

PROBLEM AND PROSPECTS IN DEVELOPING INDIAN COMMUNITIES

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More than two percent of the total land area of the United States is still occupied by the original inhabitants.¹ The resources of these Indian lands — water, timber, subsurface minerals, ranching and farming acreage, and some of the Nation's most spectacular scenery — need to be managed and utilized in ways that will provide maximum economic benefits to their owners; at present, the resources in many areas are virtually untapped. As a result, of the more than 550,000 Indians, about 400,000 struggle to live on reservations set aside for the 200 or more Indian tribes and bands in the "lower forty-eight," and dozens of Indian, Eskimo and Aleut groups in the State of Alaska.² The Secretary of the Interior is trustee over most of these lands, an arrangement framed into law following the nineteenth century wars on Western tribes.³

Over the years a patchwork of services for "trust-land" Indians has been developed and administered through the Bureau of Indian Affairs. To varying degrees, depending largely upon public opinion, and the policy of a given administration, these services have gradually expanded beyond that of simple land management to activities in education, health, welfare, and economic development.

This special trust relationship is most firmly rooted in the Bureau's resources development programs. Vast differences in reservation resources and rates of economic development⁴ have required the BIA to offer a variety of economic and technical assistance services. To understand the reasons for the disparities in economic advancement, it is necessary to understand the nature and complexity of the problems confronted. The situation among Indians in Arizona typifies the resources development problems and demonstrates the need for a flexible approach.

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¹ Statistics compiled by the Bureau of Indian Affairs, on file Bureau of Indian Affairs, Washington, D.C.

² *Id.*

³ Treaties with individual tribes, the General Allotment Act, 25 U.S.C. § 331 (1964) and the Indian Reorganization Act, 25 U.S.C. § 461 (1964) have all had a significant bearing on the course of the trust relationship. With a few exceptions, the trust status has not been extended to Indian groups residing in eastern parts of the country.

⁴ See Appendix I.

ARIZONA: A STUDY IN CONTRASTS

Nearly 25 percent of Arizona's total acreage is Indian-owned⁵ and therefore exempt from state property taxation, a situation that places considerable responsibility on the federal government for services that might otherwise be provided at the local level. Most of this land is owned by fourteen tribes. Centralized control enhances the opportunity for uniform planning and development; yet, each tribe has a distinct economic basis, resulting not only from cultural differences, but from differences in the topography and resources of the land. Thus, opportunities for, and limitations upon, economic development vary greatly.

The Pima Indians, the borders of their reservation directly abutting Phoenix, are fortunate; the commercial development potential of their land is almost unlimited.⁶

The Apache Reservation is located in the mountains and rolling hills of eastern Arizona where the tribe is just beginning to develop the area's water and other recreational facilities.

The vast northerly reservation of the Navajo—part desert, part forest, interspersed with deposits of coal, oil, uranium and other minerals—is a potpourri of wealth-producing and poverty-perpetuating territory.⁷ Although both the tribe and private industry are increasingly engaging in non-agricultural activities, traditional lifeways, particularly sheepherding, to which the Navajo people are deeply attached, have not yet given way to a diversified economy. Nevertheless, the change will come. To illustrate, the Navajo Community College opened last fall to provide training in the skills necessary for competition in an industrial society, and to increase productivity in the traditional agricultural endeavors.

The Papagos, whose arid and lonely territory borders Mexico, remain in the ranks of the most economically depressed of all American groups, although the possibility of mineral development now offers some hope. Scattered and only loosely related small villages, in an area of the state that has been slow to develop economically, has made community development all but impossible.

Other Arizona tribes can be found deep in the canyons or high on the mesas—locations that defy the most imaginative economic development planning.

⁵ Figures on trust-land acreage on file with the Bureau of Indian Affairs, Washington, D.C.

⁶ See Comment, *The Indian Stronghold and the Spread of Urban America*, p. 708 *infra*, for an examination of cultural and legal problems likely to be presented by such development.

⁷ See Berger, *Indian Mineral Interest — A Potential For Economic Advancement*, p. 675 *infra*, for a discussion of problems involved in the development of reservation minerals.

This brief overview of Arizona's Indian country exemplifies the complex of problems that are found in other regions and climates—from the islands and tundras of Alaska to the Florida everglades.⁸

INNOVATIONS IN ECONOMIC DEVELOPMENT PROGRAMS

Despite topographic and other obstacles, Indian communities have made considerable economic progress in the past few years. The BIA has played an active role in this development. It has, for example, helped various tribes establish sophisticated forestry programs. As a result, the Navajos own and operate one of the largest lumber mills in the country, employing several hundred Indians in the mill and related industries in the vicinity of Window Rock, Arizona. The Bureau has also supervised irrigation projects and has been instrumental in helping some of the tribes—most notably the Navajos—to move toward municipal and industrial water use planning in addition to agricultural irrigation. Highway construction (3,000 miles in the past five years), home improvement programs, development of fisheries, and upgrading of tribal livestock are among other BIA services. Further, the BIA operates a modest \$35 million loan fund to assist Indian-owned enterprises; a real estate appraisal service has resulted in greatly increased revenues in recent years. From 1967 to 1968, annual income from irrigated land rose from \$3.7 to \$3.9 million; commercial industrial leases jumped from \$2.9 to \$3.8 million; and mineral leases increased from \$3.3 to \$5 million.⁹

The BIA's newest program is industrial-commercial development aid, which operates in close liaison with tribal economic development authorities. It is designed to create employment for Indians and help solidify the community economy by attracting substantial private enterprises. To obtain the necessary help in establishing enterprises in an Indian community a "one-stop service" is offered, eliminating the myriad of federal, state, and local agencies. The service provides assistance in selecting an appropriate site, and in obtaining permits and leases; tailor-made surveys are conducted to provide complete data on available employee skills, transportation, power, educational, medical, and housing facilities, as well as recreational-cultural activities.

Progress under the development aid program has been noteworthy. Even some of the more remote areas of Indian country, such as Turtle Mountain, North Dakota, have been selected as industrial sites. Indian

⁸ See Appendix I.

⁹ The BIA's expanded real estate appraisal service has been the primary cause of increases in lease revenues from Indian trust lands. To be sure, real property values in general have risen, but long-term lease arrangements are now negotiated on the basis of fair market value determined by specialists, and on the basis of competitive bidding with market value the primary consideration. In the past the tendency was to accept any offer.

manpower, increasingly skilled in the new technologies, has served as an attraction for a number of companies. RCA has trained hundreds for technical jobs on the DEW line, our radar defense system in the Arctic. All told some 125 companies have been assisted in expanding their reservation operations; some, such as RCA, Phillips Petroleum and General Dynamics, are giants in their fields.

Indian-owned enterprises are on the increase, with more attention being given to the operation of tourist services. The Indians of the Warm Springs Reservation in Oregon own and operate an elaborate mineral springs resort which draws clients from the entire west coast; the Apaches of New Mexico offer superb skiing. At times a tribe will finance the construction of a facility and lease it to a private entrepreneur; the result is both rental income and employment for the Indians. The Navajos, for instance, recently constructed a shopping center at Shiprock, New Mexico, to house Fed-Mart chain operations. Yet the Indian Resources Development Act, a proposal that might have spurred greater activity among the Indians on their own behalf, failed to pass in Congress last year.¹⁰ Supported by the Department of the Interior, over opposition from some Indian groups,¹¹ it would have established a \$500 million guaranteed loan fund and permitted tribes to establish corporate charters for developmental purposes.

Some further loosening of administrative shackles in financial matters is needed for the fuller development of Indian communities. In the past it was customary for the Secretary of the Interior or his representatives in the BIA to be rigid in refusing to approve Indian requests for release of trust funds for purchases that were not deemed in the best interest of Indians. The recent trend has been to try to *dissuade* Indians from making certain decisions, rather than flatly *refusing* use of trust funds. In other words, enterprise and initiative is encouraged by giving Indians greater opportunity to learn for themselves.

NEW FEDERAL CONSORTIUM FOR FEDERAL AID TO INDIANS

Within the past few years several other federal agencies have joined the BIA in providing aid to the Indians. While some of the additional federal input falls into the category of social services rather than economic services, each has an impact on the long-range economic outlook for Indian communities.

¹⁰ H.R. 10560, 90th Cong. 1st Sess. (1967).

¹¹ This opposition is attributable to a fear on the part of some Indians that the Indian Resource Development Act, which would allow encumbrance of tribal land, would eventually mean the termination of Indian reservations through foreclosure suits. See Udall, *The State of the Indian Nation, an Introduction*, p. 553 *infra*. See also Comment, *The Indian Stronghold and the Spread of Urban America*, p. 706 *infra*.

Major federal supplements to the BIA's efforts are described below:

Health The first participation by another agency came in 1955 with the transfer from BIA to the United States Public Health Service of all responsibility for administering Indian medical and health programs.¹² In recent years, the infant death rate among reservation Indians has declined 21 percent and deaths from tuberculosis have dropped 29 percent; Indian life expectancy has risen commensurately.¹³ These gains are the result of a two-pronged program — facilities construction, and training of Indian health personnel.

Education Federal aid to state public schools through the "impact" laws¹⁴ has had a noticeable effect on schools with sizeable Indian populations. Benefits of the Elementary and Secondary Education Act,¹⁵ in particular, have found their way into the federal schools for Indians through the cooperative efforts of the BIA and the grant agency, the United States Office of Education.

Economic Redevelopment National economic redevelopment programs, first through the Area Redevelopment Act of 1962,¹⁶ and now through the Act's successor agency, the Economic Development Administration,¹⁷ have affected federal Indian land management. Because many Indian lands are remote, isolated, and often of marginal value for traditional uses, efforts at land improvement or redevelopment were once very limited, and the Indian population was encouraged to relocate in urban areas. However, national rural redevelopment programs — designed to ease the burden of mass migrations of jobless into our cities — provided new impetus for the EDA to launch commercial-industrial development efforts for rural Indian communities.

Manpower Training Accompanying the area redevelopment programs is the national Manpower Development and Training Act,¹⁸ which is designed to reduce the number of "unemployables." Although the BIA operated an all-expenses-paid training and placement program for several years prior to the inauguration of the MDTA, the Act has had the effect of further stimulating Indian interest in vocational training. Demand for training multiplies as more Indians become aware of the opportunities for acquiring marketable job skills. The BIA manpower program, initially funded at \$3 million annually, gradually has risen to its present \$25 million authorization. About 50,000 Indian men and women have received training and placement help under this program,

¹² 42 U.S.C. § 2001 (1964).

¹³ Indian Health Service, U.S. Public Health Service, 1968 Reports.

¹⁴ 20 U.S.C. §§ 631-45 (1964), as amended, 20 U.S.C. §§ 633-47 (Supp. II, 1966); 20 U.S.C. §§ 236-44 (1964), as amended, (Supp. II, 1966).

¹⁵ 20 U.S.C. § 331 (1964); 20 U.S.C. § 821 (Supp. 1966).

¹⁶ 40 U.S.C. § 461 (1964).

¹⁷ 42 U.S.C. § 3121 (1964).

¹⁸ 42 U.S.C. § 2571 (1964).

and, indirectly, 150,000 or more family dependents have benefited. Services recently added to the program, designed to buttress job skills, include prevocational education and counseling, and "family-focus" training and counseling.

Housing In 1961, public housing aid was made available to Indian reservation communities under the Public Housing Administration.¹⁹ Today, about 100 Indian housing authorities are in operation, and nearly 10,000 low-income rental units and FHA-financed ownership units have been completed or are scheduled. Most of the construction thus far has centered on South Dakota, parts of Arizona, the Northwest, and Alaska.

Community Action Programs The advent of the Office of Economic Opportunity gave rise to a series of programs ranging from pre-school to adult education which filled gaps in the BIA's services. Head Start in particular has been well received by Indians.

The combining of federal forces in the war on Indian poverty and economic underdevelopment has had the effect of bringing new funds into Indian areas. During each of the past two years, federal spending for Indian programs has approached a half billion dollars, more than double the annual amount that was formerly channeled to Indians through the BIA.

In effect, a federal consortium has come into being to help fulfill federal responsibilities to the Indian tribes. This consortium includes the following agencies:

1. The Department of the Interior, not only through the Bureau of Indian Affairs, but also through the services of the Bureau of Sport Fisheries and Wildlife, the Bureau of Reclamation, the Bureau of Outdoor Recreation, the Geological Survey, the Bureau of Mines, the National Park Service, and the recently established Federal Water Pollution Control Administration.

2. The Department of Agriculture, particularly through its conservation and extension services (long involved in Indian aid with the BIA), the Forestry Service and the Farmers Home Administration.

3. The Department of Commerce, through the Small Business Administration and the Economic Development Administration.

4. The Department of Health, Education, and Welfare through the Public Health Service, the Office of Education, and Rehabilitation and Welfare Service.

5. The Department of Housing and Urban Development through public housing aid and community planning grants.

6. The Department of Labor, particularly through its manpower training and employment services.

7. The Office of Economic Opportunity.

¹⁹ 42 U.S.C. § 1401 (1964).

PROBLEMS OF COORDINATION

To formalize the consortium, President Johnson issued an Executive Order in March, 1968, creating a Council on Indian Opportunity under the chairmanship of the Vice President. In addition to Cabinet officers, its membership includes six Indians representing various parts of the country. Unfortunately, because of lack of funds and an inadequate staff, the Council thus far has had limited success in its primary mission of coordinating federal activities.

Along with coordination at the federal level, it is essential that Indian leadership embrace the spirit of "full partnership," the term used by President Johnson to articulate the national objective for Indians; Indians should serve not only as advisors, but also as partners in the decision-making process. Unless there is genuine rapport with the Indian "clients," the federal agencies are unable to obtain a proper perspective. For instance, in some areas maximum effort must be exerted now, although the results will be postponed; these are often areas where Indians themselves can point out the need. To illustrate, social and medical services are needed desperately to overcome one of the major causes of Indian unemployment — alcoholism — even though solution of the problem will be long in coming.

Relief under housing aid programs has slackened not only because of budget considerations, but also because of long delays in devising appropriate standards for rural Indian housing and lack of coordination between agencies in undertaking construction of homes and sanitation facilities. The present rate of home building in Indian communities must be accelerated to eliminate substandard housing.

The Small Business Administration, which offers the only source of capital for many small and independent businessmen, generally has not been interested in the needs of Indian-owned businesses. However, the SBA's new minorities-oriented program, "Project Own," promises more attention to the needs of Indian entrepreneurs. This can best be provided through coordinated efforts with other agencies in the consortium.

The BIA and the United States Office of Education need to coordinate research of educational problems confronting Indian children. At the same time, the full benefits of OE's professional know-how should be made available to the BIA on a close and continuing basis. Here again, coordination has been lacking in the past.

About \$26 million in EDA grants and loans were channeled into Indian programs last year. Projects to be financed by these funds should not be approved without consideration of prior plans already consummated between the BIA and the various tribes, or without con-

sideration of the relevancy of a particular project to overall commercial development needs of the community.

Above all, the BIA must reshape its own role, once that of unilateral responsibility for Indians, in view of the involvement of other agencies in Indian affairs. The Bureau remains trustee of the tribes, but continuation of trust responsibility should not be construed as justification for rigidity of custom and tradition in the conduct of that relationship. Indian leadership must now, as never before, speak with certainty so that the BIA will plan its response with other federal agencies to ensure that Indian needs are met.

Federal programs that emerge from executive chambers are based largely upon federal policies that take shape in the halls of Congress. Basic Indian policies have varied from administration to administration, and, in the past, have been set without Indian participation. Consequently, Indian dissatisfaction and uneasiness have been fostered in a number of areas.

A fundamental policy issue that continues to float, spectre-like, in the atmosphere of federal Indian relations is that of termination, *i.e.*, complete withdrawal of federal protections and services from tribal Indians. President Johnson turned aside the word "termination" by speaking of "self-determination." President Nixon made a forthright assurance of continued federal responsibility when he said: "Termination of tribal recognition will not be a policy objective and in no case will it be imposed without Indian consent . . . I will oppose any effort to transfer jurisdiction over Indian reservations without Indian consent."²⁰

But other pressures continue. Decisions on such mundane matters as where to build a stretch of road, where to rebuild a federal Indian school, where to locate an irrigation project, where to place emphasis on grants and loans for commercial development and planning, and even the choice concerning whether a local jail takes precedence over a local museum in the budget, frequently are the product of local non-Indian pressures upon members of Congress, and in turn, are reflected in administrative actions. These decisions should reflect Indian desires.

The crux of the difficulty is that Indians are regarded as "different" and therefore are treated differently. It should be remembered that Indians have the same right of self-determination as do all citizens. When all sides of the question are examined, it becomes clear that Indian affairs are not separable from affairs of the entire nation, or even from the affairs of local regions. This consideration should be foremost in the minds of both Indians and the federal agencies when undertaking any activity respecting the Indians.

²⁰ Statement released from Nixon Campaign Headquarters, New York City, September 27, 1968.

PUTTING THE INDIAN INTO INDIAN AFFAIRS

Fortunately, a growing number of Indian leaders — elders as well as youth — now recognize the necessity of relating their tribes' aspirations to the hopes and plans of the nation as a whole. Many tribes are already assuming a considerable degree of the responsibility for management of their natural resources. A number of them, particularly in the Southwest, have developed sophisticated plans that will link Indian development with growth patterns of the surrounding region.²¹ Some tribes, such as the Navajos, finance and operate law enforcement agencies, water and power utilities, housing programs, and conduct regular business negotiations with federal and state agencies and with private non-Indian interests. These kinds of efforts should be encouraged to the ultimate extent desired by the tribes.

Economic development on a scale not yet experienced in Indian areas is necessary to improve the financial status of Indians and their social position as well. Industrial and commercial development, including both Indian-owned and private investment enterprise, is a necessary part of the landscape of Indian country. Thousands of miles of roads must be built, and rural electrification must be instituted on a scale comparable to that of the national effort in the 1930's and 1940's. Most Indian areas are thirty years behind in economic development,²² and the only way to modernize them is by organizing the present federal efforts into a cohesive whole. But without greater Indian involvement, it is questionable whether additional programs of the federal government, even with adequate financing, are going to bring progress to Indian communities in a degree commensurate with the dollar outlay — or even whether the kind of economic progress attained reflects the desires of the Indian people. Thus, Indians themselves must help seek the solutions to the problems that still confront us.

President Nixon, in September, 1968, stated: "I will see to it that local programs and federal budgets are operated with minimum bureaucratic restraint and in full consultation with the Indian people, who should achieve increasing authority and responsibility over programs affecting them."²³ In this increased Indian authority and responsibility lies a good part of the solution to the Indian problem.

²¹ In Arizona, for example, 17 tribes have banded together to form the Indian Industrial District of Arizona (IIDA), for purposes of qualifying for various developmental grants and loans under the Economic Development Administration. These tribes are: Hualapai, Havasu, Hopi, Kaibab, Yavapai, Camp Verde, White Mountain and San Carlos Apaches, Ft. McDowell, Salt River, Ak-Chin, Gila River, Papago, Fort Mohave, Colorado River, Fort Yuma and Cacopah.

²² For some hard facts relating to the economic deprivation facing five Southwestern tribes, see Taylor, *Indian Manpower Resources, The Experiences of Five Southwestern Reservations*, p. 579 *supra*.

²³ Statement released from Nixon Campaign Headquarters, New York City, September 27, 1968.

A PROGRAM FOR THE FUTURE

The following proposals are offered as a means of attaining the objectives outlined by our new President:

1. Professionalize the Bureau of Indian Affairs and rename it the Agency for American Indian Development, the activities of which would include: consulting and advising Indian tribes on human and community development programs; overseeing the federal trust responsibility for Indian lands, and coordinating all federal efforts for Indians. As coordinator, it would serve as the administrator for directives issued by the Council on Indian Opportunity under the chairmanship of the Vice President of the United States.

2. Contract to individual Indians, groups of Indians, or tribes, the non-professional services now performed by the BIA. Thus, school bus services, the care and feeding of school children, road building, management and construction of facilities, and similar activities would be in the hands of Indian operators and tribal employees rather than federal employees.

3. Wherever the capability exists with Indian individuals, groups or tribes, contract to them the professional services now provided by the BIA. Local schools, local law enforcement agencies, juvenile welfare services, recreation and adult education services and community planning services would thus eventually be in the hands of professionally capable Indians.

4. The Agency for American Indian Development would continue to provide professional services to Indian tribes, communities and individuals wherever professional capability is not available within the tribe; and at the same time the Agency would provide in-depth training and educational opportunities for Indians to prepare them for assumption of professional-level responsibilities.

5. The physical management of all existing installations of the BIA, including agency compounds, should be transferred to the respective tribes, through tribal housing or similar authorities. Such transfers could be effected under a management plan providing for adequate zoning ordinances, law enforcement, and other necessary community services.

6. The services of the Agency for American Indian Development should be extended to *all* Indian citizens, irrespective of locality, who are found to be socially deprived or in economic want and who are not receiving adequate help from local communities.

These proposals are compatible with President Nixon's campaign pledge that "the special relationship between the Federal Government

and the Indian people and the special responsibilities of the Federal Government to the Indian people will be acknowledged."²⁴

The federal government has yet to fulfill its obligations in a manner that allows room for Indian growth and development. The opportunity is here for Indians to determine their destiny as co-equals in this great nation, one whose strength depends upon the confidence of the people in themselves. Their day is not in the far distant future; their day is here.

APPENDIX I

FORESTS

Lake States: (Iowa, Minnesota, Michigan, Wisconsin)

Predominate species: Aspen

Other species: Mixed pine, mixed conifer, balsam fir, cedar, pine englemann spruce, tamarack

Total acreage: 795,000 acres

Northwest: (Idaho, Montana, North Dakota, South Dakota, Wyoming, Washington, Oregon, Alaska, Northern California)

Predominant species: Ponderosa pine, douglas fir, hemlock

Other species: lodgepole pine, engelmann spruce, alpine fir, white bark pine, aspen, limber pine, western larch, cottonwood, hardwood, white fir.

Total acreage: 3,786,400 acres

Southwest: (Arizona, Colorado, New Mexico, Nevada, Utah)

Predominant species: ponderosa pine, pinon juniper

Other species: douglas fir, white fir, mexican white pine, engelmann spruce, aspen and cottonwood

Total acreage: 8,198,980 acres

Southeast: (Florida, Mississippi, North Carolina)

Predominant species: Oak

Other species: mixed conifer, basswood, hickory, maple, black walnut, birch, yellow poplar, gum

Total acreage: 85,980 acres

RANGE

More than 40 million of the 52 million acres under Indian ownership today is rangeland.

The best extensive rangelands are found in the Dakotas, Montana, and Wyoming. Less extensive, but of excellent quality, are other Indian ranges in the western part of Washington, Oregon, and Idaho.

The Southwest (Arizona, in particular) contains the largest blocs of land currently used as range, although much of this land is dry and requires many more acres per head of livestock than do the more northerly ranges.

FARMLANDS

Irrigation projects are making it possible to convert more and more arid land into productive farmland in the West. Dry farming is extensive in Oklahoma.

Indians own 1,900,000 acres of dry farm land and 800,000 acres of irrigable land.

²⁴ *Id.*

RECREATION LANDS

Some of the most dramatic scenery and most appealing outdoor recreation resources in the U.S. are found in Indian country. The Grand Canyon and the Painted Desert are in the heart of Navajo population areas. Pre-historic caves and archeological "digs" are scattered

throughout the Southwest and the Lower Plateau.

Indian lands contain 8,000 miles of streams and nearly a million surface acres of lakes. Hunting and fishing preserves are maintained with help from the National Park Service and the Bureau of Sport Fisheries and Wildlife of the Department of the Interior.

MINERALS

Oil and Gas (Locations)

Alaska	— Tyonek
Arizona	— Navajo, Hopi
Colorado	— Southern Ute, Ute Mountain
New Mexico	— Jicarilla, Navajo
Montana	— Blackfeet, Ft. Peck, Crow, N. Cheyenne
N. Dakota	— Fort Berthold
Oklahoma	— Throughout, scattered
S. Dakota	— Rosebud
Utah	— Uintah and Ouray
Wyoming	— Wind River

Coal

Arizona	— Navajo, Hopi
Colorado	— Southern Ute
Montana	— Crow, Northern Cheyenne, Fort Peck
N. Dakota	— Fort Berthold
New Mexico	— Acoma Pueblo

Oil Shale and Gilsonite

Utah	— Uintah and Ouray
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Uranium

Arizona	— Navajo
New Mexico	— Laguna Pueblo
Washington	— Spokane
Wyoming	— Wind River

Gypsum

Arizona	— Colorado River
New Mexico	— Laguna Pueblo
Wyoming	— Wind River

Helium

Arizona	— Navajo
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Copper

Arizona	— San Xavier, Papago, Gila River
Nevada	— Walker River

Iron

Alaska	— Klukwan
Arizona	— White Mountain Apache
Montana	— Blackfeet
Nevada	— Walker River

Zinc and Lead

Oklahoma	— Quapaw
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Asbestos

Arizona	— San Carlos Apache, White Mountain Apache
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Phosphate

Idaho	— Fort Hall
Wyoming	— Wind River

Bentonite

Arizona	— Navajo
Montana	— Crow, N. Cheyenne, Fort Peck, Fort Belknap
Wyoming	— Wind River