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REPORT NO. 177



FAMILY PLAN AND REHABILITATION PROGRAMS,  
STANDING ROCK RESERVATION

UNITED STATES DEPARTMENT OF THE INTERIOR  
BUREAU OF INDIAN AFFAIRS  
Missouri River Basin Investigations Project  
Billings, Montana  
September 1964

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STANDING ROCK RESERVATION

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Interior for development of the  
Missouri River Basin

UNITED STATES DEPARTMENT OF THE INTERIOR  
BUREAU OF INDIAN AFFAIRS  
Missouri River Basin Investigations Project  
Billings, Montana  
September 1964



## Foreword

This report describes the principal provisions of the settlement made by the United States for Standing Rock Sioux Indian properties acquired for the Oahe Reservoir, and the main uses made of settlement funds by Standing Rock Sioux Indians. It analyzes various individual and tribal programs supported by settlement and rehabilitation funds and presents the views of a sample of Indian people regarding these programs.

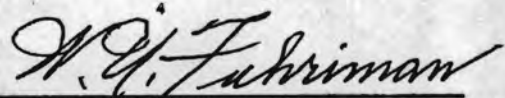
Survey schedules from reservation families were obtained through personal interview by Clarence Runyan and Robert Shevling. Part of the schedules from Standing Rock Sioux families living away from the reservation were obtained by field office personnel of the Branch of Employment Assistance of the Bureau of Indian Affairs. The other schedules from non-residents were obtained by mail.

The Indian people responded willingly and, we believe, forthrightly to most questions. We appreciate their cooperation.

In addition to assistance rendered by Central Office and field personnel of the Branch of Employment Assistance, members of the Agency and Area Office staffs and various local and state officials furnished information and ideas for the report.

Standing Rock Sioux tribal officials contributed much of the data relating to tribal programs and made their files available to the researchers. Members of the Tribal Council and the Program Manager cooperated fully. They helped in many ways and their contributions are greatly appreciated.

Most of the analysis of data and preparation of the report was done by Mr. Clarence Runyan.



Walter U. Fuhrman  
Director

Missouri River Basin Investigations  
Bureau of Indian Affairs  
Billings, Montana  
September 1964

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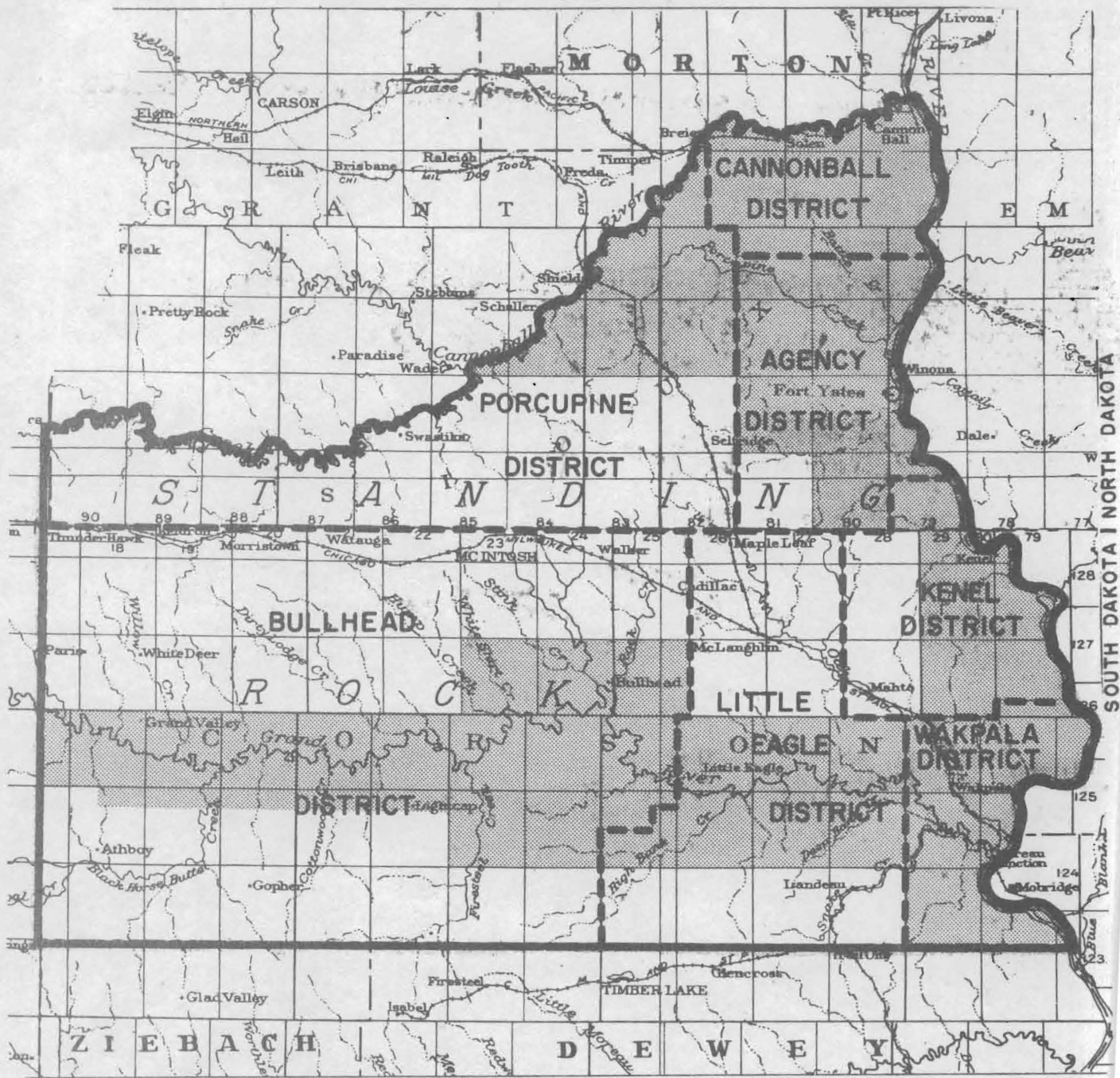
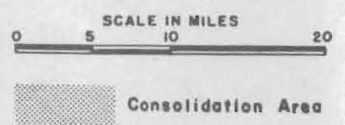


Figure 1.  
**STANDING ROCK RESERVATION**  
 NORTH & SOUTH DAKOTA



## Introduction

This report contains a description and evaluation of some efforts made by Standing Rock Sioux people to offset the adverse effects of the flooding of Indian land by the Oahe Reservoir. This reservoir necessitated removal from the taking area of 170 families and their possessions and the relocation of the towns of Kenel and Cannonball. The efforts considered were principally of two kinds: Efforts by individuals under a family plan, and reservation programs under the direction of tribal authorities. These two kinds of efforts were related and coordinated in many respects and supplemented each other in various ways.

One major purpose of the study was to obtain information that would be helpful to other individuals and tribes who have tribal funds for family plan and tribal programs. The family plan program used more than half of the funds available to the Standing Rock Sioux Tribe; accordingly, it is given most attention in this report. Since one major objective was to disclose ways of improving future programs, weak points in the program were given more attention than the strong points.

## Background Information

### The Standing Rock People

The Standing Rock Sioux Indians are descendants of tribes belonging to the great Sioux Nation. They are predominantly of the Hunkpapa band, one of seven bands of Teton Sioux. As of June 30, 1963, there were 7,078 persons enrolled in the Standing Rock Sioux Tribe. Approximately one-third of the enrollees live away from the reservation.

A survey of nearly all resident families was made in 1955. <sup>1/</sup> In this survey each unmarried person over 16 years of age who was not attending school was counted as a separate family. The survey covered 963 family units having 3,047 members. There were 640 multiple-unit families and 323 single-unit families. Multiple-unit family heads consisted of 476 men, 115 widowed, divorced, or separated women, and 49 unmarried mothers. Single-unit families included 217 males and 106 females, of whom 167 were 30 years of age or older. The average number of persons per family was 3.15 for all families and 4.24 for multiple-unit families.

Standing Rock Indians have intermarried not only with non-Indians but with members of other tribes. In 1955 there were 33 non-Indian and 61 non-Standing Rock Indian heads of families. Of the 869 heads of families who were Standing Rock enrollees, 80 percent were 3/4 or more Indian; 15 percent were 1/2 to 3/4 Indian; and 5 percent were less than 1/2 Indian.

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<sup>1/</sup> Results of this survey are presented in MRBI Report 151.



There was some relation between degree of Indian blood, occupation, and acculturation of heads of family enrolled in the Standing Rock Sioux Tribe. Independent livestock operators and persons who were permanently employed had a lower degree of Indian blood than the average enrollee. The 1955 study showed that enrolled heads of family of less than 1/2 degree Indian constituted only 5 percent of the total enrolled heads, yet they comprised 21 percent of the enrolled livestock operators and 19 percent of enrolled persons permanently employed. Enrolled members of the Standing Rock Sioux Tribe who lived away from the reservation averaged a lower quantum of Indian blood than residents. A larger percentage of the non-resident adults than of resident adults had gone beyond the eighth grade in school--61 percent, compared with 34 percent of resident heads of families.

Standing Rock Indians are a proud people who cherish their Indian heritage and love their home land. A large number of adults are bilingual, but some children do not speak the Sioux language. The degree of acculturation tends to be somewhat in line with the degree of white blood, the full-blood Indian generally being more influenced by Indian heritage and background than the Indian with less Indian blood.

#### Living Conditions and Cultural Status

Indian homes were located largely along the Grand, Missouri, and Cannonball Rivers and toward the eastern boundary of the reservation. A large number of the families lived in close proximity to a trading post or to school or agency facilities. It was estimated that about half of the Indian families were living in the communities. Some home sites in the rural areas were chosen because of participation in the livestock production program and some because of greater opportunity for gardening; however, many families lived on rather isolated tracts simply because of their equity in the land or house. Other obvious factors influencing place of residence are potable water, nearness to relatives or friends, and location with reference to school bus routes.

The 1955 survey showed housing generally in poor condition and inadequate by commonly accepted standards. One-room houses constituted 40 percent and houses with four or more rooms 14 percent, compared with 3 and 81 percent, respectively, for rural dwellings in the Dakotas. The extent of crowding differed greatly among Indian families. More than eight persons per room were reported in 19 houses. The average for the reservation was 2.5 persons per room, or 87 square feet per person. Only 21 percent of the houses had electricity and 13 percent, mostly government quarters, had running water in the house. Sanitary conditions for a large number of families were inadequate for minimum health standards.

#### Education and Cultural Orientation

Deficiencies in schooling and in understanding of and adaptability to the dominant economic and social culture made it difficult for many adults to obtain and retain satisfactory employment and added to their reluctance to leave the reservation. Years of schooling completed by Indians had increased

over the years from 3.3 for family heads over 70 to 9.2 for those under 30 years of age. The average for all was 7.6 years, compared with 8.2 for the native white population over 25 years of age in the Dakotas.

Approximately four out of five resident family heads preferred to continue living on the reservation, but few objected to their children's leaving the reservation to further their education and training or to improve their economic position. Opinions regarding the marrying of whites differed--three out of five voiced no objection, a few thought it advantageous, but a considerable number, particularly among the full-bloods and older persons, objected. Two out of three of the family heads had traveled beyond the immediate vicinity of the reservation.

Most families participated in social activities. Family and kinship groups were the most important social contacts. Churches and veterans organizations were next. Only 13 percent of the family heads reported participation in activities of the Tribal Council.

#### Land Resources and Use

Land is the most important physical resource of the Standing Rock Indians. Originally the reservation encompassed 2,327,782 acres. This acreage has been reduced by withdrawal and opening for homestead, and by sale of Indian lands. In 1955 there were approximately 958,500 acres of trust land. The Oahe Reservoir took approximately 56,000 acres of land located along the Missouri River and its tributaries. On June 30, 1963, there remained 869,358 acres of trust land on the Standing Rock Reservation, of which 259,901 acres (29.9%) were owned by the tribe, and 609,457 acres (70.1%) by individuals. Approximately 90 percent of the Indian trust land was grazing land. The United States owned 10,314 acres of "sub-marginal land" on the reservation, which it leased to the Standing Rock Tribe. The tribe sub-leased this land to individuals. Only a small amount of land was owned in fee by Standing Rock Indians.

Allotting of land to Indians on the Standing Rock Reservation started in 1906 and was substantially completed by 1915. Most of the allotments contained 160 acres. In addition to the regular allotments, about 2,500 timber allotments were made. The timber allotment was a small tract, from 2½ to 10 acres in size, located along the wooded streams of the reservation. These tracts furnished wood and in many instances a homesite for the allottee.

Most timber allotments were in the Oahe reservoir taking. The taking included 14,200 acres of Indian timber lands, which amounted to 75 percent of the total timber area of the reservation, and more than 75 percent of the standing timber. Relatively few allotments on the Standing Rock Reservation remain in single ownership, most of them being multiple heirship ownerships. Multiple ownership raises problems of land use by owners. Only about 22 percent of Indian trust land was used by Indians in 1955. The estimated average carrying capacity of range land is about six animal units per quarter section.

### Employment and Income

Employable man-hours were greatly under-utilized in 1955. Only 41 percent of the available man-hours of the 452 family heads capable of full employment was used in economically productive pursuits. The time of 26 percent of the 452 was fully occupied; that of 24 percent was occupied more than one-fourth but less than full time; that of 35 percent was occupied less than one-fourth of the time, and that of 16 percent none of the time. Fuller utilization of human resources in productive employment thus presented a major opportunity for improving the economic status and independence of most family heads on Standing Rock Reservation. With only 22 percent of land resources being used by Indians, only 47 percent of the family heads capable of full employment, and only 40 percent of the available time of those capable of full employment given to productive pursuits, earnings in 1955 were low.

Earned income averaged \$650 per family--wages \$499 and agriculture \$151. Lease income amounted to \$110, pensions to \$109, welfare payments to \$275, and other income to \$35, bringing the total average income per family to \$1,179. Only two groups received what would ordinarily be considered satisfactory incomes--livestock operators having 130 or more head of cattle, and 88 persons permanently employed. Less than 8 percent of the families had an income of \$3,000 or more in 1955 and three out of four had an income of less than \$1,500. Approximately 31 percent of the families received half or more of their income from wages, 30 percent received half or more from welfare, and 9 percent received half or more from agriculture.

### Properties Taken and Payments Made

Public Law 85-915, 85th Congress, was approved on September 2, 1958. The law provided for the "taking of title to the entire interest, excluding the interest in oil, gas and all other minerals of any nature whatsoever, in 56,110.80 acres of land," in the Oahe Reservoir. It authorized payment of \$12,211,553 for Indian properties taken, for indirect damages to Indians, and for assistance and rehabilitation programs. In addition, the cost of relocating government owned buildings, constructing replacement and access roads, and the relocation of cemeteries, tribal monuments, and shrines was paid for directly from Federal funds.

### Payments for Properties Taken

The sum of \$1,952,040 was authorized for distribution in accordance with schedules prepared by the Bureau's MRBI staff in payment for properties taken. Of this amount, approximately \$1,686,000 was in payment for 46,715 acres owned by nearly 3,000 individuals, approximately two-thirds of whom were Standing Rock Sioux Indians. The Standing Rock Tribe owned 9,844 acres in the Oahe Reservoir, for which it was paid approximately \$266,000.



### Payment for Indirect Damages

The sum of \$3,299,513 was authorized for the settlement of all other claims, rights, and demands of the tribe and individual Indians arising out of the taking. This covered indirect and intangible damages, including such items as loss of timber products, shelter, game, wild fruits, and irrigation potentials. The Act stipulated that not to exceed \$726,545 of the funds should be made available to pay expenses, costs, losses, and damages to members of the tribe resulting from the necessity of moving themselves and their possessions from the reservoir taking area. One-half of the \$3,299,513 was to be consolidated with the rehabilitation funds authorized in Section 5 of the Act. Nothing is said in the Act as to how the remaining portion should be spent. Presumably this was left to the discretion of the Tribal Council.

### Funds for Rehabilitation

The same law authorized the sum of \$6,960,000 to be deposited in the Treasury of the United States to the credit of the Standing Rock Sioux Tribe, to draw interest on the principal at the rate of 4 percent per annum, until expended, for the purpose of developing individual and family plans, relocating, re-establishing, and providing other assistance designed to help improve the economic and social conditions of members of the Standing Rock Sioux Tribe. No part of these funds was to be used as per capita payments, or for the purchase of land by the tribe, except for the purpose of resale to individuals.

### Other Benefits of the Act

Public Law 85-915 had other provisions beneficial to the Standing Rock Indians. A few of these benefits were the right to remove or salvage improvements without payment of salvage value, reservation of minerals, including oil and gas, to the Indians, the right of Indians living within the reservoir area to remain there for a time without paying rentals, and the right to remove all timber.

Funds paid to individuals for properties in the reservoir, except those owed to welfare clients, were paid to the individual and spent by the individual with little or no assistance or supervision from tribal or agency personnel. All other funds were programmed and spent under various degrees of tribal and agency supervision. These are the main concern of this report.

### Administration of Programs

The administration of programs financed by Oahe Reservoir settlement funds was under the direction of the Tribal Council. The Standing Rock Sioux Tribe accepted the Indian Reorganization Act but did not incorporate and receive a charter under the Act. The tribe has a business council consisting of two councilmen elected from each of the seven districts into which the Reservation is divided, plus a chairman elected by the entire electorate.

To assist in the administration of special programs financed by Oahe funds, a Central Rehabilitation Commission was appointed by the Chairman of the Tribal Council and confirmed by a majority vote of the Tribal Council with the concurrence of the Area Director. This commission met whenever there was business that required its attention. It had the final recommending authority on actions pertaining to all phases of the program. It reviewed, evaluated, and made recommendations on all family plan applications. All recommendations of the commission were presented to the Tribal Council for action. The members of the commission were paid per diem plus mileage.

A competent General Program Manager was hired. Regulations required that he have at least eight years experience in a supervisory or management capacity and at least four years of education above high school level, including education in business administration or related subjects. He was under the direct supervision of the Tribal Council or its authorized representatives and was held responsible for the successful operation of all phases of the program as assigned or delegated. He was required to prepare monthly, quarterly, and annual reports as well as special reports when requested. The program manager was appointed by the Tribal Chairman and confirmed by a majority vote of the Tribal Council.

The program management staff consisted of field aides and office staff selected by the General Program Manager with the concurrence of the Central Rehabilitation Commission. Field aides were qualified members of the tribe and were responsible for program phases to which they were assigned. They were required to submit written monthly reports to the General Program Manager. The accountants were required to furnish a diploma or certificate showing the completion of courses in basic accounting from an accredited school or to have suitable experience to substitute for education requirements. Accountants did not need to be members of the tribe, but tribal members were given preference. Clerk-stenographers were required to pass a test comparable to Civil Service entrance examination for a GS-3 position. They were recommended for employment by the General Program Manager, but were appointed by the Tribal Council. Other personnel were appointed as needed. These employees had to meet the qualifications and experience standards developed by the General Program Manager and the Tribal Council Chairman.

Financial procedures were established by a certified public accountant employed by the tribe. A detailed set of accounts and records were set up for each program or activity. All ~~entries~~ in the books of account were supported by tribal purchase orders, contractual agreements, tribal authorization payment vouchers, payroll vouchers, daily employment records, tribal receipts, or such other documentation as was necessary to provide the detailed information needed to fully support an accurate set of records. A tribal finance officer was employed to supervise all accounts. The finance officer was not a member of the Standing Rock Tribe, although there was no regulation against a tribal member's having such a position. The tribal finance officer was bonded to the Standing Rock Tribe. All collections of money due the tribe were made by bonded officials of the tribe.

All disbursements for tribal programs were made by check signed by the tribal finance officer and counter-signed by the tribal chairman or vice-chairman and supported by contractual agreements under authorized programs. Family Plan disbursements for local residents also were made by tribal check to vendors under contractual agreements. If deemed advisable, the Central Rehabilitation Commission and the General Program Manager could recommend modifications of rehabilitation programs at any time. Such modification required the approval of the Secretary of the Interior or his authorized representative before becoming effective.

To facilitate administration, the general program was divided into seven sub-programs. These sub-programs and expenditures to October 31, 1963, were:

1. Relocation of Families from Reservoir Area	\$ 587,760
2. Family Plan Program	3,882,563
3. Education Loan-Grant Program	279,916
4. Community Development Program	425,000
5. Industrial Development Program	350,000
6. Crop Share Cattle Program	1,000,000
7. Land Management Program	760,000
Administration	208,266
Total	<u>\$7,493,505</u>

#### The Family Plan Program

The purpose of the Family Plan Program was to assist members of the Standing Rock Sioux Tribe and their families to improve their situation--cultural, economic, and social, as contemplated by Public Law 85-915. Each person on the Standing Rock Tribal Roll as of December 1, 1959, was allocated the sum of \$650 to be expended in accordance with an approved plan.

This plan was a "family plan" under which funds for all members of the family were pooled to support an improvement program for the family. The family unit usually consisted of man and wife and their children under 18 years of age. Single persons 18 years of age or older were considered family units. The Family Plan, as prepared by the family, was submitted to the District Rehabilitation Committee for review and evaluation and then referred with recommendations to the Central Rehabilitation Commission. The commission reviewed and evaluated the program and recommended its approval in whole or in part or returned it to the family with suggestions for revision. When the plan had received approval by the tribal authorities, it was submitted to the Superintendent for review.

The Superintendent made his recommendations and submitted the plan to the Area Director for his action. Family Plan programs also were audited by the Washington Office of the Bureau of Indian Affairs. Upon approval by



the Director, the family plan funds were deposited in the individual's account with the tribe. The family head was then allowed to make arrangements for the expenditure of the funds as stipulated in the approved program. Modifications in the program could be made by following the same procedure used in obtaining the original approval. All purchases for resident families were to be inspected by a tribal field representative upon delivery. The funds allocated for the Standing Rock Family Plan Program totaled \$4,019,262. 1/ By September 18, 1962, approval had been given to programs of 5,602 eligible family members involving a total of \$3,643,262. 2/ The amounts approved were:

Housing	\$1,863,083.72	51.1%
Furnishings	1,078,687.83	29.6%
Livestock	147,169.40	4.0%
Health	153,394.64	4.2%
Education	105,799.55	2.9%
Clothing	16,888.39	.5%
Savings	71,789.21	2.0%
Miscellaneous	191,521.46	5.3%
Unaccounted for	14,927.80	.4%
	<u>\$3,643,262.00</u>	<u>100.0%</u>

The preceding brief description of the administration of programs does not adequately disclose the numerous painful, troublesome problems of administering such programs under conditions of conflicting economic interests, political ambitions, and cultural aspirations that existed on the Standing Rock Reservation. Any tribal group or agency contemplating a family plan, or any broad-based rehabilitation program, should have the benefit of a more detailed report regarding the administration of these programs than we are able to present in this report. It is recognized that, regardless of plans and safeguards, some mistakes will be made and funds will be diverted to other than their intended use. The Standing Rock experience indicates some things that should be considered and resolved before going into a family plan program, or that should be included in such a program. Difficulties or deficiencies encountered at Standing Rock gave rise to the following suggestions:

- (1) The tribal people should determine exactly what the objectives of the program are to be, and whether or not they have the fortitude to persist until the individual plans meet those objectives. Tribal committees should be selected from those who believe in the spirit of the Family Plan Program and do not regard it as something in lieu of per capita payments, who can determine the difference between a family's needs and wants, and can communicate this difference to the family. It should be understood that family plan funds are not given as a matter of right, but are to be earned by working out and executing a plan which fulfills the program requirements of the family.

1/ From Approved Program.

2/ Tabulation furnished by Central Office, BIA.

- (2) Adequate recognition should be given to planning and the time that planning takes. The Tribe and Agency should understand that the submission of a plan does not necessarily constitute planning; that an important factor in planning is time and exposure to counseling; that the most effective time to give counsel is before a plan is approved.
- (3) Where there are multiple sources of funds for a program, or multiple programs, coordination is highly important to prevent frittering away of funds and to attain the desired balance among programs.
- (4) Responsibility should be definitely fixed. Someone must occupy the uncomfortable position of having final responsibility for making decisions and withstanding pressures. Joint responsibility by the Tribe and the Bureau is not desirable.
- (5) Prior to initiating a program, definite determination should be made as to what action, if any, will be taken against those who sell items purchased with family plan funds, or who can purchase such items, or take other actions which defeat the purpose of the program. In arriving at decisions regarding such actions, County Welfare, the clergy, and other community leaders should be consulted and their views met so far as feasible. They should not be involved in the enforcement, but should be mobilized to assist in carrying out the program.

When the family plan program was nearing completion, Bureau and Tribal officials requested MRBI to survey the progress made by families involved and obtain their views concerning the success of the family plan and of the tribal programs. MRBI, with the assistance of officials of the Tribal Council and of the Bureau's Area and Agency offices, prepared a survey sheet and questionnaire to be used to interview a random sample of family plan families.

Analysis of the Family Plan Purchases - Funds available under the family plan obviously were insufficient to fully meet all objectives of the **Family Plan Program**. Most families, as defined in the program, were single unit families either because they were single persons, or were the only Standing Rock Sioux in the family. Some single unit families combined their funds with those of their parents in order to attain more effective use. Beneficiaries of the family plan found needs so great that it was difficult to select the manner in which they should program their family plan funds. Although many needs and desires were satisfied, many remained, since not all proposals could be undertaken with the funds available. This points up the need for coordination of various expenditure programs.

The inadequacy of funds to meet all objectives of the Family Plan Program is apparent from the fact that nearly two-thirds of the families received only \$650. Numbers and percentages of families in various payment groups were:

No. in Family no.	Payment Group Amount Received \$	Resident Families		Residents of Nearby States		Residents of Distant States		All Families	
		no.	%	no.	%	no.	%	no.	%
1	650	652	51	276	73	552	77	1,480	63
2	1,300	162	13	43	12	63	9	268	11
3	1,950	115	9	24	6	46	6	185	8
4	2,600	87	7	13	3	33	5	133	6
5	3,250	93	7	11	3	13	2	117	5
6	3,900	61	5	4	1	8	1	73	3
7	4,550	48	4	3	1	2	--	53	2
8	5,200	20	2	2	1	--	--	22	1
9	5,850	14	1	--	--	1	--	15	1
10	6,500	11	1	--	--	--	--	11	--
Total		1,263	100	376	100	718	100	2,357	100

For purposes of analysis, items purchased with the family plan funds were grouped into five categories--investments, housing, household furniture, household furnishings, personal items, and miscellaneous. Investments included such purchases as land, bonds, work tools, wagons, cars, machinery, horses, and other animals, harnesses, saddles, and other equipment. Housing included new houses built, houses purchased, additions and repairs to houses, wells, plumbing, wiring for electricity, out-buildings, new and second-hand trailer houses, and other housing expenditures. Included under household furniture were beds, tables, chairs, davenports, cabinets, etc. Household furnishings included rugs, drapes, refrigerators, stoves, radios, television sets, and other items used in furnishing a house. Personal items included clothing, luggage, medical, dental, ocular, educational expenses, hunting and fishing gear, and other articles for personal use. Items that did not fit well into the other categories, were listed under miscellaneous. This also included unprogrammed funds, taxes paid, and similar items.

### Family Plan Programs of Resident Families

The family plan programs for the resident families were filed alphabetically. Every ninth folder in the resident file was selected for interview. If the family selected was not available, a neighboring family was interviewed. In addition all cattle operators participating in the cattle program were included in the sample. The resulting sample included 197, of which 28 were cattle operators, out of a total of 1,440 family plans.

Field interviews were made by two members of the MRBI staff during the month of September 1962. The actual purchases as shown by sales invoices were entered on the interview sheet before the field survey. Then during the interview the respondent was asked what use was made of the articles purchased, if he was satisfied with the purchases, if he still had them, or if some article had been sold or traded. No special attempt was made to inspect the property or to verify the answers to the questions, but the interviews were made in or near the homes and the respondents seemed to be very cooperative. Useable schedules were obtained from 169 families in the general sample and 28 families participating in the tribal cattle program. Schedules in the general sample were tabulated by community. Table 1.

Table 1. Completed Interviews with Resident Families,  
Standing Rock Reservation

Community or Group	Interviews no.	Tribal Members in Family		Total F.P. Funds dollars
		Total no.	Per Family no.	
Cannonball	27	109	4.0	70,850
Porcupine	13	34	2.6	22,100
Agency	40	132	3.3	85,800
Kenel	12	37	3.1	24,050
Wakpala	17	73	4.3	47,450
Little Eagle	29	111	3.8	72,150
Bullhead	31	105	3.4	68,250
Total in general sample	169	601	3.6	390,650
Cattle operators	28	136	4.9	88,400
Grand total	197	737	3.7	479,050



The 1955 survey counted as a separate family each unmarried person over 16 years of age who was not attending school. Under the Family Plan Program a higher age was used in family definition; single persons 18 years of age or older were considered family units, but individual plans were also made for some persons under 18 years of age. The resident file for family plans showed 1,440 families, of whom 752 (52%) were single-unit families. The average number of tribal members per family was 2.44, varying by districts from 2.59 at Bullhead to 2.17 at Wakpala. When non-members of the tribe are included, the average size of resident family was approximately 2.7. For multiple-unit families, the average was 4.02, which corresponds more closely with the 1955 data. <sup>1/</sup> Number of resident families by number of tribal members in the family are presented in table 2.

A smaller proportion of the single-unit families than of other families were readily available for interview. This largely explains why the survey, which included 13 percent of resident families, covered 22 percent of family plan funds of resident families.

Family plan funds used by 197 resident families interviewed amounted to \$476,539, and for the 169 families in the general sample, \$390,167. In the general sample, the average for all districts was \$2,310, compared with \$3,084 for the 28 cattle operators. The amount per family differed somewhat between districts because of differences in the family composition.

Table 2. Number of Resident Families Participating in Family Plan Program, by Tribal Members per Family and District, Standing Rock Reservation

Size of Family	District							Total Reservation	
	Cannon-ball	Porcupine	Agency	Kenel	Wak-pala	Little Eagle	Bull-head	no.	%
1 person	112	43	190	59	123	132	93	752	52.2
2 persons	76	20	102	30	46	64	70	408	14.2
3 persons	72	24	111	24	51	90	84	456	10.6
4 persons	68	12	84	20	52	48	76	360	6.2
5 persons	70	15	145	35	50	65	75	455	6.3
6 persons	84	30	78	--	36	84	54	366	4.2
7 persons	63	7	77	35	49	63	28	322	3.2
8 persons	40	16	32	16	16	24	24	168	1.5
9 persons	18	--	27	27	18	27	--	117	.9
10 or more	10	10	33	--	--	10	50	113	.7
All families	236	76	362	104	203	249	210	1,440	100.0
<b>Total Members</b>									
Total	613	177	879	246	441	607	554	3,517	
Per family	2.59	2.32	2.42	2.36	2.17	2.43	2.63	2.44	

<sup>1/</sup> See page 1.

Patterns of use of funds by resident families surveyed did not differ appreciably or significantly among the various districts of the reservation, although there were some differences. These differences are shown in table 3.

The major item of expenditure was for housing. This accounted for 62 percent of the total funds of families in the general sample, 75 percent of whom made expenditures for housing. Household furniture and household furnishings each accounted for a little more than 13 percent of the total expenditures, with 62 percent of the families purchasing household furniture and 68 percent household furnishings. Approximately 36 percent of the families used funds for personal items, but these expenditures accounted for only 3 percent of the total. Investments were made by 29 percent of the families and accounted for slightly less than 8 percent of the total funds spent.

Use of funds by cattle operator's families was somewhat different than that of other families, but housing again was the largest item, accounting for nearly 64 percent of the funds, with 73 percent of the families participating. Percentages of funds spent for household furnishings and household furniture were only about half as large among cattle operators as among families in the general sample. Investments accounted for slightly more than 20 percent of the cattle operator's funds, with 75 percent of the cattle operators making such expenditures.

Table 3. Use of Family Plan Funds by Resident Families in the Survey Sample, Standing Rock Reservation

Item	Respondent Families in the General Sample								Cattle Operators	All Residents
	Cannonball	Porcupine	Agency	Kenel Wakpala	Little Eagle	Bull-head	Total			
Families	No. 27	13	40	12	17	29	31	169	28	197
F.P.Funds										
Per family	\$ 2,650	1,754	2,142	1,867	2,630	2,549	2,229	2,260	3,084	2,419
Total <sup>1/</sup>	\$ 71,549	22,796	85,674	22,404	44,718	73,919	69,107	390,167	86,372	476,539
	Percent of Funds Used for Specific Purpose									
Investments	3.8	6.5	13.5	5.5	2.3	10.8	5.4	7.6	20.4	9.9
Housing	58.7	49.5	62.0	60.5	57.0	64.3	70.8	62.0	63.6	62.3
Household										
Furniture	15.0	17.0	8.6	16.0	16.2	14.9	11.7	13.3	8.0	12.3
Furnishings	20.0	20.6	12.9	10.6	21.6	6.8	10.2	13.9	6.1	12.5
Personal items	2.1	6.0	2.8	6.3	2.9	3.2	1.9	3.0	.9	2.6
Miscellaneous	.4	.4	.2	1.1	0	0	0	.2	1.0	.4
Total percent	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
	Percent of Families Who Made Expenditures for Specific Purpose									
Investments	37.	23.	30.	33.	24.	31.	23.	29.	75.	36.
Housing	81.	62.	92.	67.	18.	79.	77.	75.	73.	78.
Household										
Furniture	81.	54.	50.	67.	59.	66.	61.	62.	57.	61.
Furnishings	93.	62.	60.	42.	71.	62.	74.	68.	54.	66.
Personal Items	40.	33.	35.	58.	41.	38.	16.	35.	21.	34.
Miscellaneous	7.	8.	5.	8.	--	--	--	5.	11.	5.

<sup>1/</sup> Family plan funds used is not exactly equal to \$650 times Standing Rock Sioux members in family because some families had not used all their funds and other families had placed some funds from other sources in their family-plan program.

## Family Plan Program for Non-Resident Families

Family Plan Programs for non-residents followed the same general procedures used for resident families, except that non-residents received less direct assistance and supervision from tribal authorities. Most non-resident families submitted to the tribal office invoices or receipts supporting the expenditures made from the family plan fund. Examination of the programs and replies gives the impression that non-residents gave more thought to their programs than did residents, and probably followed their programs more closely. Some families made savings on the items programmed and bought additional items with their family plan funds. However, there were a few cases in which the original program of non-residents was completely changed and the funds used for entirely different purposes.

The non-resident file for family plans contains the plans of 1094 families. There were 1707 members of the Standing Rock Sioux Tribe in these families and 1210 persons who were not members of the Standing Rock Sioux Tribe. The average number of Standing Rock Sioux per family was 1.6 and of all members, 2.7. Comparable averages for resident families were 2.4 and 2.7 respectively. There was a smaller portion of single-person families among non-residents, 37 percent compared with 52 percent for resident families, so the average size of multiple-person families was larger among resident families. Non-resident families did not have as many tribal members in the family as did resident families--the average family was the same size.

Family funds were based on number of members of the Standing Rock Sioux Tribe in the family on December 1, 1959. The number of non-resident families, by number of Standing Rock Sioux members on the above date and by total membership, were:

Number in Family	<u>S. R. Tribal Members</u>				<u>All Family Members</u>			
	Nearby States		Distant States		Nearby States		Distant States	
	no.	no.	no.	%	no.	no.	no.	%
1 person	275	535	810	74.0	154	251	405	37.0
2 persons	46	71	117	10.7	84	157	241	22.0
3 persons	24	50	74	6.8	42	97	139	12.7
4 persons	13	36	49	4.4	33	93	126	11.5
5 persons	9	14	23	2.1	23	56	79	7.2
6 persons	4	8	12	1.1	19	36	55	5.0
7 persons	3	2	5	.5	11	16	27	2.5
8 persons	2	1	3	.3	3	7	10	.9
9 persons	--	1	1	.1	1	4	5	.5
10 or more	--	--	--	--	6	1	7	.7
All families	<u>376</u>	<u>718</u>	<u>1094</u>	<u>100.0</u>	<u>376</u>	<u>718</u>	<u>1094</u>	<u>100.0</u>
All members	587	1120	1707		979	1938	2917	
Persons per family	1.6	1.6	1.6		2.6	2.7	2.7	

One hundred and seventy-five non-resident families, representing 16 percent of the 1,094 such families, that filed plans, responded to the questionnaire. These families received \$169,650, or 15 percent of the total of \$1,109,550 family plan funds of non-residents. The average family plan funds per respondent non-resident family was \$969, and for all non-resident families, \$1,014.

While there were some complaints from non-residents that rules and regulations were difficult to understand, the rules were followed well in most cases. Persons who had lived off the reservation the longest made the fewest changes in their programs. The data did not reveal major differences in use of funds by location of family residence. Twenty-eight (16 percent) of the respondents had never lived on the Standing Rock Reservation. The average length of residence off the reservation for the other 147 (84 percent) was 20.2 years. The length of time away from the reservation ranged from less than one year to over 53 years.

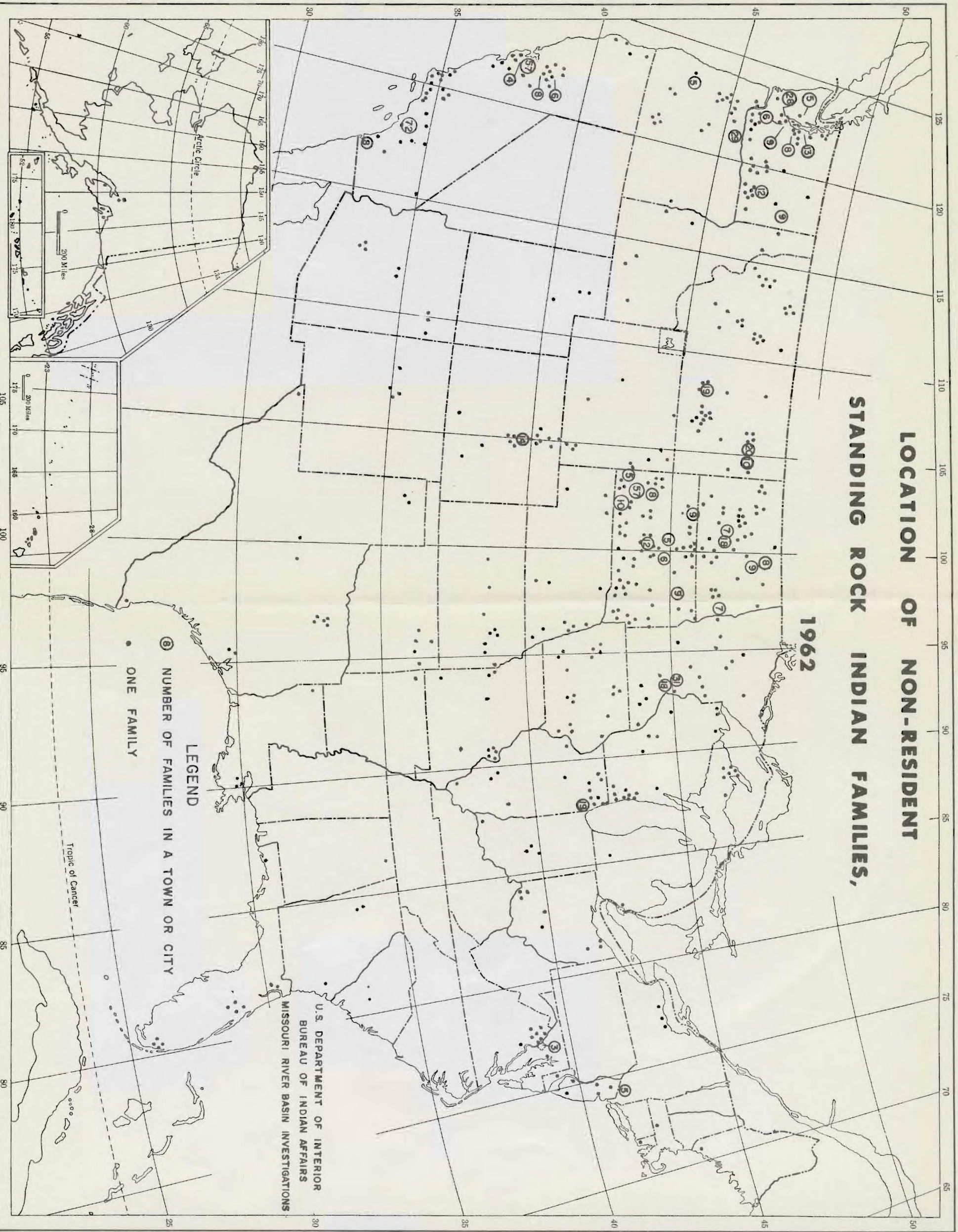
In localities where the Bureau had Employment Assistance Field Offices, members of the staff of these field offices interviewed non-resident Standing Rock Indians and assisted them in filling out the questionnaire. Non-residents in other localities were contacted by mail.

The mailing list was made up as follows: Questionnaires were mailed to all Standing Rock Indian families in states with less than ten families. In states with from 10 to 30 families, one-half of the families were mailed questionnaires and in states with more than 30 families, one-third of the families were sent questionnaires. Approximately 40 percent of the non-resident families were contacted either by the Employment Assistance Officer or by mailed questionnaire. About 20 percent of the letters mailed were returned unclaimed; a little over 50 percent of the families to whom questionnaires were mailed filled out their questionnaire and returned it. Locations of Standing Rock Indian families who resided away from the Standing Rock Reservation are shown in Figure 2.

The average family plan fund money received by respondent non-resident families was \$969, compared with \$2,419 for respondent resident families. The proportion of total funds spent for housing by non-resident families was only about half that of resident families. Expenditures for household furniture and household furnishings combined, amounted to 30 percent for the non-resident families compared with 25 percent for the resident families. Non-residents used a larger portion of their funds for personal and miscellaneous items than residents.



# LOCATION OF NON-RESIDENT STANDING ROCK INDIAN FAMILIES, 1962

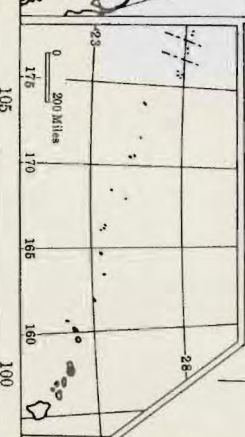
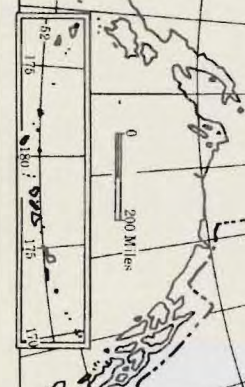


**LEGEND**

⑧ NUMBER OF FAMILIES IN A TOWN OR CITY

• ONE FAMILY

U.S. DEPARTMENT OF INTERIOR  
BUREAU OF INDIAN AFFAIRS  
MISSOURI RIVER BASIN INVESTIGATIONS





The pattern of expenditures, for non-resident families, was generally similar in various localities throughout the country, though there were some differences. Table 4. Families in nearby states, many of whom live in towns near the reservation, showed expenditure patterns more nearly like non-residents in other localities than like resident families. This may have resulted from differences in needs or to more tribal and agency advice, assistance, and supervision given resident families.

Table 4. Use of Family Plan Funds by Standing Rock Sioux Families Contacted in the 1962 Survey

		Standing Rock Sioux Families Residing in								
		Eastern States	Lake States	Pacific South West	Pacific North West	All Distant States	All Nearby States	All Non-Residents <sup>1/</sup>	All Residents <sup>2/</sup>	
Families <sup>3/</sup>	No.	73	188	242	215	718	376	1,094	1,633	
Respondents	No.	12	31	72	31	146	29	175	197	
F.P. Funds <sup>4/</sup>										
Per family	\$	755	944	1,038	755	997	829	969	2,419	
Total <sup>6/</sup>	\$	9,100	29,250	74,750	32,500	145,600	24,050	169,650	476,539	
Percent of Funds Used for Specific Purpose										
Investment		4.2	5.8	7.2	5.2	6.0	12.6	7.2	9.9	
Housing		30.2	29.1	28.3	44.4	32.2	30.0	31.9	62.3	
Household furniture <sup>5/</sup>		36.8	25.1	29.6	30.8	29.7	34.6	30.1	24.8	
Personal items		18.7	28.6	21.7	13.3	21.0	15.4	20.2	2.6	
Miscellaneous		10.1	11.4	13.2	6.3	11.1	7.4	10.6	.4	
Total percent		100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	
Percent of Families Who Made Expenditures for Specific Purpose										
Investment		14.3	22.6	8.3	9.7	12.3	20.7	13.7	36.0	
Housing		35.7	22.6	38.9	61.3	40.4	37.9	40.6	78.0	
Household furniture <sup>5/</sup>		35.7	48.4	56.9	48.4	52.1	58.6	53.1	61.0	
Personal items		42.9	51.6	55.6	48.4	48.6	51.7	50.3	34.0	
Miscellaneous		14.3	6.5	27.8	35.5	20.6	24.1	20.0	5.0	

<sup>1/</sup> Includes families residing in North and South Dakota outside of Standing Rock Reservation.

<sup>2/</sup> Data from table 3.

<sup>3/</sup> All Standing Rock Sioux families residing in the locality.

<sup>4/</sup> Family plan funds of families who responded to the questionnaire.

<sup>5/</sup> Household furniture and furnishings.

<sup>6/</sup> Family plan funds used is not exactly equal to \$650 times Standing Rock Sioux members in family because some families had not used all their funds and other families had placed some funds from other sources in their family-plan program.

## Sale of Family Plan Purchases

The sale of goods bought with family plan funds has been the subject of much discussion on the Standing Rock Reservation. Some of this discussion was very critical and often not well informed. While making interviews, MRBI personnel frequently heard such expressions as: "The family plan forces people to purchase items which they do not need or want and after such purchases are made the items are disposed of for less than the original cost;" "Unscrupulous persons take advantage of Indian people who are easy marks for sharp dealers when in need of ready cash;" "Improvident persons dispose of various goods purchased with family plan funds at ridiculously low prices;" "Some persons included items in their family plan which they didn't want, but which they thought would help obtain approval of the plan;" and "Things were sold to obtain money to buy liquor."

Agency and Tribal officials recognize that some items purchased with family plan funds were sold and the cash received used contrary to the stated objectives of the family plan programs. In an effort to obtain some measure of the extent of this practice, resident families were interviewed regarding items sold or traded between the time of purchase and the time of the interview.

The interviewer had a list of items purchased by the family. No systematic inspection was made to determine whether items purchased under the family plan were still in the possession of the family. However, since the interviews were made on the premises of the family and frequently in the home, the absence of major items of furniture or furnishings frequently was obvious. The reported sales of family plan purchases, as given to the interviewers, were for the period prior to September 1962.

Persons were reluctant to disclose the amount received for items sold. They were not pressed for this information, but a few voluntarily cited cases where items allegedly had been sold for a fraction of their original cost. A few persons refused to give any information about sales. Circumstances and attitudes encountered, and limited checks subsequently made, indicate that reported sales were likely to be below actual sales. Most respondents who reported sales of properties claimed they did so because of some emergency need for cash. Reported sales are shown in table 5.

Exclusive of cattle operators, the original cost of items reported to have been sold by resident families, amounted to only 6 percent of the total family plan funds spent by these families. Household furnishings were the favorite item for trade or sale. Such things as television sets, radios, refrigerators, stoves, chainsaws, etc., can be disposed of easily. Even so, the total reported sales amounted to only 18 percent of the total purchases of household furnishings. About 13 percent of the investments had been disposed of and approximately 8 percent of the household furniture. A number of families disposed of items in several categories.

Approximately 16 percent of the families reported some sale or trade of family plan purchases, leaving 84 percent who reported none. Because many persons are interested in the local situation, sales data for districts on the reservation are presented in table 5. The number of families included in the sample is given in the top line of the table. This number should be noted in interpreting the percentage figures in the table. The percentage figures in the total column, which includes 169 families in the sample, can be considered representative of the total population from which the 11 percent sample was drawn, whereas percentages for districts with a small number of families, may not be so representative. For example, the 29 percent sales of personal items at Cannonball was largely one family's stock of hunting and fishing equipment.

Table 5. Sales to September 1962 of Items Purchased with Family Plan Funds as Reported by Resident Respondents, Standing Rock Reservation

	Resident Respondents in General Sample							Cattle Operators	All Respondents	
	Cannonball	Porcupine	Agency	Kenel Wakpala	Little Eagle	Bullhead	Total			
Respondents No.	27	13	40	12	17	29	31	169	28	197
F. P. Funds										
Per family	\$ 2,650	1,754	2,142	1,867	2,630	2,549	2,229	2,260	3,084	2,419
Total	\$ 71,549	22,796	85,674	22,404	44,718	73,919	69,107	390,167	86,372	476,539
Reported Sales										
Total amount	\$ 7,471	2,648	7,215	240	1,120	3,155	2,256	24,105	1,340	25,445
	Number of Families Who Sold Some Items in Indicated Category									
Investments	5	1	4	--	1	2	3	16	1	17
Housing	1	1	2	--	--	--	--	4	--	4
Household										
Furniture	2	1	2	--	--	3	2	10	--	10
Furnishings	5	1	6	1	3	3	2	21	--	21
Personal items	1	--	1	--	--	--	--	2	--	2
Any category	6	3	8	1	3	6	4	31	--	31
	Percent of Families Who Sold Some Items in Indicated Category									
Investments	19	8	10	--	6	7	10	9	4	8
Housing	4	8	5	--	--	--	--	2	--	2
Household										
Furniture	7	8	5	--	--	10	6	6	--	5
Furnishings	19	8	15	8	18	10	6	12	--	11
Personal Items	4	--	2.5	--	--	--	--	1	--	1
Any category	22	23	20	8	18	20	13	18	--	16
	Percent Which Cost of Items Sold was of Total Sum Spent for Such Items									
Investments	36	44	9	--	16	13	31	17	8	14
Housing	5	12	3	--	--	--	--	2	--	2
Household										
Furniture	13	3	6	--	--	16	5	9	--	7
Furnishings	20	13	36	10	10	8	10	18	--	16
Personal items	29	--	1	--	--	--	--	4	--	4
All items	10	12	8	1	3	4	3	6	2	5



Housing - As previously indicated, over three-fifths of the family plan money of resident families went for housing. Respondents in the interview sample reported sale of around 2 percent of the houses as of September 1962. In December of 1963, a survey of all family plan houses disclosed that approximately 12 percent had been sold, mostly to non-Indians, and 88 percent were owned by the original owners or their estates. Three percent of the houses were unoccupied. Most owners were living in their own houses. Table 6.

The average cost of family plan houses was \$1,661, but many houses were built for persons having only \$650. The tribe provided some additional funds in some cases, but the number of \$650 houses was considerable. Such cheaply constructed houses are likely to depreciate rapidly. In the December 1963 survey, the appearance of the houses' exteriors and yards were listed as good for 29 percent, fair for 55 percent, and poor for 16 percent.

In addition to several houses that were sold and moved, nine Indian owners had moved their houses because of mistakes made in locating where domestic water could not be readily obtained, or because other conditions were unfavorable. Probably more serious was the location of too many houses in small villages or isolated localities where job opportunities were non-existent or greatly deficient for the available labor supply.

In the survey of resident families, respondents were asked: "Is your new house located where you want to live?" Of the 197 respondents, 123 had new houses. Of this number, 19 were cattle operators, all of whom answered affirmatively to the question, indicating no dissatisfaction with the location of the family plan house. Of the remaining 104, approximately 80 percent indicated that the new house was satisfactorily located, while 20 percent gave a negative reply.

Table 6. Ownership and Occupancy of Family Plan Houses in December 1963, Standing Rock Reservation

Item	Average Cost	Number of Houses	Percent of Total
<u>Houses Built with Family Plan Funds</u>			
Unit had been destroyed by fire		4	.7
Unit had been sold to non-Indian	\$1,662	55	9.7
Unit had been sold to an Indian	1,544	11	1.9
Original owner now deceased		18	3.2
Still owned by original owner	1,650	481	84.5
Total family plan houses built	\$1,661	569	100.0
<u>Houses Still Owned by Original Owner</u>			
Occupied by owner		450	93.6
Occupied by relative		9	1.9
Occupied by other Indian		6	1.2
Unoccupied		16	3.3
Total owned by original owner		481	100.0

Abuses and Remedies - There is some justification for criticism of family plan programs because of deviations from their stated intent and purpose. Although such cases represent a small minority, deplorable cases of diversion of funds to uses inconsistent with the stated objectives of the Family Plan Program did occur. Examination of such cases has merit because it discloses practices that may be avoided or corrected in future family plan arrangements.

Mr. Leonard J. Hamak, Director of the Corson County Office, Department of Public Welfare, McIntosh, South Dakota, has made a report on such selected cases. He commented on family plans of 25 welfare clients who in his opinion, showed abuses or mismanagement. These cases illustrate some objectionable practices and attitudes, and in a few instances include specific information on differences between original costs and resale prices. <sup>1/</sup> He recognizes that these are unusual rather than typical cases.

When asked about family plans of 87 ADC recipients on whom he had made no comment, Mr. Hamak indicated that in his judgment "75 percent of this group were benefited considerably by the Family Improvement Program. For the most part, the homes that they purchased continue to be resided in; they have kept up the homes; they still have their appliances; they have taken care of the furniture; and, in general, their over-all living status has been upgraded and they continue to enjoy the results of the expenditure. About 25 percent of this group have not done as well. They have not kept up their homes too well; they do not have all of the appliances that they purchased; their furniture is, for the most part, not much better at this time than the furniture they had prior to the time the Plan went into effect."

Respondents in the survey were asked: "In your opinion would it be desirable to have strict regulations against selling or trading things bought with family plan funds?" Approximately 20 percent of the 197 resident respondents and 5 percent of the 175 non-resident respondents gave no answer.

The percentage of those replying who favored strict regulations against selling or trading things bought with family plan funds was:

Cannonball District	54%	All Districts (Gen. Sample)	71%
Porcupine District	64%	Cattle Operators	60%
Agency District	56%	All Residents	70%
Kenel District	83%		
Wakpala District	71%	Persons in Nearby States	64%
Little Eagle District	72%		
Bullhead District	93%	Persons in Distant States	44%

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<sup>1/</sup> The report of Mr. Hamak and a letter from E. J. Colleran, Chief, Division of Public Assistance, State of South Dakota, appear in Appendixes B and C.

Some persons familiar with the Standing Rock Program, including some tribal officials, think that closer supervision of expenditures and prosecution of offenders, especially non-Indian purchasers of Indian goods, would have sharply reduced abuses. The Agency Superintendent commenting on the family plan programs stressed the importance of thorough planning, adequate supervision, provisions for dealing with violations, and effective measures against unscrupulous dealers who conspire to circumvent the intent of the plan. <sup>1/</sup>

Persons living in distant states were least favorable to strict regulations, only 44 percent of them indicating that they favored such regulations. Sixty-four percent of those living in the nearby states favored strict regulations and 70 percent of all resident respondents. Cattle operators were less favorable to such regulations than other residents. Districts showing the lowest percentages in favor of strict regulations--Cannonball, Porcupine, Agency--were the districts which showed the largest percentages sold. Table 5.

#### Variation Among Family Plan Programs

Analyses based on large group averages do not disclose the wide variation that occurred among families. Some indication of variance is disclosed by comparing 12 programs considered to be "outstanding" with 12 considered to be among the "least desirable" programs. These 24 programs were selected from families in the general sample in consultation with tribal and agency officials familiar with the Family Plan Program. The family size of the outstanding group was about 5.8, while the other group had an average of only about two in the family. Several of the latter group were single men or women, some of whom had had families, but were now separated; although one family in the least desirable group had seven members. Another contrast was the way the family plan funds were spent.

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<sup>1/</sup> Memorandum of April 30, 1963, addressed to Area Director, Attention, Tribal Programs, from Superintendent, Standing Rock Indian Agency. See Appendix A. A reviewer of the first draft of the report pointed out that there were no legislative or regulatory provisions applicable to the disposition of property obtained with family plan funds, nor provisions to rule out circumvention of the program by unscrupulous dealers or participants in the program and that the program was predicated entirely upon the desires of the participants to carry out a program of family improvement. He also questioned the practicability of enforcement of controls imposed on a large number of individuals, and its necessity, in situations similar to that of Standing Rock, where, under the voluntary controls, he considered the sale of property to have been very low percentage-wise.

The following data show some contrasts between the outstanding and the least desirable programs:

Categories for Expenditure	<u>12 Outstanding Programs</u>			<u>12 Least Desirable Programs</u>		
	Families Involved	Funds spent	Purchases sold	Families involved	Funds spent	Purchases sold
	percent	percent	percent	percent	percent	percent
Investments	33	4.5	0	33	14.4	100.0
Housing	67	82.8	0	25	28.1	77.3
Household furniture	33	4.3	0	58	17.4	100.0
Household furnishings	42	6.9	0	66	27.7	72.4
Personal items	33	1.5	0	58	10.3	9.3
Miscellaneous items	0	0	0	25	2.1	100.0
All of group		100.0			100.0	

The families in the outstanding group spent a large percent of their funds for items such as housing and considerably less for personal and miscellaneous items than did the least desirable group. The latter group spent approximately 45 percent of its funds for household furniture and furnishings and about 12 percent for personal and miscellaneous articles. These families sold about 27 percent of their housing and 100 percent of their investments, which were mainly horses, wagons, harness or chainsaws. The chainsaws were very vulnerable to disposal. They were small and easily transported in a car and very much in demand by the local residents. Several families admitted that they had pawned their saw to some grocery store and had not redeemed it on the date promised, therefore they had lost it. Many of the Indian families could have used the saws to cut firewood or fence posts. These families had sold all of the household furniture and most of the furnishings.

#### Family Incomes

This section presents information on income of resident families in 1955 and in 1960, and of non-resident families in 1960. The 1955 data were obtained through personal contact with families by experienced interviewers using a detailed survey form. The amount of income was obtained for each source of income. The 1960 data were taken from the family plan applications which called for the total family income from all sources without any breakdown by source. Differences in the method of obtaining data may have resulted in some lack of comparability between 1955 and 1960 income data.



## Income of Resident Families

A study of resident families in 1955 showed an average family income of \$1,179 exclusive of the value of timber products, game, wild fruits, and berries used by the family. The annual value of such products was estimated to be approximately \$150 per year. Most families also lived in their own house or in a rent-free dwelling. The study was made to assist in the formulation of action programs so families were grouped according to the occupation, or potential or desired occupation of the family heads, at the time of the survey. The data below are from the 1955 study - Report 151, page 39.

GROUP	AGRI- CULTURE (NET)	LEASES	WAGES	WELFARE AND PENSION	OTHER	TOTAL
	DOLLAR	DOLLAR	DOLLAR	DOLLAR	DOLLAR	DOLLAR
<u>LIVESTOCK OPERATORS</u>	1,452	97	476	100	9	2,134
OWNING 130 HEAD OR MORE	3,254	28	1,031	46	0	4,359
OWNING FEWER THAN 130 HEAD	1,163	108	387	109	11	1,778
<u>PROSPECTIVE LIVESTOCK OPERATORS</u>	11	141	545	156	37	890
OWNING LAND	16	215	632	175	56	1,094
OWNING NO LAND	0	2	381	120	0	503
<u>PROSPECTIVE SUBSISTENCE OPERATORS</u>	14	180	293	314	50	851
OWNING LAND	17	216	319	352	43	947
OWNING NO LAND	0	3	160	125	83	371
<u>EMPLOYABLES AND SMALL BUSINESS OPERATORS</u>	11	50	1,173	92	21	1,347
OWNING OR DESIRING SMALL BUSINESS	0	79	1,699	303	0	2,081
NOW PERMANENTLY EMPLOYED	33	74	3,187	82	0	3,376
WISHING LOCAL EMPLOYMENT	0	38	265	38	36	377
PLANNING TO RELOCATE	12	44	571	143	47	817
CONSIDERING RELOCATION	0	48	387	106	4	545
IN ARMED SERVICES	0	16	1,156	0	0	1,172
<u>UNEMPLOYABLE</u>	10	129	50	751	46	986
REGULAR RELIEF CLIENTS	11	105	32	746	22	916
RECEIVING PENSIONS	4	160	48	1,189	35	1,436
POTENTIAL RELIEF CLIENTS	12	241	173	27	231	684
<u>GROUPED BY AGE OF FAMILY HEAD</u>						
50 OR MORE YEARS	88	177	294	527	48	1,134
30 TO 49 YEARS	293	115	745	381	33	1,567
UNDER 30 YEARS	72	22	477	214	20	805
<u>GROUPED BY DISTRICTS</u>						
BULLHEAD	203	108	339	399	72	1,121
CANNONBALL	62	146	270	446	15	939
AGENOY	160	83	1,029	296	16	1,584
KENEL	61	98	312	391	15	877
LITTLE EAGLE	93	128	340	424	48	1,033
POROUPINE	290	97	347	322	2	1,058
WAKPALA	243	105	423	413	54	1,238
<u>RESERVATION TOTAL</u>	151	110	499	384	35	1,179

1/ A THIRD OF THESE ARE SINGLE-UNIT FAMILIES. SEE PAGE 5. IF THE USUAL DEFINITION OF FAMILY WERE USED, THE AVERAGE INCOME PER FAMILY WOULD HAVE BEEN APPRECIABLY LARGER.

2/ INCOME DOES NOT INCLUDE THE VALUE OF TIMBER PRODUCTS, GAME, WILD FRUITS AND BERRIES USED BY THESE FAMILIES. THE SOURCES OF THESE PRODUCTS WILL BE LARGELY DESTROYED BY THE OJAH RESEVOIR. THEIR VALUE DURING RECENT YEARS HAS BEEN ESTIMATED AT APPROXIMATELY \$150.00 PER RESIDENT FAMILY. SEE M.R.B.I. REPORT NO. 138.

The application form for the Standing Rock Family Plan called for the total family income for the year. It did not require that the income be broken down by source or otherwise. A tabulation of the income reported on the application forms shows an average of \$1,471 per family for the resident families who reported their incomes--\$292 more than in 1955. Average income by districts ranged from \$999 at Cannonball to \$1932 at the Agency. Salaries of Standing Rock Indians employed at the Agency and income of livestock operators residing at the Agency account for most of the difference. Nearly two-thirds of the incomes at Cannonball and over half of all reservation family incomes were less than \$1,000. Family plan funds for the reservation as a whole exceeded the annual income. Table 7.

Table 7. Income of Standing Rock Sioux Families Residing on the Standing Rock Reservation as Reported on Family Plan Applications

Item	District						Little Eagle	Bull- head	All <sup>1/</sup> Resident Families
	Cannon- ball	Porcu- pine	Agency	Kenel	Wakpala				
<b>Families</b>									
Total in locality <sup>1/</sup> No.	153	70	343	78	176	249	194		1,263
No income reported <sup>2/</sup> No.	24	6	52	12	18	23	25		160
Income reported by No.	129	64	291	66	158	226	169		1,103
<b>Income Reported</b>									
Per reporting family \$	999	1,813 <sup>5/</sup>	1,932 <sup>3/</sup>	1,117	1,538 <sup>6/</sup>	1,123	1,437 <sup>4/</sup>		1,471
Total \$1,000	128	117	562	74	243	254	242		1,620
<b>F. P. Funds</b>									
Per family rep't inc. \$	1,300	1,457	1,572	1,533	1,649	1,559	1,709		1,543
Total \$1,000	208	102	540	119	261	387	328		1,945
<b>Percent of Families in Reported Income Groups <sup>1/</sup></b>									
Less than \$1,000	63.6	57.8	41.8	59.1	48.1	62.2	49.7		52.4
\$1,000 to \$1,999	21.7	20.3	20.9	25.8	27.2	22.6	32.5		24.3
\$2,000 to \$2,999	8.5	7.8	10.8	7.6	13.9	8.3	8.9		9.8
\$3,000 to \$3,999	4.7	4.7	13.7	4.5	1.9	1.8	4.7		6.2
\$4,000 to \$4,999	1.5	--	8.2	3.0	4.4	2.3	1.2		3.9
\$5,000 to \$5,999	--	1.6	2.6	--	1.9	.5	1.2		1.3
\$6,000 to \$6,999	--	4.7	.7	--	.7	1.4	--		.8
\$7,000 to \$7,999	--	--	.7	--	--	--	.6		.3
\$8,000 to \$8,999	--	1.6	.3	--	--	--	--		.2
\$9,000 to \$9,999	--	--	--	--	.6	--	--		.1
\$10,000 or more	--	1.5	.3	--	1.3	.9	1.2		.7
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0		100.0

<sup>1/</sup> Exclusive of 184 families whose reported income included funds received in payment for land in Oahe Reservoir and could not readily be reported from income.

<sup>3/</sup> Includes salaries of several regular Government employees; also gross income of over \$8500 for one rancher and over \$10,000 for one rancher.

<sup>2/</sup> Most of these were students or orphans in foster homes.

<sup>4/</sup> Includes two ranchers with gross income exceeding \$10,000.

<sup>5/</sup> Includes one rancher with gross income of \$26,000; one with \$8,000 and three with over \$6,000 each.

<sup>6/</sup> Includes two ranchers with gross income exceeding \$10,000 and one exceeding \$9,000.

### Income of Non-Resident Families

The 1955 study did not obtain income data from non-residents, but 48 men and 11 women among the total of 146 respondent non-residents, indicated the type of employment they had. Men residing on other reservations did mostly seasonal work; men in other locations, mostly construction work. Nine men had skilled jobs, seven were in the armed forces, two were self-employed in agriculture at other reservations, and five were employed by the Federal Government. Two women held clerical jobs, one was a teacher, one a cook, two were machine operators in a factory, and the others did unskilled work.

The 1955 study showed non-residents to be more adequately housed than residents. Some comparisons are: <sup>1/</sup>

	<u>1-Room</u>	<u>2-Room</u>	<u>3-Room</u>	<u>4 Rooms or More</u>	<u>All Houses</u>
<u>Number of Houses</u>					
Residents	242	193	80	84	599
Non-residents	10	29	18	41	98*
<u>Percent of Houses</u>					
Residents	41%	32%	13%	14%	100%
Non-residents	10	30	18	42	100
Rural dwelling**	3	6	10	81	100
<u>Number of Occupants</u>					
<u>Per House</u>					
Residents	5.0	5.1	5.1	4.8	5.1
Non-residents	4.3	4.8	3.6	4.5	4.4
<u>Per Room</u>					
Residents	5.0	2.6	1.7	1.1	2.5
Non-residents	4.3	2.4	1.2	1.0	1.4

\* Information was not received from 31 households including a total of 58 persons. Most of these are single individuals who share dwellings with families not included in the 98 making reply or who rent rooms, or are in the Armed Forces.

\*\* Computed from U. S. Census of Housing, 1950, for all rural dwellings for which number of rooms was reported.

<sup>1/</sup> Data are from Supplement No. 1 to MRBI Report 151.



A larger percentage of the non-resident adults than of residents had gone beyond the eighth grade in school--61 percent compared with 34 percent of resident heads of family. Nevertheless, not only 39 percent dropped out of school during the elementary grades or upon completion of the eighth grade, but an additional 27 percent had stopped short of completing high school--a total of 76 percent lacking full high school education. Inadequate education and lack of skills may have accounted for the relatively large number employed at unskilled jobs.

The 1955 survey showed 78 percent of non-residents as having electricity in the house and 60 percent having running water in the house, compared with 21 and 13 percent respectively for resident families.

Of the 1,094 non-resident families who filed applications in connection with the family plan, 967 reported their income for the current year. The average income for those reporting was \$3,562. The family plan money amounted to \$1,038 per family, or about one-fourth as much as the annual income of non-resident families. Table 8.

Table 8. Income of Standing Rock Sioux Families as Reported on Family Plan Applications

Item	Non-Resident Families Residing in						All		
	Eastern States	Lake States	Pacific South West	Pacific North West	All Distant States	Nearby States	Non-Resident Families	All <sup>1/</sup> Resident Families	
<b>Families</b>									
Total in locality	No. 73	188	242	215	718	376	1,094	1,263	
No income reported	No. 10	19	22	18	69	58	127	160	
Income reported by	No. 63	169	220	197	649	318	967	1,103	
<b>Income Reported</b>									
Per reporting family	\$ 3,845	3,936	3,969	4,207	4,019	2,634	3,562	1,471	
Total	\$1,000 242	665	870	829	2,606	838	3,444	1,620	
<b>F. P. Funds</b>									
Per family rep't inc.	\$ 1,001	1,127	1,127	983	1,022	1,069	1,038	1,543	
Total	\$1,000 63	190	216	194	663	340	1,003	1,945	
<b>Percent of Families Reporting Income</b>									
Less than \$1,000	6.3	6.5	8.6	9.6	8.2	25.2	13.7	52.4	
\$1,000 to \$1,999	17.5	14.2	16.4	9.1	13.7	19.2	15.5	24.3	
\$2,000 to \$2,999	15.9	12.4	11.4	11.2	12.0	15.4	13.1	9.8	
\$3,000 to \$3,999	17.5	20.1	15.9	17.3	17.6	16.0	17.1	6.2	
\$4,000 to \$4,999	17.5	17.2	15.5	17.8	16.8	12.3	15.3	3.9	
\$5,000 to \$5,999	7.9	12.4	14.5	13.2	12.9	6.0	10.6	1.3	
\$6,000 to \$6,999	1.6	10.1	6.4	11.2	8.3	2.2	6.3	.8	
\$7,000 to \$7,999	9.4	4.7	5.0	4.1	5.1	1.9	4.1	.3	
\$8,000 to \$8,999	4.8	.6	2.3	3.0	2.3	.6	1.8	.2	
\$9,000 to \$9,999	1.6	--	2.3	1.0	1.2	.3	.9	.1	
\$10,000 or more	--	1.8	1.7	2.5	1.9	.9	1.6	.7	
Total reporting income	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	

<sup>1/</sup> Data from table 7.



The average income per family did not differ greatly in various regions of the United States that were distant from the reservation, the range being from \$3,845 in the Eastern states to \$4,207 in the Pacific Northwest. However, average income of families located in nearby states was distinctly lower than that of persons in the more distant states. For the nearby states the average income was \$2,634, compared with \$4,019 for families located at more distant points and with \$1,471 for resident families. Many of the Standing Rock families living in nearby states live in the towns bordering the reservation, or at reservations other than Standing Rock. The living conditions, employment, and income of these tend to resemble those of the resident families more than of families living in states distant from the reservation. The situation of other families in nearby states is more nearly like that of families in the more distant states.

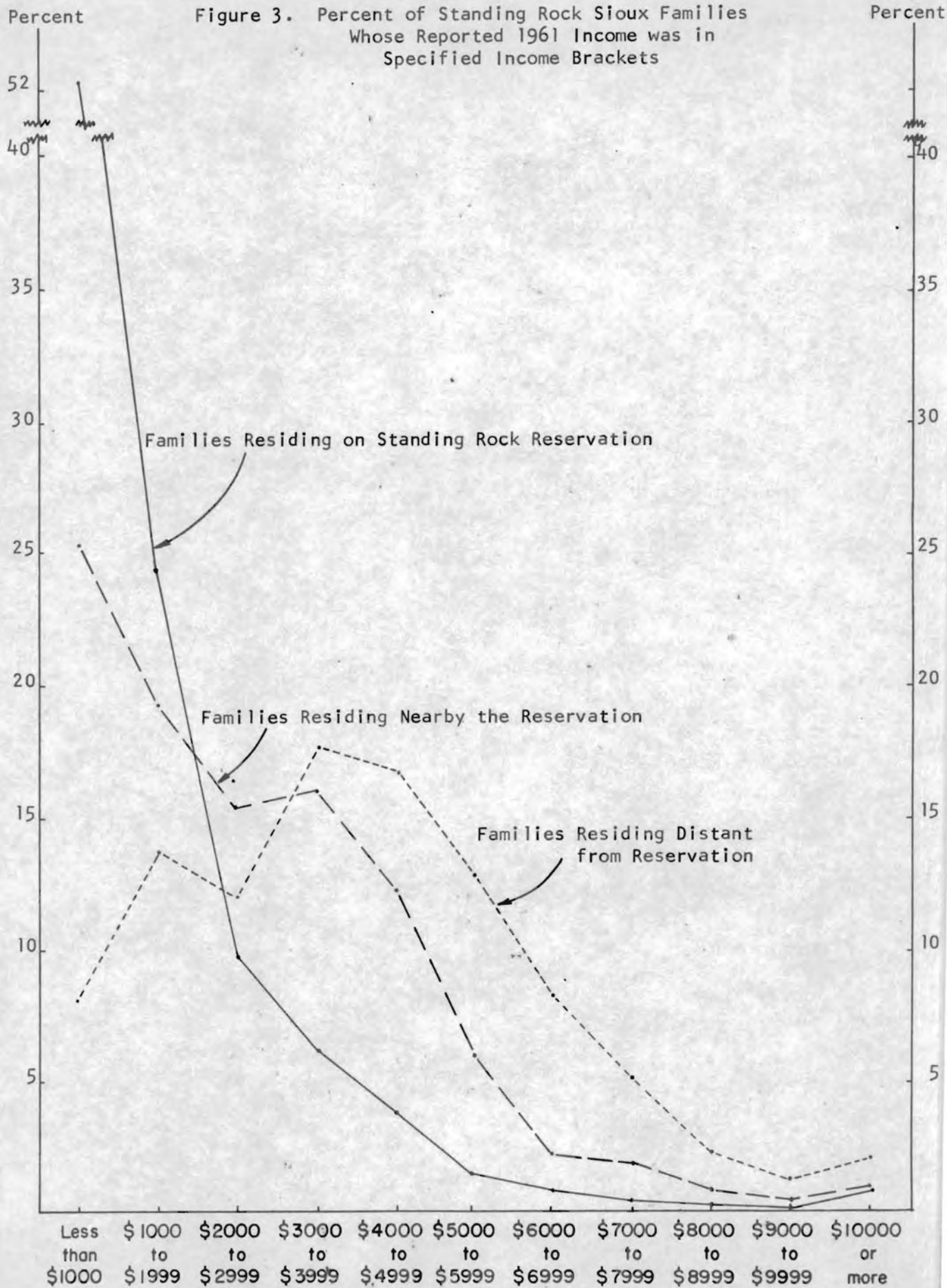
Figure 3 shows the percentage distribution of families in various income brackets for Standing Rock Sioux families residing in distant states, nearby states, and on the reservation. Under the family plan, single persons 18 years of age or older constituted a separate family even though living with their parents. Data in table 8 and figure 3 are based on families who reported income. Many single-person families reported no income. More than half of the Indian families residing on the reservation who reported income had incomes of less than \$1,000, compared with approximately one-fourth of those residing near the reservation, and one-twelfth of those residing distant from the reservation. The average and median incomes were:

	Average Income	Median Income
Families residing distant from the reservation	\$4,019	\$3,900
Families residing near the reservation	2,634	2,580
Families residing at the Standing Rock Reservation	1,471	953

#### The Education Loan-Grant Program

Before the advent of books and formalized education promulgated by the white man, the Sioux had their own methods of teaching children--not in the fundamentals of reading and writing, but in practices and principles of subsisting on the prairie. After the coming of the white man and the placing of Indians on reservations, different education was needed. The first educational services for the Indian people were made available through the efforts of missionaries. The first schools and missions were established on the Standing Rock Reservation in 1876. The missionaries were given financial assistance for a time by the Federal Government. Later the Federal Government established both Indian day and boarding schools. The boarding schools were for Indian children whose homes were distantly located or for other reasons necessary that the children stay at the school. When the Indian student had completed the schools on the reservation he was encouraged to seek more education at institutions of higher learning.

Figure 3. Percent of Standing Rock Sioux Families Whose Reported 1961 Income was in Specified Income Brackets



The cost of this advanced education was met in various ways. Some assistance was given by obtaining small loans from the Reimbursable Industry Among Indians Educational Fund and some from the Revolving Loan Fund. Since the establishment of the Revolving Loan Fund on the Standing Rock Reservation in 1943, 197 educational loans totaling \$163,150 have been made. In addition, the states and various institutions have offered special scholarships to needy and deserving Indian students. The tribal council thought more assistance should be made available to the young people of the tribe and established an Education Loan-Grant Program as a part of the Rehabilitation Program.

"The purpose of the education phase of the Rehabilitation Program of the Standing Rock Sioux Tribe was to make available post-high school training for all students who were enrolled members of the tribe," <sup>1/</sup> as well as to make training in the arts and skills available to all the qualified younger members of the tribe. It set forth procedures by which this phase of the program could be governed to carry out the provisions of Public Law 85-915. This tribal program was carried out in conjunction with the provisions of Public Law 959 and with various federal schools offering post-high school courses. Adult applicants for educational loan-grants were required to program their family plan funds for their educational needs. The Standing Rock Sioux Tribal Education Loan-Grant program requires the following: "An applicant's educational plan should be screened and checked by qualified education personnel, and shall require favorable recommendation of the committee and approval of the Tribal Council and the Secretary of the Interior or their authorized representative." Each applicant was required to submit an official transcript of high school credits and test scores and a health certificate and to prepare an educational plan.

The grant portion of the loan-grant was limited to a maximum of \$600 per year. The student was to be advanced \$100 for each quarter completed successfully. When the student graduated or completed his course he was to receive credit of \$100 on his loan for each quarter he attended.

The amount of the loan-grant was restricted to the amount required according to an itemized budget based on information received from the college or training institution selected. The amount was not to exceed \$1,800 per year or a total of \$7,200 for a four-year course. Interest at the rate of 3 percent was to be charged on the loan portion. Loan-grants were to be made on an annual basis. For new students, funds were to be advanced on a quarterly or semester basis. Passing grades and recommendations from college personnel were to be used as a basis of advancing the next installment of funds.

The program also encourages the Standing Rock enrollees to continue their education beyond a college degree. Loan funds were made available to assist these students.

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<sup>1/</sup> Standing Rock Sioux Tribal Education Loan-Grant Program, 1961, p. 1



The following is quoted from the Education Loan-Grant Program: "Any funds advanced under the program for post-graduate work at college or university level shall be on a loan basis only. Payments shall be due six months after completion of the course with \$25.00 per month as a minimum payment. Payments shall be applied, first, to liquidate fully the interest accrued to date of payment before application on principal." If the student dropped out of school without completing the course, the loan portion would become due immediately. Illness prohibiting completion of the course might warrant cancellation of the loan obligation. Loan agreements must be signed by the borrower and one or more co-signers.

The Education Loan-Grant Committee "shall be appointed by the Tribal Chairman and will be composed of a member of the Tribal Education Committee, one member of the Tribal Credit Committee and the Program Manager. The term of office of the committee will be the duration of the member's present elective or appointive office. The committee will act on all phases of the educational loan-grant program in lieu of the Central Rehabilitation Commission." The Education Loan-Grant program was approved for \$2,000,000, of which \$279,916 has been advanced and \$1,720,084 remains in the United States Treasury. All of the educational loans approved by the Standing Rock Tribe since 1956 were to be made a part of the new Loan-Grant Program if the terms of the form or contract were modified so that they were mutually agreeable with the contracting parties.

As of June 30, 1962, \$129,016 in loans had been advanced. "Out of the 64 students participating in the Loan-Grant Program, 30 of the 64 dropped out of school, one went to a National Guard Camp, one became ill, six failed to make passing grades, and 22 dropped out of school for reasons not known. Eleven of the drop-outs are now participating in the Vocational Training Program, Public Law 959." <sup>1/</sup> These students had attended institutions of higher learning throughout the United States. In 1962 there were three graduates from the remaining number of 34.

As of June 30, 1963, \$48,661.84 more had been loaned, for a total of \$177,677.84, outstanding as student loans (no repayments), and \$4,999.37 had been given as grants. The Education Loan-Grant Program in 1962-63 included a total of 63 students and there were 13 drop-outs. There were seven student graduates in the spring of 1963. They obtained employment as follows--one each in the states of New York, Washington, Wisconsin, Iowa, and three in North Dakota. <sup>2/</sup> The students attended educational institutions in the following states:

<u>State</u>	<u>Number</u> <u>Attending</u>	<u>State</u>	<u>Number</u> <u>Attending</u>
North Dakota - - - - -	19	South Dakota - - - - -	17
Washington - - - - -	6	Kansas - - - - -	6
California - - - - -	2	Nebraska - - - - -	2
Montana - - - - -	2	Utah - - - - -	2
Wisconsin - - - - -	2	Oklahoma - - - - -	2
New York - - - - -	1	Indiana - - - - -	1
Illinois - - - - -	1	Total	<u>63</u>

<sup>1/</sup> Standing Rock Sioux Tribe Rehabilitation and General Program, FY 1962, p.26.  
<sup>2/</sup> Standing Rock Sioux Tribe Rehabilitation and General Program, FY 1963.



In the fall of 1963, 35 new students were given loans totaling \$36,180.17, bringing current loans outstanding to \$213,858.01, and \$26,165 had been earned in grants. In fiscal 1964, there were 71 educational loans totaling \$64,002.93, an average of \$971.87, ranging from \$300 to \$2,033. There were 14 grants totaling \$9,350.00, averaging \$667.80, ranging from \$100 to \$2,400.

#### The Community Development Program

The purpose of the community development phase of the Standing Rock Sioux Tribal Rehabilitation program was to provide a plan whereby the seven district communities, with guidance and assistance from cooperating agencies and direction from the tribe, could study local problems and recommend action which would improve the conditions of the community. Further, it provided a means through which the community might obtain needed community services, such as electrification, sanitation, recreation, domestic water development, re-zoned, plotted and landscaped villages; community centers, laundry facilities, improved streets, enhanced arts and crafts, and other basic community improvements, and thus provide better community environment and better living conditions.

With the above named goals in mind, the sum of \$770,000 was approved for the administration of this program. The following sums were allocated to the different communities:

Bullhead	\$127,000
Cannonball	123,000
Agency	100,000
Kenel	79,000
Little Eagle	112,000
Porcupine	44,000
Wakpala	108,000
Reserve	77,000

The entire enrolled membership of each of the communities on the reservation took an active interest in planning the development of the community. Committees were elected and in all the districts activities began. The community committee administers the local program, prepares evaluations, conducts meetings, and recommends projects to the Tribal Council. The Tribal Council evaluates the proposals and arranges for consultants such as engineers and architectural firms as necessary. The program employs a full time community development worker to assist the districts. Agency, Public Health Service, and State Extension Service personnel give assistance as requested. All projects were to be self-sustaining after the initial installation and construction. Accelerated Public Works funds

(Public Law 86-121) and industrial development funds of the Bureau were used to supplement this program. The progress has been varied. Some of the communities have worked faster and have made more progress than others. To a large extent the progress depended on the leadership in the areas. A short summary of the accomplishments in each community follows:

The Bullhead Community.--A community building, containing a bomb shelter, was completed at a cost of about \$91,000. Regulations for the care and maintenance of the structure have been prepared. Several wells were drilled, but only one, a redrilled well 50 to 60 years old, proved satisfactory. This well was equipped with a pumphouse and electric pump and furnishes water, about 12 gallons per minute, for the entire community, although at the present time the residents must carry it to their homes. An allocation of \$5,000 was made for the improvement of roads, streets, and sidewalks. This project has been held in abeyance pending a request to the Area Re-development Administration for funds to develop the road system. If the ARA does not cooperate, work will be done under the original program. Meetings have been held with representatives from the division of Indian Health, Public Health Service, U. S. Department of Health, Education and Welfare, in an effort to obtain a sanitary water supply and sewage disposal system for the community. If this is accomplished, 30 to 40 homes will have to be relocated.

The Cannonball Community.--This community was reorganized under the provisions of the Amended Constitution of the Standing Rock Sioux Tribe. The Cannonball Community was allocated \$123,000 for its improvement and development. This entire townsite and community had been relocated because of the reservoir taking. This community seemed to have more factions, discords, and dissensions than any of the other communities in the reservation. One example was the moving of relocatees from the Oahe Reservoir Taking Area to a tribally owned site south of the public school and old sub-agency. A few wells had already been drilled and several houses moved to the area when it was decided to buy a tract southwest of the Cannonball townsite and develop it. A number of new houses have been moved to or built on this site. At the present time a community water system is being developed here at a cost of about \$28,000. Plans have been developed for a community center (estimated cost \$20,000), but it has not been built. A laundromat has also been planned. The Public Health Department has been encouraging construction of a sewage disposal system for the community. The BIA is building a new school bus route in this community. A few of the men have been employed on this project. Women of the area are taking part in a small class in native arts and crafts.

The Agency Community.--Recreational activities hold the interest of most of the people in this community. The largest part of the \$100,000 allocated to this community for improvement and development was spent in the construction of a bowling alley and cafe. There has been considerable dispute in this community over satisfactory management of this project. At the present time it is under non-Indian management on a share basis.

Another community enterprise was the development of an area west of the Agency known as Ponderosa, for the settlement of the families from the taking area. The community was surveyed and laid out for the location of dwellings, a road was graded, and a couple of wells drilled. A number of houses were built in this area or moved into it. A three-room building has been set aside for a community center. Various activities, such as community meetings, religious gatherings, home making groups, and extension meetings are held in the building.

The Kenel Community.--The old Kenel Community was an area from which every family and building had to be relocated because of the inundation from the Oahe Reservoir. The new community is located on a high flat about one mile south of the old town. The community was reorganized to comply with the Amended Constitution of the Standing Rock Tribe. The Central Commission allocated \$79,000 to this community. The former Government day school was given to this group for a community hall. The local committee set aside \$20,000 of **their** allocation to move and repair the building. The Order of St. Benedict gave a like amount toward this structure. The area was surveyed and laid out in lots and the houses built in an orderly fashion on these lots. Several wells were drilled for the community. Roads have been laid out and graded, and the residents are proud of their homesites. The cemetery has been relocated, a small store and filling station established nearby, and two church buildings have been moved into the area.

The Little Eagle Community.--The committee on the Community Development Program for this community was organized with a chairman, vice-chairman, secretary, and three members. Domestic water and sanitation is one of the most important items considered in this area. Potable water is very difficult to obtain in the Grand River Valley. A well has been drilled and a small water system with a hand pump installed. Other attempts are planned to obtain a dependable water supply. The old Government day school was moved and converted into a community and recreational building. A couple of the local churches are being remodeled. A tribal area north of the townsite was surveyed and marked off into homesites and several new houses were built in this area; they are widely scattered and without hard surfaced roads. A tribal tree cutting project to prepare a recreational area was recently undertaken. This community was allocated \$112,000 of rehabilitation and development funds.

The Porcupine Community.-- The Porcupine is the smallest community on the reservation. It was allocated \$44,000. A domestic water system and a community center at the town of Shields have been approved for this community. The development of these projects has been very slow.

The Wakpala Community.--The Wakpala Community was allocated \$108,000. This community has been slow in developing its program. A small group of new houses has been located near the old sub-agency office, which has been reconverted into a community center. An attempt is being made to obtain a satisfactory water supply. Studies are also being made in an effort to locate a garment factory in this community to furnish employment to the unemployed Indians.

## Industrial Development Program

Deficiencies in schooling and in understanding of and adaptability to the dominant economic and social culture add to the difficulty of obtaining and retaining satisfactory employment for many adult Indians. These conditions also contribute to the reluctance of many to leave the reservation. Insufficient job opportunities is one of the most serious problems on the reservation. The 1955 study showed that approximately four out of five resident family heads preferred to continue living on the reservation. The study also revealed that human resources were greatly under-utilized. About the only employment resident Indians are familiar with is in agriculture. Only a few who have participated in livestock programs through the years have developed successful ranches. But even if all of those who attempted ranching were successful, the number of families who are able to obtain agricultural units of economic size is limited because of the shortage of Indian-owned land. This lack of natural resources, the reluctance of the Indian people to seek employment away from the reservation, and a desire to be of assistance, induced the Tribal Council to include an Industrial Development Program for the Standing Rock Reservation.

The primary purpose of this program was to promote the effective use of local resources and develop job opportunities through encouragement of industry to expand present operations and establish new plants on or near the reservation. The tribe allocated \$770,000, to be used to lease or purchase land, construct buildings, purchase machinery, and furnish loans necessary to encourage industrial firms to establish factories on or near the Standing Rock Reservation. The primary purpose was to furnish employment to the enrolled members of the Standing Rock Tribe. The only limitation of tribal participation was that all contracts entered into must be based on sound economic principles.

A tract of land was purchased near the town of McLaughlin, South Dakota, and a building erected to meet the lessee company's specifications, under a lease arrangement whereby the tribe recovers the entire cost of the property, with interest, over a 20-year period while retaining ownership of the land and building. The lessee is Harn Corporation, a textile manufacturer with headquarters in Cleveland, Ohio, which is now using the building to manufacture blankets, canvas mattings, and other such articles. The Harn Corporation opened a plant at Cherokee, North Carolina, in 1959 and soon became convinced of the advantages of employing Indian workers.

In addition to furnishing the site and building (\$128,885) the Standing Rock Sioux Tribe made a loan of \$125,000 to the Harn Corporation, re-payable in installments over a 10-year period. The factory has been in operation since 1962. The Bureau's employment assistance staff helps in the selection of Indian employees at the plant. Aptitude tests are given and the employment applications are reviewed and recommendations given to the factory superintendent. To date the factory operation has been spasmodic, operating for a period to fill orders and then shutting down until more orders were received. From the employees' point of view, factory shut-downs have been the main problem. A number became discouraged and sought other employment. From the employer's point of view, absenteeism is the main problem.



During 1963 the factory was in operation most of the time, in fact part of the time three shifts were operated. At times employees have been allowed to work more than 40 hours a week, which enabled them to earn wages of nearly \$100 a week.

Insufficient housing in McLaughlin is reported to be an obstacle to employment. This need, created in part by the Harn plant, has contributed to the justification of a low-rent public housing project, the construction of which began in the spring of 1964. The Standing Rock Tribal Council purchased several house trailers for the use of the Harn plant employees, but there have been many complaints from both the Indian lessees and the tribal officials relative to their occupancy. The Council claims abuse and overcrowding of tribal property, while the occupants complain of high rental and inconvenience.

To October 31, 1963, 51 Indian workers had been employed at the Harn plant, of whom 18 remained. Of the 33 who were terminated (voluntarily or otherwise), 19 were trainees recommended by the BIA and 14 were hired directly by the management. Thirteen non-Indians have been hired and seven have quit. Except for factory supervisors, most of the employees were Indians. Of the 51 Indians who have been employed 28 were full-blood Sioux and only three were one-fourth or less Indian blood. Most of the Indian workers are young people with small families, or are unmarried.

The Standing Rock Tribe has invested \$35,000 in the Five Star Cheese Plant at Selfridge, North Dakota, pursuant to a December 1961 resolution of the Tribal Council. This plant is located on the reservation. It processes about 78,000 pounds of milk daily. Most of the cheese is contracted to the Kraft Cheese Company. This factory employs 12 men, of whom three are Indians. This is steady employment with a schedule of seven days work, with the eighth day off.

Other industrial projects have been investigated but none have been established. The Economic Committee is working on this program on a continuing basis.

Some of the proposals of the committee are:

1. A Products Miniature Plant proposed to be located at Mobridge. This is a joint effort between the Standing Rock Sioux Tribe, Area Redevelopment Administration, Small Business Administration, and the community of Mobridge.
2. An Indian Memorial Park. This would be a venture as a park, a motel, and recreational center on the reservation, near the bridge west of Mobridge. An engineering firm in Minneapolis is studying the feasibility of the plan.
3. The council is supporting the construction of a bridge, under the State-Federal highway program, across the Oahe Lake in the Fort Yates area. If such a bridge were constructed the committee would undertake a business enterprise of a recreational and tourist nature.

### The Land Management Program

The Land Management Program was approved by the Commissioner of Indian Affairs. It was prepared by the tribe's Central Rehabilitation Commission with about the same organizational facilities as the other programs. It provides both for the purchase of land to be retained by the tribe, and for purchase of land by the tribe for resale to individual enrollees. Both general and rehabilitation funds will be used in this program.

The general funds allocated for tribal lands amounted to \$768,000, and rehabilitation funds, for land to be resold, to \$500,000, making a total land purchase program of \$1,268,000.

The objectives of the program are:

1. Consolidation of lands on the reservation owned by the tribe and its members.
2. Assistance to tribal members in the acquisition of land, including tribal purchase for resale to members of the tribe.
3. Purchase of land in multiple ownership and the creation of economic units.
4. Procedures and policies for the leasing of tribal lands, grants of right-of-way, etc.
5. Use of funds authorized by law to discontinue the sale of land within the reservation from trust to non-trust status.
6. Management of the grazing lands within the Oahe Taking Area.
7. Formulation of land development, management and utilization policies.

The general program has been in operation for several years. As of October 31, 1963, \$760,000 had been expended for 56,600 acres. The Tribal Council has outlined a consolidation area on the reservation in which it is trying to purchase all suitable individually owned trust land offered for sale. In general, this area is along the Grand River on the south, along the Missouri River on the east, and then across the north side of the reservation.

The average rental for tribal land has been about \$0.60 an acre for grazing land and about \$4.00 an acre, or \$1.00 plus 1/4 crop share, on the farm lands. In October 1963, about \$508,000 was still available for land purchases.

## The Farm and Livestock Program

### Early History of Agriculture on Standing Rock Reservation

The first agency on the Standing Rock was established at the mouth of the Grand River in 1869 and moved to its present site at Fort Yates in 1873. At that time the Indians were still roaming over the whole area of what is now the Dakotas and eastern Montana. In 1875 the Indians were ordered to live within the boundaries of the reservation. The Government then began to encourage Indian families to live on designated tracts of land and gave them rations, oxen, seeds, and implements for agricultural work.

By 1885, one hundred Indian families were reported to be in homes built by the Government. Cattle were issued and grazed on the free range with Agency supervision. To further individual homes and ownership, the Indians on the reservation were given the opportunity to select lands for their homes. These selections were registered in a land book. With free range under supervision by Government farmers and stockmen, there was a rapid increase in the number of cattle. In 1900, BIA reports show 20,000 head of cattle on the range under Indian ownership. In 1906 to get wider distribution of homes and farming, the reservation was surveyed and allotments issued. Those receiving allotments were issued livestock and equipment with which to start farming. Small farming units were encouraged rather than the holding of livestock on free range. The free range disappeared with the allotting of the lands and the Indian cattle were sold off rapidly.

On May 29, 1908, an Act of Congress opened a strip on the south and west side of the reservation to homestead by non-Indian settlers. Again in 1913, on February 14, the rest of the land not allotted was opened for homesteading. Included in this Homestead Act was the closing of the Indian allotments on the reservation. Those Indians who were deemed competent were given deeds (forced patents) to their allotments. Land sales were authorized. This resulted in large land sales to the settlers and alienation of much of the land base of the Standing Rock people.

The homesteading and sales checker-boarded the reservation with non-Indian owned farms. High wheat prices caused the plowing of large acreages of leased Indian land during and immediately following World War I. Lease monies and income from sales of land became the main source of livelihood for the Indians as the free range disappeared and the cattle were sold. The drouth of 1934 caused a feed shortage and the Indian-owned cattle were sold to a point where cattle became a negligible factor. Crop failures decreased lease income, and the Indians began living on relief. Many of the younger ones who were able-bodied, worked on various work projects, such as those of the Civilian Conservation Corps, and the Works Progress Administration.



## Financing of Agriculture Operations

Attempts to rehabilitate cattle enterprises on a sound business basis began in 1936 with a total of 550 head of breeding cattle. Indian boys who were members of 4-H Clubs were issued 139 head of cows on a repayment-in-kind basis. The Government also issued 411 head of cattle to Indian operators on a repayment-in-kind contract. Credit was secured for reimbursable loans. Forty clients obtained Farm Security Administration loans on a program of planned production. Each of the seven districts organized garden and livestock associations, bull associations, irrigated gardens, and other activities designed to promote farming and ranching.

The revolving cattle repayment-in-kind program was a major source of financing from the late 1930's to 1954, when it was converted to a cash basis. Under this program, the Indian operator was issued breeding cows, or heifers, under an agreement which provided for repayment-in-kind over a period of years of 11 head for each 10 head received.

Agency records show that on December 31, 1953, just prior to the conversion of the program to a cash basis, the tribe had outstanding loans to individuals for 3,797 head of cattle. At that time the tribe owed the United States 3,029 head. The repayment cattle program was a major source of financing to members of the tribe for several years and this program was well accepted by the Indian stockmen and seemed to fit into the situation well. It probably was one of the reasons that the tribe inaugurated the present cattle program.

In 1943 Congress authorized loans from the Revolving Loan Fund, established by the Indian Reorganization Act of 1934, to be made available to tribes not incorporated under authority of that Act. A total of \$431,843 was borrowed by the Standing Rock Sioux Tribe, of which \$350,000 has been advanced. As of June 30, 1963, 778 loans, involving \$1,224,419.68, had been made.

In addition to the above named funds, there were tribal funds made available for emergency loans to the operators. Then to supplement the capital loan funds, considerable agency relief funds and welfare funds were given to the operators throughout the drought period.

During 1936, 40 Standing Rock Indian operators received credit from the Farm Security Administration on a planned program basis for ranching and a limited amount of farming. The sources of credit available to the Standing Rock Indian operators can be summarized as follows:

1. Tribal Industrial Assistance Funds
2. Revolving Loan Funds
3. Indian Rehabilitation Grant Trust Funds
4. Standing Rock Tribal Funds
5. Commercial Banks
6. Production Credit Administration Funds
7. Farmers Home Administration
8. Ex-Service Men's Loans
9. Repayment-in-Kind Cattle Program

### Trends In Indian Agriculture

Following the general trend of agriculture in the United States, the number of operators on the Standing Rock Reservation has decreased. The number of acres operated and the number of cattle grazed have not been reduced in the same proportion as the number of operators. The more successful operators have continued in business and increased in size. The full effects of the reservoir taking have not yet been experienced on the Standing Rock Reservation. To a large extent ranchers are still using the land in the reservoir area. The trend over the past few years is shown in table 9.

Table 9. Comparisons of Cattle Operations by Indians, 1950 to 1962

Year	Number of Indian Permittees	Range in Acres	Number of Cattle
1950	140	233,675	7,768
1951	137	229,258	7,574
1952	142	241,258	7,968
1953	129	229,607	7,558
1954	101	198,734	6,746
1955	91	192,232	6,558
1956	72	181,163	6,226
1957	60	178,688	6,604
1958	58	174,863	6,486
1959	55	173,699	6,392
1960	59	163,088	6,030
1961	66	200,368	7,494
1962	89	228,550	8,486

### The Rehabilitation Program

The sum of \$1,000,000 in rehabilitation funds has been programmed for the assistance of the agricultural operators on the Standing Rock Reservation. The stated purpose of the Farm-Livestock Program is to make possible provisions, through which the tribe can assist individual tribal members with potentials as stockmen or farmers to develop their capabilities and attain self-supporting income through self-employment. Its further purpose is to provide a means whereby the tribe and its members may utilize their available resources to the fullest advantage.

Provisions of Program.--The livestock plan contains the following three provisions:

1. The tribe may lease not less than ten nor more than 30 tribally owned cows to any member of the Standing Rock Sioux Tribe 50 years of age or older. The tribe is to furnish a bull for the operator's use. Cash loans of not less than \$100 or more than \$1,000 may be made for operating expenses. The operator is to receive 60 percent and the tribe 40 percent of the calf sales. Under this provision, 15 percent of the net proceeds of sales is to be held by the tribe in a special account until the termination of the lease, then it may be loaned to the operator under terms prescribed by the tribe.
2. The tribe may lease not more than 90 head of breeding cows to any operator under 35 years of age and 60 head to any operator 35 years old but less than 50 years of age. The tribe is to furnish a sufficient number of bulls for the herd. The operator is to receive 80 percent of the calf sales and the tribe 20 percent. Cash loans of not less than \$300 or more than \$5,000 may be made to these ranchers for operating expenses. Under this provision the maximum number of cows leased to any individual shall be 90 head for the first, second, and third years of the lease. Beginning with the fourth year the maximum number leased to such an operator shall be reduced by ten head each year and the operator must own in his own name at least enough cows to maintain his herd at 90 head. For the operator receiving only 60 head of cows, beginning with the seventh year each operator will be reduced by ten head each year, but the operator must own in his own name at least enough cows to maintain his herd at 60 head.
3. The third provision is the Revolving Loan Program, under present terms or as they may be modified in the future. The Tribal Farm-Livestock Program was promulgated to assist those Standing Rock enrollees who do not have assets or security to obtain credit from other sources. Whenever an operator in the tribal program has progressed sufficiently to obtain other credit he will be encouraged to do so. Usually it will be possible to obtain help from the Revolving Credit fund before it is possible to obtain credit from an outside source. It has been the policy of the BIA to give assistance where needed, then to encourage the Indian operator to seek outside credit as soon as he has sufficient assets; by this means assistance may be given to more Indian operators.



Tribal Operation of the Program.--The Tribal Farm-Livestock Program is under the direct management of the General Program Manager, with the assistance of one field aid to each 15 to 25 active leases. At the present time there are three field aids. These aids advise and assist the livestock operators in the management and care of livestock and the operator's business transactions.

The lease contract is for one year, but if satisfactory to both parties it may be renewed. In general, the tribe will not make a contract with operators who are able to obtain credit from other sources. As in most programs, the contracts may be modified at any time with the consent of the contracting parties. Until the operator has proven himself capable, all funds will be deposited in a joint account in a commercial bank in the name of the operator and the tribe. All livestock is to be branded with a registered mark of the tribe as well as of the operator. The tribe assumes all expense for the control of disease except vaccination of the calves. The tribe also replaces at its expense any sick, injured, or dead animals. The tribe reserves the right to repossess all tribal property if the operator defaults in any way in the care of the livestock or in case of the death of the operator. In case of loss the operator is responsible. (In this regard, it should be pointed out that many of the farm-livestock operators will have very little security or assets when they enter the program. It will be necessary to advance the cash loan funds before they are issued the livestock and have any income. For this reason a failure early in the program will inevitably result in a loss to the tribe.) The program manager encourages all of those who are making application for cattle and tribal loans to program their family plan funds in conjunction with the ranching program and in this way keeps the cash debts down.

The tribe makes arrangements with the BIA and the non-Indian permittees to reserve a range unit of sufficient size to accommodate the lessee's full issue of cattle, but if the Indian operator is not leased his full quota of cattle the first or second year and does not need all of the range, the non-Indian may use and pay for whatever portion the Indian operator does not need. Then whenever the Indian operator needs more range it is available for him.

As of June 30, 1963, 3,497 head of cows had been purchased at a cost of \$758,209.65. One hundred and fifteen bulls had been purchased at a cost of \$49,034. Those cows not leased to the individual operators, 67 head, were held by the tribe and grazed on tribal land. To October 31, 1963, the tribe had sold 806 head of calves for \$67,189.04, from cows not leased to individuals. As of the same date, the tribe's share from the operator's calf sales totaled \$67,669.59.

The Individual Lessee's Operation of the Program.--The operator must be an enrolled member of the Standing Rock Tribe and meet and agree to all the provisions of a carefully planned program and conduct his operations in a husbandlike manner.

Of the first 1956 cows issued to the operators, 69 died and 30 were sold by the tribe for various reasons. As of October 31, 1963, of the 3,430 head of cows issued, 127 had died and it was necessary to sell 147. Of the first 67 bulls issued, one died and it was necessary for the tribe to sell two of them because of injuries.

Of the 43 operators who had participated in the program as of October 31, 1963, <sup>1/</sup> 37 were currently in the program, four had failed to complete the requirements necessary to be issued leased cattle, six had been closed out after having been issued livestock (five because of poor operations and one because he was drafted into the Armed Service). The 37 operators then still in the program owed \$151,738.85 in cash loans. The ten who were liquidated owed a balance of \$33,165.90, so there was a total of \$184,904.75 in outstanding indebtedness against the Farm-Livestock Program. In 1962 the operators paid \$4,918.05 in interest and \$10,266.25 on the principal, while to October 31, 1963, they paid \$6,726.44 in interest and \$19,499.80 on the principal.

Welfare Subsidization.--In order to encourage the livestock operators, it was agreed that the Bureau of Indian Affairs would subsidize the families with general assistance payments until the operator had received a full allotment of cows and had sold a calf crop. The purpose of this help was to enable the rancher to work at home and improve his ranching operations rather than to work away from the ranch for wages in order to support the family. Those ranchers who had sufficient outside income, such as pension or lease rentals were not subsidized. Three of the ranchers' wives had regular employment and six of the operators did some work in slack seasons for wages.

The Standing Rock Agency reported that of 35 operators who had completed their period of subsidy by agreement--that is up to the year in which they had a full complement of cattle (90 head) and had received funds from their calf sale--all but 5 were able to support their families thereafter from ranch income. The 5 who were not able to do this fully had large families to support. They were provided deficiency budgets from general assistance.

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<sup>1/</sup> Four applicants were given cash loans to enable them to make preparation to receive cattle, but because of non-cooperation they did not qualify for cattle and their cash loans were liquidated.



Since this subsidy feature is somewhat unique, experience with it at Standing Rock Reservation probably is of general interest. The views and observations of persons supervising and assisting with the livestock program are summarized briefly as follows:

1. The subsidy feature encouraged the filing of applications by some who were not deeply interested or willing to make the sacrifices necessary to become established in the livestock business.
2. Families whose subsequent income does not equal the welfare grants will face a period of downward adjustment in income available for family living. Some of the loan funds could be converted to personal use, gas and oil for transportation, for example. Where welfare grants and loan funds were terminated at the same time, the usual response has been to run up bills before adjusting to a lower level of living.
3. Operators previously on welfare, who never qualified for the full issue of cattle and never approached successful operation of their livestock enterprise, have resisted removal from the Farm-Livestock Program because of the cut in the welfare grant which they expect to take.
4. A harmful tendency of program evaluators has been to consider the welfare grant, rather than the farm-livestock operation alone when making approval actions.

Effective use can be made of the welfare subsidy feature. Experience at Standing Rock suggests that:

1. The selection and evaluation of applicants should be the same as though no grants were available.
2. The total annual amount of the grant should not exceed the estimated next year's income available for family living from the farm-livestock operation.
3. Failure to qualify for the full issue of cattle should reduce the welfare grant to a deficiency budget.
4. Everyone (operator, tribal, and Bureau) connected with the program, should recognize that the subsidy is a special feature which entails an obligation to use funds wisely and to administer the program so that there will be no hidden abuses.

It was very obvious to the interviewers that one very important food source--gardens--was being neglected. There were only eight gardens among the 35 operators, 27 did not even try to make a garden. One garden was excellent, two were very good, two were good, and three were fair. The ranchers' wives indicated they made use of the wild fruits when they were available.



### Income and Cattle Sales by Individual Operators

An attempt was made to determine the 1962 income of the tribal livestock operators. Some of the information was from personal interviews with the operators and some was obtained from office files. The information is summarized in table 10.

Table 10. Income of Ranch Operators, Standing Rock Reservation, 1962

Source of Income	No. of Families Receiving	Amount Received	Percent of Total Income	Average Amount for Those Receiving
BIA Welfare	30	\$42,936	22.4%	\$1,431
Pensions	2	2,280	1.2	1,140
Lease	7	832	.5	119
Other miscellaneous	2	4,328	2.3	2,164
Custom work	1	300	.2	300
Operator labor off ranch	6	5,060	2.6	843
Wife's labor off ranch	3	9,441	4.9	3,147
Livestock sales	35	<u>126,173</u>	<u>65.9</u>	<u>3,605</u>
Total reported income		\$191,350	100.0%	

In both 1962 and 1963 the calves were sold at public auction in the livestock auction sales ring at McLaughlin, South Dakota. The net proceeds were disposed of as follows:

	<u>1962</u>	<u>1963</u>
Calves sold, number	1,438	1,879
Net Proceeds	\$158,321.83	\$174,075.21
Calves retained for breeding, number	--	132
Payments of calves retained by operators	905.48	1,945.56
Interest to tribe	4,918.05	6,726.44
Tribe's share	32,148.89	35,520.70
Lease payment	32,771.38	40,770.96
Operation reserve funds	20,254.72	11,067.67
Payment on principal	10,266.25	19,499.80
Payment of debts by calf sale	4,966.32	6,344.85
Check to the operators	52,090.74	45,651.05

In 1962 the gross agricultural income for the Provision 2 operators, that is, those with 90 head of lease cattle, ranged from a low of \$3,432 to a high of \$7,058. In 1963, it ranged from \$3,285 to \$5,510, or approximately \$1,000 lower, per operator. This was due generally to the lower cattle prices in 1963. About 81 percent of the operators' income was from livestock sales, the remaining 19 percent was other than farm income, mostly welfare.



Use Made of Available Funds

A survey of the tribal operators' loan files showed 35 ranchers operating in 1962. Not all of the loan files were complete, as some expense vouchers had not yet been filed, but table 11 portrays very closely the purchases that were made by the ranchers. As noted in the original programs, the cash loans were not to exceed \$5,000 each. It was found that this amount was not sufficient, so the program was modified to permit \$6,000 loans. At the present time there is a universal demand to again increase the size of the loans. Several of the loan accounts were inadvertently overdrawn. Almost all of the machinery and equipment was second hand, which explains to some extent such a large repair account. There were many comments from Indian non-ranchers concerning what they considered excessive travel in the cars, tractors, and pickups by the cattle operators. A large share of the tractors were light machines (Fergusons or Fords) and it was claimed that they were used largely for transportation.

Table 11. Use of Loan Funds by Ranch Operators, Standing Rock, 1962

<u>Items Purchased</u>	<u>Number Purchasing</u>	<u>Amount Spent</u>	<u>Loan Funds Spent</u>
<u>Farm Machinery and Equipment</u>			
Tractors	31	\$31,136	17.3
Haying machinery	35	46,519	25.8
Wagons	7	1,145	.6
Trailers	26	4,311	2.4
Gasoline storage tanks	9	792	.4
Miscellaneous	8	1,436	.8
Total machinery & equipment		<u>\$85,339</u>	<u>47.3</u>
<u>Operating Expenses</u>			
Machinery repairs	30	\$ 7,025	3.9
Fuel, gas and oil	33	17,308	9.5
Fencing	26	12,910	7.2
Hay permit	30	5,891	3.3
Range unit	31	28,147	15.5 <sup>1/</sup>
Feed	28	4,870	2.7
Saddles	14	1,895	1.0
Horses	20	6,250	3.5
Hand tools	7	490	.3
Miscellaneous	15	2,544	1.4
Custom work	12	2,984	1.6
Veterinarian	11	216	.1
Salt	13	296	.2
Water development	13	3,912	2.2
Seed	8	475	.3
Total operating expense		<u>\$95,213</u>	<u>52.7</u>
Total		\$180,552	100.0

<sup>1/</sup> The following years permit fees will be much more--more cattle--more acres.



### Expenses Not Paid with Loan Funds

The ranchers reported a few items of expense that were not paid from loan funds. Some of the more important were:

Car license	\$ 624, by 33 operators, average \$ 18.90
Interest on loan	4,918, by 35 operators, average \$137.65
Paid on principal of loans	10,266, by 25 operators, average \$410.64
Miscellaneous ranch labor	<u>3,300</u> , by 19 operators, average \$175.26
Total	\$19,138

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The actual ranch expense as reported for the 35 livestock operators in 1962 was approximately \$114,351, an average of \$3,267.

Use of Family Plan Funds.--Of the 35 active tribal livestock operators ranching at the time of the Family Plan Survey, 21 of them had spent \$17,605, or 20.4 percent, of their family plan funds for purchasing livestock and equipment for their ranching operations. Twenty-nine operators had spent \$54,880, or 63.5 percent, of the family plan funds in housing; only about 2 percent of their funds had been spent for personal and miscellaneous items. The balance was spent on household furnishings.

The 1962 interviews of the 35 active tribal livestock operators revealed that 18 had had previous experience ranching with the old repayment-in-kind, or with the Revolving Loan programs. Fifteen of the operators had no previous experience with cattle, and two had worked on ranches with their fathers.

### Assets of the Indian Ranchers

The operators had under their control 70,427 acres of land, the ownership of which was as follows:

<u>Number of Operators</u>	<u>Title Status</u>	<u>Acres</u>
3	Deeded	390
9	Trust allotted	1,737
13	Tribal assignment	2,190
7	Free use "from a relative"	1,761
2	Leased	300
4	Oahe Reservoir Taking Area	6,752
<u>35</u>	Permit	<u>57,297</u>
35		<u>70,427</u>

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This range land had a carrying capacity of about 3,000 animal units year-long.



The following improvements were listed on the applications of the 35 tribal livestock operators:

<u>Ranch Improvements</u>	<u>No. of Operators Owning</u>	<u>Estimated Value</u>
Dwelling	32	\$ 82,125
Barn	12	3,100
Sheds	13	2,250
Corrals	26	6,920
Wells or water development	19	10,000
Fencing	21	15,000
		<u>\$119,395</u>

Since the applications were made, considerable money and labor have been invested in improvements. Some of the family plan funds were invested in improvements. The three operators without dwellings lived with their parents and each either had his range unit surrounding the homesite or nearby, and was using his parents' facilities in his ranching operations. Three of the operators purchased house trailers, two of them are located at the agency because either the husband or wife is employed there. The other trailer is located on a range site. Several thousand dollars of fencing materials were purchased and most of the operators have a part or all of their units fenced. All have sufficient water for their livestock, but some have to haul water for domestic use.

Feed Supplies.--Of the 28 operators interviewed, 22 of them had a total of 818 tons of hay, an average of 41 tons, carried over from the previous year. Six of the operators had no carry over of feed. At the time of the interview, the operators had harvested an estimated 4,222 tons of hay, which, with the last year's carry over of 818 tons, made a total of 5,040 tons of feed available for the coming winter. Twelve of the operators said they baled all or part of their hay, and 16 said they stacked their hay loose. Twelve operators had part of their hay in windrows at the time of the interview. Thirty-three of the 35 tribal cattle operators fed a protein supplement during the winter. Two or three of the operators experienced some feeding difficulties the preceding winter and it was necessary for the tribe to furnish feed and for the field aids to assist with the feeding operations. In general the cattle were given good care. The overall calf crop of calves weaned of the cows issued, was 79 percent.

### Conclusion

In a recent estimate by the tribal officials, approximately one-half of the current operators were regarded as having an excellent chance to be successful operators. Of these about five are being considered for Revolving Loans in the fall of 1964. About one-fourth of the operators have a moderate chance for successful operation and the remaining one-fourth are very doubtful, or are 30-head operators who are old and whose operations are too small to permit progress to a larger, more economical unit.

Table 12. First, Second, Third, and Fourth Choice of Projects for which Resident Respondents Preferred to have Tribal Funds Used - September 1962

Category	Choice	Resident Respondents in General Sample							Cattle Operators	All Residents	
		Cannonball	Porcupine	Agency	Kenel	Wakpala	Little Eagle	Bull-head			Total
Choices expressed as percent of total number of first choices											
<b>Individual Control</b>											
Family Plan Program	1st	84	50	38	50	44	41	73	55	75	56
	2nd	--	8	14	8	19	14	3	9	4	8
	3rd	--	--	14	8	13	10	7	8	--	7
	4th	--	--	--	8	--	7	--	2	--	7
<b>Tribal Control</b>											
Per capita payment	1st	12	33	38	8	19	14	7	19	21	18
	2nd	8	8	8	8	6	10	7	8	--	7
	3rd	--	--	5	--	--	7	10	4	--	4
	4th	--	--	3	--	--	7	7	3	--	2
Education fund	1st	4	--	22	33	31	28	17	19	4	16
	2nd	20	50	49	33	19	31	37	35	36	36
	3rd	20	17	8	--	13	7	13	11	25	13
	4th	20	--	11	8	--	--	3	7	21	8
Buy live-stock	1st	--	8	--	8	--	14	3	4	--	7
	2nd	12	--	11	8	31	17	23	16	25	19
	3rd	--	8	5	17	6	14	23	11	29	13
	4th	4	17	5	--	--	3	7	5	29	7
Buy land by Tribe	1st	--	--	--	--	--	--	--	--	--	--
	2nd	--	--	--	8	13	10	7	5	25	8
	3rd	12	17	30	--	13	7	7	14	29	14
	4th	12	50	14	8	6	3	--	10	43	15
Community development	1st	--	--	3	--	6	--	--	1	--	1
	2nd	40	17	11	8	13	3	7	13	--	11
	3rd	12	42	14	8	13	14	7	14	4	12
	4th	8	8	32	17	--	7	3	12	--	11
Tribally owned business	1st	--	8	--	--	--	3	--	1	--	1
	2nd	4	8	--	--	--	--	--	1	--	1
	3rd	16	--	3	8	6	--	7	6	--	5
	4th	8	8	11	--	13	3	3	7	--	6
Revolving Loan Fund	1st	--	--	--	--	--	--	--	--	--	--
	2nd	--	--	3	17	6	--	7	4	11	5
	3rd	--	8	8	17	--	14	7	8	14	9
	4th	--	--	19	--	--	--	3	5	7	5
Invest in mfg. plant	1st	--	--	--	--	--	--	--	--	--	--
	2nd	--	--	3	--	--	--	--	1	--	1
	3rd	--	--	11	8	--	--	--	3	--	3
	4th	--	8	--	--	6	7	--	3	--	2
Number who made choice	1st	No. 25	No. 12	No. 37	No. 12	No. 16	No. 29	No. 30	No. 161	No. 28	No. 189
	2nd	21	11	35	11	16	25	27	147	28	175
	3rd	15	11	36	8	9	21	24	124	28	152
	4th	13	11	36	5	4	11	8	88	28	116



### Views of Tribal Members Regarding Programs

In addition to checking the use made of family plan funds, members of the Standing Rock Sioux Tribe who were contacted by personal interview or by mail, were asked to give their views regarding programs underway at the reservation. It was stressed that the main purpose of such inquiry was to determine what aspects of the programs were good and effective, and what aspects were weak or deficient. Respondents were informed that the information obtained was expected to be helpful in guiding the people of other reservations who, in the future, would have funds for developing and improving their economic and social position.

#### Use of Tribal Funds

The problem of how tribal funds should be used is a recurring one on most reservations. The first item on the survey questionnaire concerned this point. It was phrased as follows:

1. Indicate 1st, 2nd, 3rd and 4th choice of ways you think Tribal funds should be used:

<input type="checkbox"/> Educational fund	<input type="checkbox"/> Revolving Loan Fund
<input type="checkbox"/> Community development	<input type="checkbox"/> Buy livestock
<input type="checkbox"/> Tribally owned business	<input type="checkbox"/> Family Plan Program
<input type="checkbox"/> Per Capita Payment	<input type="checkbox"/> Purchase of land by Tribe
<input type="checkbox"/> Investment in Mfg. Plant	<input type="checkbox"/> Others (name) _____

A few respondents made only one choice and several more did not make a third or fourth choice. Most respondents making but one or two choices included family plan or per capita payment in their list. The percentage of resident respondents who gave first, second, third, and fourth choices to various categories is presented in table 12.

The Family Plan Program was first choice of 56.3 percent of resident families, followed by 18.3 percent for per capita payment, and 16.2 percent for the educational fund. The educational fund received 35.5 percent of the second choice, tribal land purchase 14.2, and community development, 10.7 percent. Third and fourth choices were distributed more widely among the projects. Respondents probably were influenced in their preference by their knowledge of the programs and the benefits expected from the programs.

Information regarding the views of persons in each district is given because many people are interested in local situations. The reader is cautioned not to draw unwarranted inferences from the percentage figures in view of the small number of respondents in some of the districts. These figures indicate that the Family Plan Program was rated first by respondents in all districts except the Agency District, which gave more first choices to the closely related per capita payment program. The distribution of choices for other programs differed appreciably among districts, an undetermined portion of this being attributable to the small number of respondents in some districts. Educational fund program received a substantial portion of first choices at Kenel, Wakpala, Little Eagle, and Agency, and by cattle operators, and was a high second choice of most groups.

Table 13. Composite Choice Index Indicating Preference of Standing Rock Sioux Families for Use of Tribal Funds\*

Category & Choice	Resident Respondents in General Sample							Total index	Cattle Operators index
	Cannonball index	Porcupine index	Agency index	Keneb index	Wakpala index	Little Eagle index	Bullhead index		
<u>Individual Control</u>									
Family Plan Program	41	23	22	29	30	28	37	30	31
Per capita payment	9	17	19	7	11	13	9	13	9
Subtotal	50	40	41	36	41	41	46	43	40
<u>Tribal Control</u>									
Educational funds	17	19	27	28	25	26	24	24	19
Buy livestock	5	7	5	11	13	16	16	10	16
Buy land for Tribe	4	9	8	4	8	6	4	6	17
Community development	18	15	10	7	8	5	4	9	1
Tribal enterprises	6	7	2	2	2	2	2	3	0
Credit program	--	2	4	10	2	3	4	4	7
Invest in mfg. plant	--	1	3	2	1	1	--	1	--
Subtotal	50	60	59	64	59	59	54	57	60
Total	100	100	100	100	100	100	100	100	100

Category & Choice	Non-Resident Respondents in Distant States					Respondents in Nearby States	All Respondents	
	Eastern States	Lake States	Pacific South West	Pacific North West	All Distant States		Non-Resident	Resident
<u>Individual Control</u>								
Family Plan Program	36	28	30	29	30	23	29	30
Per capita payment	22	18	23	20	21	32	23	12
Subtotal	58	46	53	49	51	55	52	42
<u>Tribal Control</u>								
Educational funds	23	20	26	25	24	22	24	23
Buy livestock	3	2	4	3	4	8	4	11
Buy land for Tribe	--	6	3	8	4	4	4	8
Community development	3	9	3	3	4	3	4	8
Tribal enterprises	11	11	2	1	5	5	4	2
Credit program	2	6	9	11	8	3	8	5
Invest in mfg. plant	--	--	--	--	--	--	--	1
Subtotal	42	54	47	51	49	45	48	58
Total	100	100	100	100	100	100	100	100



Figure 4

COMPOSITE CHOICE INDEX INDICATING PREFERENCE OF STANDING ROCK SIOUX FAMILIES FOR USE OF TRIBAL FUNDS

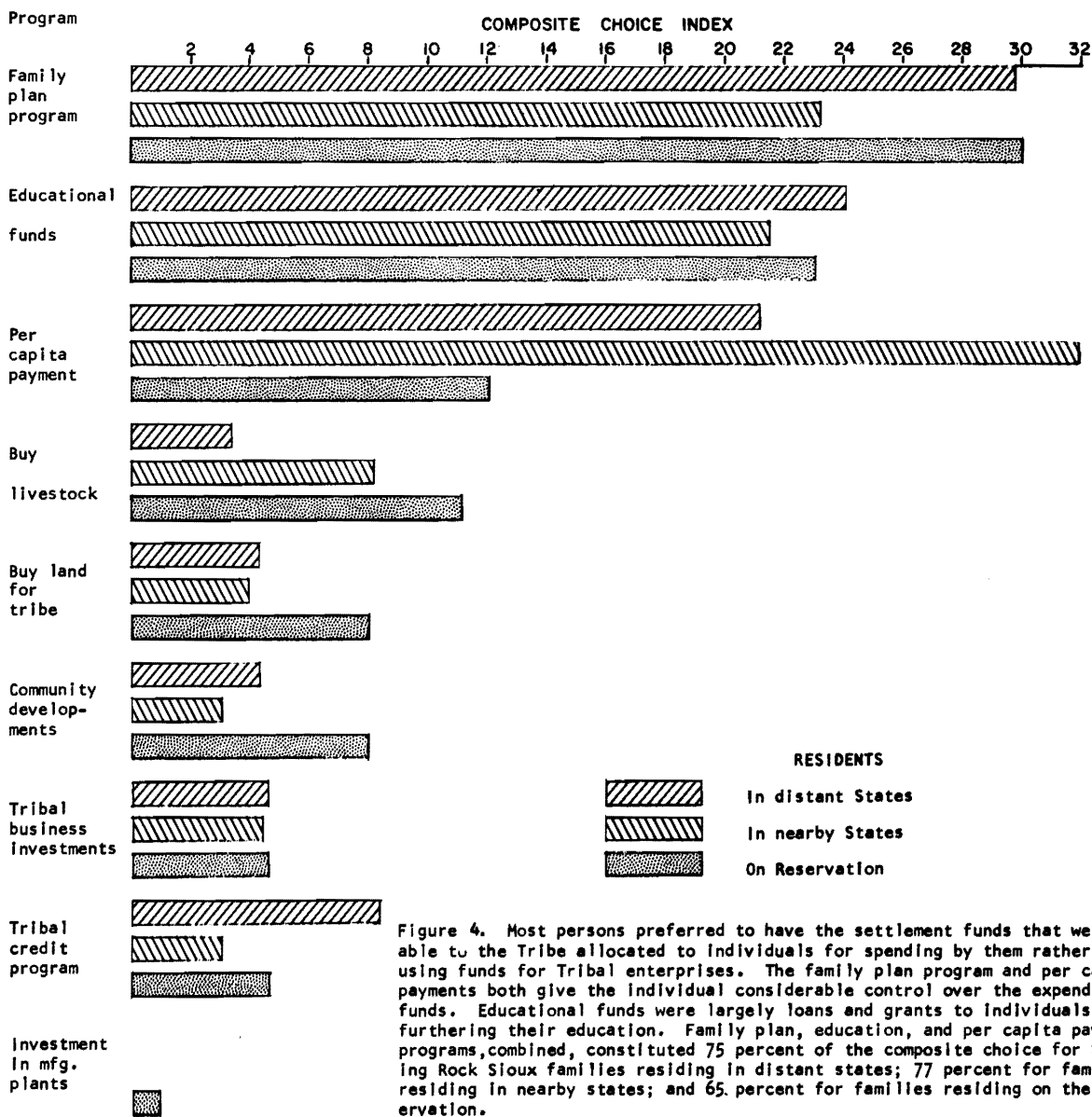


Figure 4. Most persons preferred to have the settlement funds that were available to the Tribe allocated to individuals for spending by them rather than using funds for Tribal enterprises. The family plan program and per capita payments both give the individual considerable control over the expenditure of funds. Educational funds were largely loans and grants to individuals for furthering their education. Family plan, education, and per capita payment programs, combined, constituted 75 percent of the composite choice for Standing Rock Sioux families residing in distant states; 77 percent for families residing in nearby states; and 65 percent for families residing on the reservation.

Other Tribal programs constituted 25, 23, 35 percent respectively of the total choice complex. Although showing variation, choices among Tribal programs were divided fairly equally, except that little choice was indicated for investment in manufacturing plants. Among Tribal programs, residents were most favorable to livestock buying programs.

Responses to four choices distributed among nine items presents a rather complicated picture. In order to simplify this picture, a composite index of choice was constructed by giving each first choice a weight of 4; each second choice a weight of 3; each third choice a weight of 2; and each fourth choice a weight of 1. The aggregate sum of these weighted choices for the group concerned was taken as 100, and an index of choice for each item computed as a percent of the total. These indexes are shown in table 13, and are portrayed graphically in Figure 4.

The Family Plan Program had the highest choice index, ranging from 22 to 41 among the groups. When the per capita payment, a related concept, is combined with the family plan, indexes range from 36 at Kenel to 50 at Cannonball. The educational fund was next in popularity, followed by projects to buy livestock, to purchase land for the tribe, and community development. Tribal business enterprises and investment in manufacturing plants ranked low among the choices of residents.

Non-resident members of the tribe expressed a greater preference for per capita payments and about the same preference for the family plan, as did resident members. The composite choice index for these two items combined was 52 for non-residents and 42 for residents. It was highest for the eastern states residents (59) and second highest (55) for residents of nearby states. One might have expected non-resident preference for such programs to be even higher than it was because of decreased interest in reservation affairs by persons long absent from the reservation.

Interest in educational fund projects appears to be about the same for all groups in all localities. Interest in purchasing livestock or land by the tribe, or in community development is less among non-residents than among residents. Interest in tribal business investment and credit programs, not large for any group, appears to have more favor among non-residents than among residents.

Replies to the question "In what tribal programs are you particularly interested?", tended to confirm the choices shown in tables 12 and 13. The widest interest was in tribal education programs. Some interest was shown in all tribal programs. Job assistance, an item not included in table 13, was mentioned frequently by non-residents, but not by residents. The importance attached to education compared to other tribal programs expressed as percent of total replies was as follows:

Tribal Programs of Particular Interest	Residents		Non-Residents	
	Cattle Operators	Others	Nearby States	Distant States
Educational programs	32	40	27	27
All other tribal programs	46	59	41	56
Assistance in obtaining jobs	--	--	32	17
No particular interest	22	1	--	--
	<u>100</u>	<u>100</u>	<u>100</u>	<u>100</u>



## Views Regarding Family Plan and Its Administration

In an effort to obtain specific information on people's attitudes towards the family plan, a number of opinion questions were included in the survey. Among these were "What do you like most about the family plan and the way it was handled?", and "Were there any things that you did not like about the family plan and the way it was handled?" Answers to these questions were varied and often general.

Among the favorable things mentioned were:

- Assisted the family to obtain a home.
- The family plan was a benefit to everyone.
- Helps everyone if they were willing to help themselves.
- Gave us an opportunity to buy needed furniture.
- The best program the BIA or Tribe ever had.
- Made the families plan their expenditures, not merely spend money.
- A good program was necessary before any funds were spent or could be wasted.
- Families bought only useful articles.
- Slowed down the spending of the funds, for this reason the families did better planning.
- Gave the people a share in the tribal funds.
- The tribal funds were used for diversified projects.
- Gave the non-residents as well as the residents an equal opportunity.

Among the unfavorable things mentioned were:

- Poor supervision.
- Too dictatorial.
- People were treated just like children.
- Made to buy many things not needed, and many things needed were not allowed.
- The programs were all too stereotyped.
- We dislike purchase orders, give us the cash and we could make better bargains.
- Let the parents spend minors' funds, the children's funds should have been reserved for their own future use..
- Much of the furniture was purchased from catalogs and the articles shown were not delivered.
- Employees in the office notified vendors of the program approval before they notified the family, thus the family had salesmen all over the place before they knew the funds were available.
- Friends of the tribal officials given special privileges.
- Too many tribal and committee meetings, a waste of the people's money.
- No cash to buy necessities.
- The whole program was rushed too fast.
- Too much red tape.
- The whole program was controlled by a few council members.
- The program was prepared by "stooges" (the council) of the BIA, not the people.
- The \$650 payment was not enough money to be of real benefit to the people off the reservation, and we are the most deserving, as we have tried.



The answers did not lend themselves well to separate tabulation because of variety in expression, but did indicate whether the people were generally satisfied or dissatisfied with the way the family plan was handled and whether they thought the family plan was generally good or had serious defects. Slightly more than 90 percent of the residents and 85 percent of the non-residents replied to these questions. Percentages of those answering who were satisfied or dissatisfied and the percentage of those who felt the plan itself was generally good or had serious deficiencies are:

Reaction to Family Plan Program	Residents		Non-Residents	
	Cattle Operators	Others	Nearby States	Distant States
Satisfied with handling of program	96	90	81	90
Dissatisfied with handling of program	4	10	19	10
Considered program generally good	96	70	65	73
Considered program rather defective	4	30	35	27

#### Family Plan vs. Industrial or Tribal Enterprises

Replies to the following two questions show the degree to which use of tribal funds to support a family plan was preferred over use of tribal funds for industrial plants or for tribal enterprises. These questions were: "Do you feel that use of funds for tribal industrial enterprises such as the Harn Plant is better than using funds for family plans?", and "Are tribal enterprises such as education, credit, or livestock, better than using funds for family plans?" Approximately 85 percent of the resident and 80 percent of the non-resident respondents expressed an opinion on these questions.

Only 5 percent of the residents and 8 percent of the families living in nearby states favored industrial enterprises sponsored by the tribe over the family plan, but 56 percent of respondents in distant states favored industrial plants over family plan use of funds. Replies were as follows:

Reaction	Residents	Non-Residents	
		Nearby States	Distant States
	%	%	%
Favor industrial enterprises (plants)	5	8	56
Qualified replies	12	23	13
Do not favor industrial enterprises	83	69	31
Total	100	100	100



Non-industrial tribal enterprises were viewed with favor by 8 percent of residents and 11 percent of respondents living away from the reservation. In addition to those who definitely favored tribal enterprises over the family plan, a number gave qualified or divided approval to tribal enterprises. Their answers indicated favor of some tribal enterprises, but not of others. The percentage of replies falling in the three groups were the same for non-residents in nearby and distant states. They were:

Reaction	Residents	Non-Residents	
		Nearby States	Distant States
Favor tribal non-industrial enterprises	8	11	11
Qualified replies	40	18	18
Do not favor tribal enterprises	<u>52</u>	<u>71</u>	<u>71</u>
Total replies	100	100	100

#### Effect of Family Plan on Living and Employment

Respondents were queried about the effect of the family plan on their level of living, employment capabilities, and future income. Approximately 93 percent of the resident respondents answered the questions. Nearly all of the non-residents answered the question on the effect of the plan on increasing family income, and about 85 percent answered the other two questions. Reactions of the respondents expressed in terms of percentage of those who answered were as follows:

Effect of Family Plan		Residents		Non-Residents	
		Cattle Operators	Others	Nearby States	Distant States
Permanently improved your family's level of living	- yes	75	84	83	83
	- no	25	16	17	17
Increased employment capabilities of a family member	- yes	66	15	21	36
	- no	34	85	79	64
Provided more ways or means of increasing family income	- yes	64	17	21	31
	- no	36	83	79	69

Three-fourths of the cattle operators and a larger proportion of the other respondents felt that the family plan had permanently improved their level of living. This improvement was mainly through more and better housing, household equipment, and household furnishings.

Opinions varied considerably as to the effect of the family plan on the employment capabilities of members of the family. Approximately two-thirds of the cattle operators reported that the family plan had increased the capabilities of some member of the family; only about one-sixth of the other residents, one-fifth of those living in nearby states, and one-third of those in distant states, felt that the family plan had increased employment capabilities of some member of the family.



The answers to the questions as to whether the family plan had provided more ways or means of increasing family income showed a similar distribution. Sixty-four percent of the cattle operators felt it had, compared with 17 percent of other residents, 21 percent non-residents living in nearby states, and 31 percent of residents in distant states.

#### Effect of Family Plan and Rehabilitation Programs on Reservation

There has been considerable discussion as to the combined effect of the family plan and tribal rehabilitation programs on the general level of living, the community spirit, cooperation and pride, and the opportunities for earning a living on the reservation. The opinions of respondents as to the effect of the family plan and the tribal rehabilitation programs on these matters are as follows:

Effect the Family Plan and Tribal Rehabilitation Programs have had on:		Residents		Non-Residents	
		Cattle Operators	Others	Nearby States	Distant States
The general level of living on the reservation	- Raised	79	63	17	20
	- Lowered	--	19	--	--
	- No change	14	9	17	1
	- Don't know	7	9	66	79
		<u>100</u>	<u>100</u>	<u>100</u>	<u>100</u>
Community spirit, cooperation, and pride in the reservation	- Raised	75	73	7	14
	- Lowered	--	4	21	5
	- No change	21	18	72	81
	- Don't know	4	5	--	--
		<u>100</u>	<u>100</u>	<u>100</u>	<u>100</u>
Opportunities for earning a living on the reservation	- Increased	69	26	53	64
	- Decreased	--	1	20	11
	- No change	22	36	27	25
	- Temporary increase	6	34	--	--
	- Don't know	3	3	--	--
		<u>100</u>	<u>100</u>	<u>100</u>	<u>100</u>

#### Suggestions to Other Family Plan Users

Most of the Standing Rock people did not wish to make suggestions to other tribes for improving rules and procedures for carrying out family plans. Most of those who did comment suggested that other tribes let their tribal council decide, or that they follow the Standing Rock example. A few suggested that the plan show no partiality and a few others that strict regulations and supervision be adopted.

Suggestions for Other Tribes	Residents		Non-Residents	
	Cattle Operators	Others	Nearby States	Distant States
No suggestions	43	57	55	62
Let council decide	31	16	13	8
Follow Standing Rock Plan	4	4	13	21
Make impartial plan	11	6	19	9
Have strict supervision	11	17	--	--
	<u>100</u>	<u>100</u>	<u>100</u>	<u>100</u>

## APPENDIX

Included in the Appendix are statements from three persons giving their views on certain aspects of the Standing Rock Sioux Family Plan program. These are included with the approval of the individuals who wrote them. They are the personal views of these persons and not official expressions of the Bureau of Indian Affairs.

Appendix A is a statement regarding tribal family programs prepared by Superintendent Noralf Nessel at the request of the Aberdeen Area Director Martin N. B. Holm. Mr. Nessel has been Superintendent of Standing Rock Agency since 1960, prior to that time he spent eight years as Superintendent at Cheyenne River Agency. During his time at the Cheyenne River Agency, the Cheyenne River Sioux program for use of Oahe settlement funds was prepared. The program was well underway at the time he transferred to the Standing Rock Agency.

Appendix B consists of a letter written by Mr. E. J. Colleran, Division Public Assistance of the South Dakota State Department of Public Welfare, commenting on a report prepared by Mr. Leonard J. Hamak, Director, Corson County Office, Department of Public Welfare, McIntosh, South Dakota. Appendix B also contains Mr. Hamak's report entitled, "Standing Rock Family Plan Abuses and Mismanagement, as it Pertains to Recipients of Aid to Dependent Children, Aid to the Blind, Aid to the Disabled, and Old Age Assistance in Corson County."



APPENDIX A

Standing Rock Indian Agency  
Fort Yates, North Dakota

April 30, 1963

Mr. Martin N. B. Holm

Area Director, Aberdeen, South Dakota

Attention: Tribal Programs

Dear Mr. Holm:

Reference is made to your letter of April 22, and copy of a Washington Office letter of April 3, regarding requests for suggestions and recommendations with respect to Tribal Family Plan Programs. Based on our experience with the Family Plan Program, we are making several comments and suggestions that might be of benefit to other jurisdictions that are planning on administering Family Plan Programs similar to those at Standing Rock. Many of our comments will point out the negative aspects since other reports, such as the MRBI review of the Family Plan Program will point out many of the positive aspects. Our comments should not be construed to mean that we are negative to the entire program but mainly, to point out some of the negative aspects that may serve as items to be aware of in planning and administering Family Plan funds.

We would list the mechanics and processing procedures briefly as follows:

1. Establish Tribal committees to advise and assist in the briefing of Family Plans. We would suggest that district committees be limited to one individual who is well trained and well versed in the purpose and mechanics of Family Plan programming.
2. Guidelines or criteria. See further comments.
3. Procedure for verifying enrollment. Important in order to avoid appeals and eliminate possibility of duplicate payments.
4. Establishment of review committee, preferably Bureau employees who would be in a position to evaluate Family Plans and make recommendations objectively.
5. Provide date and authority of approval on Family Plan Programs. also indicate review at Area or Central Office level.
6. Establish kardex file indicating name and conditions of approved Family Plans. This procedure is valuable tool for the checking of the approved plans or status of plan.



7. Tribal file to retain original, since the Tribe will be administering Family Plans in most instances. Agency should have duplicate file copy of the approved plan.
8. Procedures for modifications of Family Plans. Here again, careful review and recommendations are necessary.

(2) (Guidelines or criteria)

The matter of criteria has been given considerable thought and we would offer the following comments based on the experience at this jurisdiction. We would be cautious in establishing a definite categorical criteria of acceptable expenditures from Family Plan funds. The criteria developed for the Standing Rock Family Plan included housing, household furnishings, agricultural enterprises, educational and training, investments in small business enterprises, necessary medical, dental and corrective health measures as acceptable items. Payment of debts incurred prior to the approval of the Family Plan, daily living expenses, facilities primarily for pleasure such as travel expenses for vacation or visits were listed as items generally not being considered as acceptable. Had the criteria been used as indicated, only as a guide to indicate the type of plan which would meet the intent of the program -- that is to improve their living conditions both economic and social -- it would have been well. Instead, the payments were restricted in that it limited the thinking and planning to what was considered acceptable rather than the need of the family. It was used both by the individual and the Tribal Program Committee to make and justify requests rather than examining the family need. The most damaging action being the tribal use of the criteria to refuse some legitimate requests not covered by the criteria and to justify approvals which did not meet the social and economic intent of the program but did fall within the criteria.

Criteria may be valuable in the single phase program; such as agricultural or educational. However, it left something to be desired in a Family Plan Program where the social and economic betterment of the diverse group ranging from a well-to-do, well educated, off-reservation family to the most poverty-stricken and isolated reservation family. It is evident that no criteria is likely to be fully applicable. Two examples will probably suffice. For the family recently relocated to a metropolitan center and a job, easy payments are very attractive and inexperience in budgeting often leads to monthly payments in excess of their ability to pay. The criteria outlined to the Standing Rock group listed these payments as not acceptable and the Tribal committee adhered too strongly to that criteria resulting in the processing of other items on time and a greater monthly payment. Sometimes the payment of bills and the restoration of a good credit rating are very real family needs. Agricultural enterprises were considered acceptable, but what about the purchasing of a few head of cattle by an elderly welfare couple or a full line of farm material for a 40-acre farm, both are considered within the criteria? How are the arguments of the individual and the tribal personnel that the items are within the criteria answered? The restricted criteria is damaging because it makes it easy for the family to relate their wants rather than determining their needs.



It makes further discussion and planning difficult because it provides the base from which the individual and pressure groups to appeal actions on the basis of compliance to the criteria rather than the social or economic betterment of the family. The base criteria for the program is the ability and the adherence of the administrator. A categorical criteria will likely prove more restrictive to the administrator than to the program participants.

Following are certain items that may be of assistance in Family Plan administration:

1. Deliveries to be made or services performed before final payment is made. Strict inspection necessary to be sure terms of contracts have been met.
2. Quality of material to be specified and insisted that it be furnished.
3. There should not be joint approvals. The approval should either be with the Tribe or with the Bureau. The one should act in the role of recommendation. We would recommend that wherever possible final approval should rest with the tribe, providing tribal officials are of the caliber to adhere to the intent of the program.
4. The Family Plan is not a per capita payment. It is imperative that the philosophy of the Family Plan should be a way of improvement and not a way of securing what amounts to a per capita payment.
5. Slow down the processing of the Family Plan. Avoid rushing into a plan or having to contend with many pressures for approval, both tribal and individual.
6. Provide greater protection and screening in the use of minors funds, being sure that the minor actually receives the benefits of the Family Plan.
7. Planning to be geared to each family need based on abilities, past histories, and ultimate utilization to be closely coordinated with other tribal programs; coordinate with employment assistance, education, or agricultural programs.
8. Importance of follow-up and provisions in dealing with violations. The fact that Family Plan purchases become personal property needs to be reviewed and subsequent disposal of such property should be prevented, if at all possible.
9. The need to deal with unscrupulous dealers is very real; provide recourse against conspiracies to circumvent intent of the plan. This not only applies to Family Plans but also to funds handled through the regular IIM accounts, where funds are controlled.
10. Plans must have good information and should contain clear written comments so that reviewing officials will have a good idea as to what is involved in the plan.



11. Remove program, if at all possible, from the influence of tribal politics; in other words, responsible officials should not be selected as a result of tribal politics.
12. All related tribal programs should be coordinated to supplement or be supplemented by Family Plan programs.
13. The selection of Tribal officials should be subject to Bureau approval. The selection of the most capable administrators is very necessary. Qualifications for such tribal officials should be established.

Sincerely yours  
Noralf Nessel  
Superintendent

STATE DEPARTMENT OF PUBLIC WELFARE  
PIERRE, SOUTH DAKOTA

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 DIRECTOR

November 14, 1963

Mr. Leslie M. Keller  
 Assistant Area Director  
 Bureau of Indian Affairs  
 Aberdeen Area Office  
 820 South Main  
 Aberdeen, South Dakota

Dear Mr. Keller:

This is in answer to your recent request for information to help you in evaluating the effectiveness of the Family Improvement Program on the Standing Rock Reservation. We have compiled by program in Corson County the caseload, total payment per month, and the average per recipient payment per month for the years 1958 through October, 1963. The month of September was used with the exception of the year 1961 where the month of August has been used.

We believe, however, that the recipient count and the average payment for this period of time should not be accepted as indicative of the results of the Family Improvement Program. There are too many variables which have affected the recipient count and the average payment, most of which cannot be attributed to the Family Improvement Program.

For example, in the Old Age Assistance category, the drop in the number of recipients from September 1958 through October 1963 from 60 to 19 is in keeping with the consistent decrease in the number of OAA recipients statewide. The upward trend in the average payment per recipient is also in keeping with the increase in the average payment per recipient throughout the state. The same trend would apply to the Aid to Dependent Children program, other than that the caseload appears to be increasing statewide even though the caseload for Corson County appears to have decreased. Again there are so many variables in any particular county caseload, and certainly this can apply to Corson County, that we could not relate the Family Improvement Program to the figures shown for the recipient count. You will also note that the average payment has fluctuated over the years because of the percentage payment of standards that we have been able to meet.

In order to get more definite information as to the effect of the Family Improvement Program on public assistance recipients in Corson County, we asked Mr. Hamak, the Director, to give us a review from his records of what he felt were the strengths and weaknesses of the program as he observed it. We are enclosing a copy of his report and wish to make some further statements based on a telephone conversation with him after having read his report.

Mr. Hamak states that the drop in the recipient count in all categories between 1958 and 1959 were due to the monies received for land taking. The effect of the Family Improvement Plan was noticed in 1960 and the increase in caseload in 1961 was accounted for by the fact that the land taking money had been used by the recipients, accounted for by the Department, and re-applications were being taken.

Since his written report pointed up what he felt were the abuses of the Program by recipients, and because he accounted for only a small number of the cases in the ADC category, we asked Mr. Hamak for a statement to account for the approximately 87 ADC recipients for whom he made no comment. He indicated that in his judgment 75 per cent of this group were benefited considerably by the Family Improvement Program. For the most part, the homes that they purchased continue to be resided in; they have kept up the homes; they still have their appliances; they have taken care of the furniture; and, in general, their over-all living status has been up-graded and they continue to enjoy the results of the expenditure. About 25 per cent of this group have not done as well. They have not kept up their homes too well; they do not have all of the appliances that they purchased; their furniture is, for the most part, not much better at this time than the furniture they had prior to the time the Plan went into effect.

The County Director reported that he knew of no cases in the Aid to the Blind or Aid to the Disabled caseloads where recipients are not continuing to receive the benefit of the Family Improvement Plan. He stated that in the OAA group 90 per cent or more of these recipients did very well in planning and that they continue to live in the housing they purchased and still have other small items purchased in furnishing their homes.

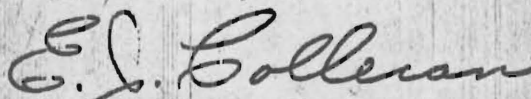
We talked about change in the make-up of the grants for all programs. He stated that in almost all situations the budget make-up was changed in that electricity was available to replace kerosene light; in most instances, a fuel change was made because of the use of oil or bottled gas; in some instances, a water allowance was made; and, in general, the make-up of the budget did reflect an improvement in the household's living arrangement.

Mr. Hamak has indicated in his written report several instances in the ADC program that housing which was built on allotted land have been abandoned and the recipients have moved into rented housing in town. In his verbal statement in our telephone conversation he re-stated this, indicating that he thought there were some imprudent decisions with regard to the site for locating ADC housing.

In general, Mr. Hamak has indicated to us that it is his belief that the Family Improvement Program was successful and that most of the public assistance recipients have, in varying degrees, up-graded their living conditions. If you believe that we can be of further service to you in compiling your report, please feel free to write to us.

Sincerely,

Matthew Furze, State Director

  
E. J. Colleran, Chief  
Division of Public Assistance

EJC/gs  
Enclosures



## APPENDIX C

### STANDING ROCK FAMILY PLAN ABUSES AND MISMANAGEMENT, AS IT PERTAINS TO RECIPIENTS OF AID TO DEPENDENT CHILDREN, AID TO THE BLIND, AID TO THE DISABLED, AND OLD AGE ASSISTANCE IN CORSON COUNTY.

This report is being compiled and submitted in an effort to show instances where the family plan program on the Standing Rock Reservation was abused and mismanaged by the recipients of this program. It should be understood that this report will not cover all instances of abuses in the program as there are many instances where items such as electrical appliances, minor household furnishings, etc., gradually disappeared. The only explanation given for the disappearance was that these items either wore out or broke down and there was no way of proving otherwise. Even though there were numerous reports that these items were sold for amounts considerably under the purchase price. We have also witnessed many instances where non-recipients sold their home and furniture for a fraction of the original cost. One such instance took place about a year ago when the Corson County Sheriff informed us that he had been contacted by a young Indian man at Mahto, South Dakota, who wanted to sell him an entire pickup load of furniture, consisting of a five piece table and chair set, a davenport and chair and several end tables for \$25.00. The Sheriff stated that he tried to counsel with the man in an effort to get him to change his mind regarding the sale of the furniture. He stated that he later learned that the man sold the furniture to another individual for \$25.00 and proceeded to get drunk on the proceeds.

On another occasion, while I was in the local Mobil Station in McIntosh, South Dakota, a local trucker pulled up to the station with a truck load of furniture which included a washing machine, a living room set, a bed, several mattresses and some kitchen furniture. When questioned about the furniture, the trucker stated that he had picked up the furniture from an Indian in Bullhead, South Dakota, and was taking it to a local merchant here in McIntosh, who is now deceased. The trucker stated that he was to receive the washing machine as payment for hauling the furniture and this Indian was not a welfare recipient.

Just recently a local family purchased a family plan home from an Indian family here in McIntosh for \$600. The home is a four room home which probably cost in the neighborhood of \$4,000. The home was originally built about 15 miles southwest of McIntosh on the Indian man's allotment, for the purpose of evading taxes. Since the home was built, the family lived in it for approximately two or three months and has since lived in McIntosh, where they rent a dilapidated two room shack. The home has now been moved to McIntosh. This family is not a welfare recipient.

Another case involves a former ADC recipient in McLaughlin, South Dakota. This family consisted of husband and wife and six children. They purchased a home and lot in McLaughlin, South Dakota, for approximately \$4,000. Shortly after, the wife's ADC case was closed due to grandchildren returning to their mother. The house and lot were sold for a very small amount.

These are only a few of the instances of which we are aware in the non-recipient category.



The following is a list of instances involving ADC recipients:

Case No. 1: Recipient purchased a home for \$900. Furniture for \$571.21 and horse and riding equipment \$311.59; gas, supply well and cow, \$817.20, for a total of \$2,600. This family plan was approved by the BIA Social Worker as this recipient was not receiving aid at the time of approval. At the present time, recipient has the house remaining and has sold almost all of the furniture and she has only a few junk items left. She has also sold the horse and riding equipment, the gas tank and the cow. The well was never dug, but was paid for.

Case No. 2: This recipient purchased a used trailer house for \$1,950. She later sold the trailer house for \$500, and the furniture out of the trailer house for another \$500. The case was closed effective 6/1/63, for a nine month period in order to account for proceeds received from the sale of the trailer house and furniture. This recipient is presently living in a rented house in McLaughlin, South Dakota.

Case No. 3: This recipient is a grandmother and not included in the ADC budget. She used \$488.75 to repair her home and purchased furniture for \$314.25; poultry for \$65; four horses and two saddles for \$815; machinery and seed for \$88, and bedding for \$179, for a total of \$1950. At the present time she has the house and furniture and has sold the horses and saddles and machinery and bedding. This plan was approved by the BIA Social Worker.

Case No. 4: This recipient purchased a home for \$2,416.80; furniture for \$718.40 and bedding for \$115, for a total of \$3,200. This recipient has all items remaining except the television set which cost \$239, which was sold for an unknown price. This plan was also approved by the BIA Social Worker.

Case No. 5: This recipient purchased a house for \$3,035; furniture for \$1,865; lot, well and pump for \$650; lavatory and soil filling for \$300, for a total of \$5,850. This plan included a dryer for \$189.95, which was never received by recipient. She sold a deep-fat fryer which originally cost \$29.49. A refrigerator and bottle gas stove which was purchased with the family plan funds is no longer in working condition. Also no longer in working condition is a washing machine. At the present time this recipient is living in Kenel, South Dakota, in a small one room shack and is not taking advantage of her home and furniture in McLaughlin, South Dakota.

Case No. 6: This recipient purchased a house for \$728; furniture for \$331.35, and bedding for \$240.65, for a total of \$1,300. She has all the items purchased with the family plan funds, but does not live in her house which is located approximately 20 miles southwest of Wakpala. This home was built on the recipient's allotted land in order to evade taxes. However, due to the undesirable location, recipient is not living in the house. This is one of many instances where the recipient did not receive any counseling from the family plan committee regarding the location of their home.



Case No. 7: We do not have a copy of the family plan for this recipient. However, considering the number of members in the family, she would have been eligible for \$2,600, from the family plan. At the present time, this recipient rents a home and has very little furniture; undoubtedly the items received with the family plan have either been sold or destroyed.

Case No. 8: This recipient purchased a house for \$1,550, and spent \$650 for moving, for a total of \$2,200. The house is located east of Wakpala, South Dakota, in a very undesirable location, again on allotted interest land. This recipient is presently living in McLaughlin, South Dakota, where she rents a house furnished with some of her family plan furniture.

Case No. 9: We are not certain as to the exact amount this recipient received from the family plan. However, we have been able to determine that she purchased an electric washing machine for \$149.95 and paid to have her home wired for \$125. However, the wiring was never completed and the electric washing machine was sold. This is another instance where the BIA inspectors were lax in approving the payment of services not received.

Case No. 10: This is a grandmother receiving assistance for a grandson. This family purchased a used trailer house for \$931.25; kitchen wares for \$142.85; furniture for \$298.10; furniture for \$399.85 and one chain saw for \$181, for a total of approximately \$1,950. At the present time this family has all of the items except the trailer house which was either sold or traded.

Case No. 11: This is a case of a young girl who was living in Rapid City receiving ADC from Pennington County at the time the family plan program was being instituted. Since this girl lived off of the reservation, she was requested to have the Pennington County Worker assist her in planning for the expenditure of the \$650 she was to receive. She was to submit an itemized list of the items she planned to purchase to the family plan committee in Fort Yates, North Dakota. Upon the receipt of this itemized list, a check for \$650 was mailed to her at Rapid City, South Dakota. She was to use this money to purchase the items which she had listed on the statement to the family plan committee. This girl then proceeded to spend the money for undetermined items. When she moved to Corson County an effort was made to determine what had happened to the items which she supposedly purchased. She was unable to furnish any explanation as to the expenditure of the \$650. Her case was closed when she could not account for the expenditure of the \$650. This money was then considered as income and prorated for a period of ten months. After this case was closed, the girl and her father, who is a tribal council member, contacted this office stating that our department had no business considering the \$650 as income as it was none of our business how the money was spent. The father stated that this was his daughter's money and she should be able to spend it in any way she saw fit. He stated that the workers in this office were prejudiced and hard-hearted. This girl is once again receiving assistance as the \$650 was considered in its entirety.

Case No. 12: This young Indian girl received \$650, which she used to purchase furniture. She has gradually sold this furniture, piece by piece, and does not have a single item left. This is another instance where there should have been more supervision.



Case No. 13: In this case a family plan home was purchased by the parents and then signed over to their daughter, when she reached 18 years of age. This girl then proceeded to sell the home and moved away from Little Eagle, South Dakota, where she had been living. At the present time her ADC case is closed.

Case No. 14: This family purchased a home for \$1,000; furniture for \$300; chicken house and toilet for \$140; sewing machine for \$32.50; chickens for \$37.36; bedding for \$160; and glasses for \$60; \$200. was left in the family plan account for educational purposes. The total of this family plan was \$1950. The house and other buildings were built on the recipient's allotted land approximately 11 miles south of McIntosh, South Dakota. The family has lived in the home only during the summer months. As soon as school starts in the fall they move to McIntosh and remain there until school is out in the spring. As far as can be determined, they have all of the items purchased. However, this is another case where the family was allowed to build the home in an unsuitable location. Our department attempted to discourage the building of the house at this location without success, as the family plan committee recommended it very highly, stating that this would prevent delinquency of the children.

Case No. 15: This family purchased a house for \$2,440; and furniture for \$654; for a total of \$3,094. The home is located in Bullhead, South Dakota. Shortly after these items were purchased, the ADC case was closed as the Corson County Court removed all of the children from the custody of the mother. At the present time the mother is living in Lemmon, South Dakota, and we do not have information as to the disposition of the house and furniture.

Case No. 16: This family purchased a family plan home for an undetermined amount as our department does not have a copy of the family plan for the reason that the family was not receiving assistance at the time the plan was approved. In this case the husband sold the house and deserted the family. The husband has just recently returned to the home and the ADC case has been closed.

Case No. 17: This family, which consisted of two people, purchased furniture for \$1,300. At the present time none of these items remain in the home. We have been unable to determine what happened to the furniture.

Case No. 18: This family purchased a house and furniture for an undetermined amount, as the plan was approved prior to the receiving of assistance. The family continues to have the house in Bullhead, South Dakota, but are not living in it at the present time. It has been determined that an electric washing machine was sold for an undetermined amount.

Case No. 19: This family of three purchased a home and furniture for \$1,950. The home is located in Wakpala, South Dakota. At the present time the family is living in McLaughlin, South Dakota, and the house is vacant in Wakpala. Attempts to counsel with this family have been to no avail.



Case No. 20: This family of two purchased a house for \$1,300; furniture for \$560; bedding, \$90; for a total of \$1,950. About six months after the purchase of the home, the family decided to trade the house, which was located in Bullhead, South Dakota, for a trailer house of equal value, which was done. About one year after the completion of this transaction, the trailer house was sold for \$255. A check with the Standing Rock Finance Office in Fort Yates, North Dakota, revealed that this trailer house was resold for \$875. This recipient's case was closed for a period of nine months as the amount of the resale was considered as the equity she would have had in the trailer house. This recipient has since made reapplication and is presently receiving assistance.

Case No. 21: This family of nine purchased a used trailer house for \$3,000; a chain saw for \$199.50; washing machine for \$149.95; household furnishings, \$409.90; (which included a 21" television set, \$279.95); a clock radio, \$34.95; T.V. antenna, \$95.00; bedding, \$113.01. As of July 1963 this recipient had disposed of all items except the washing machine and the clock radio and bedding. It has been determined that the trailer house was sold to a dealer in Mobridge, South Dakota, for \$110, and the release was signed by the recipient and her husband. This former recipient is not presently receiving assistance as the appraised value of these items is being considered as property transferred without due consideration.

Case No. 22: This Old Age Assistance recipient purchased a home for \$650. At the present time this recipient is living with a son and not living in the house.

Case No. 23: This Old Age Assistance recipient purchased a house for \$650, and later sold the house and had the funds returned to his family plan account in Fort Yates, North Dakota. At the present time he has \$102, remaining which is supposed to be used for necessary items.

Case No. 24: This former Old Age Assistance recipient purchased a house for \$650. He later sold the house and went to live with a daughter. His case was closed due to excessive income and has remained closed since that time.

Case No. 25: This former Old Age Assistance recipient purchased a chain saw for \$170, and furniture for \$480. He later sold the chain saw for \$60. His case has been closed due to the receipt of Social Security benefits.

We wish to reemphasize that this report does not give the entire picture of the abuses of the family plan on the Standing Rock Reservation as there are many instances where items purchased never left the store and in these instances the Indian was given cash which was usually a fractional part of the original purchase price. We hope that this report is that which you requested.

Respectfully submitted,

Leonard J. Hamak, Director  
Corson County Office  
Department of Public Welfare  
McIntosh, South Dakota



