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author can be summarized roughly as follows: James Rood Doolittle (helped the BIA to stay in the Department of the Interior, responsible in a greater part for the peace policy); Henry L. Dawes (Dawes Act, Curtis Act, allotments of the Five Civilized Nations' lands); Henry Teller (opponent of the allotments, champion of boarding school education) (page 279). The author argues convincingly against the view that members of Congress were frequently misinformed in Indian matters: "the documents have clear evidence that they were not always as ignorant about Indians as one has been led to believe" (page 13). Henriksson also disputes the contention that lawmakers often did not know of settlers' advancement onto native lands, and had to legislate those occupations *post factum*. In reality, excluding Kansas and the Black Hills cases, "Congress and its laws were supporting expansion onto Indian lands" (page 14).

In my opinion, the book's excursions into the terms of the important laws (Dawes Act, Burke Act, Oklahoma allotment acts), are very useful not only for a European reader, but for an American student of Indian affairs as well, because Henriksson gives us many new details about discussions of the measures in Congress. In general, I believe this is a valuable study that will be read with interest on both sides of the Atlantic Ocean.

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**Public Policy Impacts on American Indian Economic Development.** Edited by C. Matthew Snipp. Albuquerque: Native American Studies, Institute for Native American Development, University of New Mexico, 1988. 179 pages. \$9.95 Paper.

This is the fourth publication in the Development Series undertaken by the Native American Studies program at the University of New Mexico. It contains six papers on various aspects of Indian economic development. Like many such collections, the papers are diverse in theme, approach, and quality, but the collection is a valuable one and contributes much to the growing and important discussion of development issues in Indian country.

Those issues now occupy center stage. With recent federal cutbacks in funding and the decline of social programs, many tribes

face the toughest economic challenges they have experienced in decades. At the same time, the Indian political struggles of the 1960s and 1970s, and the emergence—partly as a result of these struggles—of a federal policy that at least claims to support self-determination for Indian nations, have made economic development not only an urgent matter but an arena in which tribes are asserting new degrees of control and beginning to blaze their own trails.

This is a hopeful sign. Reservation development run by the federal government has had its benefits, but not many have gone to Indians, and it does not even look much like development. Below-market leases, various kinds of production disincentives, bureaucratic incompetence and interference, and open season on Indian resources are some of the reasons so many tribes still occupy the bottom rungs of the socioeconomic ladder in the United States. Development may not work much better with the tribes in the driver's seat, but if sovereignty means anything at all, the driver's seat is where they ought to be, and the evidence suggests that the payoffs can be substantial.

Mary B. Olson's account of recent developments in the fishing rights conflict in the Pacific Northwest nicely illustrates the point. Major court decisions affirmed tribal rights to a significant portion of the fishery, but the state was deliberately lax in its efforts to implement the decisions. It was only as tribes themselves became involved in monitoring compliance and in the battle for effective implementation that they began to gain the full benefit of their own successful litigation. In essence, as tribes began to play the role of sovereigns more effectively, moving decision-making and implementation at least partly into their own hands, the benefits of both the resource and the court decisions increased.

One of the significant and often overlooked tasks in taking such control is building institutions of governance capable of effective and appropriate action. T. J. Ferguson, E. Richard Hart, and Calbert Seciwa trace the recent expansion of tribal government at Zuni Pueblo and the internal conflicts that accompanied it. Zuni was one of the first tribes to take effective control of reservation programs and to try to develop a bureaucracy adequate to the task. This was not easy in a theocratic system, and the tension between sacred and secular governing institutions is one of the themes of the article. Unfortunately, while long on the

description of bureaucratic expansion, the paper is short on analysis of the institutions themselves. Such analysis becomes increasingly important as tribes take control of reservation affairs, including development. Tribal government expansion has been ubiquitous in Indian country in recent years, but its effect on development often goes unexamined, at least in terms of the relative appropriateness and efficacy of different institutional designs. Are most tribal governments, as currently structured, suited to the tricky governmental problems that development presents and to the sociocultural needs of their reservations? We now know a good deal about the external political and economic factors that have produced and continue to maintain Indian underdevelopment. We need to know more about how the institutional tools that tribes possess—themselves now very much in flux—can best be designed to overcome underdevelopment.

Regardless of institutional issues, however, as the authors point out, Zuni still faces the constraints of inadequate agricultural resources and isolation from markets for manufactured goods. The big economic success at Zuni is government employment, echoing the continued dependence on the public sector that characterizes so many tribal economies.

Of course, resources alone are not the answer. In his introductory paper, Matt Snipp points out that while tribes with substantial energy and mineral resources are doing somewhat better than others (by measures such as median household income and unemployment), the differences are modest. Clearly, development is a multifactorial business. Resources, effective institutions of governance, human capital, a policy environment that supports sovereignty—these and other factors all play a part.

Snipp's paper and one by Joane Nagel, Carol Ward, and Timothy Knapp review a number of these factors and outline some of the changes in policies and programs that have had recent—and frequently negative—impacts on reservation development. Both provide valuable information and perspective not only on policy issues but on the current development situation in Indian country. The Nagel, Ward, and Knapp article is distinctive also in its attention to urban Indians and to the links between urban and reservation populations. This is rare in the Indian development literature, and very much needed. I suspect we know more, for example, about economic links between Turkish guest workers in Germany and their communities of origin than we do

about many such links between urban and reservation Indians in the United States.

As the Olson paper suggests, not all the news on the development front is bad. There have been areas of significant progress in recent years, and perhaps the primary example is health. Alan Sorkin's paper reviews changes in Indian health conditions since the takeover of reservation health care by the Public Health Service in the 1950s. He documents an encouraging thirty-year decline in infant mortality, death from infectious disease, and overall morbidity. Interestingly, as he points out, this has occurred with only minimal improvement in reservation economic conditions, demonstrating the impact of public policies and programs that have been largely responsible for improving medical care on the reservations. One wonders, however, if we have hit a plateau. Many of the major health problems that still remain—the high incidence of alcohol-related health and social problems, for example—may respond only to significant improvement in reservation economic conditions.

These diverse chapters are prefaced by an ambitious paper by Tom Hall in which he offers an analytical framework for thinking about the overall pattern of relationships between Native Americans and the United States. Building on his own earlier work that links studies of contemporary Indian affairs to world-system analysis and comparative historical sociology, Hall focuses on the processes by which Indian societies were incorporated into larger economic and political structures, and the consequences of those incorporative patterns. What he does, in effect, is to offer an agenda for comparative case studies. Specific incorporative patterns produced the circumstances under which contemporary tribes are attempting to develop economically. Those varying circumstances make some responses to underdevelopment more possible and likely to be effective than others. Understanding current conditions—and the responses tribes make to them—requires the sort of case-specific examination that Hall outlines.

There is an implicit and, to me, persuasive suggestion here—both in Hall's paper and in the studies of Zuni and the fishing rights battle—that further progress in penetrating the seeming conundrum of Indian economic development will require, among other things, the systematic comparison of specific reservation cases. The diversity of the Indian world is often noted, and it has

two apparently opposite implications. On the one hand, it makes generalization dangerous. On the other, it offers a unique opportunity for approximately controlled comparisons that seek out the factors—internal and external—that appear to advance or retard tribal development agendas. In other words, that same diversity makes interesting and useful generalization possible. Now more than ever, generalizations grounded in the comparison of specific reservation experiences would be invaluable.

And their value would be not only to researchers. The focus of this collection is the impact of public policy—for the most part, federal policy—on development. Such a focus is necessary and appropriate these days, as cutbacks in programs continue and the attack on sovereignty and tribalism appears to be in a resurgent phase. But the feds are not the only policymakers whose actions count in Indian country. As tribes take over more control of reservation affairs and programs, the examination not only of tribal governing institutions but of tribal government policy will become increasingly important. Tribal leaders face momentous decisions, and there is a need for research that not only illuminates development processes and the factors that condition them, but assists in the effort to make policy at both federal and tribal levels more informed, intelligent, and effective.

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**Native American Youth and Alcohol: An Annotated Bibliography.** By Michael L. Lobb and Thomas D. Watts. Westport, CT: Greenwood Press, 1989. \$39.95 Cloth.

In 1985 the Harvard University Press published *Summing Up: The Science of Reviewing Research* by Richard J. Light and David B. Pillmer. These authors suggest how one might go about organizing a reviewing strategy, how one might use quantitative measures in conducting reviews, and use qualitative or narrative information to complement quantitative data; they also outline what can be learned from reviews of research that cannot be learned from single studies, and they provide a series of some ten questions that one might ask after completing a review or