardens, as well as part time assistance from an attorney.

2) Each warden will need a pickup truck, a 4-wheel ATV, a snow mobile, and various other field equipment.

3) The Director will require a PC and various other office equipment and supplies.

4) The Director and enforcement staff will need professional training.

ACTIVITIES:

1) Administration of the Department.

2) Write appropriate regulations for protection of wildlife species and ecosystems; work in cooperation with the Environmental Office.

3) Monitor hunting, fishing, and other activities which impact wildlife; work in cooperation with the Environmental Office.

4) Apprehend and prosecute violators.

OUTPUT:

1) New regulations providing better protection for wildlife species and ecosystems.

2) Enhanced administrative and enforcement capabilities

3) A more highly trained and better equipped staff.

4) Reduction in inappropriate, unnecessary impacts on wildlife.

COST ESTIMATE: $250,000

TITLE: Remote Sensing and Computer Modeling

OBJECTIVE:
As a basis for monitoring and protecting wildlife and their ecosystems:

1) Develop a digitized geographic database from aerial photos, satellite surveillance, and global positioning satellites to obtain data on natural and artificial features of the Blackfeet Reservation and surrounding lands.

2) Utilize such information to assess quality of Reservation habitat types, for instance potholes, lakes and rivers, riparian zones, prairie uplands, montane uplands.

3) Develop computer simulation models which process "remote" and "ground" data to predict consequences to wildlife species and ecosystems from alternative decisions about uses of the wildlife, habitat, land, water, etc. Models developed under this project would integrate and extend models developed under the other projects described above.

DESCRIPTION:

The 1.5 million acre Reservation contains over 4000 wetlands and lakes, and over 11,000 miles of shoreline. Monitoring such a vast expanse of natural habitats with our small staffs is unfeasible without the assistance of remote sensing.

Satellite data was collected in August 1991 by EoSat Earth Observation Satellite Co. This information is available and could be used to directly assess a wide variety of parameters important to management of Reservation ecosystems, both terrestrial and aquatic.

Ground studies on wildlife and habitat could be markedly enhanced by more precise location data, obtainable with the assistance of Global Positioning Satellites.

Our project would be conducted under the guidance of the BIA "Strategic Plan for the Indian Integrated Resource Information Program".

The "remote" and "ground" data will be utilized directly and through computer simulation models which predict consequences of alternative management decisions. That will facilitate identification of optimum alternatives -- evaluated on the basis of ecological and harvest criteria, as well as other resource uses and priorities. In the long run, that will maximize

benefits to people and the environment for our stewardship programs.

ACTIVITIES:

Purchase existing digital data and images of the Blackfeet Reservation. Purchase a computer and software which can process the data. Utilize satellite data and other kinds of information to assess quality of the Reservation environment and surrounding lands, as a basis for stewardship for wildlife production and ecosystem conservation. Train staff in uses of the equipment and software, and in interpretation of the data.

OUTPUTS:

* Computer-generated maps identifying various classes of habitats, soil types, pollution plumes, and other surface features, natural and artificial.

* Analyses of surface features.

* Better protection of wetlands, other water bodies, and surrounding lands as wildlife habitat and sources of "pure" water.

* Stronger baseline data as a foundation for assessing human impacts (e.g., from drilling for oil and natural gas or from agriculture) so that these impacts can be kept within ecologically tolerable limits, and so that development is not limited more than necessary to maintain viable populations and communities of wildlife, livestock, and people.

COST ESTIMATE:

$500,000: for satellite data; GIS computer equipment and software; labor digitizing and analyzing data; staff training; GPS equipment and field (laptop) computers; etc.

BUDGET

Waterfowl management and wetland ecosystem stewardship	$150,000.00
Fisheries management and aquatic ecosystem stewardship	$150,000.00
Terrestrial wildlife management and ecosystem stewardship	$500,000.00
Enhancement of waterfowl and wetlands	$1,029,000.00
Enhancement of fisheries and aquatic habitat	$100,000.00
Enhancement of terrestrial wildlife populations and habitat	$50,000.00
Alleviating conflicts between wildlife and livestock or farming	$150,000.00
Interrelationships between logging and wildlife	$100,000.00
Impacts of oil and gas development on wildlife	$150,000.00
Impacts of wind power development on wildlife	$50,000.00
Game ranching: opportunities and consequences	$30,000.00
Ecotourism: opportunities and consequences	$100,000.00
Development and enforcement of regulations for the protection of wildlife species and ecosystems	$250,000.00
Remote sensing and computer modelling	$500,000.00
TOTAL	$3,309,000.00

Proposal for

**SUPPORT FOR BLACKFEET HOTSHOT FIREFIGHTERS
TO STIMULATE ECONOMIC GROWTH AND ENVIRONMENTAL STEWARDSHIP
ON THE BLACKFEET INDIAN RESERVATION**

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1 April 1993

INTRODUCTION

One of the best ways to stimulate employment on Indian reservations is by funding tribal firefighters. The paychecks they bring home are important. But critical are the employment skills, habits, and attitudes developed. These help people to replace bitter acceptance of chronic unemployment with determined self reliance and willing teamwork. They replace despair with certainty that initiative breeds success. Those who succeed inspire others.

Firefighting is a goose that lays golden eggs for Tribes; and no goose lays better eggs than Hotshot crews. Yet, this is the very goose which is dying for lack of federal support. If it dies, Tribes lose far more than a handful of jobs. We lose the inspiration, the incentive, the belief that we can succeed.

Among all the arenas where Indians compete with mainstream Americans, there is none where Indian excellence is better demonstrated than firefighting.

The National Wildfire Coordinating Group has identified two categories of firefighters: Category 1 (Hotshots, Smoke Jumpers, and Heli-repellers) and 2 (professionals and "as demanded" [AD], also referred to as "call when needed" [CWN]). Category 1 crews are the elite, the "special forces" of the firefighting world, the "on call" units who must be ready to leave whenever a fire occurs, to be the initial strike force. Hotshots attack from the ground; smoke jumpers parachute from aircraft; and heli-repellers repel from helicopters.

Nationwide, there are only 63 Hotshot crews. They work under the auspices of the Bureau of Land Management (BLM), the U.S. Forest Service (USFS), the National Park Service (NPS) and BIA. Among the best of the Hotshots are Indian crews; and Blackfeet Chief Mountain Hotshots are the best of the best -- awarded top national honors during 1990 and 1991. Every Incident Commander on a large complex fire is proud to have a tribal Hotshot crew in camp. Indian Hotshots have proven, without a doubt, to out perform and outwork any other crews, including other Hotshots.

Chief Mountain Hotshots are heros that other Indians emulate, whom they strive to equal. To wipe out tribal Hotshots is to destroy the willingness of Indian peoples to strive, to destroy their belief that they can succeed in the whiteman's world.

* * *

Most of the firefighters in the West are supplied by BIA. Indian tribes have the largest resource of firefighters in America. For example, between the San Carlos Apache Tribe and

the Blackfeet Tribe, a total of over 80 crews can be mobilized. Both Tribe's agencies have impeccable reputations in wildfire suppression.

The main function of BIA's Fire Management Program is to protect Indian Trust Lands. But, like other federal agencies, BIA is also obligated to the N.W.C.G. to assist in suppressing wildfire on any government land.

Most Hotshot crews have to remain on call only during June - September, but tribal Hotshot crews are on call year around. Yet, despite their greater responsibility and outstanding performance, tribal Hotshot crews are the only Hotshots not supported by the federal government.

Hotshot crews hired by the USFS, BLM and NPS all receive late model vehicles, updated fire equipment, and supplies; they have guaranteed employment throughout each fire season. Only Tribal Hotshots are left with empty hands, because BIA refuses to support them. Unlike the Hotshot crews under other federal agencies, tribal crews receive little if any equipment or training, and they are paid only when fighting fires, not while on call.

BIA's lack of support for Indian Hotshots is a regional or national policy, not a local one. The Blackfeet BIA Agency and the Blackfeet Tribe have been trying in vain for 5 years to obtain the needed support.

To keep Hotshot crews intact, tribes have had to buy their own fire fighting equipment and vehicles. This has been a severe drain on tribal governments. They are already strained for funding to a degree that few other American communities can imagine. In all of this nation, there are few if any counties more destitute than those containing Indian Reservations. Glacier County, centered on the Blackfeet Reservation, is the fifth poorest in America.

Chief Mountain Hotshots struggle to make do with worn out equipment. Their chain saws, for instance, are in dire need of replacement. When a dispatch occurs, the crew never knows whether transportation will be available. Without reliable equipment and transportation, tribal Hotshot crews cannot maintain their excellence. This is destructive to moral, and eventually to performance. Declining funding has already been eroding preparedness and motivation of the Chief Mountain Hotshots.

Unless the funding trend changes, and the Chief Mountain crew receives reliable vehicles, chain saws, and other equipment, they will soon cease to qualify as Hotshots, and our Tribe will lose its primary example of success in the whiteman's world.

The repercussions of that loss will extend far beyond elimination of these particular jobs and of the pride of the firefighters themselves. It took an incredible effort of will and a tremendous sacrifice of scarce tribal resources year after year for Indians to achieve Hotshot status in the first place, to become national champions, to become role models for Natives across America. To now let these crews wither away for lack of support will convince Indians more than any other event in recent decades that they are doomed to failure -- that anytime they approach success, mainstream society will jerk the rug out from under them -- that all the federal rhetoric about wanting Indians to achieve financial self sufficiency is just a lie.

We propose that Congress shift a portion of the funds which support Hotshot crews of other federal agencies over to BIA. BIA could easily form 20 well trained and experienced Hotshot crews in the western United States. BIA Hotshot crews should be geographically located where they would best meet fire suppression needs in conjunction with crews sponsored by other agencies.

Two factors should be considered in determining which reservations will have a Hotshot crew:

1. Location: If the U.S. Forest Service reduces the number of its Hotshot crews nationwide, replacements for those crews should be made up from BIA Agencies closest to the affected National Forests.

2. Resource Potential: Any BIA agency which sponsors a large number of AD firefighters within one or more reservations should be highly considered for a Hotshot crew. The resource can be reflected by the number of certified crew bosses, trained firefighters, and support personnel available.

By employing Blackfeet Hotshots throughout the fire season, we can better keep the team intact and ready to respond immediately to fires. When not fighting a forest fire, they would be utilized in several ways: (a) fighting municipal fires (we plan to cross-train them to fight all kinds of fire and for other emergency response duties, including search and rescue); (b) preventing wildfires by controlled burning of logging slash, blowdowns, etc., and by construction of fire breaks; (c) conducting prescribed burns to benefit wildlife and foster reforestation; (d) supervising agricultural burns; (e) planting trees; (f) erosion control (e.g., in poorly executed clearcut areas); (g) trail building; (h) tree thinning in forests; (i) cleaning manmade trash out of streams, lakes, and wildlands; and (j) educating the public (e.g., in schools) about fire prevention and about techniques of fire suppression and management.

We view those activities as a key component of environmental stewardship on the **Blackfeet National Demonstration Area for Ecologically Compatible Lifestyles.** Furthermore, we envision this experience as a springboard for Hotshots to move into careers as professional environmental stewards, some as technicians, others as engineers, scientists, lawyers, educators or administrators.

In summary: BIA is the only federal agency with major fire suppression capabilities that does not support even one Hotshot crew. BIA is the largest single source of Category 2 fire fighters in both the West. There is no reason why BIA should not also be a major source of Category 1 firefighters, particularly Hotshots -- the very Hotshots who have won national honors year after year. There are few better investments the federal government could make to stimulate economic growth on this and other reservations, and to springboard Indian youths into careers as environmental stewards.

Attached is a budget for operating a BIA Hotshot crew for 2 years.

BUDGET FOR A BIA HOTSHOT CREW

	Year 1	Year 2 *	Total
Salaries			
1 Fire Control Office (Director)	$43,000.00	$45,150.00	$88,150.00
1 Crew Superintendent (GS-7): To supervise a crew of 19 crew members	$22,717.00	$23,852.85	$46,569.85
1 Foreman (GS-6): To supervise 3 squads	$12,513.00	$13,138.65	$25,651.65
3 Squad Bosses (GS-5): To supervise 5 crew members.	$33,645.00	$35,327.25	$68,972.25
15 Crew members	$150,549.00	$158,076.45	$308,625.45
Total salaries	$262,424.00	$275,545.20	$537,969.20
Fringe			
Payroll Taxes (15% of Salaries)	$39,363.60	$41,331.78	$80,695.38
State Unemployment Insurance (4.1%)	$10,759.38	$11,297.35	$22,056.74
Lump Sum Leave	$9,663.00	$10,146.15	$19,809.15
Total fringe	$59,785.98	$62,775.28	$122,561.27
Travel (Mileage and Per Diem)			
Fire Control Officer (50 days)	$2,750.00	$2,887.50	$5,637.50
Crew Superintendent (23 days)	$1,265.00	$1,328.25	$2,593.25
Foreman (16 days)	$880.00	$924.00	$1,804.00
Squad Bosses (13 days each = 39 days total)	$2,145.00	$2,252.25	$4,397.25
Crew members (6 days each for 15 days = 60 days)	$4,550.00	$4,777.50	$9,327.50
Total Travel	$11,590.00	$12,169.50	$23,759.50
Equipment and supplies			
Tools and supplies	$6,000.00	$5,000.00	$11,000.00
Vehicles (4) (purchase and maintenance)	$30,000.00	$10,000.00	$40,000.00
Total Equipment and Supplies	$36,000.00	$15,000.00	$51,000.00
Facilities for Offices, Equipment Storage and Repair, etc.	$2,400.00	$2,520.00	$4,920.00
Training	$20,000.00	$21,000.00	$41,000.00
TOTAL BUDGET ----------	$392,199.98	$389,009.98	$781,209.97

* Second year costs were calculated assuming 5% inflation between the first and second years.

BLACKFEET TRIBE
HAZ-MAT RESPONSE REQUIREMENTS

March 26, 1993

The Blackfeet Reservation, located in North Western Montana, covers 1.5 million acres with a normal population of 8500. During the summer tourism season, the population on the western edge of the reservation can increase by an additional 5 to 6 thousand.

Two major highways cross through the reservation, US 2 in an east/west direction and HWY 89 in a north/south direction. A primary railway also passes through, east/west. The highways carry normal local traffic in addition to commercial carriers. Rail traffic involves up to 20 trains a day including two passenger trains.

Both highways and the rail line converge in Browning, a Town in the center of the reservation. This town is the principal community of the reservation where just over 50% of the reservation population live. During a normal working/school day, 70% of the population are in Browning.

The Blackfeet Tribe has been concerned about the possibility of hazardous materials releases on the reservation and especially in and around Browning. The rail line, on the western edge of Browning, has a curve that is of special concern. Due to the high winds that normally occur here, gusts over 70mph, freight trains have been periodically blown off the track. This is a normal occurrence, with the most recent 41 car derailment occurring in December 1992. There also have been a number of freight truck accidents in and around Browning. Fortunately there has not been an incident involving hazardous materials. However with the amount of traffic involved, the time will certainly come when we will have to deal with a haz-mat incident.

Local Emergency Service agencies, Police, Fire and EMS, are trained in responding to haz-mat incidents but do not have the equipment to handle an actual haz-mat. The Tribe's initial responders would have to call in outside help. Mobilizing a response from locations at least 150 miles away would mean waiting 8 to 10 hours depending on availability. This long wait could have a very serious impact on the people and the environment. During winter, this area is some times cut off from the rest of the world, except for rail traffic, for two to three weeks at a time.

The Blackfeet Tribe needs to be able to equip our local trained haz-mat responders with proper equipment and gear. The Tribe does not have the funds available to purchase necessary equipment. There are grants available for training but not for equipment. The Tribe will continue to obtain training for their responders and is requesting additional funding for equipment.

Basic equipment needs for Tribal haz-mat response teams.

The following equipment would allow the Tribe's response teams to respond to and manage most haz-mat incidents.

DESCRIPTION	COST
Command Center/vehicle	$50,000
Response Truck	75,000
Communication equip	11,000
Air pak/compressor for 10	32,500
Personal Protection equip	17,000
Power equip.	24,000
Scientific analyzers	27,000
Other containment, response equip	15,000
TOTAL	$251,500

Presently the people and environment of the Blackfeet Reservation are at risk. The equipment listed would allow the Blackfeet Tribe to adequately protect the people and the environment of the reservation.

NATURAL RESOURCES AND ECONOMIC DEVELOPMENT

ON THE BLACKFEET RESERVATION

The Blackfeet Reservation is located on the eastern front of the Rocky Mountains, where it borders Glacier National Park and the Canadian Border. The Tribe has roughly 14,000 members, about half of whom live within Reservation boundaries, along with another 1500 residents.

Our Reservation is rich in natural resources. Energy sources include oil, gas, coal, wind, and water. We have 5000 miles of river, over 4000 lakes and ponds, 11,000 linear miles of riparian zone, and innumerable wetlands. Rich soils support heavy grazing by livestock and wildlife, as well as farming in some areas. Prairies, wetlands, and forests support a wide diversity of wildlife -- grizzly bear, wolf, moose, elk, geese, ducks, and numerous rare species of small animals and plants. The scenery is some of the most beautiful in America, ranging from the emerald glow of our wetlands to the snowy peaks of glacier sculpted mountains.

Having all of these resources why aren't we rich? Why isn't every Blackfeet employed at a high-paying job? Why isn't our land dotted with oil and gas wells, windmills, and coal mines? Why doesn't our land teem with tourist resorts?

One reason is that we lack the capital to develop these resources ourselves. We even lack the capital to plan development which could be done by outside financiers. And we are unwilling to let outsiders run rampant with development. All

development that occurs must be tailored to our needs and provide us with more benefits than costs -- financial costs, cultural costs, environmental costs, etc.

Environmental degradation is a prime concern. To a limited degree, we have allowed drilling of oil and gas wells; and for a time, we enjoyed considerable revenue from royalties. However, we've seen environmental degradation from that development and are determined to find alternative methods of exploiting our resources which maintain environmental quality -- high quality of our water, soil, and air; healthy ecosystems with their full natural biodiversity and viability.

Our commitment to environmental quality stems from two roots. One is our traditional commitment to steward the earth. Second is our recognition that even in modern times, what is good for our environment is ultimately good for our economy.

We intend to build a sound economy on the foundation of a healthy environment. Indeed, we propose to become a demonstration area for this -- the Blackfeet National Demonstration Area for Ecologically Compatible Lifestyles.

We need funding and expertise from the federal government to study our wildlife, our ecosystems, to better understand how to optimize benefits from them. For example, how can we best increase production of elk and bison on the Reservation? What do we need to do to maintain grizzly bears and wolves so that they are visible to tourists, yet harm neither people nor livestock? We also need to conduct a broad brush survey of our ecosystems to

determine where we have rare species which need protection. We need baseline data upon which to base environmental impact determinations so that we can select places and methods of resource development which are not destructive. What are the best ways to harvest timber, develop energy resources, ranch game species, or develop a thriving ecotourism industry? We have developed specific proposals covering these programs.

We also need much better educational facilities. Economic welfare in the modern world depends more and more on good educations. Yet, Indians have little opportunity for college education in natural resources except at mainstream universities whose outlooks are alien to Indian ways. As part of the Blackfeet National Demonstration Area for Ecologically Compatible Life Styles, we propose creating a center for environmental education and research which we call the Blackfeet Institute for Native American Environmental Stewardship. Its purpose would be to provide tribes with scientific knowledge and traditional Indian wisdom about environmental stewardship.

Finally, we challenge our fellow Americans to share with us your best ideas about good environmental stewardship, about making good conservation good business.

America is a fountainhead of technological innovation. Let us offer our fellow Americans a challenge which we hope you won't be able to refuse. The challenge to help us make our homeland a shining example before all the world in proving that what is good for our environment is ultimately good for our economy.

BLACKFEET NATIONAL DEMONSTRATION AREA
FOR ECOLOGICALLY COMPATIBLE LIFESTYLES

Imagine, if you will, that you are an eagle. See yourself perched on a cliff. Above you are peaks that rise to pierce the heavens. Below you, thousands of feet down, is the broken white expanse of a glacier. And below the glacier is a crystal river flowing through an emerald valley. The river teems with trout, and the valley is alive with elk, moose, wolf, and bear.

Now, in the eye of your mind, leap off that cliff. Feel the moment of terror as your body plunges towards destruction ... and then the ecstacy of flight as your wings catch an updraft that lifts you into the sky. The air currents that carry you down the valley and onto the rolling plains. Out where millions of buffalo once migrated. Out where our people thrived for thousands of years. Out where we have been destroyed and degraded for over a century and a half.

Our ancient history was glorious. Our recent history was a nightmare. What will our future be? Given the choice between glory and nightmare, we choose glory.

For more than 150 years, our people were locked into a downward spiral. Poverty, despair, bitter anger, alcoholism, abuse of one another -- perpetual victims living on welfare. We suffered through these and countless other indignities. But no more. We have broken the cycle. The spiral we travel now moves up, not down.

Watch us if you don't believe. See the Blackfeet people transform ourselves, watch the renaissance of our traditional culture. See us adopt the best of mainstream cultures. Watch us fulfill our destiny. And then share it with us.

Most of you have read Al Gore's book **EARTH IN THE BALANCE: Ecology and the Human Spirit**. Its full of good ideas. I admit, we didn't recognize them as good immediately. For we'd been brainwashed to believe the myth that environmentalism and economics are natural enemies. But, reading the Vice President's book, we were reminded of the ancient wisdom of our own people. Our food, clothing, homes, and other needs -- all are supported by the bounty of nature. To destroy the source of our bounty is to destroy ourselves.

Granted, practicing good conservation can be expensive, at least in the short run. But in the long run, good conservation is extremely profitable. It pays for itself many times over. That's one bull's eye which Al Gore hit dead center.

What our traditions have in common with the belief of Clinton and Gore is the deep conviction that

What's good for our Environment
is ultimately good for our economy

This isn't just a slogan we mouth. Its a belief that shapes our lives. Blackfeet lands are rich in oil, natural gas, coal, windpower, and water. Yet, we've barely begun to exploit these resources. One reason for the delay has been our concern about excessive environmental impact.

In all of America, there are only four counties more financially destitute than our own. Yet, our people have vetoed every one of the countless attempts by mainstream society to turn our reservation into a dumping ground for wastes. We turned down an offer for more than $100 million to allow burial of nuclear residues on our land.

Its not that we are against development. Just that we are patient enough to delay development until it can be done in an ecologically sound manner. In fact, we would like to help President Clinton and Vice President Gore demonstrate how development and conservation can be integrated -- how **good conservation is good business.**

Not just lip service conservation. Not just preserving part of our land while we develop the rest; then next year developing part of the remainder, and so on year after year, until there is nothing left to preserve. Not fake conservation. But real conservation which preserves functioning ecosystems and the land's natural beauty, its bounty to support our people economically, spiritually, culturally. We propose creating the **Blackfeet National Demonstration Area for Eco-Compatible Lifestyles.**

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The Blackfeet Reservation is 1.5 million acres of beauty, with thousands of glacial pothole wetlands, immense riparian zones, and innumerable other ecosystems. A land rich in wildlife, including many species of animal and plant which have disappeared from most of the rest of America -- for instance grizzly bear, wolf, wolverine, bison, piping plover, and trumpeter swan.

Our land lies on the eastern slope of the magnificent Rocky Mountains. Our neighbor is Glacier National Park. To the north is the Canadian border which splits the Blackfeet Confederacy legally, but not culturally; three bands of our tribe live there.

Each year, millions of visitors from throughout the world pour through Glacier National Park and spill out onto the Blackfeet Reservation. Whatever we accomplish will be seen by many of them and relayed across the globe. What better place than our homeland to demonstrate ways in which economic development can be truly compatible with environmental conservation -- to demonstrate that **what is good for our environment truely is good for our economy.**

We challenge you to help us realize this great vision.

We challenge the petroleum industry to offer us plans for profitably tapping our oil and gas without polluting our groundwater or destroying sensitive ecosystems.

We challenge the agricultural industry to help us find ways to make good profits through shifting our farms to organic methods.

We challenge the building industry to provide us with affordable designs for ultra energy-efficient, non-polluting homes.

We challenge American industry to help us build the best waste treatment and water supply systems modern technology can provide, for both our towns and our rural homes.

We challenge America to bring your best ideas to us and help us implement the best of the best where their combined benefits will be obvious to all. Not just a bunch of isolated ho-hum demonstrations, but an entire community of cutting edge technologies, of eco-compatible industries and lifestyles integrated with our own culture.

In olden times, Native peoples lived as part of nature. Earth provided all of our needs and absorbed all of our wastes. What we received from nature vitalized us; and what we gave back vitalized animals and plants. That is the essence of ecosystems. The wastes produced by each species are natural resources for other species. Wastes do not accumulate destructively. Natural resources are not exhausted.

That is a lifestyle to which we wish to return. Not to precisely the way our ancestors lived, housed in tepees and riding horses year around. But to eco-compatibility, living as part of nature, receiving what we need, and providing what is needed by other species, our wild relations -- eagle, bear, moose, elk, wetland.

We challenge all of you, the United States Congress, to help us raise the funding to create an eco-compatible economic base that will support our people forever, a base that will enable us to eventually thrive without welfare payments from other taxpayers.

We challenge the environmentalists to quit telling us the value of preserving what we have -- a value we know even better than they -- and to work with industry to help us build our economy without degrading our environment. We already agree on the goal of eco-compatibility; now please share with us your expertise to make it happen.

Recall the old saying that to help a starving people, its not enough to give them food; one must also teach them how to grow their own.

In essence, that's the challenge we offer you. To take the best insights mainstream culture has developed about eco-compatible lifestyles, and share them with us. Help us integrate them with Native American wisdom, and then implement them.

We challenge you to help us create an international center for environmental education, a center where scientists, engineers, and tribal elders meet to share their wisdom and put it into practice; a center where people from throughout the world can come to study, to learn, to teach, and to conduct research. A center from which this wisdom will then radiate across the globe -- the **Blackfeet Institute for Native American Environmental Stewardship**.

Will it be expensive to create the **Blackfeet International Demonstration Area for Ecologically Compatible Lifestyles**? No, not by Washington standards. Our population is very small, with little more than 8500 people on the Reservation, and 7000 Blackfeet elsewhere. For negligible cost, we can maximize the ecologically compatibility of our lifestyles and our ability to demonstrate that **good conservation really is good business.**

To start building the foundation for an economy based on eco-compatible lifestyles, an economy which will carry us to financial self-sufficiency, we need $19 million, divided among 6 programs:

1) Land Acquisition: Purchase of Reservation land which contains particularly valuable or sensitive ecosystems, land which we cannot protect adequately now because it is owned fee patent by people who do not support the Tribe's high standards of environmental quality. $2.3 million.

2) Blackfeet Tribe Haz-Mat Response Requirements: Purchase of equipment the Tribe needs to be able to cope with spills of hazardous materials on highways or from the railroad. Train wrecks are common; wreckage of a train carrying hazardous chemicals such as chlorine could kill or injure thousands of people before state or federal response teams could reach us to help. We need to equip our own team. $250,000.

3) **Blackfeet Institute for Native American Stewardship**: A center to educate Natives from across America in environmental stewardship based on mainstream and traditional Indian approaches. $11.2 million over 5 years.

4) Ecological Survey and Stewardship of the Blackfeet Indian Reservation: This project would provide critical baseline data and allow us to develop a comprehensive strategy for environmental stewardship. $1.4 million over 2 years.

5) Stewardship of Wildlife, Habitat, and Ecosystems on the Blackfeet Indian Reservation: Whereas the ecological survey focuses on basic information, this program focuses on solving immediate problems such as production of game and fish for harvest, or curbing livestock depredation by predators. $3.3 million over 2 years.

6) Support for the Blackfeet Hotshot Firefighters to Stimulate Economic Growth on the Blackfeet Indian Reservation: The Blackfeet Chief Mountain Hotshot crew has been rated the finest team of firefighters in America. Their preminence was achieved with just financial support from our Tribal government. But despite our tremendous pride in the Hotshots, we do not have the funding to continue supporting them without federal assistance. Without your help, our Hotshot crew will wither away, as will the tremendous inspiration it provides to our youth to excell, to believe that they can be winners even in the whiteman's world. With your support, they will be able to serve as firefighters, first as grunts, but eventually as Hotshots. This experience in jobs and in teamwork will fire our youth with hunger for

permanent employment and build the self confidence they need to struggle through the years of education required to meet the requirements of modern job markets. $625,000 for 2 years.

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To start building the foundation for an economy based on eco-compatible lifestyles, an economy which will carry us to financial self-sufficiency, we need **$22 million** ($5/year/acre of the Reservation), divided among 6 programs:

1) **Blackfeet Conservation Initiative: Land Acquisition**: Purchase of Reservation land which contains particularly valuable or sensitive ecosystems, land which we cannot protect adequately now because it is owned fee patent by people who do not support the Tribe's high standards of environmental quality. $5.2 million.

2) **Blackfeet Tribe Haz-Mat Response Requirements:** Purchase of equipment the Tribe needs to be able to cope with spills of hazardous materials on highways or from the railroad. Train wrecks are common; wreckage of a train carrying hazardous chemicals such as chlorine could kill or injure thousands of people before state or federal response teams could reach us to help. We need to equip our own team. $250,000.

3) **Blackfeet Institute for Native American Stewardship**: A center to educate Natives from across America in environmental stewardship based on mainstream and traditional Indian approaches. $11.2 million over 5 years.

4) **Ecological Survey and Stewardship of the Blackfeet Indian Reservation**: This project would provide critical baseline data and allow us to develop a comprehensive strategy for environmental stewardship. $1.4 million over 2 years.

5) **Stewardship of Wildlife, Habitat, and Ecosystems on the Blackfeet Indian Reservation**: Whereas the ecological survey focuses on basic information, this program focuses on solving immediate problems such as production of game and fish for harvest, or curbing livestock depredation by predators. $3.3 million over 2 years.

6) **Support for Blackfeet Hotshot Firefighters to Stimulate Economic Growth and Environmental Stewardship on the Blackfeet Indian Reservation**: The Blackfeet Chief Mountain Hotshot crew has been rated the finest team of firefighters in America. Their preminence was achieved with just financial support from our Tribal government. But despite our tremendous pride in the Hotshots, we do not have the funding to continue supporting them without federal assistance. Without your help, our Hotshot crew will wither away, as will the tremendous inspiration it provides to our youth to excell, to believe that they can be winners even in the whiteman's world. With your support, they will be able to serve as firefighters, first as grunts, but eventually as

Hotshots. This experience in jobs and in teamwork will fire our youth with hunger for permanent employment and build the self confidence they need to struggle through the years of education required to meet the requirements of modern job markets. Experience as firefighters and related environmental stewardship will be a springboard to careers as environmental stewards. $781,000 for 2 years.



Medicine Wheel Alliance/Associated
With Northern Cheyenne Cultural Commission

PO Box 37, Huntley, MT 59037 406-348-2079-nicol
PO Box 763, Lame Deer, MT 59043 477-6215-tallbull

April 1, 1992

Stephen Stringham
Scientific Director
PO Box 35
Browning, MT 59417

RE: INSTITUTE FOR NATIVE AMERICAN ENVIRONMENTAL STEWARDSHIP PROPOSAL

Dear Steve:

In reading though your proposal I kept thinking WHY DON'T WE HAVE THIS ALREADY.

The Medicine Wheel Alliance has spent the last four years working in the area of tribal environmental concerns for different places. All of the "things" you mention in your paper are **NEEDED AND NEEDED NOW!!**

There is no time to lose in this project. The Tribes are being looked at by waste disposal companies, oil & gas developers, mining operators, etc. because they realize the Tribes have no environmental codes with which to hinder their development.

MWA was made well aware of how poorly the environmental documents are that come out of BIA in the past year in regard to the two methane gas exploration wells that took place on the Northern Cheyenne Reservation. I do feel the most frightening finding was that "if a private company comes on the reservation with lots of bucks and the Tribal Council goes along with the proposal and there are no federal monies attached there is absolutely **"NO PROTECTIVE UNDER THE NATIONAL ENVIRONMENTAL POLICY ACT FOR THE TRIBES HOMELAND."** To the Alliance this was most upsetting. When we really started asking EPA who the reservations were that had environmental policies of there own, we had a difficult time finding even 5 and these policies were very much like the national policy act. None of these policies had addressed the land by values of the traditional communities which is so important.

page 2

The other part of this story is that the Tribes do not have the expertise to understand the documents written or the expertise to write them, themselves. They must depend on outsiders to help and in most cases that would be BIA who drives the Tribes to economic suicide of there own land and peoples because they have never dealt in any kind of sustainable growth factors for any tribe.

Only when the Tribes have a base of their own people making these decisions that can understand the process and can write the documents themselves and really look at not only a quick fix to poverty but a sustainable lifestyle and resource development for the generations to come will they truly be independent Nations unto themselves.

The Medicine Wheel Alliance whole heartedly supports your proposal and will look forward to helping in this endeavor in anyway possible.

Sincerely,

Nicol Price
coordinator

The Native American Board of MWA is made up of:

Bill Tallbull, Northern Cheyenne Elder, Chairman of the Northern cheyenne Culture Committee, Chairman of the Natural Resource Board.

John Hill, Sr. Crow, Member of the Crow Culture Commission

Haman Wise, Shoshone, Spiritual Elder

Curley Bear Wagner, Blackfoot, Chairman of the Blackfoot Culture Committee.

Floyd Youngman, Hunkpapa Sioux, Fort Peck Tribes, Traditional Counselor & Spiritual Advisor to Spotted Bull Treatment Center.

Phillip Underbaggage, Teton-Lakota Sioux, Pine Ridge Reservation Grey Eagle Society, Council Member.

NATIONAL VIETNAM VETERANS COALITION

1100 Connecticut Avenue
Suite 1200
Washington, D.C. 20036

P. O. Box 9504
Washington, D.C. 20016
(202) 338 NVVC

March 4, 1992

Dr. Steve Stringham
P.O. Box 35
Browning, Mt. 59417-0035

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Michael Van Atta

Dear Steve:

I would certainly be remiss by delaying my gratitude to you for the opportunity of to reviewing your pre-proposal regarding the Institute for Native American Environmental Stewardship. The program is exhilarating. It addresses not only environmental concerns but the enhancement of a people who have historically been overlooked. This program is long overdue. You are obviously a keen student of the Native American and their culture. Your unique understanding of the patterns of priorities and learning in the Native American is most insightful.

I have worked throughout the nation with various Native Americans and have been very concerned about the lack of natural resource inventory control practiced on the reservations. These natural resources include timber, water, game, grasses and natural scenic landscapes to name only a few. Your vision of incorporating an Institute of higher learning that will not only protect the environment today but will also educate the tribes to properly manage their resources throughout the future is genius. This Institute will also provide meaningful employment to the tribes at the same time. I have never seen a proposal that has the potential of enriching the lives of as many people, not only for the short term but throughout the future.

The National Vietnam Veterans Coalition has many tribes as members. We, wholeheartedly, embrace this project and I personally look forward to supporting you and your Institute in any way that you see fit, professionally, as well as, personally. I remain.....

In your service,

Lee Ross
Vice Chairman



Department of Natural Sciences
Museum Road, University of Florida
Gainesville, FL 32611-2035 U.S.A.

904/392-1721

January 13, 1992

Stephen F. Stringham
P.O. Box 35
Browning, MT 59417-0035

Dear Steve:

Received your proposal concerning the Blackfeet Institute and enjoyed it very much. Yours is truly a visionary concept and I would love to be part of the effort. The role of Native Americans as land stewards before the landing of Columbus is vastly underappreciated. On the other hand, some revisionists suggest that Indian cultures in pre-Columbian times were not static and new nations and new alliances were formed sometimes with disregard for environmental concerns. What I'm pointing out is that old, established cultures undoubtedly had land use patterns compatible with sustained yield. Of course the process of cultural disruption was accelerated after European entry and the introduction of domestics such as the horse and thus, certain events that happened in the 17th and 18th centuries did not truly reflect the situation before European arrival. I don't know to what extent you want to push into this but one book you might want to read is *The Keepers of the Game.*

I recently returned from India where I was part of a team to evaluate the efforts of the Wildlife Institute of India at Dehra Dun. I learned a great deal from this experience including how the Indian government is dealing with *its* aboriginal inhabitants lumped generically under the term "tribals." In addition, I had an opportunity to inspect the instructional materials used at WII and was truly impressed. I think I have some useful experiences to contribute in the formation of your Blackfeet Institute, or for that matter, other institutes for the training of Native Americans.

I would be pleased to serve in any capacity I can, if you deem it useful for me to be on the Board of Directors; I am certainly interested. We can write more later. Suffice it to say, you're off to a magnificent start.

All best wishes.

Yours sincerely,

John F. Eisenberg

JFE/jd

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SENT BY:NMSU (505) 646-5975 ; 3- 5-92 ;12:25PM ; AG & HOME EC / DEAN→ 406 338 7530:# 2/

COLLEGE OF AGRICULTURE AND HOME ECONOMICS

DEPARTMENT OF FISHERY AND WILDLIFE SCIENCES
P.O. Box 30003, Campus Box 4901
Las Cruces, New Mexico 88003-0003
Telephone (505) 646-1544

March 4, 1992

Mr. Steve Sringham
P. O. Box 850
Blackfeet Nation
Browning, MT 59417

Dear Steve:

I have received and reviewed your proposal to create an Institute for Native American Environmental Stewardship. I am greatly impressed with the proposal. It is an innovative and proactive approach to a most worthwhile endeavor. It is evident you have fully thought out the many aspects necessary to make such a program successful. Congratulations on a job well done!

Please keep me informed of your progress. You have inspired me to think about a similar program for Hispanic Americans.

Best wishes.

Sincerely,

Raul Valdez

Raul Valdez,
Professor
Wildlife Science

RV:svp

The University of
Montana

Division of Biological Sciences
Missoula, Montana 59812-1002
(406) 243-5122
FAX (406) 243-4184

February 13, 1992

Dr. Stephen Stringham
P.O. Box 35
Browning, MT 59417-0035

Dear Steve:

Thanks very much for the chance to review your pre-proposal regarding the Native American Environmental Stewardship Program.

This is a very exciting program, and one that I and the Environmental Education Program at The University of Montana will do everything we possibly can to support. As we discussed yesterday, I feel that the program should be housed on the Blackfeet Reservation, as opposed to being housed at this or any other university.

Please keep me posted on the progress of this application, and I look forward to working to support this program in the future.

Sincerely yours,

Lee H. Metzgar
Professor of Biology

LHM:jmc

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Faculty of ENVIRONMENTAL DESIGN

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Facsimile: (403) 284-4399

To: Dr. Stephen F. Stringham
Blackfeet Indian Tribe
P.O. Box 35
BROWNING, Montana 59417-0035
U.S.A.

March 4, 1992

Dear Stephen,

I read with considerable interest your document proposing a Blackfeet Institute for Native American Environmental Stewardship. The document is most impressive and well-written to boot. In a small way, I may be able to help.

In Canada native people have made some very impressive advances. In the North West Territories government now is essential native government. Wildlife management rests with native management boards and is functioning very well indeed. A college in Fort Smith teaches natives in basic resource management and administrative skills. A former student of mine Jack van Camp is an instructor there.

My friend Dr. Norman Simmons, formerly deputy minister for environment in the NWT, now living closer to you than I do, was instrumental in empowerment of the natives. Now he is working with the Yukon Indian brotherhood on a similar empowerment under the Yukon Landclaim Settlement. He is also developing a school of wildlife management in Lima, Peru. He lives close to Pincher Creek, and when at home reachable at 403-627-3197/4192. He is also a rancher and experiments with grazing successions. He got his PhD from Lyell Sowels on, you guessed it, mountain sheep. Give him a call. Another resource person you aught to contact, particularly if there is anything to build is Harold Cardinal, an internationally

renowned native architect, and a Cree Shaman. I have worked with Harold some time ago; he has much to offer. There are others that, I am sure, would love to pitch in and help.

I would not write all that unless I felt that you are on the right track with that proposal of yours, and that a trans-border link were not in everyone's best interest. The U.S.-Canadian border here is a complete artifact. If there is a way to help you, please let me know.

With the very best regards,

Sincerely,

V. Geist
Professor

BLACKFEET NATION

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FRANKLIN COMES AT NIGHT

Blackfeet Conservation Initiative

The Blackfeet Nation, having a strong tie to the natural environment of this nation proposes to be a national leader in promoting and conserving its resources and the resources of the United States for the descendants of our children.

The Blackfeet Indian Reservation lies immediately east of Glacier National Park in north central Montana. The bio-diversity of the habitats and the associated wildlife species that exist on the reservation are culturally significant not only to the Blackfeet, but also to the United States and the international community.

The ecological significance of this area is found in the immense number of different wildlife and plant species per unit area. The ecologically sensitive communities that exist in the area include some of the last remaining pristine glaciated pothole wetland systems in the continental United States. The bio-diversity of these communities include wildlife and plant species covered by the Endangered Species Act. The animals on the threatened and endangered species list which reside on the Blackfeet Reservation are the Bald Eagle, Piping Plover, Gray Wolf, Peregrine Falcon, and the Grizzly Bear. The reservation is home to numerous species of waterfowl and neo-tropical migrants. The reservation being situated in the central flyway, is an international conduit for migratory waterfowl and neo-tropical migrants enroute from Mexico to Canada.

The Blackfeet have developed a joint venture initiative in conjunction with the Bureau of Indian Affairs and the U.S. Fish and Wildlife Service which outlines a comprehensive habitat management strategy to protect and enhance this nationally significant ecosystem. The Blackfeet have many intricacies of the conservation initiative already in place.

Implementation of this initiative would utilize existing funding from the Land and Water Conservation Fund administered by the Secretary of Interior. Funding would consist of land acquisition directed at wetlands and other ecologically unique habitats.

Implementation of this initiative would be an investment that would enhance the economic condition on Indian Reservations. The initiative would promote job creation and help the Indian economic community expand into ecotourism allowing tribes to become more self reliant.

The Blackfeet Nation proposes to implement this plan of action on a Nation to Nation level of cooperation for a no net loss of wetlands and other ecologically unique habitats. Identification and preservation of these lands would benefit the future of our children and the United States as a whole.

Historical Sketch:

The Blackfeet People lost their traditional homelands in the nations of Canada and the United States. On the U.S. side of the border lands were lost due to executive orders, treaties of cession, and congressional acts.

One congressional act that assisted in individual Indians losing lands was the Allotment Act of 1907. This act gave way to individual Indians selling their land on a willing basis to non-Indians. On the Blackfeet Reservation this created a land pattern of approximately 50 percent of the reservation in fee patent status owned by non-Indians today.

In 1991 the Blackfeet Tribe was exploring the possibilities of creating a Federal Wildlife Refuge on the reservation to be operated jointly by the U.S. Fish and Wildlife Service and the Blackfeet Tribe. Due to historical land dealings the Blackfeet Tribe finally decided another option other than the refuge needed to be pursued. The Blackfeet Nation's reasoning was that this could lead to land negotiations which may cede tribal sovereignty and/or jurisdiction.

Current Accomplishments:

The Blackfeet Tribe in conjunction with the BIA and USFWS established 4 big game management districts in 1982. Once these districts were established the Blackfeet Reservation experienced an increase in its elk herd from 37 to approximately 1500 plus -- elk in a 5 year period. In this same period the deer herds on the reservation rebounded significantly from almost non-existent populations to 1000 plus in 1992.

In 1987 the Blackfeet Tribe initiated a study of the habitats utilized by the Grizzly Bear to be used in the integrated resource management decisions to be made by the tribe. The Grizzly study is still ongoing at this time gathering vital habitat utilization data.

The Blackfeet Tribe in June of 1992 was the first tribe in U.S. history to sign a wetland/grassland easement with the USFWS which will protect 1557 ac. of ecologically important wetlands and grasslands.

In 1993 the Blackfeet Tribe secured a unit of land to locate the resident herd of buffalo (bison) that inhabit the reservation. The tribe's vision is to eventually place the buffalo herd in a wetland/grassland complex that would allow the tribe to maintain its ecological and cultural ties to the natural environment. The economics of this vision would be the benefits that the tribe would derive from eco-tourism.

Areas to be Established:

In areas 2 and 4 (See Attached Maps) the bio-diversity is comprised of the largest vegetative block of rough fescue prairie in the continental United States. The rough fescue prairie has declined to its last foot hold along the Rocky Mtn Front from Augusta MT. to the Blackfeet Indian Reservation with the largest block existing on the reservation. The ecological sensitivity of the area is found in the transition zones between the rough fescue prairie, aspen woodlands, riparian zones, coniferous forests, and tundra ecotypes. These ecotypes are in elevations from 3000 ft. on the eastern end of the reservation to 5000 ft. on the western side. The bio-diversity of these zones combined with the pristine pothole wetland systems make this area a focal point for integrated resource management.

In areas 2 and 4 there is approximately 23,000 acres of land for sale. Acquisition of land in this area is critical to the conservation initiative proposed by the Blackfeet Nation.

Cost range: $65.00 to $125.00 = Avg. Cost of $95.00/ac.

Land acquisition: $95.00/ac. * 23,000 ac. = $2,185,000.00

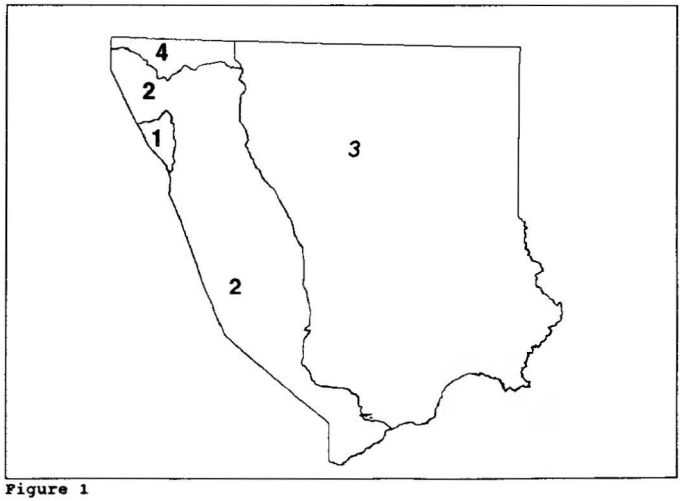

Figure 1

The priorities the Blackfeet Tribe would place on lands acquired would be in line with their Integrated Land Management Strategy.

Priority One:

The Blackfeet Tribe will prohibit sodbusting of these lands acquired to maintain their pristine ecological condition.

The Blackfeet Tribe will prohibit draining, dredging, and filling of all wetland ecotypes on lands acquired to maintain their pristine ecological condition.

The Blackfeet Tribe will enhance and/or create new wetland ecosystems on lands acquired or currently owned by the Blackfeet Tribe.

Priority Two:

The Blackfeet Tribe using an Integrated Land Management Strategy will outline the best management practices (Bio-Utilization) to benifit the ecosystem under consideration and the economic interests of the Blackfeet. ?

Bio-Utilization would entail combining management practices on individual land units acquired by the Blackfeet Tribe.

Bio-Utilization Priorities:

1. Threatened & Endangered Species Habitat
   - Animals:
   - -Bald Eagle
   - -Grizzly Bear
   - -Gray Wolf
   - -Peregrine Falcon
   - Plants:
   - -Many Headed Sedge

2. Species of Special Concern
   - Animals:
   - Trumpeter Swan
   - Lynx
   - Fisher
   - Wolverine
   - Plants:
   - Craw's Sedge
   - Western Moonwort
   - Rock Sedge
   - Long-sheath waterweed
   - Northern eyebright

3. Eco-tourism
4. Sport Fisheries
5. Hunting
6. Waterfowl Production
7. Raptor Habitat (ie. Golden Eagle, etc.)
8. Cattle Grazing (should have much lower priority eg. #14

9. Elk Grazing
10. Deer Grazing
11. Neo-tropical Migrant Habitat
12. Buffalo Grazing
13. Moose Grazing
14. Upland Game Bird Habitat

In area 3 there is approximately 80,000 acres of Conservation Reserve Program (CRP) acreage administered by the USDA-Agricultural Stabilization Conservation Service. Approximately 25 percent of this land is for sale. The US tax payer through the Federal Government has a very large investment in this program.

The intent of the Conservation Reserve was to take highly erodible land out of production due to wind and water erosion. A direct benefit of seeding these acreages back to permanent vegetation was the large tracts of wildlife habitat the program created. Acquisition of these acreages would not only secure wildlife habitat but would keep intact the intent of the program and the large investment of the US taxpayer. This area is critical to the conservation initiative proposed by the Blackfeet Nation.

USDA's Investment:

-Seeding Cost:	$15.00/ac. * 80,000 ac.	= $1,200,000.00
-Chemical Cost:	$12.50/ac. * 80,000 ac.	= $1,000,000.00
-Payment to Farmers:	($40.00/ac. * 80,000 ac.	= $3,200,000.00)
	$3,200,000.00/yr. * 10 yr.	= $32,000,000.00
	Total Cost to USDA-ASCS	$34,200,000.00

future or past? or is CRP a 10 yr set aside land?

Priority One: CRP Lands Acquired in Area 3

The Blackfeet Tribe will prohibit sodbusting of these lands acquired to maintain their permanent vegetative status to prevent soil erosion, maintain existing wildlife habitat, and improve water quality.

The Blackfeet Tribe will maintain the current permanent grass stands to re-establish native upland game birds, neo-tropical migrants, and other native terrestrial wildlife.

Priority Two: CRP Lands Acquired in Area 3

The Blackfeet Tribe using an Integrated Land Management Strategy will outline the best management practices (Bio-Utilization) to benefit the ecosystem under consideration and the economic interests of the Blackfeet.

Bio-Utilization would entail combining management practices on individual CRP land units acquired by the Blackfeet Tribe.

Bio-Utilization Priorities:

1. Threatened & Endangered Species Habitat
   Animals:
   -Bald Eagle
   -Peregrine Falcon
   -Piping Plover
2. Species of Special Concern
   Animals:
   Trumpeter Swan
3. Neo-tropical Migrant Habitat
4. Waterfowl Production
5. Upland Game Bird Habitat
6. Raptor Habitat (ie. Golden Eagle, etc.)
7. Buffalo Grazing
8. Antelope Grazing
9. Eco-tourism
10. Hunting
11. Cattle Grazing
12. Deer Grazing

Conservation Reserve Program Acreage Costs:

-1 yr Cost if allowed to be Sodbusted at programs term.

80,000 ac. * 32bu/ac. = 2,560,000 bushels what?

Avg. Gov't Subsidy for 5 yrs (1992-87) = $1.18/bu

2,560,000 bu * $1.18/bu = ($3,020,800.00/yr)
(10 yr projections) = $30,208,000.00

-Cost to Gov't (USDA-ASCS)= $34,200,000.00 for CRP program.
(10 yr projections)

Total Cost for 20 yrs = $64,408,000.00

CRP and Acquisition Costs:

An investment of 5 percent more over the 20 year projected costs would maintain approximately 25 percent of the Conservation Reserve Program's integrity for perpetuity. Why 25%?

Cost range: $75.00 to $225.00 = Avg. Cost of $150.00/ac.

Land acquisition: $150.00/ac. * 20,000 ac. = $3,000,000.00

Total Land Acquisition Costs:

-Wetlands in Areas 2 & 4	= **$2,185,000.00**
-CRP Land in Area 3	= **$3,000,000.00**
Total Costs	= **$5,185,000.00**

The Blackfeet Tribe on a nation to nation level of co-operation make this a formal request and/or application for funding of this initiative with funds to be appropriated from the Land and Water Conservation Fund.

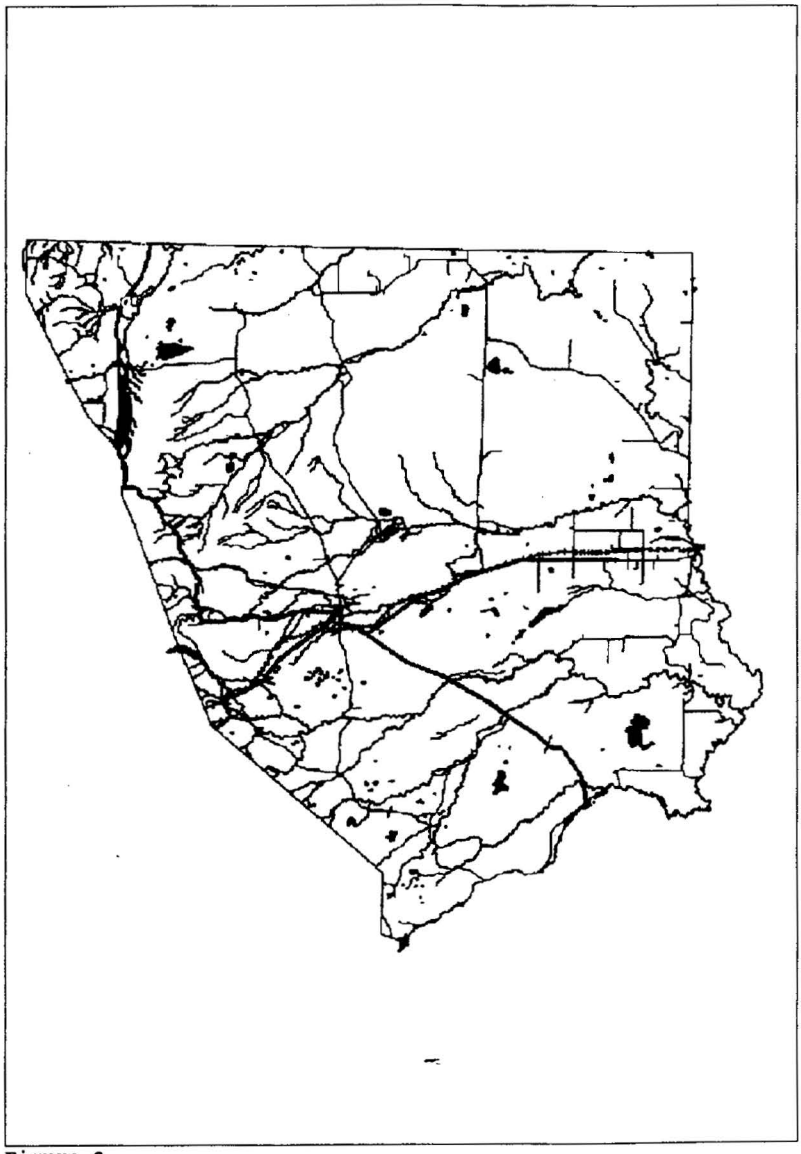

Figure 2

Mr. RICHARDSON. That is a very good statement.

The Chair will excuse itself for three minutes, and ask the gentleman from Montana to proceed with his questions. I will return to complete the questioning.

Mr. WILLIAMS [presiding]. Let me ask a single question of all of you. Caleb, if you want to respond to this as well, I would appreciate it if you would do so.

Everyone, including the staff, and Bill Richardson, and myself, and all of you here are friends. We all have the same goal, which is to make—for the purpose of this hearing—the economic life of a group of American citizens better. So, let me speak frankly to you as, I hope, a proven friend.

Unemployment rates in rural areas of America are very high. So, it is not unusual that Indian Reservations, being in rural areas, would also experience high unemployment rates, because that is something that you share with your brothers and sisters, whether they are Indians or non-Indians, all across America. If you live in a rural area, you probably have a high unemployment rate. Why? Because you do not attract industry, and you cannot get the capital. Many people, regardless of where they came from or who they are, experience that same problem. It is worse in some places that have a rural nature, including on Indian Reservations, than it is almost anywhere else. The question is why?

The Federal Government, to be perfectly blunt about it, spends a lot more money on Indian Reservations than it does any other rural areas of America, a lot more. We have an entire agency established for years to focus only on the problems of Native American people, the Bureau of Indian Affairs. The Federal Government and the Tribes themselves have, through the years, poured hundreds of millions of dollars into Indian Reservations, and when you drive on some of those Reservations, the roads are not paved yet. Something is not working.

Everybody and anybody who is a friend of Native Americans has to look in the mirror one of these days and say wait a minute, it is not working. Now, I do not know what it is, and I admit to you I do not know how precisely to make it work.

Let me ask each of you, and if Chairman Shields wants to respond as well, a general question, and then give me a complete but, if you will, a fairly brief answer. If the BIA is not working, should it go?

We have a new President that looks at Americans and says, America, you want change? You want a revolution? Get ready, here it comes. Do you want to be a part of it? Do you want dramatic change, as Indian people who have looked around and said it is not working, let's quit kidding each other. Is that wrong? Is it that it can work with just some incremental changes, some small adjustments, just a little more money? Can it work then? Can we stop the horror of 60 percent unemployment on some Indian Reservations in America? A matter that, if it affected any other people in America, it would be considered a national disgrace. What is a national disgrace is that America hides its face to the 60 percent unemployment on some Indian Reservations.

What do you think? Should we have a significant overall reworking of things such as the Self-Determination Act of 1975? Should

the BIA be gone and we start over? Should we have a whole restructuring of how we deal with Native American people and Tribes? By the way, I have not made up my mind on it. I only know it is not working. Should we simply round it off at the edges, work with what we have, provide a little more money, be a little more efficient, a little more specific, do rifle shots, instead of shotgun blasts, and see if we cannot solve some of these problems as we go along?

Chairman Shields, I see you have joined us. Maybe, as Chairman of the Host Reservation here, you would like to go first. Would you?

Mr. SHIELDS. Mr. Chairman, what you bring out is a very interesting viewpoint. I do want to point out, when we talk about change, I hope you are not talking about another experiment. Indian people and the Tribes have been under various experiments over the years—I think there are about seven cycles we have been talking about over the years. One of them was relocation. One even talked about, in the earlier years, self-determination.

I think what we need is a tune up. One that would last for an extended period of time, rather than a vacillating policy. Something that we can put some marks on. If this is what we have to do to change this cycle that has been going on over this last century, if we are going to have a change, let's have some landmarks to go by. What is it going to take to make the Reservations viable again?

For many, many years one of the big problems has been the Bureau of Indian Affairs having sole control of the activity on the Reservations. That has been changing over the years again. I think, you know, the task force that Donovan, who is representing Montana, has been serving on for the last couple of years now, there are some recommendations that are coming out of there that would help Tribes live in the modern age, and not be hamstrung by all of the regulations that the Bureau is forced to comply with.

I think by tuning up the system, and not changing the policy 5 years from now again, and then 5 years hence. The Tribes could never get their feet on the ground by what has happened in the past. I would just like to throw that out as a comment.

Mr. WILLIAMS. Thank you. Donovan?

Mr. ARCHAMBAULT. Thank you, Mr. Williams.

I think we have been wrestling with the problem for a lot of years. I believe that if the Tribes were allowed to make their own experiments, make their own mistakes, and build from that, I believe we would be a lot further ahead. Let me give you some examples.

Let's take housing for instance. In 1975 or 1976, I remember they passed a bill that they were going to build 5,000 new Indian housing units a year. They have never done that. In fact, I do not think they have ever built 3,000 houses a year to meet that need. Right now at Fort Belknap, we have a need for 189 houses. I can almost guarantee you, in the whole Denver region area, there are not any more than 400 houses, but there are 28 Tribes that all need 150 houses. So, how do we fix that? Do we continue to give foreign aid? You know, you talk about all of the money that was given to Tribes. How much money has been given to foreign aid? What kind of return have we gotten from that?

The other thing is, like I said before, let us fail. The Bureau has been looked at as a failure all the way through in every study that I have looked at. I have sat with you, Mr. Williams, and talked about the failures of this and that; but, if we failed once, everybody is sitting there pointing at us. Look at that. There they go. They failed. We gave them a chance. Give me those 500 chances that the Bureau had and the IHS, and I will bet you I do not fail 25 percent of the times that they failed. Give me the money.

Let's take 638 contracting. That was a farce from the beginning. We talked about it in 1975. Regulations are not any good. Before we even had one 638 contract, we had nine contract officers in the Billings area and did not have a contract. Why don't you come down here and train the guys on the Reservation where the contracts are going to occur and be handled, instead of training somebody else up there on how they want it to run, but not whether or not it is going to work down here or not. Train us. By the time they learn what they have to learn and come down and train us, they forgot half of what the bill even said.

So, I think, if we eliminate a lot of the bureaucracy, like we are talking about in our reorganization task force, fund direct. Right now we have nine appraisers, or seven appraisers sitting in the Billings area office. There is not one acre of tribal land in Billings, Montana. Why are those appraisers sitting there? We have got 650,000 acres of land that need appraising down here, but we have got to wait until the area director says, okay, let's appraise that. Why do we need that? That is where you money goes, not for services to us.

We have 13 road engineers down there. There is not one through Indian road in Billings, Montana. That is why our roads are pitted and so forth out there, because the engineers are not here. We need those people here as a resource. That is why I say, with better utilization of existing resources, we could go a long way, sir.

Mr. WILLIAMS. Thank you.

Arlo?

Mr. DAWES. Mr. Chairman, if I may, and to answer Congressman Williams' questions. First of all, we so-called Indian people have never known money since our existence until the non-Indian came. Now that we know how to spend it and how to use it, it is a matter of how to get it.

A lot of the problems that I see are based on the comments of Indian nations throughout the United States. I would like to remind the Subcommittee that we, as Indian people sitting before you, are exercising what the provisions of the United States Constitution mandated. I come before you, in that sense, for this reason, because the United States Constitution did say that the United States Congress shall maintain a Government-to-Government relationship with Indian Nations. Even against the objections of Republicans, that there are a lot of Government spendings on Indian Tribes that, for what money that is obligated from the United State Congress are filtered, if not through the Bureau of Indian Affairs, they are filtered through the States. Those monies that are obligated by the United States Congress for those purposes have already been identified to fulfill their overhead costs, and to run their administrations. By the time those monies have been identi-

fied to provide the most needed of services, where it finally gets down to the people, it is very minimal.

That is why I stated that even though there may be an appropriation to an Indian Reservation, if not to Indian Nations, it is very minimal, because the demands and the needs of the Indian Tribes are so insurmountable that even with the assistance of the Federal Government, it does not fully meet with needs and the services that are in dire need on Indian Nations.

In doing so, Mr. Chairman, and Congress Williams, there are monies that are going to be invested, just as I stated a little while ago—1.6 billion to Russia, and a portion of that money that is loaned and given to them is used to buy back the wheat of the United States. If there are any form of industries or any form of natural resources that the Russians can capitalize to later liquidate what was loaned to them, I do believe that we, as Indian people, have much more natural resources and resources that we are able to develop if those monies are invested properly for those purposes. For every time that the Indian, within its own Reservation, makes an attempt to help himself, either through his cultural means, or through natural resources such as coal, oil, gas, including water—the non-Indian always does not hesitate to try to put a stop to those activities.

You take a look to your left over there. That has become an issue. Every time that the United States Congress objects to Government spending, and objects to those monies that are filtered down to Indian Nations. We do realize that to generate our own revenue to help ourselves as governments, and to provide those services to our own members that, when we do help ourselves to develop those natural resources, those revenues will be realized. I did say, for the reason that the Indian never knew money before.

Now, in order to help the Indian Tribes, the United States Congress must maintain that Government-to-Government relationship, and instead of filtering those monies into those entities, that there would be that much more investment if those monies were directly made to Indian Reservations, and let the Indians develop their own natural resources and identify their own economic needs because, to this day, the needs of the Indian people are based on the definitions of the needs of the non-Indian. Through that route—if Indians are given the opportunity to identify their needs on their own standards, and money directly appropriated for those investments to develop their coal, oil, gas, or anything on the very land they run—the Congress and the Federal Government will be apt to save that much more.

I do not know how the United States is going to ever get that $1.6 billion from Russia.

Thank you.

Mr. WILLIAMS. Okay. Paul?

Mr. RUSSETTE. Well, first off, I want to tell you that I am a first-time Councilman elected in November, and I have not had the time to build up prejudices to our Federal agencies yet. So, I am not sure how to react to that specific part of your question, Congressman Williams.

I do want to say I agree with you that the present system does not work. One of my philosophies on why it does not work is that

American Indians have practiced socialism throughout time, and that, in less than 100 years here, 100 years ago, we were roaming freely here on this land here. Ownership was not a concept. Everything was shared freely, without any thoughts of having to keep it for our own. That is why I mentioned, in this statement, that we cannot meet all of the people's needs now.

The new idea of entrepreneurship is springing up in our community which I encourage. I want to get these people to think of establishing their own businesses, hiring the people we have on our Reservation. The way we do that is through education. Education is the number one priority on our Reservation. We want to establish a small business development center in our college. In fact, we are doing that now without any resources, but we could use the resources. We are working in conjunction with the Small Business Administration in Helena. They are offering to come down and train people at the college to write out business plans, perform market studies, and whatever else goes into a business development center.

We have got the community involved in this. They are interested. They want to be the owners of their own companies. They want to go out and bid on projects. They want to go out and become manufacturers, construction companies. There again lies another problem, the Buy-Indian Act. When they go out they encounter bonding problems. They encounter the fact that there are far better established and more credible companies out there who are not going to fool around with Indians who do not have a track record, who do not have the capital to raise the bonding—provide bonding for themselves. That is why we would like to create our own bonding company on the Reservation. Bond our people, allow them to go out and establish the track record for themselves, let them become successful—a successful part of the United States and not just the Reservation.

We want our people to share in this concept of capitalism that is so new to us. We want our people to become owners of their own companies—to go out and become part of not only the local and regional, but the United States' economy as well. That is what we want. That is what I want. I want to see people out there owning their own businesses, hiring the people—their relatives, if there may be. But get the people off of the welfare, off of the general assistance, let them know what it feels like to become successful and productive. Teach that. Instill that in their children so their children will have that ambition to become competitive and a productive part of our society.

As far as the BIA, like I said, I agree with their guaranteed and direct loan programs; but we need more help, especially with the initiative going on right now on the Reservation, as far as establishing entrepreneurs. Our Economic Development Office is being flooded with inquiries from people on how to develop a business plan, how to go out and do market studies—identifying products that they can sell.

Something I would like to be a part of is the Indian Business Utilization Initiative by the BIA. They want to encourage entrepreneurs to establish themselves and get the Department of Inte-

rior, and the other Federal Agencies to buy from Indian-owned business.

Another thing that could really go a long way is the Native American Mortgage Guarantee Program, which would allow Indians to create equity within their home. Right now, you cannot use it for anything, and it does not count as far as the bank goes. You can use that home, once it does become a real asset, to leverage funds for a specific economic development product. That is being sponsored by the National Indian Policy Center in Washington, DC. It is something I am very, very interested in.

We would like to include language in the North American Free Trade Agreement to include Indian Reservations in that. We are not adverse to partaking in the international trade. In fact, we would like to be a part of it—you know, this idea of entrepreneurship and becoming parts of a productive part of the society is very important to us.

Gaming is very important to the Reservations. This is the first time we have seen a great impact on the Reservation, where we do not have to become dependent upon the Federal Government or the State Government. Now you are trying to take that away. You are trying to put the people back where they were 5, 10 years ago. Why? I mean, it is a great opportunity to take people off of the welfare rolls, off of the State and Federal Government assistance, to clean up rolls or whatever.

So, those are some of the ideas I have. Thank you.

Mr. WILLIAMS. Ms. Wagner?

Ms. WAGNER. Thank you.

As a tribal employee, I do not have the freedom to speak as the council members. While we certainly do not want to add to the unemployment lines that is labeled BIA staff because, if you eliminate BIA, that is going to certainly increase the unemployment rolls. Of course, Reservations are very familiar, and have to deal with the unemployed on a daily basis.

I truly don't believe that the Bureau, in itself, is the real problem when it comes to situations on Reservations. They are a bureaucratic agency regulated by the laws Congress, and their accomplishments stem from what is allowable to their agencies on behalf of Tribes.

As a planning staff person, I have been subject to a lot of other agencies' activities in developing projects for the Tribe. I also serve on a tourism group for an eight-county area called Glacier County. We are located in Glacier County, which is on the east side of the Rocky Mountains, Glacier National park. I have learned a great deal about the activities of the non-Indian areas in reference to Tribes.

I learned immediately that Glacier County—even though a part of this eight-county area—was not supported by the state shelter tax that was allocated to Glacier County, or to all of the different counties within the State of Montana. Glacier County received $440,000 a year, their share of the tax money. Not one penny of that money was spent to help promote tourism in Glacier County. There was no advertising; there was nothing. You know, Glacier County was like a foreign country to Glacier County.

I learned that, in supporting highways, you wanted to know why it is that we have pothole roads on Reservations because the money is spent for building highways and repairing highways off Reservations. You can travel anywhere in the state—and I used to work for the state—and have traveled every highway, through Reservations, throughout Montana—and they are all in the same condition. The money is just not spent there.

The Bureau's Road Budget is limited and does not meet the needs of those highways. You can travel on Highway Two, clear through the State of Montana, and you will find that every time you hit a Reservation, until just recent years, that they have begun to repair them. I have noticed that Fort Belknap has a new stretch of highway. Blackfeet County has been promised new stretches of highway that are not there. Now, with the Federal Highway Bill, we have a transportation planner; but, in that legislation, the State's Tribes have to negotiate their highway plans with the State.

The Blackfeet Tribe is in negotiations that are never agreeable with the State of Montana on what highways are going to be repaired, because they oppose the Taro Laws. An organization's agencies on Reservations are responsible for contracts within Reservations. So, because their anti-ism against the Taro regulations, they refused to endorse a contract in our area. I am sure it is that way for other Tribes.

I am sure you are aware of this so I will not take any more of your time to present that; but, to me, that is a real issue. Wiping out BIA is not the solution.

Mr. WILLIAMS. Thank you.

Mr. Chairman, I have taken a lot of time here. I asked one question. I will not ask another. I will turn it back to you now.

Let me say, during your very brief absence, I asked whether or not it was working, "it" being the entire relationship between the Federal Government and the Tribes. Chairman Shields responded, I think, with particular wisdom by saying well, let's not have another experiment here. We have had a number of them through the years, and we do not need to undergo any more of that as Tribes. I agree with that. He said he thought it was probably time for a tune-up—that the relationship was not working as well as it might.

I think what I heard was each of you saying, in your own way, it is not working. That is right. It is not working. But, it is not working, and each of you have different reasons why you believe it is not working. The question for this Subcommittee, for the Chairman, and for those of us who are members of his Committee here is what to do to make it work better. Chairman Shields, maybe a little tune-up will do it; but I have a feeling that, as Ross Perot says, we have got to throw open the hood and get under and re-do the engine, as well as just starting to tune it up.

I share the Chairman's commitment to improve the economic law for the Indian people. Thanks.

Mr. RICHARDSON [presiding]. All five of you spoke from the heart because I just came in with Chairman Shields' question.

I want to go to Ms. Wagner's testimony, because I thought it was very good. You said something that makes a lot of sense to me. You said good conservation means good business. You mentioned the

Blackfeet environmental stewardship concept, and you are thinking of doing it at a school. This to me seems like an excellent idea. How can we get our Native American Tribes at the vanguard of the environmental movement, not tagging along, but at the vanguard? I have always felt the First Americans have been the first environmentalists because you have lived off the land, the land is your being, the fish and wildlife. We had a hearing recently on natural resource development in our Subcommittee.

What do you think the Federal trust responsibility could do to give our Native American people this concept of environmental stewardship? I know you have your expert here. If you think you would like him to answer that with you, Ms. Wagner, please do so? I want you to develop that a little further from what was in your testimony.

Why don't you come up, sir, to the podium, and sit next to Ms. Wagner and just be available for questions as she sees fit.

Ms. WAGNER. What we have here, Mr. Chairman, is a proposal for that purpose that was developed by Mr. Stringham. In the movement to protect our environment, along with the EPA, we have developed codes recently for air quality, water quality, and protection for hazardous waste kinds of programs. That was determined because of off-reservation companies, like Burlington Northern. Because of the wind, we have a large number of railroads, train wrecks right off of the hill there. So, we learned that some of these cars have hazardous waste material on them.

We have also had recently requests to bury hazardous waste on our Reservation, and of course, we have declined that. I think that, in bringing our Reservation, land base into compliance with national laws, we have developed these programs to do that. As far as the wildlife habitat, and the ecosystems for that purpose, Mr. Stringham can respond to those things.

Mr. RICHARDSON. Mr. Stringham.

Mr. STRINGHAM. I am Mr. Steven Stringham.

Mr. RICHARDSON. Please tell us the essence of your thesis. I do not want to know about every environmental program that you are doing. Give us the concept that I am trying to touch on.

Mr. STRINGHAM. Let me start with an article that appeared in *Time* magazine in September of 1991. It was entitled "Lost Tribes, Lost Knowledge." It dealt with the traditional wisdom of native peoples around the world, and the fact that most of this knowledge is being lost as our elders die out. I showed this article to some of the elders in the Blackfeet Tribe. Tears ran down their face, because their traditional knowledge is of such deep importance to them, and you see it being lost and not picked up by the new generation.

When I first came across this, I felt, well, this is just how they do work or how they do dance, or things that do not have tremendous relevance to the modern world. In the 20 years that I have been living and working with Indian Tribes in Alaska, and in the lower 48 states, I have come to realize this traditional wisdom is actually the core of their movement into the modern world.

We had generations of BIA and other organizations trying to bring Indians into the modern world, to assimilate them by destroying their traditional cultures. Now, we see that those tradi-

tional cultures are actually the road and not the barrier to move into the modern world. Their sense of their relationship to the natural environment is fundamental.

We need to create an educational institution that brings together modern scientific and engineering knowledge with the traditional wisdom of Tribes. We need a center for the nation where all of this information is brought together by different peoples, where each Tribe learns the other's wisdom, and then it is taken out of the center and radiated through all of the other Reservations. Eventually, the native people of this land become ambassadors for native people from other lands.

I think that we will find that they have a different perspective on life, a holistic look—this will have a tremendous impact on the effectiveness with what we deal with on the ground.

We have many specific proposals to deal with, and I am just talking about the broad perspective.

Mr. RICHARDSON. I commend you for this. I think you have touched on something that is very important.

Mr. Dawes is somebody who has experienced a lot of contact with bureaucracy, and Mr. Russette, is new to the bureaucracy. I think you are both fairly similar in your message to us.

Mr. Archambault, you have stated your support for the enterprise zone concept. As you know, we are only able to create enterprise zones for a limited number of Tribes. I think, in the legislation last Congress, we had 11. We had to fight to get those 11. Is this a healthy way to deal with enterprise zones? Why not have all Reservations be eligible as enterprise zones? Should we limit the number of zones, like we did? What is your more experienced approach, versus the more fresh approach on this issue? First, Mr. Dawes.

Mr. DAWES. I am not all that familiar with the bill itself, as far as the intents and purposes are concerned. Our principal issue, from my first-hand knowledge, I have always strongly believed that the Indian Nations ought to be given their right of self–government and exercise it in the manner they will understand at their own governmental level. Instead of imposing a survey coming from the non–Indian perspective, impose assessments based on needs from their own definitions. The only Indian help will come from the Indian himself.

As far as that zoning is concerned, on the principal issue, I do believe that that should have came from Indian Tribes, instead of the Congress taking it upon itself to enforce that, although it was a good idea.

Mr. RICHARDSON. Okay. Mr. Russette?

Mr. RUSSETTE. Thank you, Mr. Chairman.

The view I have of enterprise zones is that it will benefit businesses that want to locate on the Reservation, specifically because it will offer them some sort of business opportunity, such as a tax credit, an employment credit or whatever. I am not adverse to that. In all honesty, I do not believe that Rocky Boy Indian Reservation will be awarded an enterprise zone. We are establishing one because of the fact that we have people on the Reservation who might want to utilize one in the event that we finally create commercial

codes, tax structures and what not. We can provide some opportunity to them to benefit from establishing an enterprise zone.

As far as establishing the enterprise zones, I would like to see them geared and awarded on a basis of unemployment, and the economic indicators for that particular Reservation. If that kind of criteria is not included, then I foresee enterprise zones being established along the Mexican border, due to the North American Free Trade Agreement. I mean that would benefit those Tribes down there also, and I do not have anything against that; but it would not really benefit us up here. If they were tied to more economic indicators, you know, like I said, unemployment, the gross domestic product of a certain Reservation or whatever, then I would see that they would be awarded more fairly.

Mr. RICHARDSON. Mr. Russette, I am the sponsor in the House for the Fast Track, the North American Free Trade Agreement. I want to commend you on your foresight and getting Native Americans involved in the Free Trade concept with Canada and Mexico. I would like to work with you in the days ahead as we look at that treaty in the Congress. I would like to have you join me with a group of Native American leaders that I hope to take to Mexico in the days ahead to discuss with the Mexican Government and our Government how we can include Indian Tribes in the free trade concept. What is it about the Free Trade Agreement that we can specifically plug in?

Now, it has not been approved yet. I was with Mr. Williams in Glasgow, where some of his constituents expressed concern about the Free Trade Agreement—concern that it might adversely affect agriculture or other industry. I do want to work with you. I think this is a very important concept that you just raised right now. You, here in Montana, are at the crossroads of Canada and have a wealth of resources. I think the Chairman mentioned your vast natural resources. Mexico has the same. Your vast ecological resources, your tremendous environmental capability. Mexico needs environmental technology and expertise. I think there could be a great sharing there. So, I want to follow that up. I know it is not the subject of this hearing.

Mr. Archambault, I know you have spent a lot of time on tribal community colleges. What role can they play in developing a skilled Reservation labor force? I know this is mainly Mr. Williams' area. I would like you to perhaps conclude this hearing by giving us some recommendation, sir.

Mr. ARCHAMBAULT. Thank you, Mr. Chairman.

I believe that there has to be an incorporation of some of the cultural and native ways on the issues that we were talking about today—social issues, environmental issues, all of those things. Right now, we are dealing specifically on a college level—we are dealing with issues of today, you know, and how we got here, why we are even here at this hearing today.

I think, in order to make our populace more aware of what our needs are and how we can acquire and meet those needs, we have to incorporate in our colleges those kind of curriculums that reflect some of the past—I guess you could say the glorious past—that the native peoples have.

Today there really is not any of that, even in high school, even in grade school. I remember when I was in grade school. I went to boarding school with the Chairman here, in Pierre, South Dakota. Three F's, and you are a failure, you go back to the third grade, or whatever it is. Our grandparents, they never let us fail. They brought us up so that we were never told we were failures. We have been told that all our lives, not only from our teachers, after we left our grandparents, but the Bureau tells us that. We are failures. It is a continual kind of thing. I think all of that has an impact on us socially, economically, educationally. I do not think it has to be that way. Why are we raising a bunch of failures?

I think, our colleges, and the Administration itself, must look at that and hear what we are saying. We have some college presidents in here. I thought I saw Ken Ryan here. We need to implement or institute in our curriculums, even at the lowest level, some of the things that we were talking about today, in our system, and our ways and beliefs, and religion, and other cultural kind of things.

The way things stand now we are not going to get where we want to go. When we were brought up, we were brought up on honesty, how to respect people. We do not have that anymore. Instead of that we have got a bunch of kids, if they want to hurt the teacher, they throw an eraser at the teacher, and after they hit the teacher, then it kind of gets our attention. We could not do that when we were kids. So, that all adds up to the social crisis of kids in jail, kids shooting each other, suicides, all of these kinds of things. We are not addressing those things. I think the cultural part has to be even on a grade school and on a college level. Those are the kinds of things that we have to start teaching.

Mr. RICHARDSON. This has been very worthwhile, Mr. Chairman. And I say Mr. Chairman because Pat Williams is a Chairman, and he is senior to me in the Congress. I want to commend you, Chairman Williams, for persisting in bringing our Subcommittee to your Native American areas. It has been very enriching for us. This has been an outstanding hearing. I want to especially commend this panel. I notice that the Chairman is on both panels, so I am covering both sides.

To all, we want to thank you for coming. Let me just have our host, Congressman and Chairman Pat Williams, conclude the hearing with any ending he wants.

Mr. WILLIAMS. Well, first, Mr. Chairman, thank you for your generosity, as well as that of your staff, in taking the time to travel west for the first series of hearings held by this new—and I think critically important—subcommittee on Native American Affairs. You have been very generous with your time. We are glad you are here. I hope that the newspapers down in New Mexico do not run stories about Richardson on junket to Montana, which is what we always face whenever we go anywhere but our own districts.

Let me say, Mr. Chairman, that among the most delightful things that I have done as a Member of the House of Representatives from Montana, is to work with Montana's Indian people. I personally find them—and I say this when I am around my Irish friends, or when I am around my Native American friends—I personally find them to be the most patient, sometimes to a fault, and

generous people that I have had the good fortune of working with. More important than that—and the doctor alluded to this—there is a wisdom among Native American people, whether they are in the State of New Mexico, Montana, or wherever. There is an understanding among them that the rest of us have not yet been smart enough to hear. We have not yet properly learned how to listen well enough. There are those times, in visiting and listening to Native American people, that I have come away thinking we need to share those thoughts with other people in the country. We need to follow the lead of these people who, century upon century, lived in harmony with this place in ways that the rest of us have never been able to accomplish.

The Assiniboine and the Sioux, and all the others that are represented here today, were priests and doctors, architects and surgeons, engineers and teachers long before those of us who are not Indians learned those skills. Sometimes they did it in different ways than are done now, but nonetheless, they did it in very important ways.

I am hopeful that one of the things that you can do in guiding this Subcommittee is to listen to Indian people and the murmur between them and the land, because we could all learn from that and share it, not only with other native people around the world, but with all citizens in this country as well. It is a lesson that we all need to learn.

Again, Mr. Chairman, you are very kind to come out. I want to thank the panel, and particularly our host, the Assiniboine Sioux of Fort Peck, and you, Chairman Shields, for your generosity in having us on your Reservation.

I am glad, Norman Hollow, that this second hearing was held here to find ways to improve the economy of this area, and the other Reservation areas of Montana. Thank you, Mr. Chairman.

Mr. RICHARDSON. Thank you, Congressman Williams. The hearing is officially adjourned.

[Whereupon, at 4:45 p.m., the Subcommittee was adjourned.]

APPENDIX

APRIL 6, 1993

ADDITIONAL MATERIAL SUBMITTED FOR THE HEARING RECORD

A & S TRIBAL INDUSTRIES

PHONE 406-768-5151

P O BOX 308

POPLAR MONTANA 59255

April 8, 1993

The Honorable Pat Williams
1233 Longworth Building
Washington, D.C. 20515

Dear Mr. Williams,

Thank you for the opportunity to visit briefly with you during the Congressional Hearing on Economic Development on Indian Reservations held at the Wolf Point Community Organization Center in Wolf Point.

We did not get the opportunity to respond to Congressman Richardson when he asked the group if they had any specific recommendations for the committee on ways Congress could provide any immediate assistance to Native American businesses that are currently feeling the results of Defense spending cut backs. We would like the following entered into testimony:

A & S Tribal Industries has been extremely involved the past two years in pursuing job opportunities in the commercial sector, utilizing its capabilities obtained from Defense contracting since 1974.

The commercial products we chose to pursue will provide us with long term programs with growth potential for additional programs. These products are Commercial Netting, a hard Ice Cream Dispenser, and a Thermostone Oven. The cost for these programs for research and development, design and engineering, marketing, equipment, tooling fixtures, training and production start up is an investment for the future. We need your help in providing us with programs that will relieve the burden of this investment cost during this transition period.

We are not asking for a total commitment of funding for these programs, we are asking for assistance that will help create and maintain a certain level of economic sufficiency to allow established Industries on reservations to continue.

Respectfully,

A & S TRIBAL INDUSTRIES

William H. Neulman
Director of Operations

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