

OREGON STATE COLLEGE

# Warm Springs Research Project

Final Report

VOLUME I: INTRODUCTION AND SURVEY OF  
HUMAN RESOURCES

December 1960

OREGON STATE COLLEGE

WARM SPRINGS RESEARCH PROJECT

VOLUME I: INTRODUCTION AND SURVEY OF HUMAN RESOURCES

This volume is a part of the final report of a study made by Oregon State College for the Confederated Tribes of the Warm Springs Reservation of Oregon. The remainder of the report is contained in the following:  
Volume II: Education; Volume III: The Agricultural Economy, Part 1: Report and Recommendations, Part 2: Tables; Volume IV: Water Resources, Part 1: Report and Recommendations, Part 2: Appendices and Bibliography; Volume V: Physical Resources.

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**INTRODUCTION**

by

**Norman McKown, Ph.D.  
Research Director**

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## INTRODUCTION

by

Norman McKown, Ph.D.

## Background

This is the first of five volumes which contain the final report of a research project commissioned at Oregon State College by the Confederated Tribes of the Warm Springs Reservation of Oregon. The subject matter and aims of the project are set forth in a Memorandum of Understanding between the College and the Confederated Tribes, dated June 6, 1958. The Memorandum called for two separate projects. The first was a determination and appraisal of the Reservation's current and potential human resources and social conditions. The second was a similar appraisal of the Reservation's physical resources. Both called for a report setting forth alternative plans and measures for the development of these resources and for the participation of Tribal members in these programs.

In actuality, the two projects were conducted as one. Clearly, the nature and potential of human resources sets limits for the development of physical resources and vice versa. Therefore, many individual reports which by title deal with one of the human or physical resources actually have to do with aspects of both. In general, the aim has been to obtain a coalescence of the two.

A note to the casual reader. This report was written specifically for the client who sponsored the research. Consequently, knowledge of many things is taken for granted. Nowhere in the report, for example, is there a description, as such, of the Reservation and its inhabitants. However, there should be relatively few items of descriptive information which do not appear one place or another within it.

Further, almost all of the twenty individual reports in these volumes are interrelated to some extent. As much as possible, it was attempted throughout to make these interrelations explicit and to cross-reference related reports. The success of this venture cannot, of course, be measured. Therefore, the reader is cautioned to be alert to the ramifications of each report for the others.

## Organization of the Project

Pre-project Phase

Prior to the inception of the project a Research Coordinating Committee was appointed, on June 8, 1957, for the purpose of working out a

research proposal with representatives of the Confederated Tribes. Their efforts culminated in the Memorandum of Understanding which, as noted above, set forth the content and aims of the project. During this phase the Confederated Tribes were represented by Mr. Avex Miller, then chairman, and other members of the Tribal Council.

In addition, members of the committee gave considerable time and advice throughout the span of the project in selection of research personnel, initiation of field work, and other important phases of the research. The membership is listed below.

The Research Coordinating Committee

G. Burton Wood, Ph.D., Chairman  
Professor of Agricultural Economics  
Head of Department

General Joseph H. Berry, USMC (Ret.)  
Assistant to the President

J. R. Dilworth, Ph.D.  
Professor of Forest Management  
Head of Department

Earl Goddard, D.B.A.  
Associate Professor of Business Administration

R. M. Highsmith, Jr.  
Professor of Natural Resources

Ida Ingalls, M.A.  
Associate Professor of Clothing and Textiles

Clifford E. Maser, Ph.D.  
Dean, School of Business and Technology

H. H. Plambeck, Ph.D.  
Professor of Sociology  
Chairman of Department

Jean Scheel, M.A.  
Assistant Director, Federal Cooperative  
Extension Service

C. L. Smith, Ph.D.  
State Extension Agent

Henry H. Stippler, M.S.  
Senior Agricultural Economist

A. L. Strand, Ph.D.  
President of Oregon State College

W. D. Wilkinson, Ph.D.  
Professor of Geology

Research Phase

After the Memorandum of Understanding was approved by vote of the Warm Springs people, an Executive Committee was appointed, on July 28, 1958, to represent the Coordinating Committee. Its members are listed below.

The Executive Committee

G. Burton Wood, Ph.D., Chairman  
Professor of Agricultural Economics  
Head of Department

General Joseph H. Berry, USMC (Ret.)  
Assistant to the President

H. H. Plambeck, Ph.D.  
Professor of Sociology  
Head of Department

Norman McKown, Ph.D.  
Research Director  
Associate Professor

General Berry served as Project Coordinator from the inception of the project on September 1, 1958 until a Research Director was appointed on April 1, 1959. During this period he conducted meetings with the Tribal Council, the Bureau of Indian Affairs and members of the College, located sources of data and otherwise prepared for the initiation of field-work and research.

Throughout the research phase of the project the College maintained close contact with the Confederated Tribes. This contact enabled the College to define various parts of the study with greater clarity and precision. It also served, through meetings with the Council and the people, to keep the Confederated Tribes apprised of the direction in which the research was going and what could be anticipated in the way of findings as they emerged. During this time the Tribes were represented formally by their Tribal Council, whose members are listed below:

Warm Springs Tribal Council

Mr. Charles Jackson, Chairman

Mr. Olney Patt, Vice-Chairman

Mr. Harold Culpus

Mr. Delbert Frank

Mr. Vernon Jackson  
Secretary-Treasurer

Mr. Raymond Johnson  
Chief, Plaute Tribe

Mr. Nathan Heath  
Chief, Warm Springs Tribe

Mr. Ben Palmer

Mr. Edwin Scott

Mr. Nelson Wallulatum  
Chief, Wasco Tribe

Mr. Sam Wewa

Also, an Advisory Committee was appointed on June 15, 1959 by the Tribal Council to work with representatives of the project in matters of policy, keeping the people informed, and the like. Its members were:

Warm Springs Advisory Committee

Mr. Charles Jackson, Chairman

Mr. Norman Danzuka

Mr. Olney Patt

Mr. Sam Scott

Mr. Alex Tohet, Alternate and Interpreter

Project Members

Research on the project - field work, collection and analysis of data, writing reports, etc., - was carried out by the following faculty members of the College.

Emery N. Castle, Ph.D.  
Professor of Agricultural Economics

Alexander N. Davidson, M.B.A., LL.B.  
(C.P.A. State of Oregon)  
Assistant Professor of Business Administration

Richard S. Driscoll, M.S.  
Instructor in Range Management

- William A. Foster, Jr., Ph.D.  
Assistant Professor of Sociology
- Donald W. Hedrick, Ph.D.  
Associate Professor of Range Management
- D. D. Hill, Ph.D.  
Professor of Farm Crops and  
Head of Department, Emeritus
- Alex J. Jaenicke, B.S.  
Assistant Professor of Forest Management
- Milford D. McKimmy, Ph.D.  
Associate Professor of Forest Products
- D. Curtis Mumford, M.S.  
Professor of Agricultural Economics
- Hans H. Plambeck, Ph.D.  
Professor of Sociology  
Chairman of Department
- Charles E. Poulton, Ph.D.  
Professor of Range Management
- James A. Rock, M.S.  
Graduate Research Fellow,  
Agricultural Economics
- Paul Tschirley, M.S.  
Instructor in Natural Resources
- W. D. Wilkinson, Ph.D.  
Professor of Geology
- Elmon Yoder, B.S.  
Instructor in Civil Engineering
- C. T. Youngberg, Ph.D.  
Professor of Soils
- Henry Zentner, Ph.D.  
Research Associate in Sociology

In addition, many other faculty members of the College gave generously of their time and advice throughout the project. Substantial contributions to the project, which are hereby gratefully acknowledged, were made by: Dr. J. R. Cowan, Professor and Head of the Farm Crops Department; Dr. J. R. Dilworth, Professor and Head of the Forest Management Department; Mr. Jefferson B. Rodgers, Professor and Head of the Agricultural Engineering Department; and Mr. William I. West, Professor and Head of the Forest Products Department.

Consultants from outside the College were: Dr. Charles Brant, Portland State College; Dr. David French, Reed College; and Messrs. Eldridge Spencer and Zack Stewart of Spencer and Lee, Architects, San Francisco, California.

### Methodology

Specific methods used in various parts of the project are described in the individual reports. This section is merely to note the assumptions on which the study was based, and the general way in which it was carried out.

#### Basic Assumptions

First, it was assumed that the Reservation would continue to exist indefinitely as a legal, political and physical entity. This first premise determined both the manner in which the Reservation's resources were studied and the character of the recommendations which were made.

During the time the project was carried out there was generally in Indian affairs in the U.S. much uncertainty about the implications and effects of the so-called termination policy. Some Indian reservations had been or were in the process of being terminated. In no way was this project conceived of or carried out by the College with the intent of "preparing" the Warm Springs Reservation for termination. The continued existence of the Reservation was, as noted, a basic assumption of the study.

Secondly, it was assumed that the development of the Reservation's resources would necessarily involve and depend upon increasing participation by its people in the process. It was recognized that participation by Tribal members could in time come to duplicate or overlap some or many of the management functions now performed by the Bureau of Indian Affairs. It was also recognized that in time it would be possible and feasible to transfer these functions to the Confederated Tribes. However, it was further assumed that this would be a planned process, taking place gradually through time as the need and justification arose. In short, it was assumed that the development of the Reservation's resources would of necessity be a cooperative venture between the Confederated Tribes and the Bureau of Indian Affairs.

Finally, nothing in the report is intended to imply that members of the Confederated Tribes should be or would be better off were they to be "assimilated", or "integrated" into off-Reservation society. The project took the position simply that as and when individual enrollees decided to migrate they would be increasingly better prepared to do so as the social and economic life of the Reservation was developed.

#### Conduct of the Project

During May and June of 1959 members of the project made brief trips

to the Reservation to become acquainted with it, to locate sources of data, and to crystalize objectives of their particular assignments. Full-time field work commenced in July of that year and continued until mid-September.

During the school year 1959-1960 field work at the Reservation continued on a reduced basis since work on the project was done for the most part in addition to regular teaching duties. During this time, also, data were analyzed and many meetings were held to compare findings and to arrive at coordination among studies.

The summer of 1960 was spent in additional field work and in drafting reports. The time between the completion of the project and the appearance of the report was spent in writing final versions of reports, editing, typing and otherwise preparing the report for reproduction.

#### Sources of data

Various and several sources of data which were used are noted in the individual reports. However, one source of information which was of great value to almost all segments of the study should be mentioned here. This was the Warm Springs people themselves. Innumerable bits of information were obtained from the people which could have been gotten from no other source. Throughout the project, information from local people served as an invaluable background and in some cases a basis for the project.

#### An Overview

A great many recommendations and suggestions are made in this report. Some deal with minor matters such as administrative procedures and record keeping; the amount of change they call for is slight. Others involve factors of major importance and will lead to a good deal of change if they are put into effect.

However, regardless of their magnitude, all of the recommendations should be viewed from the outset with two basic points in mind. The first is this. No claims to infallibility are made. Some of the recommendations are bound to be more adequate than others, some are bound to prove more accurate than others. While it is not thought that any would be downright misleading if implemented, this possibility always exists.

The second point to be kept in mind is that most of the recommendations are decidedly interrelated. Many cannot be implemented without implementing or involving others. This does not mean that a priority cannot be established. It does mean, though, that if changes on the Reservation are made on the basis of this report they probably will have to be made more-or-less simultaneously on a number of fronts. The project was not planned or conducted in such a way that any single resource could be developed to the total exclusion of others. While this latter course might appear the easier, it would, if pursued, result in haphazard and sporadic development.

Therefore, the implementation of the recommendations in this report will be a complex affair. Likely it will also be something of an uncertain affair for no matter how adequate the results of the project prove or do not prove to be they do not constitute a detailed "blueprint of the future". The report recommends many alternative ways of developing various resources; it discusses what can be done, and in many instances what will have to be done if other things are to be accomplished. Many choices are available. But it must be recognized in advance that the pursuit of any recommendation in this report will not be without its share of difficulties, many of them unpredictable.

Too, the recommendations in this report are not exhaustive. Many other possibilities must exist, ones that will come to light with time and changing conditions or with more knowledge. One measure of the adequacy of this report, in fact, will be the extent to which it stimulates thinking about the subject matters discussed in it - thinking which could well lead to better, more adequate solutions than those contained in the report.

In the final analysis the success which the Confederated Tribes have in developing their resources will depend upon the leadership which is found in the Tribes, in the Bureau and in all other organizations connected with the Reservation's future. In short, while the results of this project may be a necessary condition, leadership is the sufficient condition if the Reservation's development is to be brought to pass. The kinds of leadership needed are discussed at various points in the report. Perhaps it is worth stressing here that as much as anything it will be the determination to accomplish results, the tenacity of leadership in the Tribes, in the Bureau and elsewhere that will be as important as any other single factor.

Finally in the matter of implementation there is no doubt that the Confederated Tribes will be in need of a good deal of assistance. Technical consultation will be an obvious need and can be had from a variety of sources: The Bureau of Indian Affairs, hired consultants such as those already employed by the Tribes, and the College.

But on a broader level the Confederated Tribes will need assistance in formulating goals and policies for their development. In a very real sense it can be said that the Confederated Tribes have not in the past had well-articulated goals to guide the conduct of their affairs; formulating them will be a venture largely new to them, one in which they will need assistance both from within and from without their membership.

This is not to imply that any outside individual or organization should have the responsibility or power to decide which goals the Tribes should pursue. Rather, the need is for aid in weighing alternative courses of action and their consequences, in distinguishing between policy and its execution, and in marshalling the means available to them in cooperative ventures for the pursuit of policy objectives.

A way in which this type of assistance can be made available, without running the risk of concentrating too much power in any single source, is an advisory group, formed for the specific purpose of aiding the Confederated Tribes to determine objectives and ways of implementing them. The membership of such a group should be drawn from the Tribal Council, the Confederated Tribes at large, the Bureau of Indian Affairs, the College, and from leaders, public and private, in the State of Oregon who are concerned with and knowledgeable about Indian affairs. It is suggested that the superintendent of the Reservation chair the group because of the necessity for formulating objectives which will at once be compatible with the trust responsibilities of the Federal government and allow for planned, gradual modifications of them as they become needed and justified.

#### Organization of the Report

The reports in this first volume together with Volume II: Education deal with the human and social resource. Volume III: The Agricultural Economy, apart from its primary focus on agriculture, deals also with the political and economic structure of the Reservation. Volume IV: Water Resources, covers hydro-electric development as well as ground and surface waters. Volume V: Physical Resources includes reports on credit, administration, and industrial development.

Volumes II, III and IV stand alone as separate reports; their contents are tabled in the front of each.

In the front of both Volumes I and V there is a list of the reports, by title. Separate, detailed tables of contents appear at the beginning of each report.

So far as order is concerned it is suggested that the population report (Volume I) be read first for a background of one of the pivotal factors upon which development of the Reservation's resources depends. Then it is suggested that the following be read, not necessarily in order: Volume III: The Agricultural Economy, Volume IV: Water Resources (especially Chapter 11, Irrigation on the Reservation) and the report on forest utilization (Volume V). This sequence would provide an adequate background for the remainder of the reports.

#### Acknowledgments

Quite literally hundreds of persons on the Reservation, in the Bureau and throughout the state, have contributed to the making of this project and it has been a pleasure for members of the project to acknowledge in their reports the assistance which they received.

But apart from technical aid and advice, a project such as this cannot be accomplished without the less tangible but equally important contributions which have made it truly a cooperative venture. It is quite gratifying, therefore, to record our debt to the persons who made this possible.

First, the project is indebted to the members of the Tribal Council, its Chairman, Mr. Charles Jackson, and Vice-Chairman Mr. Olney Patt, for their splendid cooperation and patience in a venture which was both new and often ambiguous to them. As well, thanks are due Mr. Vernon Jackson, Secretary-Treasurer of the Confederated Tribes for support throughout the project and for the provision of valuable data and knowledge of the local situation. Too, the cooperation of innumerable Tribal members was invaluable. Also the contribution of Mr. Avex Miller, former chairman of the council, should be noted as he played a major role in bringing the project into being and contributed generously of data and information.

Within the Bureau of Indian Affairs the encouragement and enthusiasm of Mr. Don C. Foster, Area Director, as well as his extensive cooperation played a vital role in the project. As well, the extensive aid furnished by his staff was appreciated.

Too, the fine cooperation and counsel provided by Mr. A. W. Galbraith, Superintendent of the Warm Springs Agency was invaluable. Members of the project received courtesies and consideration from him and his staff far beyond the line of duty over a long period of time, often at the expense of their own work.

Finally, at the College the contributions of many persons not directly connected with it were integral to the project. In a real sense it was an enterprise of virtually the entire College and it could not have been done had it been otherwise. That it was is due to the commitment and personal interest of Dr. A. L. Strand, President of Oregon State College. As much as a report such as this can be said to "belong" to any one person this one belongs to him.

Also at the College, special recognition is due those who literally made this report possible. First, Mrs. Clara Weaver, over and above her invaluable secretarial aid typed, edited and proof-read a prodigious amount of material. She was joined in her efforts by Mrs. Dona Beattie and together they transformed, with intelligence and efficiency, reams of manuscripts in all degrees of coherence and legibility into these five volumes. In the process they responded to the innumerable re-writings, changes and tinkering by authors of those manuscripts with unfailing patience and good humor. For this we have all been indebted to them.

**POPULATION TRENDS OF ENROLLED MEMBERS OF THE CONFEDERATED  
TRIBES OF THE WARM SPRINGS RESERVATION**

by

**William A. Foster, Jr., Ph.D.**  
Department of Sociology

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POPULATION TRENDS OF ENROLLED MEMBERS OF THE CONFEDERATED  
TRIBES OF THE WARM SPRINGS RESERVATION

by William A. Foster, Jr., Ph.D.

INTRODUCTION

During the period 1909 to 1940 the population of enrolled members was around 825 with some fluctuations, from review of Reservation data.\* From 1940 on, however, the enrolled population has increased markedly. The latter 1950's have been characterized by an even higher rate of increase than in previous years. As may be seen from Tables 1 and 2, the annual rate of increase has fluctuated from a little under 3% to almost 5% in the last ten years and has averaged  $3\frac{1}{2}\%$ . However, in the last three years the annual rate of enrolled population increase has averaged  $4\frac{1}{2}\%$ .\*\* Thus, for five year periods, the enrolled population increased 8% from 1940 to 1945; 17% from 1945 to 1950; 18% from 1950 to 1955; and 21% from 1955 to 1960. Over the ten-year periods, population increased 26% from 1940 to 1950 and 43% from 1950 to 1960.

Should the recent annual rates of population increase be maintained, the prospect is for an explosive population expansion for the Warm Springs Confederated Tribes. Assuming an annual rate of increase just slightly greater than that of 1959, i.e. 5%, there would be 28% more enrollees every five years, or 63% more Warm Springs members in 1970 than in 1960 and 165% more members in 1980 than in 1960. There would be an estimated total of 3900 enrollees by the beginning of 1980. This would be a maximum projection, but it is not outside likely future population growth. (See Figure 1 for a graphical representation of this trend.)

A more hopeful population outlook, in the view of the writer, would be a gradual reduction in rate of population increase along some pattern such as the following:  $4\frac{1}{2}\%$  for five years, 4% for ten years, and  $3\frac{1}{2}\%$  for the next five years. Should this prove to be the case, the following population increases would be in store: 25% over the first five-year period, 22% the second and third periods, and 19% over the last five-year period. This is equivalent to a population increase of 52% from 1960 to 1970; and by 1980 there would be 120% more members than in 1960. This would mean an estimated population of 3200 at the beginning of 1980 in contrast with 1470 members as of the first of 1960. Even with the lowest estimated rate of growth -  $3\frac{1}{2}\%$  for twenty years - the population would have increased significantly by 1970

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\* Census records show enrollments of around 790 for several years in the mid-1920's and 1930's; but these are probably due to under-registration. The lowest enrollment in this period was 787 in 1934 and the highest was 843 in 1910.

\*\* These percentages by themselves do not seem excessive, but the outlook changes when one realizes that this is compound interest. The population doubles in 24 years at a 3% rate, in 21 years at  $3\frac{1}{2}\%$ , in 18 years at 4%, in 16 years at  $4\frac{1}{2}\%$ , and in  $14\frac{1}{2}$  years at 5% annual rate of increase.

and almost doubled by 1980. (Figure 2 is a graph of these alternative future population trends.)

Any such expansion of Warm Springs enrolled population in the future undoubtedly will have far-reaching effects.

For example a population expanding at this rate will require a greatly increasing number of homes if they are to remain on the Reservation, and, likely, larger homes than are now characteristic of the Reservation (see results of Housing Survey, Volume I). Furthermore, if the bulk of the on-Reservation population continues to reside in the Agency area the Confederated Tribes can expect to encounter the problems associated with rapid urbanization of that area, e.g. growing demand for more and varied retail services, overburdening on utility and sanitation services and greater need for community services.

On the other hand, it is entirely possible that as the population expands there will be a significant increase in off-Reservation migration. A marked upturn in the rate of out-migration would, of course, alleviate many of the problems attendant upon rapid growth. It would, in turn, pose a different set of problems. Foremost would be the creation of a growing proportion of persons who would, because of having removed themselves from the Reservation, have a distinctly lessened interest in it and its preservation.

Also, if there is an increase in out-migration consequent from population pressures on the Reservation it will be imperative that those who migrate are equipped with the skills, knowledge and values which will allow them to survive economically and socially on the "outside." At the least this implies that the Confederated Tribes should do its utmost to support and strengthen the educational process (see Education Survey, Volume II, for details).

The economic consequences of the Confederated Tribes' rapid growth will be more dramatic in the sense that they will be more readily apparent and compelling, especially as regards per capita payments. Just what Tribal revenue will be during the next 20 years cannot, of course, be forecast with any degree of accuracy; however, the majority of it derives from timber sales. Assuming, for illustrative purposes, that timber income remains at its 1960 level (approximately \$1,777,000) if the same proportion of Tribal revenue is distributed in per capita payments the following would be the yearly total of per capita payments based on what now appears to be a maximum rate of population growth, 5% and upon a less extreme rate of 4.5%.

Year	Amount	Amount
	5%	4.5%
<u>(1960)</u>	<u>(\$900)</u>	<u>(\$900)</u>
1965	\$706.00	\$721.00
1970	552.00	573.00
1975	433.00	462.00
1980	339.00	370.00

Table 1

WARM SPRINGS ENROLLED POPULATION TRENDS  
by five-year periods, 1940-1960.

<u>Year</u>	<u>Population at mid-year</u>	<u>Increase over five-year period</u>		<u>Increase over ten-year period</u>		<u>Equivalent average annual rate of increase</u>	
		<u>Net</u>	<u>%</u>	<u>Net</u>	<u>%</u>	<u>5 yr. %</u>	<u>10 yr. %</u>
1940	830	65	7.8			1 1/2	
1945	895	153	17.1	218	26.3	3 1/3	2 1/3
1950	1048	188	17.9			3 1/3	
1955	1236	254	20.5	442	42.2	3 3/4	3 1/2
1960	1490						

Table 2

WARM SPRINGS ENROLLED POPULATION CHANGES  
(1950 through 1959)

<u>Year</u>	<u>Population at beginning of year</u>	<u>Within year</u>		<u>Net Increase</u>	<u>Rate of annual increase - % -</u>
		<u>Births</u>	<u>Deaths</u>		
1950	1036	59	25	34	3.3
1951	1070	59	22	37	3.5
1952	1107	53	23	30	2.7
1953	1137	61	17	44	3.9
1954	1181	64	26	38	3.2
1955	1219	63	25	38	3.1
1956	1257	62	24	38	3.0
1957	1295	81	23	58	4.5
1958	1353	76	28	48	3.5
1959	1401	89	26	63	4.5
1960	1464				

Table 3

## WARM SPRINGS POPULATION TRENDS, 1940-1960, AND PROJECTIONS TO 1980 \*

	<u>1940</u>	<u>1945</u>	<u>1950</u>	<u>1955</u>	<u>1960</u>	<u>1965</u>	<u>1970</u>	<u>1975</u>	<u>1980</u>
Enrolled population	830	895	1048	1236	1490	1900	2430	3100	3960
Percent increase over five-year period	8	17	18	21	28	28	28	28	
Total Population (Enrolled & Non-Enrolled)	1044	1099	1245	1433	1690	2140	2700	3400	4300
Percent increase over five-year period	5	13	15	18	27	26	26	26	
Percent of enrolled in total population	80	81	83	86	88	89	90	91	92

\* Populations are recorded or estimated as of the mid-year.

Projections are based on an assumed 5% annual rate of increase of enrolled population over the twenty-year period.

Table 4

ENROLLED POPULATION PROJECTIONS, 1960-1980,\*  
 THE CONFEDERATED TRIBES OF THE WARM SPRINGS INDIAN RESERVATION  
 Population as of Jan. 1, 1960: 1464 enrolled members

<u>Projection</u>	<u>1965</u>	<u>1970</u>	<u>1975</u>	<u>1980</u>	<u>Assumed annual rate of increase</u>
Maximum, constant rate	1870	2390	3050	3900	5% for 20 years
High, constant rate	1830	2280	2840	3540	4½% for 20 years
Medium, decreasing rate	1830	2230	2710	3220	4½% for 5 yrs; 4% for 10 yrs; 3½% for 5 yrs.
Low, constant rate	1740	2070	2460	2920	3½% for 20 years

	Percentage increase during each five-year period				% increase over 10 year period		% increase over 20 year period
	1960-'65,	1965-'70,	1970-'75,	1975-'80	1960-'70, 1970-'80		1960-'80
Maximum	28	28	28	28	63	63	165
High	25	25	25	25	55	55	141
Medium	25	22	22	19	52	44	119
Low	19	19	19	19	41	41	99

\* Population estimates are made for the beginning of each year noted.

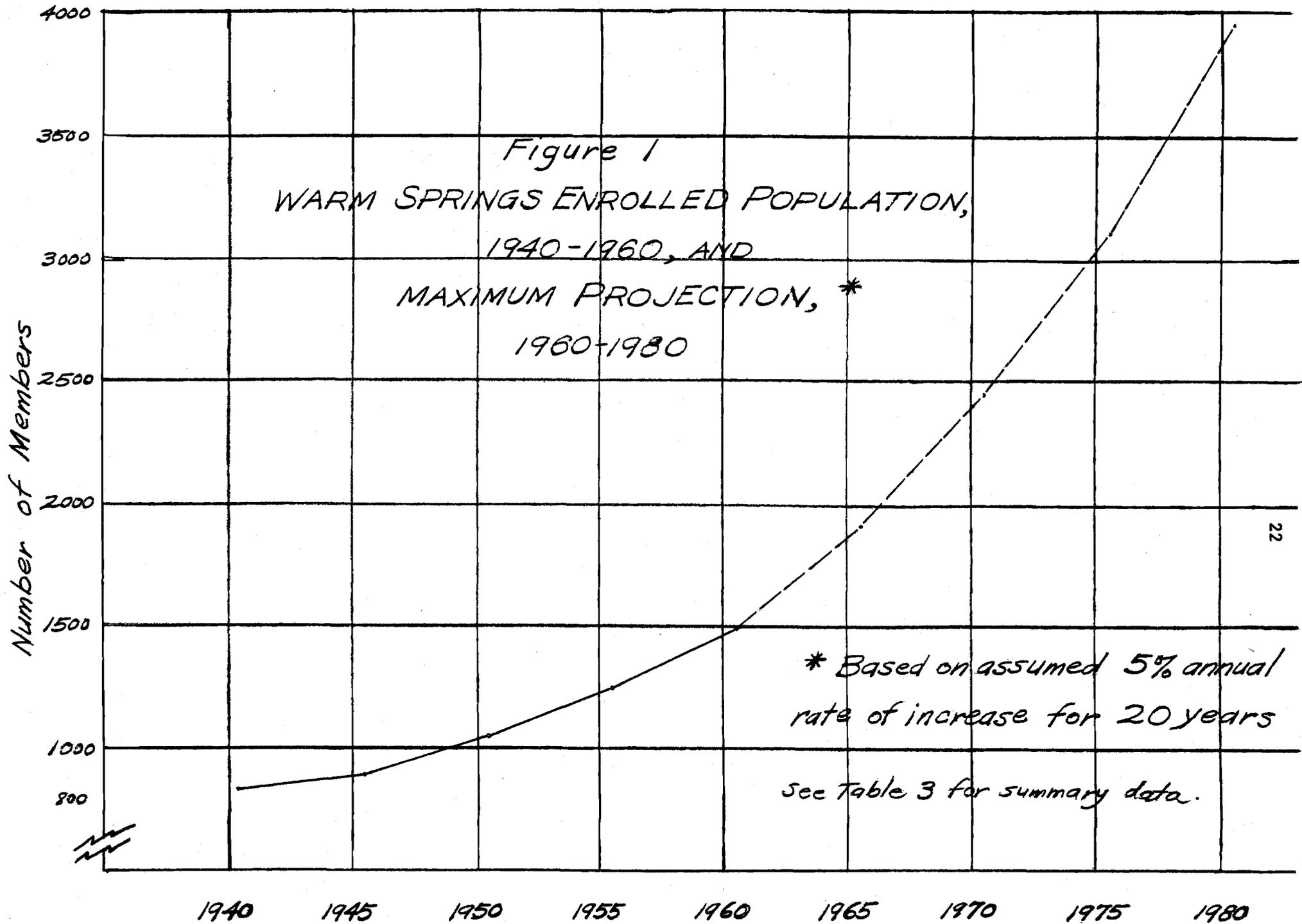


Figure 1

<u>Date</u>	<u>Population</u>
Mid-1940	830
Mid-1945	895
Mid-1950	1048
Mid-1955	1236
Mid-1960	1490
Mid-1965	1900
Mid-1970	2430
Mid-1975	3100
Mid-1980	3960

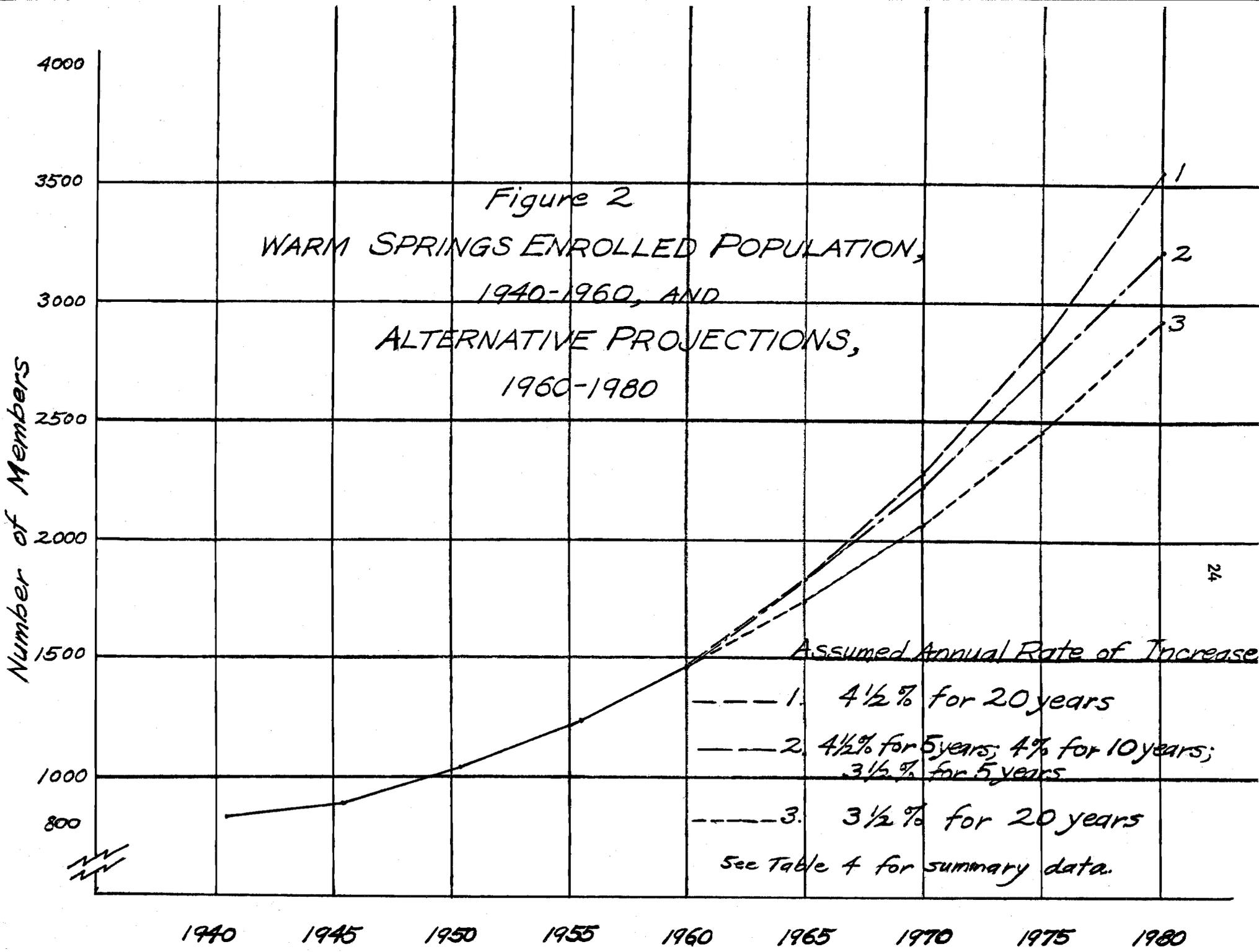


Figure 2

<u>Date</u>	<u>Population</u>		
Mid-1940	830		
Mid-1945	895		
Mid-1950	1048		
Mid-1955	1236		
Beginning-1960	1469		
	<u>1</u>	<u>2</u>	<u>3</u>
Beginning-1965	1830	1830	1740
Beginning-1970	2280	2230	2070
Beginning-1975	2840	2710	2460
Beginning-1980	3540	3220	2920

However, at the time of this writing, plans are being made by BIA foresters for the management of Reservation timber on a sustained yield basis following the completion of the first cutting cycle. Assuming current stumpage prices, sustained yield cutting practices could well imply markedly reduced revenue to the Confederated Tribes. Again, the amount by year cannot now be forecast with great accuracy; however, as an example, one such forecast, according to BIA foresters would see timber revenue in 1965 at \$860,000, and \$548,000 in 1970 and thereafter. Using these figures as illustrative of a trend only and assuming that the proportion of Tribal revenue distributed in per capita continues at present, per capita payments would be, for selected years, as follows, using the same estimates of rate of population growth:

Year	Amount	Amount
	5%	4.5%
<u>(1960)</u>	<u>(\$900)</u>	<u>(\$900)</u>
1965	\$342.00	\$349.00
1970	170.00	177.00
1975	133.00	143.00
1980	104.00	114.00

The import of these estimates is that barring the sudden (and unexpected) appearance of a new, major source of revenue and barring a sudden, marked decline in the rate of population growth (also unexpected) per capita payments will decline, soon and significantly.

It is obvious, then, that other sources of income will have to be substituted for the declining per capita payments. Employment is the first alternative. Indications are (see Employment Survey, Volume V), that Warm Springs tribal members currently occupy a relatively small proportion of jobs in the local timber and milling industry (see Forestry Survey, Volume V, for a description of positions available by number and type). The remainder could provide a substantial number of positions for Warm Springs members.

It should be noted, however, that a labor force which depends to any appreciable extent upon extra-job income has quite real limitations simply because it may not be sufficiently motivated to meet the demands of the job situation to compete successfully for jobs with a labor force which is wholly or almost wholly dependent upon wages for its livelihood.

Therefore it is not likely that Warm Springs members will turn automatically and without friction to employment as per capita declines. More probably, so long as per capita, even reduced per capita, represents a significant source of expendable income, problems of absenteeism, job turnover, and the like, can be expected.

An additional point should be made about the decline of per capita payments. Apart from historical and cultural ties to the Reservation - which in themselves are quite real and strong - per capita payments represent a tangible bond which holds people to the Reservation. While the strength of this bond cannot be measured with precision, it can be expected, however, that as per capita payments decline so, too, will people's tie to and interest in the Reservation.

At any point in time people's desire to preserve and improve the Reservation will depend, at least in part, upon their estimates of the future. If the future looks bleak their efforts will be minimal as it becomes difficult for them to justify work in the present in terms of anticipated rewards in the future. Certainly, as per capita payments decline there will be some growth of pessimism regarding the future which would imply lessened interest in preserving the Reservation.

Quite simply, per capita payments represent to some extent people's stake in the future of the Reservation. As that stake in the future diminishes so will their desire to preserve the Reservation for the future diminish.

A solution to this kind of problem is to replace the stake which per capita represents with other, more stable mechanisms. This is easier said than done. However, employment on the Reservation may prove to be effective, particularly in connection with the operation of the Reservation and its resources.

Another alternative would be to alter the form of per capita payments from immediate to delayed distribution, e.g. investment of individual per capita monies in the form of annuities payable upon retirement. However, such a plan would likely be applicable only to a portion of the population since the problems which would result from suddenly removing so large an amount of expendable income from the population at large would likely be as drastic or more so in the effects than those which such a plan would aim to solve.

Such a plan would probably be of greatest applicability to upcoming generations, e.g. per capita payments put into annuities for all children born past a specified date and for all minors reaching their majority after that specified date.

With this and any other measure adopted as a means of offsetting the disruptive consequences of declining per capita payments, the Confederated Tribes should take steps to further insure stability and integrity of their Reservation by precluding, through organizational and other changes, dissatisfaction and the like from jeopardizing their future (see for example, Agricultural Survey, Volume III).

#### WARM SPRINGS POPULATION COMPOSITION

##### Age Distribution.

Youths predominate in the enrolled population of the Warm Springs Reservation. Over the last fifteen years the proportion of persons under 20 years of age has been increasing. This condition is undoubtedly due to the increasingly high birth rates rather than to reduction in child mortality rates. Description of fertility and mortality trends is presented in a later section. For 1950, well over half of the Warm Springs members were under 20 years of age, as may be seen in Table 5. For Oregon and for the

United States as a whole in 1950, about one-third of the total population were under 20 years of age. It would appear that the proportion of enrollees under 20 years old may increase to about two-thirds before gradually decreasing. Without doubt, the proportion of Warm Springs members under 20 years of age will be greatly above the proportion of that age group in Oregon or in the nation for the remainder of this century.

However, in order to provide meaningful comparisons between population composition of the Warm Springs Reservation and the state or nation, it is necessary to consider the total population; that is, to include non-enrolled persons who are part of families with Warm Springs members (usually husbands or wives of enrolled members).<sup>\*</sup> Enrolled persons made up 88% of the total population in mid-1959, the proportion of enrollees in the total population having increased from 80% in 1940. For the total population associated with the Warm Springs Reservation, the proportion under 20 years of age was slightly above one-half in 1950. Persons in the age range of 20 through 64 years made up a little more than two-fifths of the population. Those aged 65 years and over constituted about one-twentieth of the total population. For the United States population as a whole in 1950, one-third were under 20 years of age, almost three-fifths were aged 20 through 64, and about one-twelfth were 65 years or older.

The proportion of persons 65 years of age or older has been decreasing among the Warm Springs total population from 9% in 1940 to 3½% in 1959. This is virtually the reverse of the long-time trend in the United States in which there were 3½% over 64 years of age in 1880, increasing to 8½% in 1955. It does not seem that there will be the proportion of Warm Springs total population in the age range 65-years-and-over comparable to the present United States proportion until well after the year 2000.

The practice adopted in comparing the age distribution of population of countries throughout the world has been to consider children under 15 years of age as young dependents, persons aged 15 through 64 years as the economically active members of the population, and those aged 65 years and over as older dependents. Using this classification, the percentages of the Warm Springs total population in each age category in 1950 were: 43%, 52%, and 5%. This compares with 27%, 65%, and 8% for the total United States population in 1950. There were 92 dependents for every 100 persons in the "productive ages" among the Warm Springs total population, compared with 54 dependents for every 100 persons in their more productive years in the United States as a whole in 1950.

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\* The bulk of non-enrolled males were in the 20 through 59 years age range, while females were concentrated in age categories from 20 through 44 years. This age range is within the childbearing period for women. Furthermore, almost all the non-enrolled males and females in these age ranges are married. Hence, it is reasonable to assume that, although not listed on the Tribal rolls, these people have considerable influence in the population expansion.

Table 5

## WARM SPRINGS POPULATION AGE DISTRIBUTION TRENDS

<u>Percent of Total Population</u>	<u>1940</u>	<u>1945</u>	<u>1950</u>	<u>1955</u>	<u>1959</u>
Under 15 years	40	39	43	43	47
15 - 64 years	52	54	52	53	50
65 years and over	8	7	5	4	3
Dependency Ratio*	91	84	92	89	102
Percent of Enrolled Population					
Under 15 years	39	39	46	49	53
15 - 64 years	52	53	48	47	44
65 years and over	9	8	6	4	3
Dependency Ratio*	92	91	110	114	127
Percent of Enrolled Population					
Under 20 years	49	50	54	59	62
20 - 64 years	42	42	40	37	35
65 years and over	9	8	6	4	3

\* The dependency ratio is the number of persons under 15 years of age and 65 years or older for every 100 persons aged 15 through 64 years.

The age distribution data for the total Warm Springs population are not complete in that 11 non-enrollees were classified as "age unknown" in 1959 (see the Appendix for further discussion). It is likely that all of these people were 65 years or over in 1959. This would in effect increase the percentage of total population actually in that age category and also mean a higher dependency ratio than noted above for the total population.

There has been an increasing proportion of young dependents to those in their more productive years, which is not greatly reduced by the minor decrease in percentage of elderly dependents among the Warm Springs total population. In 1940 there were 91 persons under 15 and 64 years of age for every 100 persons aged 15 through 64 years. By 1959 this ratio had risen to 102 dependents for every 100 persons of "productive age."

Such a shift in the age distribution of the total Warm Springs population indicates an increasingly heavy burden of dependency. Perhaps in the last few years the high proportion of children has not been recognized as a "burden," because per capita payments for children represented a net asset. However, this high proportion of dependents can hardly be considered a financial asset in the long run; since the outlook is for reduced per capita payments because of reduced total annual Tribal revenues and an increasing population among which to divide them. Furthermore, the proportion of dependents is probably going to increase slightly over the next fifteen years.

This outlook adds to the necessity of serious consideration of alternative ways of dealing with the difficult and complex problems of improving the utilization of the human and physical resources of the Warm Spring Reservation.

#### School-Entering Enrollment Estimations.

It appears that there will be no major increase in the number of youth who reside on the Reservation reaching school-entering age within the next five years. The gradual increase in numbers of school-entering population is expected to continue throughout the next twenty years. Implications of the data presented in Table 6 with respect to the Madras School System will be discussed in another section of this total report.

Table 6

#### ESTIMATED ENTERING SCHOOL ENROLLMENT AMONG RESIDENTS OF THE WARM SPRINGS RESERVATION \*

<u>Year</u>	<u>Total</u>	<u>Males</u>	<u>Females</u>
1960	46	23	23
1961	40	19	21
1962	39	22	17
1963	48	24	24
1964	54	29	25
1965	51	26	25

\* These are estimates of the number of persons reaching six years of age before November of given years. Data were obtained by a count of persons born in appropriate periods since 1953 and living as of the end of 1959. An estimation of probable number of deaths was made to reduce the potential enrollment.

### Estimated Number of Warm Springs Enrollees Reaching Age 21

Twelve enrollees reached age 21 during the year 1950, of whom 5 were men and 7 were women. A total of 8 of these persons lived on the Reservation, 4 men and 4 women. During the year 1955, 12 enrollees became 21 years of age, 6 men and 6 women, of whom 9 resided on the Reservation, 4 men and 5 women. It is estimated that in 1960, 18 will have become 21 years of age, 6 men and 12 women, of whom 13 resided on the Reservation (as of December 1958), 5 men and 8 women.

In estimating the probable number of persons reaching age 21 in future years it is not possible to predict how many will be residing on the Reservation. The estimates are as follows:

- In 1965, 21 will reach age 21, 10 men and 11 women.
- In 1970, 45 will reach age 21, 20 men and 25 women.
- In 1975, 42 will reach age 21, 19 men and 23 women.
- In 1980, 61 will reach age 21, 28 men and 33 women.

It may be seen from these data that there will be a marked increase in the number of persons reaching legal age between 1965 and 1970. After 1975 there will probably be a consistent and gradual increase in this age category.

### Sex Distribution in the Enrolled and Total Population

The relative proportion of the sexes in any population is customarily indicated by the "sex ratio" which is the number of males per hundred females. The sex ratio of the enrolled population has varied from 87 in 1940, 90 in 1945, 90 in 1950, 85 in 1955, to 88 in 1959. However, the total population (non-enrolled as well as enrolled) provides a more comprehensive picture of sex and age distribution. The trend in the sex ratio for the Warm Springs total population is as follows: 99 in 1940, 100 in 1945, 99 in 1950, 93 in 1955, and 95 in 1959. Thus, only in 1945 was there an equal number of males and females in the total population. This was closely approximated in 1940 and 1950, however. In 1959 females outnumbered males 100 to 95. It seems likely that this pattern will continue; although the gap between the number of males and females may be reduced slightly in succeeding years. For the United States as a whole in 1950, the sex ratio was 99. For the State of Oregon in 1950, the sex ratio was 103.

The sex ratio for different age ranges of the total Warm Springs population in 1959 was as follows: 93 for persons under 15 years of age, 99 for persons aged 15 through 64, and 65 for persons 65 years and older. There was very little difference in the sex ratio for the first two age categories in the enrolled population compared with the total population in 1959. In the over age 64 years category of the enrolled population, women outnumber men two to one (a sex ratio of 48 in contrast with that of 65 for the total population).

### Place of Residence of Enrolled and Non-enrolled Population

Almost 81% of the enrolled population lived within the boundaries of the Warm Springs Reservation, as estimated from per capita rolls for July 1, 1959. For the non-enrolled population, about 60% lived on the Reservation. Seventy-eight percent of the total population (enrolled plus non-enrolled) resided on the Reservation.

When these data are further classified by sex, the following pattern emerges. A slightly greater proportion of enrolled males lives on the Reservation than of enrolled females. Among non-enrollees, the relationship is reversed, for a considerably greater proportion of females lives on the Reservation than is the case for non-enrolled males. The percentages are given in Table 7.

### Sex Distribution and Place of Residence

It is only among the non-enrolled portion of the population that the number of males exceeds the number of females, either on the Reservation or off. However, males are much more numerically predominant among non-enrolled population off the Reservation than on it, as may be noted from Table 8.

Non-enrollees in virtually every case are associated with families, the majority of whose members are enrollees. Therefore, to obtain a more representative picture it is necessary to compare families with non-enrollees which reside on the Reservation with those living off the Reservation.

It was not possible to make comparisons by families since the data were not obtainable from the records consulted. Thus it was not possible to compare the size of family on the basis of whether the place of residence was on or off the Reservation and whether or not there was a non-enrollee in the family.

### Marital Status Classified by Sex and Place of Residence

Marital status data are first summarized for the enrolled population only. For all enrollees 15 years of age or older as of January 1, 1959, 26% were single, 60% were married, 7% were widowed, and 7% were divorced or separated. For enrolled men over 14 years of age the proportions were: single, 32%; married, 59%; widowed, 3%; and divorced or separated, 7%. The marital status of enrolled women over 14 years of age was as follows: single, 21%; married, 61%; widowed, 11%; and divorced or separated, 7%. The distinctive difference in marital status between enrolled men and women is the greater proportion of single men and the greater proportion of widowed women. An older age at marriage and a shorter life expectancy for men in comparison with women probably account for the major portion of the differences noted above.

There are some minor difference in marital status for enrolled persons living on and off the Reservation. The distribution of marital status among

Table 7

DISTRIBUTION OF WARM SPRINGS POPULATION  
ACCORDING TO SEX AND RESIDENCE ON AND OFF THE RESERVATION  
Mid-1959

	<u>Male</u> %	<u>Female</u> %	<u>Both Male and Female</u> %
Total Population			
On Reservation	78	79	78
Off Reservation	22	21	22
Enrolled Population			
On Reservation	83	79	81
Off Reservation	17	21	19
Non-Enrolled Population			
On Reservation	53	70	59
Off Reservation	47	30	41

Table 8

SEX RATIO OF WARM SPRINGS POPULATION SEGMENTS AS OF JULY 1, 1959

	Sex Ratio*
Total Population	95
On Reservation	94
Off Reservation	97
Enrolled Population	88
On Reservation	91
Off Reservation	74
Non-Enrolled Population	166
On Reservation	126
Off Reservation	259

\* The sex ratio is the number of males for every 100 females.

Table 9

DISTRIBUTION OF MARITAL STATUS AMONG TOTAL WARM SPRINGS POPULATION 15 YEARS OLD AND OVER  
(As of Jan. 1, 1959)

<u>Marital Status</u>	<u>Whole Population</u>			<u>Population on Reservation</u>			<u>Population off Reservation</u>		
	<u>Males</u> %	<u>Females</u> %	<u>Both</u> <u>M &amp; F</u> %	<u>Males</u> %	<u>Females</u> %	<u>Both</u> <u>M &amp; F</u> %	<u>Males</u> %	<u>Females</u> %	<u>Both</u> <u>M &amp; F</u> %
Single	24	18	21	25	18	22	18	17	18
Married	69	66	67	68	64	66	71	71	71
Widowed	2	10	6	2	12	7	4	5	4
Divorced or Separated	5	6	6	5	6	5	7	7	7

both male and female enrollees residing on the Reservation was: single, 26%; married, 60%; widowed, 8%; and divorced or separated, 6%. Tribal members over 14 years of age living off the Reservation were distributed as follows: single, 25%; married, 60%; widowed, 5%; and divorced or separated, 10%. Thus a smaller proportion of enrolled persons living on the Reservation was divorced but relatively more were widowed than for those living off the Reservation. In general, the differential pattern of marital status among men and women on and off the Reservation followed that described above for the enrolled population aged 15 years or over.

For a comprehensive description of marital status it is necessary to consider the total population 15 years of age and older, that is, to include the non-enrollees associated with Warm Springs members. Only thus is it accurate to compare the Warm Springs population with other populations. For the total population of Warm Springs, the proportions in the different marital status categories in 1959 were: single, 22%; married, 66%; widowed, 8%; and divorced or separated, 6%. Other comparisons may be noted on Table 9. A greater proportion of males than females in the total population was single; whereas the relationship is reversed and relatively more women than men were widowed. The total population residing on the Reservation had a greater proportion single, a lesser percentage married, a greater proportion widowed, and a lesser percentage divorced or separated than did the population living off the Reservation. Single males on the Reservation were proportionately more numerous than off; both males and females on the Reservation constituted a smaller proportion married than did those off; and widowed females on the Reservation formed a greater proportion on the Reservation than off. There were but slight variations by sex as to residence on and off the Reservation for other categories of marital status.

The marital status distribution of the total Warm Springs population in 1959 is compared with that of the United States population as a whole in 1950 in Table 10. The major distinctions that may be noted are a slightly lower proportion of widowed and a slightly higher proportion of divorced or separated among the Warm Springs population compared with the nation as a whole. Similar differences in the distribution of marital status hold when males in the Warm Springs population are compared with males in the United States and likewise for comparison of females in the two populations.

#### FERTILITY TRENDS IN THE WARM SPRINGS POPULATION

The generally increasing birth rate is the key to the rapidly expanding Warm Springs enrolled population. The crude birth rate, that is, the number of births per thousand total population, was 34 in 1940, 43 in 1945, 47 in 1950, 44 in 1955, and 52 in 1958.\* Only in 1955 was there a temporary decrease

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\* Crude birth rates were computed on the basis of averages over three-year periods. The provisional crude birth rate for 1959 was 56. A more accurate indication of relative birth rates is given by the specific birth rate, the number of births per thousand women aged 15 through 44 years. The specific birth rate for Warm Springs was 172 in 1940, 211 in 1945, 256 in 1950, 243 in 1955, and 267 in 1959. A similar picture of trends in fertility is gained by this second measure.

Table 10

DISTRIBUTION OF MARITAL STATUS AMONG THE  
TOTAL WARM SPRINGS AND UNITED STATES POPULATIONS\*

<u>Marital Status</u>	<u>Males</u>		<u>Females</u>		<u>Total</u>	
	<u>Warm Springs</u> %	<u>United States</u> %	<u>Warm Springs</u> %	<u>United States</u> %	<u>Warm Springs</u> %	<u>United States</u> %
<u>Persons 15 years and older</u>						
Single	24	25	18	19	21	22
Married	69	67	66	65	67	66
Widowed	2	4	10	12	6	8
Divorced or Separated	<u>5</u>	<u>4</u>	<u>6</u>	<u>4</u>	<u>6</u>	<u>4</u>
Total	100	100	100	100	100	100

\* Warm Springs data are for January, 1959; United States data are for April, 1950.

in the rate of births. However, in the most recent three-year period there has been a distinct upsurge. By way of comparison, the crude birth rate for the United States was 17.9 in 1940 and 23.5 in 1950. The crude birth rate for Oregon was 24.1 in 1950. Thus birth rates are much higher among the Warm Springs population than among the populations of the state or the nation.

Another summary measure of fertility used to compare various population entities is the fertility ratio, which is the number of children under 5 years of age per thousand women of ages 15 through 44 years. Fertility ratios among the Warm Springs total population were as follows: 870 in 1940,\* 630 in 1945, 910 in 1950, 850 in 1955, and 890 in 1959. The fertility ratio for Oregon was 500 in 1950; while for the United States it was 480 in 1950. These comparisons provide further indication of the markedly higher levels of fertility among Warm Springs people than among people of the state or the nation as a whole. This gap has been increasing, especially in the last three years.

The increase in Warm Springs birth rate paralleled at a higher level the increased birth rate in the United States in the mid-1940's; but it did not dip at the end of the decade and level off in the 1950's as was the case with the United States birth rate. The later dip in birth rate among the Warm Springs population in the three-year period, 1954-56, was followed by a more rapid rise which will probably hold at least to the mid-1960's. This may be followed by a gradual decline in birth rate. About 1975, all other conditions being similar, there is the possibility of an increase in birth rate as the persons born in 1957 enter childbearing ages. However, this might be balanced by different cultural values and outlooks of youth who have gone to high school, many of whom may be contemplating higher education.

The increased rate of birth appears to be the result of several factors such as earlier age at marriage, closer spacing of children, and probably larger size of family. However, the relative influence of these factors was not determined, since data were not obtained to establish trends in age at marriage of husbands and wives, nor were the relative frequencies of first, second and higher orders of births calculated.

It is difficult to substantiate the influences which underlie the increasing rate of birth. Landis and Hatt indicate some of the general considerations as follows:\*\*

In order to understand the fertility rates of any civilization one must know the institutions, the social definitions

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\* This high figure may be due to under-enumeration of non-enrolled women aged 15 through 44 years. Small shifts in the number of children under five or of women in childbearing years may cause wide shifts in the fertility ratio.

\*\* P. H. Landis and P. K. Hatt, Population Problems, Second Edition, (New York: American Book Company, 1954), p. 157.

Table 11

FERTILITY TRENDS AMONG THE WARM SPRINGS TOTAL POPULATION  
(Based on average of births over 3-year periods except for 1959 data)

	<u>1940</u>	<u>1945</u>	<u>1950</u>	<u>1955</u>	<u>1959</u>
Crude Birth Rate (Births per 1000 total population)	33.8	42.8	47.1	44.0	56
Specific Birth Rate (Number of births per thousand women age 15 to 44)	172	211	256	243	267
Fertility Ratio (Number of children under five years per 1000 women aged 15 to 44)	872	627	908	846	890

Table 12

MORTALITY TRENDS AMONG THE WARM SPRINGS TOTAL POPULATION  
(Based on average of deaths over 3-year periods)

	<u>1940</u>	<u>1945</u>	<u>1950</u>	<u>1955</u>
Crude Death Rate (Deaths per 1000 population)	21.7	28.2	20.3	17.9
Infant Death Rate (Deaths per 1000 of those under one year of age)	141	212	113	152
Infant Mortality Rate (Deaths of those under one year per 1000 live births)	143	143	114	140
Average Age at Death	27	35	32	32
Males	30	31	39	34
Females	24	39	26	29

which prevail with regard to sex behavior outside of marriage, and the age and conditions of marriage. One must know the value the society places upon children, the restraints placed upon sex relations within marriage by religion, economic pressures, and taboos, and the extent to which the group has developed techniques and established moral doctrines which permit or forbid it to interfere with the normal course of nature with regard to conception and reproduction.

Undoubtedly, the increased per capita payments have had an effect on birth rates among the Warm Springs population in that more children mean larger family income. However, the complex interrelations of this and other factors are at present speculative.

#### MORTALITY TRENDS IN THE WARM SPRINGS POPULATION

The crude death rate of the total Warm Springs population (non-enrollees as well as enrollees) has fluctuated considerably as indicated by the number of deaths per thousand population for various years as follows: 22 in 1940, 28 in 1945, 20 in 1950, 18 in 1955, and 16 in 1958.\* Should the trend apparent in the 1950's be maintained, death rates in the Warm Springs population will belatedly follow those in the United States, which declined from 17.2 in 1900 in the death registration states to 9.6 in 1950.

There has been no clear decrease in infant death rate in the Warm Springs population from 1940 to 1955. The number of deaths per thousand children under one year of age has varied as follows: 140 in 1940, 210 in 1945, 110 in 1950, and 150 in 1955.\*\* This fluctuating infant death rate, with no clear indication of reduction of infant mortality, among the Warm Springs population is in direct contrast with the consistent decrease in infant death rates in the United States from 162 in 1900 to 33 in 1950. Even in many of the newly developing countries on other continents there has been a marked decrease in infant death rates in recent years.

Infant deaths made up 32% of all deaths among the Warm Springs population in 1955 as contrasted with 24% of all deaths in 1940. Nor has the average age at death increased markedly since 1945. The average age at death was 27 years in 1940, 35 years in 1945, 32 years in 1950, and 32 years in 1955. There was no consistent difference between males and females. In a relatively small population, the data for average age at death may not provide an accurate picture of relative chances of survival among males and females. The age-sex composition data (see the Appendix for discussion of limitations of the Warm Springs population data) indicate that females apparently live to an older age. Thus, a lower average age at death for females than males may be due to very few deaths of women in the upper age categories for the given period.

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\* Crude death rates were based on averages of three-year periods. The provisional crude death rate for 1959 was 16.

\*\* The infant mortality rate, the number of deaths of children under one year of age per thousand live births in a given year, has not fluctuated as greatly among the Warm Springs population. It was 140 in 1940, 140 in 1945, 110 in 1950, and 140 in 1955.

Thus it is apparent that the reduction in crude death rates among the Warm Springs population has been the result of a decrease in proportion of deaths of persons one year of age or over. Those who survive the first year of life clearly have a much higher life expectancy than is the life expectancy at birth. It would seem that life expectancies for ages other than under one year are increasing but it was not possible to compute life expectancies for various age and sex categories of the Warm Springs population due to the small numbers in each category.

It appears that further definite reduction in crude death rate among the Warm Springs population is dependent upon a decline in infant death rate. At present the high incidence of infant mortality remains a serious problem.

PROPORTION OF INDIAN ANCESTRY AMONG ENROLLEES OF  
THE CONFEDERATED TRIBES OF THE WARM SPRINGS RESERVATION

The proportion of Indian ancestry among the Warm Springs enrolled population is higher, on the average, than for most Reservations in the general area. Estimates of the Division of Indian Health in 1958\* provide the following comparison.

Table 13

Reservation	% having full blood	Blood Quantum in 1950:	
		% with one-half or more Indian blood	% with one-fourth or more Indian blood
Warm Springs	74	97	--
Klamath	37	--	93
Umatilla	78	90	--
Spokane	22	--	78
Colville	39	--	80

Summaries of data tabulated from enrollment records in the Warm Springs Agency Office indicate that in 1950 63% of the enrollees were full blood, 97% had half or more Indian blood, and all were one-fourth or more Indian blood. Table 14 shows changes in the proportion of Indian ancestry over the last two decades.

The trend in the proportion of Indian blood among Warm Springs enrollees over the period from 1940 to 1959 has been for a very gradual diminution of Indian ancestry. The average proportion of Indian blood declined from 90%

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\* Public Health Service, Division of Indian Health, Indians on Federal Reservations in the United States: . . . . Portland Area. PHS Publication No. 615, Part I. (Washington, D. C.: U. S. Dept. Health, Education and Welfare, 1958), pp. 17-18.

Table 14

PROPORTION OF INDIAN ANCESTRY AMONG ENROLLED MEMBERS OF THE  
CONFEDERATED TRIBES OF THE WARM SPRINGS RESERVATION OF OREGON

	1940	1945	1950	1955	1959
	<u>%</u>	<u>%</u>	<u>%</u>	<u>%</u>	<u>%</u>
Average percentage of Indian blood	90	89	87	86	85
Percentage of members who were full-blooded	73	69	63	60	57
Percentage with 3/4 or more Indian blood but less than full	17	20	25	28	30
Percentage with 1/2 or up to 3/4 Indian blood	8	9	9	9	9
Percent with 1/4 or up to 1/2 Indian blood	2	2	3	3	4
Percent with 3/4 or more including full blood	90	89	89	88	87
Percent with 1/2 or more including full blood	98	98	97	97	96

to 85% over this period. The proportion of enrollees classified as full blood decreased from 73% in 1940 to 57% in 1959; but most of the change was absorbed in the "three-fourths up to full blood" category, which shifted from 17% to 30%.

The proportion of enrolled members with one-half up to three-fourths Indian blood was relatively constant around 9%; while 2% were classified as one-fourth up to one-half Indian blood in 1940 in contrast with 4% in 1959.

These data in conjunction with information on Tribal ancestry indicate that while there is intermarriage with persons of outside tribes as well as with those of the Reservation, there is very little marriage with non-Indians on the part of members of the Warm Springs Confederated Tribes. This holds true even though about one-fifth of the enrollees lived off the Reservation in 1959.

#### TRIBAL ANCESTRY AMONG ENROLLEES OF THE CONFEDERATED TRIBES OF THE WARM SPRINGS RESERVATION

About 99% of the Warm Springs enrolled population had some ancestry of one or more of the Confederated Tribes, which are the Warm Springs, the Wasco, and the Paiute Tribes. Almost 29% of all the enrollees had ancestry wholly of either the Warm Springs or Wasco or Paiute Tribes - as computed from records up to July 1, 1959. Of these persons with single-Tribal ancestry, 79% were Warm Springs, 17% were Wasco, and 4% were Paiute. Among enrollees having any Warm Springs ancestry, about 38% were entirely of Warm Springs lineage. About 10% of those with Wasco or with Paiute ancestry were full-blooded members of their respective tribes.

For all enrollees having some ancestry of the Confederated Tribes, 57% had some or all Warm Springs ancestry, 35% had some or all Wasco ancestry, and 8% had some or all Paiute ancestry. There was considerable mixture in ancestry among the Confederated Tribes, frequently combined with Tribes outside the Reservation. Those of mixed Indian ancestry constituted 71% of the total enrolled population.

About 47% of those with Warm Springs Tribal ancestry also had some Wasco ancestry, and 9% had Paiute ancestry. Among enrollees with Warm Springs "blood," 48% included other tribes in their ancestry. Twenty-three percent had ancestry involving Warm Springs with one or more non-Reservation Tribes. Among enrollees with Wasco ancestry, 77% also had Warm Springs ancestry, 8% had Paiute blood; and 54% included other tribes in their ancestry. Only 7% of those having some Wasco ancestry were mixed with non-Reservation tribes. For those of Paiute ancestry, 59% had Warm Springs blood, 33% had Wasco ancestry, and 49% included other tribes in their background. Some 28% were Paiute mixed with one or more non-Reservation tribes.

The above mentioned patterns indicate that there is considerable admixture among the Confederated Tribes, generally in preference to marriage with persons from other tribes. There appear to be no major barriers to intermarriage with persons having a tribal background either within or outside the

Confederated Tribes. On the whole, there seems to be little inclination on the part of enrollees to marry persons of non-Indian ancestry.

It should be noted that these data are summarized from information recorded about each individual enrollee. They do not indicate how individual enrollees classify themselves. Additional research would be needed to determine the interrelations associated with ancestry among the various Confederated Tribes and the differential status that may be associated with "pure" and mixed tribal ancestry.

#### GENERAL SUMMARY OBSERVATIONS REGARDING THE WARM SPRINGS POPULATION

One is impressed by the vitality of the population in terms of numerical expansion. The population has been growing - explosively so in recent years. It is a youthful population; that is, there is a very high proportion of people under 15 years of age. The dual facts of rapid increase and a large proportion of youth are indicative of human potentialities, but they also pose knotty problems as to the immediate utilization of the human resources. This is particularly the case in view of the limited economic resources developed at present and the prospect of reduced income from timber available to the Confederated Tribes to be divided as per capita payments. A lower level of living will result unless per capita income can be supplemented.

There are other implications of the Warm Springs population expansion for the future, assuming relatively unchanged economic and physical resources. Greater numbers of children will strain educational facilities. There will be a greater pressure of people on the land and/or much out-migration from the Reservation. With many more new families being established, there will probably be more substandard housing due to doubling up in households or establishing new dwelling units with inadequate resources.

The "bulge" of youth reaching age 21 around 1970 will accentuate the restricted job opportunities unless positive steps will have been taken to expand the employment of enrollees. Even before 1970, problems of juvenile delinquency will have intensified should conditions be left about as they are at present. It is likely that cleavages will be deeper between adolescents and young adults, on one hand, and the older generation, on the other, reflecting lack of understanding and communication between the generations.

In spite of potentialities for improvement, the outlook for Confederated Tribes of the Warm Springs Reservation is a bleak one unless constructive adjustments are initiated soon and carried out in the near future. No matter what measures are undertaken there will be strains, but these can be minimized with an effective program of development which is given the wholehearted support of the majority of residents of the Reservation.

It is realized that, in cases where the rate of population increase is variable, the time periods chosen as the basis for assumed rates of population expansion yield distinctly different projections. Such is the case for the Warm Springs enrolled population. A rate of nearly 5% population increase was approximated in the year 1959, and it was used as the maximum projection. The high projection is based upon the rate of  $4\frac{1}{2}\%$  which is but slightly above the average for the most recent three-year period, 1957 through 1959. The low projection utilizes a  $3\frac{1}{2}\%$  annual rate of increase, which was the equivalent average annual rate of increase over the ten-year period, 1950 through 1959.

There is no way to forecast reliably the future population trend as the interrelations of factors involved are quite intangible. Among them might be included the effects of this total report and other outside factors which may influence the voluntary control of fertility. It would seem most likely that the rate of natural increase in the Warm Springs enrolled population will remain high in the immediate future and then taper off. The medium projection approximates such a pattern.

It involves the assumed annual rates of increase of  $4\frac{1}{2}\%$  for five years, 4% for ten years, and  $3\frac{1}{2}\%$  for five years. This projection represents the single best estimate in the view of the writer. There is the possibility of an upsurge in the birth rate in the last five-year period due to the influx of a larger generation coming into the childbearing ages; but this may be counteracted by other influences.\*

For many of the considerations in decision-making, the most drastic rate of enrolled population expansion of 5% annually over the twenty-year period was used. This maximum projection provides a margin of error on the "safe side" for planning purposes.

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\* Another alternative projection assumes a declining annual rate of population increase for fifteen years and then a modest rise. However, the same enrolled population estimate of 3220 for 1980 results from the assumed annual rates of  $4\frac{1}{2}\%$  for five years, 4% for five years,  $3\frac{1}{2}\%$  for five years, and 4% for five years. This same estimate for 1980 enrolled population is also obtained from the assumption of a constant annual rate of increase of 4% over the twenty-year period.

## Appendix

## METHODS OF ANALYSIS OF POPULATION DATA

The original plan was to apply precise demographic techniques in analyzing the Warm Springs population to summarize trends in the last two decades and to make projections for the next twenty years. Information from Tribal records was categorized in such a way as to make electronic computer runs toward the construction of demographic indices such as age-specific birth and death rates leading to the development of life tables. It was contemplated that life tables would provide summary measures for comparison with other populations and would also be the basis for population projections based upon the "cohort-survival" method.

Such rigorous population analysis did not prove to be practicable owing to the small population involved and to some gaps in the information obtained from official records. Because of the small numbers of deaths and of the population divided into the various age and sex categories, there were many discontinuities in age specific death rates which did not permit the construction of life tables at various time periods.

While the data were complete for enrolled members (with a few exceptions as to age in 1940), there were many gaps regarding non-enrolled persons who were related to enrollees and who therefore formed part of the total population to be analyzed to compare with other populations. The data for non-enrollees as of mid-1959 were relatively complete except for some unknown ages;\* but it was uncertain whether all the non-enrollees for earlier periods were accounted for. Even the relatively few cases of "age unknown" meant that the age-sex composition and age specific death rates could not be accurately determined. In view of the small numbers involved in some of the age categories, even a little variation could markedly shift the determinations.

Even though they are not wholly accurate, the data provide the most complete description known of population trends among the Confederated Tribes of the Warm Springs Reservation. Some comparisons with summary measures of the populations of the State of Oregon and the entire United States have been made to place the summary measures of the Warm Springs population in perspective. A fairly comprehensive picture of population trends from 1940 through 1959 is thus provided.

In view of the inapplicability of refined methods of projecting population trends for the next twenty years, it was deemed worthwhile to employ the method of geometric projection. Various series of estimates were prepared based upon probable annual rates of increase for the enrolled population.

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\* Eleven out of 194 or almost 6% of the non-enrollees in mid-1959 were classified as "age unknown." This represented 0.7% of the total population in mid-1959.

Table A

WARM SPRINGS ENROLLED POPULATION  
PERCENT AGE DISTRIBUTION BY AGE CATEGORIES  
1940 to 1959

<u>Age Range, Years</u>	<u>1940</u>	<u>1945</u>	<u>1950</u>	<u>1955</u>	<u>1959</u>
Under 5	17.2	15.2	21.7	20.7	20.9
5 - 9	10.5	14.4	12.9	18.2	17.8
10 - 14	11.5	9.6	12.0	10.7	13.9
15 - 19	9.8	10.2	8.0	9.9	8.7
20 - 24	8.2	8.2	8.4	6.9	8.1
25 - 29	6.7	7.8	6.8	6.7	5.5
30 - 34	5.0	5.6	6.1	5.3	5.0
35 - 39	4.7	4.6	4.4	5.1	4.8
40 - 44	4.6	3.9	3.4	3.2	3.7
45 - 49	4.5	3.7	3.1	2.8	2.3
50 - 54	2.1	4.0	3.2	2.4	2.5
55 - 59	3.2	1.8	3.1	2.2	1.5
60 - 64	3.3	2.6	1.1	2.3	1.9
65 - 69	3.0	2.7	1.5	0.8	1.5
70 - 74	1.3	2.2	1.6	0.8	0.6
75 and over	<u>4.4</u>	<u>3.5</u>	<u>2.7</u>	<u>2.0</u>	<u>1.3</u>
	100.0	100.0	100.0	100.0	100.0
Total Number	825	895	1,048	1 236	1,425
Number, age unknown	5	0	0	0	0

Table B

WARM SPRINGS TOTAL POPULATION  
(Enrolled plus Non-enrolled)  
PERCENTAGE DISTRIBUTION BY AGE CATEGORIES  
1940 to 1959

<u>Age Range, Years</u>	<u>1940</u>	<u>1945</u>	<u>1950</u>	<u>1955</u>	<u>1959</u>
Under 5	17.2	12.6	18.5	18.2	18.7
5 - 9	11.7	14.9	11.1	15.8	16.0
10 - 14	11.2	11.1	13.0	9.5	12.2
15 - 19	10.3	10.1	9.4	10.9	8.2
20 - 24	8.5	9.1	8.6	8.3	9.4
25 - 29	7.0	8.0	7.9	7.2	6.5
30 - 34	5.2	6.3	6.7	6.3	5.6
35 - 39	5.1	4.7	5.0	5.7	5.8
40 - 44	4.5	4.4	3.8	3.9	4.4
45 - 49	3.9	3.8	3.5	3.2	2.9
50 - 54	2.2	3.5	3.1	2.9	2.8
55 - 59	2.8	1.9	2.8	2.3	2.1
60 - 64	2.8	2.4	1.4	2.2	1.9
65 - 69	2.5	2.3	1.5	1.0	1.4
70 - 74	1.1	1.9	1.4	0.9	0.8
75 and over	<u>4.0</u> 100.0	<u>3.0</u> 100.0	<u>2.3</u> 100.0	<u>1.8</u> 100.0	<u>1.3</u> 100.0
Total Number	1,026	1,088	1,233	1,422	1,608
Number, Age unknown	18	11	11	11	11

Table C

WARM SPRINGS ENROLLED POPULATION  
AGE-SEX DISTRIBUTION AS OF JULY 1, 1959

<u>Age Range, Years</u>	<u>Number of Persons</u>			<u>Percentage of Total Enrolled Population</u>	
	<u>Males and Females</u>	<u>Males</u>	<u>Females</u>	<u>Males</u>	<u>Females</u>
Under 1	66	34	32	2.4	2.2
1 - 4	232	117	115	8.2	8.1
5 - 9	253	113	140	7.9	9.8
10 - 14	197	102	95	7.1	6.7
15 - 19	124	56	68	4.0	4.8
20 - 24	115	56	59	4.0	4.1
25 - 29	79	35	44	2.4	3.1
30 - 34	72	29	43	2.0	3.0
35 - 39	68	33	35	2.3	2.5
40 - 44	53	24	29	1.7	2.0
45 - 49	33	15	18	1.0	1.3
50 - 54	35	17	18	1.2	1.3
55 - 59	22	9	13	0.6	0.9
60 - 64	27	10	17	0.7	1.2
65 - 69	21	8	13	0.6	0.9
70 - 74	9	3	6	0.2	0.4
75 and over	19	5	14	0.4	1.0
Total	1,425	666	759	46.7	53.3

Table D

WARM SPRINGS ENROLLED POPULATION ON RESERVATION AND OFF RESERVATION  
AGE-SEX DISTRIBUTION AS OF JULY 1, 1959

<u>Age Range, Years</u>	Number of Persons On Reservation:			Number of Persons Off Reservation:		
	<u>Males and Females</u>	<u>Males</u>	<u>Females</u>	<u>Males and Females</u>	<u>Males</u>	<u>Females</u>
Under 1	58	28	30	8	6	2
1 - 4	192	100	92	40	17	23
5 - 9	211	96	115	41	16	25
10 - 14	165	86	79	32	16	16
15 - 19	101	47	54	23	9	14
20 - 24	86	41	45	29	15	14
25 - 29	58	27	31	21	8	13
30 - 34	54	23	31	18	6	12
35 - 39	54	28	26	14	5	9
40 - 44	40	19	21	13	5	8
45 - 49	25	12	13	8	3	5
50 - 54	27	15	12	8	2	6
55 - 59	19	8	11	3	1	2
60 - 64	20	8	12	7	2	5
65 - 69	17	5	12	4	3	1
70 - 74	8	3	5	1	0	1
75 and over	16	3	13	3	2	1
Total	1,151	549	602	273	116	157

Table E

WARM SPRINGS TOTAL POPULATION  
(Enrolled plus Non-enrolled)  
AGE-SEX DISTRIBUTION AS OF JULY 1, 1959

<u>Age Range, Years</u>	<u>Number of Persons</u>			<u>Percentage of Total Enrolled and Non-Enrolled Population</u>	
	<u>Males and Females</u>	<u>Males</u>	<u>Females</u>	<u>Males</u>	<u>Females</u>
Under 1	67	35	32	2.2	2.0
1 - 4	233	118	115	7.3	7.2
5 - 9	257	115	142	7.1	8.8
10 - 14	197	102	95	6.3	5.9
15 - 19	132	57	75	3.5	4.7
20 - 24	152	77	75	4.8	4.7
25 - 29	104	47	57	3.0	3.5
30 - 34	90	44	46	2.7	2.9
35 - 39	94	49	45	3.1	2.8
40 - 44	71	32	39	2.0	2.4
45 - 49	46	26	20	1.6	1.2
50 - 54	45	24	21	1.5	1.3
55 - 59	33	18	15	1.1	0.9
60 - 64	31	14	17	0.9	1.1
65 - 69	22	9	13	0.6	0.8
70 - 74	13	6	7	0.4	0.4
75 and over	21	7	14	0.4	0.9
Total	1,608	780	828	48.5	51.5
Age Unknown	11	7	4		

**WELFARE REPORT**

by

**Henry Zentner, Ph.D.  
Research Associate**

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## WELFARE REPORT

by Henry Zentner, Ph.D.

## CHAPTER I INTRODUCTION

In undertaking an examination of welfare conditions on the Reservation, the College had little specific guidance from the Memorandum of Understanding between the Confederated Tribes of the Warm Springs Reservation and the State of Oregon. The responsibilities of the College, as described on page 2 of this Memorandum are given as follows, "To determine the health and welfare problems of the tribal members, and to pinpoint the steps which might be taken in cooperation with the Public Health Service to improve the health and welfare." The language employed in this description strongly suggests that the welfare problems and the conditions which are recognized are those which overlap immediately with the health field. Upon closer examination of the situation, however, the College found that a much broader concept of welfare necessarily had to be employed, and that while there were welfare conditions which overlapped immediately with the health field there are numerous others in which the relationship is not immediately evident. Accordingly, it was decided that a specific and separate inquiry was necessary and that a special report on welfare problems was wanted.

The further inquiry into education, health and other aspects of the Warm Springs community progressed, the more obvious it became to members of the survey team that the Warm Springs community is plagued by numerous and sundry social problems. It should be noted at the outset that there are a number of competing vocabularies among experts which can be employed in the description and analysis of socially undesirable conditions in a community. There are some who favor the concept of social disorganization as the key element in the perspective which is brought to bear upon existing conditions. There are others who prefer concepts such as social change or cultural change. Finally, there are still others who prefer the concept of social problems as the central feature of the frame of reference employed; and it is the latter which has been preferred by the author of this report. Perhaps a word of explanation is in order.

Ordinarily, a social problem is technically defined as a state of affairs which a segment of a community, whether large or small, regards as a departure from what is believed to be desirable by members of that segment. Consequently, at any given time, there are numerous segments in any given community who, as they look about them, find social conditions which are not to their liking and which they feel and believe are in need of change and improvement in the direction of more desirable standards. All this implies that there is seldom, if ever, agreement among the members of different segments of the community as to what the social problems are and which are most serious and which require priority in any action program designed to ameliorate or to improve the undesirable state of affairs. Such would appear to be the case, in particular, with the Warm Springs community at the present time.

As is noted in considerably greater detail elsewhere in the series of

reports which the College is submitting to the Tribal Council, the culture of the Warm Springs community has undergone rapid and profound change in the past 100 years. Similarly, its social organization has undergone profound change. There has been a transition from conditions in which social standards and social controls were so thoroughly inculcated in all members of the society that they were practically self-enforcing. That is to say, there were few alternative choices available to the individual member of the society, and consequently, his behavior tended to conform to what was commonly accepted as desirable.

The changes which have occurred, however, during the past 100 years have destroyed this traditional harmony in the Warm Springs community. As a result of contact with non-Indian people, and as a result of extensive changes in their own culture and social organization, the members of the Warm Springs community today have a great variety of alternative behavior patterns and alternative standards of behavior from which to choose. Such control as exists is enforced largely through the police and the courts, rather than through the family as was traditionally the case. There are many vestiges which remain today of this traditional familistic system in which the individual looked to members of his family for both physical and psychological security and for social and economic guidance. Yet, weakened family ties which have resulted from cultural and social change has resulted in a situation in which the familistic traditions which survive compete with more modern methods of control such as the police and the courts. The ensuing conflict between the traditional and the modern, therefore, imply that neither works with maximum effectiveness or efficiency.

At the present time the individual, if he is oppressed by members of his family, can appeal to the police and the courts. Alternately, if he feels himself aggrieved by the police and the courts he can appeal to family sentiments and denounce and degrade the dignity of the police and the courts. This, together with the availability of numerous alternative behavioral standards and practices, implies that there are a few generally agreed upon, and generally accepted standards of behavior. There are, moreover, few organized groups who interests are sufficiently clear to enlist the active loyalty of their membership in the direction of obtaining acceptance of their standards and values by other persons in the community. The result is that the individual member of the community, whether old or young, rich or poor, male or female, is essentially without consistent standards to which he can refer his behavior, and without social and moral supports from a clear-cut and consistent body of other persons. There are, of course, individual exceptions to this generalization, but the scope and magnitude of the total problems which are discussed in the present report leave little doubt that the foregoing statement accurately describes the state of affairs affecting a large portion of the population.

It is noteworthy, also, that all communities have their quota of social problems; and in modern industrial societies the membership of all communities is divided and in a degree of conflict concerning desirable social standards and desirable conduct. If conditions in the Warm Springs community are more severe than is the case in other communities - and this seems to be the case - it is in part explained by the peculiar cultural, racial, geographic, and occupational conditions, as well as political conditions which prevail.

In the average or typical American community, persons who deviate markedly from accepted standards of behavior and conduct are commonly handled in one of two ways. Either they are expelled from the community through numerous formal and informal pressures, or they are localized with others of their kind in some segregated part of the existing community. In a large city such as Boston, the so-called skidrow area is essentially one that is recognized as a place for persons to occupy who are regarded as deviants in their behavior by other members of the community. There they are more or less free to pursue their own standards of conduct and to behave more or less as they choose and are limited only by the principle of general law and order. So long as they are segregated from more "respectable" members of the community and confine themselves to the segregated area in which they are permitted to live, they are free to form an isolated and segregated sub-community within the larger containing community.

Such sub-communities are tolerated largely because they serve as a "dumping ground" for deviant persons in the larger containing community. In brief, it is one way of dealing with deviants which is devoid of violence and extreme complications, on the one hand, and undesirable contamination and subversion of behavioral standards accepted generally in the larger containing community, on the other.

The peculiar conditions which exist in the Indian community, however, have at no time made such a convenient arrangement possible. Membership in the Tribes has meant not only legal rights to reside on the reservation, but it has also qualified the individual for equal participation in per capita payments or other benefits which have been extended, in general, to members of the Indian race. If an individual's behavior is deviant, therefore, the more responsible members of the community have not been free to create informal pressures such as might induce the individual to leave the larger community. And by the same token, it has proven impossible to segregate such persons within the community. Again, the bonds of race and kinship have, probably throughout the period of reservation status, operated to produce a sense of collective unity and collective resistance to political and judicial authority which was imposed from without the community. The deviant, therefore, has been tolerated not because his behavior was admired but because he was a similarly oppressed fellow-Indian and fellow-victim of the non-Indians' arbitrary and capricious powers of control.

While these attitudes have undoubtedly served to maintain some sense of unity and collective identity among members of the Indian community, the net effect in the long run appears not to have been an unmitigated blessing. Since the deviant could not be expelled from the community and could not be effectively segregated within the community, there was no other alternative but to absorb him and his standards of conduct; and this necessity has worked a profound effect on the consistency and the uniformity of agreed upon standards of behavior within the Indian community.

In the long run it appears to have compromised all standards of behavior and conduct. There are few, if any, absolute standards which can be pointed to at the present time. On the contrary, it would appear that all behavior is regarded in relative terms, that is to say, in each case the peculiar and

individual circumstances which impinge upon the individual concerned are taken into account and customarily employed as a basis for explaining away his deviant behavior in a manner which absolves the individual of guilt or a sense of wrong-doing - a practice which leaves the individual essentially free to do as impulse and fancy and situational circumstances seem to warrant, without fear of compromising his respect or dignity or status in the eyes of other persons.

If the individual becomes an alcoholic and neglects his duty, if he loses his job because of irresponsible behavior, if he neglects his children or divorces his wife, or refuses to support his relatives, or "beefs" another person's cattle, or what have you, his behavior may be regarded as annoying but seldom, if ever, invokes moral condemnation in any effective degree. Yet, when speaking privately and in confidence, particularly to non-Indians, many members of the community do appear to recognize that the situation in the Reservation community has reached serious proportions; and that divorce and illegitimacy, alcoholism, parental irresponsibility, child neglect and other serious forms of social deviance cannot long be left unattended by the more responsible members of the community, if the integrity of the Indian community as a social unit is to be maintained. It is from this latter perspective, therefore, that the present survey of social problems in the Indian community has been undertaken.

#### The Scope and Character of the Investigation

The scope of the investigation of social problems in the Indian community was greatly restricted by the absence of appropriate records and lack of scholarly studies from which historic trends might be inferred. In consequence, the study had to rely on records and statistical information which pertain to the immediate situation. Nevertheless, data available in secondary sources was supplemented by interviews taken both with members of the Warm Springs community and officials of both the Tribal Government and the Bureau of Indian Affairs. The report, therefore, is to be regarded as essentially a survey rather than an exhaustive analysis of existing social problems on the Reservation. Although limited in scope, this measure of inquiry does permit the formulation of a number of action alternatives in the immediate future. As will be evident in the succeeding chapters of this report, there remains a very great deal of further research to be done in order to obtain an adequate working picture of the historical past and to provide a basis for evaluation of current and prospective action programs.

#### The Organization of the Report

The report consists of nine chapters. Chapter II is concerned with financial assistance both tribal and public. Chapter III discusses child welfare in connection with such issues as illegitimacies, adoptions, and the programming of minors' funds. Chapter IV analyzes family welfare problems and discusses divorce, broken homes, alcoholism and a number of related issues. Chapter V is concerned with juvenile delinquency and discusses such issues as truancy, crimes against persons, and other forms of delinquent behavior.

Chapter VI is concerned with adult crime, while Chapter VII is concerned with law enforcement and the judicial process. Chapter VIII discusses social welfare organization and Chapter IX provides a summary of the report and enumerates the recommendations which emerge from the study.

#### Acknowledgments

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## CHAPTER II

## FINANCIAL ASSISTANCE

The existence of persons in need of financial assistance is undoubtedly the least important of existing social problems in the Indian community, particularly in recent years. Undoubtedly, the relatively youthful character of the population, combined with high levels of per capita payments, underlie and explain the fact that there are at present very few persons who are in need of financial assistance. Nevertheless, the present chapter reviews financial assistance extended both by public and by Tribal agencies during the past five years.

## Public Assistance

At the present time there are only two reported cases in receipt of public assistance. Both of these are confined in nursing homes. It is reported that the number of enrolled members receiving public assistance has been slightly higher in the past but has averaged fewer than ten cases per year in the period under review. Moreover, in nearly all of the instances the persons receiving public assistance have been institutionalized in nursing homes or other similar establishments.

## Tribal Assistance

Table 1 shows Tribal disbursements of grocery orders to indigent members by calendar year and amount during the period 1955-60, inclusive. The Table shows that while the total amount of money disbursed in this form has fluctuated slightly from year to year and from month to month, it has, on the whole, averaged less than a thousand dollars per year.

Table 2 classifies the disbursement of grocery orders to indigent Tribal members during the same period, by sex and social status. The Table shows that only 11 percent of the recipients were male, while 89 percent were female. The largest category of recipients has been married females, followed closely by widowed females and divorced females. The Table shows, too, that the widowed females and the divorced females, more frequently than married females, received assistance more than once during the period under review.

Table 3 shows Tribal disbursements of fuel orders to indigent members during the calendar years 1956 to 1960 by age, sex, and marital status of the recipient. Here again the number of males who received fuel orders is a very small proportion of the whole in the case of both those under 50 years of age and those over 50 years of age. Also, Table 3 shows that widowed females were, by and large, the largest category of recipients, followed by married females, and divorced females, in that order. The estimated dollar value of all fuel orders disbursed is shown as approximately \$6,850.00.

TABLE I

Tribal disbursements of grocery orders to indigent members during the period 1955-60 inclusive, by month, year, and amount\*

<u>Month</u>	<u>Year and Amount of Assistance</u>						<u>Total</u>
	<u>1955</u>	<u>1956</u>	<u>1957</u>	<u>1958</u>	<u>1959</u>	<u>1960</u>	
July	\$290.00	\$ 50.00	\$ 0.00	\$119.70	\$100.00	\$ 0.00	\$ 559.70
August	0	0	60.00	100.00	180.00	0	340.00
September	0	300.00	50.00	240.00	110.00	0	700.00
October	310.00	0	220.00	200.00	80.00	0	810.00
November	0	180.00	440.00	270.00	230.00	0	1120.00
December	220.00	10.00	0	0	0	0	230.00
January	0	0	10.00	40.00	20.00	60.00	130.00
February	0	120.00	39.97	0	120.00	40.00	319.97
March	0	0	80.00	40.00	40.00	0	160.00
April	0	0	0	20.00	0	40.00	60.00
May	0	40.00	0	170.00	40.00	70.00	320.00
June	0	0	20.00	190.00	60.00	60.00	330.00
<b>Totals</b>	<b>\$820.00</b>	<b>\$700.00</b>	<b>\$919.97</b>	<b>\$1389.70</b>	<b>\$980.00</b>	<b>\$270.00</b>	<b>\$5079.67</b>

\*Data provided by Lloyd Smith, Tribal accounting staff

TABLE II

Tribal disbursements of grocery orders to indigent members during the period 1955-60, by sex and marital status\*

Sex and Marital Status	Number Receiving Assistance		Number of Times Received		Amount Received	
	No.	%	No.	%	Amount	%
Married						
Female	26	41	42	25	\$1559.67	31
Male	4	6	5	3	330.00	6
Widowed						
Female	21	33	77	46	1770.00	35
Male	1	2	2	1	40.00	1
Divorced						
Female	7	11	35	21	1110.00	22
Male	0	0	0	0	0	0
Single						
Female	2	3	5	3	230.00	4
Male	2	3	2	1	40.00	1
Totals						
Male	7	11	9	5	410.00	8
Female	56	88	159	95	4669.67	92

\*Data provided by Lloyd Smith, Tribal accounting staff

TABLE III

Tribal disbursements of fuel orders to indigent members during the calendar years 1956-60, by age, sex and marital status of recipients\*

Sex and Marital Status	1956 N=38		1957 N=41		1958 N=43		1959 N=45		1960 N=47		5 years total** N=214	
	No.	%	No.	%								
50 YEARS OF AGE AND UNDER												
Married, Female	--	--	3	8	1	2	6	13	4	9	14	7.0
Married, Male	--	--	--	--	--	--	1	2	--	--	1	.05
Widowed, Female	4	11	5	12	5	12	5	11	7	15	26	12.0
Widowed, Male	--	--	--	--	--	--	--	--	--	--	--	--
Divorced, Female	1	3	--	--	--	--	1	2	1	2	3	1.5
Divorced, Male	--	--	--	--	--	--	--	--	--	--	--	--
Single, Female	1	3	--	--	1	2	2	4	1	2	5	2.0
Single, Male	--	--	--	--	--	--	--	--	--	--	--	--
51 YEARS OF AGE AND OVER												
Married, Female	4	11	6	15	5	12	5	11	5	11	25	11.0
Married, Male	--	--	4	10	4	9	4	9	6	13	18	9.0
Widowed, Female	24	63	20	49	24	56	19	42	19	40	106	50.0
Widowed, Male	2	5	1	2	2	5	--	--	2	4	7	3.0
Divorced, Female	2	5	2	5	1	2	2	4	2	4	9	4.0
Divorced, Male	--	--	--	--	--	--	--	--	--	--	--	--
Single, Female	--	--	--	--	--	--	--	--	--	--	--	--
Single, Male	--	--	--	--	--	--	--	--	--	--	--	--

\* Data provided by the Tribal vital statistics clerk

\*\*Estimated dollar value = \$6,850.00

The yearly average, therefore, is approximately \$1,370.00.

In addition to fuel and grocery order disbursements, Tribal assistance has been rendered to a number of persons in the form of cottages which have been constructed, repaired, and maintained for older persons. Informed persons report that approximately \$10,000.00 has been expended in this form during the past ten years. In other words, expenditures have averaged approximately \$1,000.00 per year. Taking all forms of tribal assistance into account, therefore, suggests that the average amount expended annually in the form of assistance to indigent members is somewhat less than \$3,500.00 per year. In view of the small number of indigent persons who have applied for assistance, and the small amount of money disbursed annually in the form of assistance it would appear that as long as per capita payments continue at their present level financial assistance will rank very low in the scale of importance so far as social problems are concerned.

#### Unmet Needs in Financial Assistance

As noted in the foregoing paragraph, there is no evidence of any major unmet need so far as direct financial assistance is concerned. Such need as is apparent appears in the form of inadequate housing and other modern domestic amenities which affect a sizable number of older persons in the Indian community. The indicated action, therefore, revolves around programs for improved housing conditions generally and for programs of institutional care for the aged and enfeebled. The exact number of persons who require, or who would be willing to accept, institutional care arrangements is not precisely known and constitutes one of the considerations on which further research would appear to be indicated.

#### Summary

The limited number of persons who are in need of financial assistance, whether public or Tribal, at the present time suggests that financial assistance occupies a very inferior position on the scale of importance on which social problems may be ranked. Tribal disbursements of assistance in the form of grocery orders, fuel orders, and housing for needy persons have averaged less than \$3,500.00 per year during the past five years. These conditions are likely to continue so long as per capita payments remain at their present level.

No major unmet needs in the form of direct financial assistance appear to exist at the present time. Such action programs as are called for appear to involve improved housing conditions generally on the Reservation and the institutional care of older, enfeebled persons. The precise number of such persons who require, or who would be willing to accept, institutional care is not known. This is one of the considerations on which specific inquiry will be required in order to provide a basis for planning and programs.

## CHAPTER III

## FAMILY LIFE AND WELFARE

It is an oft repeated truism that the family is the keystone of organized social living, and that the quality and character of family life is a reliable index to the moral state of community and society. To the extent that social problems exist respecting family life and family welfare, the entire community is directly or indirectly affected. The present chapter briefly examines some of the more important of the existing social problems which have a direct bearing on family life and family welfare. It concerns itself with such problems as broken homes, divorce, alcoholism, and child neglect.

## Broken Homes

The concept of a broken home derives from a view of family life and home conditions from the perspective of the child and his emotional needs. Since the typical home involves children, as well as adults, the incidence of broken homes, whether by reason of death, separation or divorce or other reason, provides a clue to the adequacy of conditions in the home as these affect children. The actual number of broken homes which exists in the Warm Springs community are not known. Reliable informants and impressionistic evidence of several kinds, however, suggests that the incidence of broken homes is extraordinarily high by comparison with other communities. Neither is it precisely known which of the several potential causes of broken homes is most frequently operative among members of the Indian community. It is probable, however, that divorce ranks highest as the cause of broken homes followed closely by death and separation.

The consequences of a high proportion of broken homes in the Indian community impinge directly on the children involved and although no precise measure of the impact, emotional and otherwise, on the children involved is in existence, it can be safely assumed that a large proportion of the children in the Warm Springs community lack what might be described as the benefits of a normal family life. It is scarcely surprising, therefore, to find that a disproportionately high percentage of teenage children in the Indian community come to the attention of juvenile authorities. Even those who do not come into direct conflict with the law, in many cases, give evidence of anti-social attitudes and reluctance to conform to established standards of conduct in the school, in the home and in the community at large. These issues are discussed at greater length in Chapter V.

## Marriage and Divorce Rates

Table 4 shows the number of marriages and divorces by year for the period 1956 through 1959, inclusive. The Table shows that there were a total of 123 marriages as opposed to 31 divorces during the period under review.

TABLE IV

Number of marriages and divorces during the period 1956-1959, by fiscal year\*

	<u>1956</u>	<u>1957</u>	<u>1958</u>	<u>1959</u>	<u>Total</u>
Marriages	28	35	25	35	123
Divorces	12	6	7	6	31

\*Data provided by the vital statistics clerk and the Tribal Court.

TABLE V

Average duration of marriages and range of variation in duration of marriages during the period 1956-1959, by fiscal year\*

<u>1956</u>		<u>1957</u>		<u>1958</u>		<u>1959</u>	
Average Duration (Years)	Range (Years)	Average Duration (Years)	Range (Years)	Average Duration (Years)	Range (Years)	Average Duration (Years)	Range (Years)
3.8	1-9	4.3	1-10	5.1	2-9	4.0	0-5

\* Data provided by the Tribal Court

On the average, therefore, there was one divorce for each four marriages. It is impossible to say whether this is a normal picture of marriage and divorce rates in the Indian community. It is impossible to make meaningful comparisons between the Warm Springs population and others in this respect because of differences in age and sex composition. It is nevertheless noteworthy that a ratio of one divorce to every four marriages obtained in the United States as a whole only for a short period of time following World War II concerning which statisticians spoke of a so-called catching up period in divorces which had been delayed during the war years.

Table 5 shows the average duration of marriages which ended in divorce during the period 1956-1959 inclusive. The Table shows also the range of variation in the duration of marriages by year. Data reported in the Table show that on an over-all average, the duration of marriages ending in divorce was approximately 4.5 years. In no case was the duration of the marriage longer than ten years. This finding corresponds closely with divorce data for the larger American society, in which it is clear that the first five years of marriage on the average are decisive as concerns the ultimate success of the marriage arrangement.

These findings concerning marriage and divorce rates, while provisional and tentative, strongly suggest that family case work and marriage counseling programs are called for. The emergence of marriage counseling as a specialized profession has occurred only recently. Nevertheless, the degree to which the services of a marriage counselor are in demand in the American society as a whole leaves little doubt that the marriage counselor can frequently employ his specialized knowledge and training to iron out difficulties and to improve communication and understanding between husbands and wives, with resulting improvements in mutual adjustments. It would appear desirable, therefore, that the Tribal Council undertake to secure a marriage counselor on a part-time basis in order to make such professional services locally available. If such a position were created and the domestic relations section of the Tribal Court undertook to give full cooperation, it is conceivable that the divorce rate could be reduced and, correspondingly, the deleterious effects upon children would be presumably reduced. Moreover, even in cases of marital conflict which may only point incipiently to ultimate divorce, the services of a marriage counselor would undoubtedly contribute much to domestic harmony and to the general psychological and social welfare of the children involved in such cases.

#### Alcoholism

Table 6 provides data which on the basis of an extremely conservative estimate describes the extent of alcoholism as a social problem in the Reservation community. The Table sets forth three degrees of severity of addiction to alcohol. In numerical order, the first degree of severity implies periodic drinking sprees of several days duration in which the individual involved abandons his job and indulges himself in alcoholic consumption. The second degree of severity implies a more or less continuous and unintermittent indulgence in alcohol. It implies also lack of proper functioning in the occupational, in the family, and in the community or citizen roles which the

TABLE VI

Estimated incidence of problematic usage of alcohol at present, by age, by degree of family involvement and by degree of severity

Degree of Family Involvement and Age	#1		Degree of Alcoholism**				Total	
	No.	%	#2 No.	%	#3 No.	%	No.	% of N (150)
<b>Both Husband and Wife</b>								
21-30	19	20	9	20	1	12.5	29	19.3
31-55	15	16	7	15	2	25.0	24	16.0
56 plus	0	0	2	4	0	0	2	1.3
<b>Husband only</b>								
21-30	15	16	1	2	0	0	16	10.7
31-55	24	25	4	9	1	12.5	29	19.3
56 plus	2	2	1	2	0	0	3	2.0
<b>Wife only</b>								
21-30	2	2	0	0	0	0	2	1.3
31-55	0	0	1	2	0	0	1	0.7
56 plus	0	0	0	0	0	0	0	0
<b>Male, Divorced, Separated, Widower</b>								
21-30	1	1	1	2	0	0	2	1.3
31-55	1	1	3	7	1	12.5	5	3.3
56 plus	0	0	0	0	0	0	0	0
<b>Female, Divorced, Separated, Widowed</b>								
21-30	2	2	4	9	0	0	6	4.0
31-55	7	7	3	7	1	12.5	11	7.3
56 plus	0	0	0	0	0	0	0	0
<b>Male, Single, Adult</b>								
21-30	1	1	2	4	0	0	3	2.0
31-55	6	6	6	13	0	0	12	8.0
56 plus	0	0	0	0	0	0	0	0
<b>Female, Single Adult</b>								
21-30	1	1	2	4	1	12.5	4	2.7
31-55	0	0	0	0	1	12.5	1	.7
56 plus	0	0	0	0	0	0	0	0
<b>Totals</b>	<b>96</b>	<b>100.0</b>	<b>46</b>	<b>100.0</b>	<b>8</b>	<b>100.0</b>	<b>150</b>	<b>100.0</b>

\* Degree #1: Periodic drinking sprees of several days duration  
 Degree #2: Unintermittent use of alcohol  
 Degree #3: Chronic alcoholism

individual concerned plays. The third degree of severity implies chronic alcoholism and the symptoms commonly associated therewith such as malnutrition, delirium tremens and others. Individuals addicted to alcohol in one or another of these three degrees of severity are classified in terms of family situation and age.

The Table shows that the total estimated population of 150 adult persons are problematically addicted to the use of alcohol in one degree of severity or another. The data presented in Table 6 show that there are an estimated 55 cases where both husband and wife are problematically addicted to the use of alcohol. Of these, 29 cases or 19.3 percent of the total involved were 21 to 30 years of age, 24 cases or a total of 16.0 percent were between the ages of 31 and 55, while two cases or 1.3 percent of the total involved were 56 years of age or older. Again, 34 cases or 36 percent of the total were estimated to be involved in the use of alcohol in the first degree of severity; 18 cases or 39 percent of the total involved were regarded as belonging in the second degree of severity; and 3 cases or 15 percent of the total population involved were estimated as belonging in the third degree of severity.

Cases in which the husband only is problematically involved in the use of alcohol amounted to 48, or 31 percent of the total population of 150 persons involved. Of these, 16 persons or 10.7 percent of the total population were between the ages of 21 and 30 years, 29 persons or 19.3 percent of the total population involved were between the ages of 31 and 55 years, while 3 persons or 2.0 percent of the total population involved were 56 years of age or older. Of this subpopulation, 41 persons or 43 percent of the total population were estimated as belonging in the first degree of severity, 6 persons in the second degree of severity, and one person in the third degree of severity.

Cases involving the wife only numbered three persons or 2 percent of the total population of 150 persons involved in the comparison. Of these, two cases were between the ages of 21 and 30 years, one case between the ages of 31 and 55, and no cases among those 56 years of age or older. Of this subpopulation, 2 persons were classified in the first degree category, 1 person in the second degree category, while none appeared in the third degree category.

Cases involving divorced, separated, or widowed males numbered 7 persons or 4.6 percent of the total population involved in the comparison. Of these cases, 2 persons were between the ages 21 and 30 years, 5 between the ages 31 and 55 years, and none age 56 years or older. Alternately, among divorced, separated, or widowed females there was a total of 17 persons or 11.3 percent of the total number of cases involved in the comparison. Of these, 6 persons were between the ages of 21 and 30 years, 11 persons between the ages 31 and 55 years, while none appeared in the category 56 years or older.

The Table shows also that among divorced, separated, and widowed males 2 cases were classified in the first degree of severity, 4 cases in the second degree of severity, and 1 case in the third degree of severity. Among divorced, separated, and widowed females there was a total of 9 cases in

the first degree of severity category, 7 in the second degree of severity, and 1 in the third degree of severity.

Among single adult males, there was a total of 15 cases or 10 percent of the total population involved in the comparison. Of these, 3 cases were between the ages 21 and 30 years, 12 between the ages 31 and 55, while none appeared in the category 56 years of age and older. Among female single adults there was a total of 5 cases or 3.4 percent of the total population involved. Of these, 4 persons were between the ages of 21 and 30 years, 1 between the ages of 31 and 55 years, and none in the age category 56 years and older.

Among the single adult males there were 7 cases classified in the first degree of severity, 8 in the second degree of severity, and none in the third. Among female single adults 1 case was classified in the first degree of severity, 2 cases in the second degree of severity, and 2 cases in the third degree of severity. Reading the totals across the bottom of the Table, therefore, shows that a total of 96 persons was involved in the first degree of severity, 46 in the case of the second degree of severity, and 8 in the third degree of severity.

Reading down the columns, Table 6 shows that a total of 34 cases or 36 percent of those involved in the first degree of severity were cases in which both husband and wife were problematically involved in the use of alcohol. The "husbands only" category shows that 41 cases or 43 percent of those involved in the first degree of severity were cases in which the husband only was problematically involved. The "wife only" category shows that there were 2 cases, or 2 percent of those classified in the first degree of severity category, where the wife only was problematically involved in the use of alcohol. None of the other categories involve a large number of cases.

Turning to the second degree of severity column, the Table shows that a total of 18 cases or 39 percent of those involved in the second degree of severity, were instances in which both husband and wife were problematically involved. The number falling into the "husband only" category was considerably smaller, and the number falling into the "wife only" category was smaller still. Cumulatively, therefore, a total of 46 persons were classified into the second degree of severity category. In the case of the third degree of severity category, a total of only 8 persons was involved.

Of particular interest in this context is the large number of cases involving both husband and wife who are addicted in one degree or another of severity to the use of alcohol. Equally important, however, are the large number of cases in which the husband alone is involved problematically in the use of alcohol. The number of cases involving the wife only is small, but nevertheless adds its contribution to the total picture. Among divorced, separated and widowed persons it is highly probable that in many instances, at least, the female portion of this subpopulation will have children in their custody, and thus subject them to the abuses which excessive use of alcohol entails in the home. Adding together only those cases where either the husband or the wife or both are problematically involved in the use of alcohol gives an impressive total of 106 families in which there is problematic use

of alcohol in one degree or another. The exact number of children involved in these 106 cases is not available. Nevertheless, in view of the fact that this constitutes a sizable proportion of the families living on the Reservation, the number of children involved must be correspondingly large. The implications of these conditions for child neglect cannot be underestimated.

But apart from the implications of such widespread incidence of problematic use of alcohol, such a state of affairs has other social problem implications which require review. It is common knowledge that alcohol has served at various times and in all places as a soothing balm for psychological stress and tension. Given the state of affairs which prevails in the Warm Springs community generally, the widespread incidence of problematic use of alcohol would suggest that alcohol users are responding to psychological stress which arises from the profound changes which the culture of the Indian community has undergone and from the present confused and demoralizing image which these people have of the present and the future of the Reservation. Beyond the fact of their inclination to the problematic use of alcohol, little is known about the persons described in Table 6. Their educational, economic, and social status is unknown. Neither is there anything known about their Tribal, familial, religious or social affiliations.

All this would seem to imply a pressing need for two kinds of action programs. The first and more long-term program would involve training for the children in the schools in the uses and abuses of alcohol consumption. Secondly, a more specific and detailed research would seem to be required in order to establish a basis for action in planning and in education among adult persons problematically addicted to the use of alcohol.

It would be desirable, therefore, for the Tribal Council to instruct its representatives on the school boards to press for a policy decision in favor of a course on alcoholism which would be taught in the schools. Second, it would be desirable for the Tribal Council to petition one or another of the foundations or agencies such as the National Institute of Mental Health for assistance with which to study further the problem of alcohol consumption among members of the Warm Springs community.

Or, as an interim measure, the Council should take steps to make maximum use of the services of the Oregon State Alcohol Education Committee. This agency could, for example, be of great aid in organizing a branch of Alcoholics Anonymous on the Reservation. There is considerable impressionistic evidence to suggest that there are a considerable number of persons living on the Reservation who have at one time been seriously addicted to the problematic use of alcohol, but who have since abandoned it. Such persons would presumably provide a nucleus around which a local chapter of Alcoholics Anonymous could be organized. But, it is likely that in undertaking such a program, the services of a specialist in the community organization would be necessary.

The services of a professional community organizer are not required for reasons of widespread problematic use of alcohol alone. As was mentioned in the introductory chapter of this report, there are few organized groups, whether fraternal, service, or other, in the Warm Springs community. Yet in

the typical American community, it is the existence of such groups, and the programs and activities which they engage in, that establish standards of behavior and communication channels whose net effect is to integrate the community and to bring about wider degrees of consensus concerning both desirable and undesirable behavior. Moreover, the relative isolation and lack of contact between many persons on the Reservation and persons in nearby communities such as Madras, Metolius, and others, deprives members of the Indian community of an opportunity to become familiar with the methods by which community integration is achieved in non-Indian communities. All this does not imply that there is any suggestion or need for the Indian community to become a mirror image of its neighboring non-Indian communities. On the contrary, what is implied is that the Indian community at present is in dire need of an opportunity to observe and to borrow techniques which can be employed in a manner which is consistent with the traditions of the Indian community when applied to local conditions on the Reservation. In this respect the services of a specialist in the community organization would be of great value, not only in serving as a stimulus and as a counselor for potential service or fraternal groupings in the Warm Springs community, but also as a liaison person with similar groups in other nearby communities. Anything that can be done to increase contacts and communication between Indian and non-Indian people would be desirable. The problematic user of alcohol is typically a person that is poorly integrated with other persons and groups; and to the extent that a program of community group organization could be instituted and proven successful there is every likelihood that the incidence of problematic use of alcohol would decline.

#### Summary

The incidence of broken homes on the Reservation is extremely high although the exact number is unknown. Neither is it known precisely what proportion of homes are broken through death, separation, divorce or other causes nor how many children are involved in each case. Further, specific research is indicated in order to determine these facts.

The ratio of divorces to marriages in recent years is extremely high. Whether this represents a temporary state of affairs, or whether it represents a historic trend is not clear from available information. It is highly probable, however, that the ratio of divorces to marriages will increase in the future. The average length of duration of marriages which have ended in divorce in recent years is approximately 4 1/2 years. This finding accords closely with the situation in the larger American society wherein it is well-known that the first five years of marriage are commonly decisive from the standpoint of the continuing success of the marital relationship.

The current high proportion of divorces to marriages strongly suggests the need for the services of a marriage counseling specialist. Such a specialist by taking early action to bring about better communication and improved understanding in cases of marital discord could in all probability do much to prevent existing marriages from deteriorating to the point where divorce appears to be the only alternative. It would therefore appear desirable that the Council take action to secure the services of a specialist in

marriage counseling on a part-time basis. It is altogether conceivable that a person of such professional background and training could be contacted in the city of Portland and be engaged to provide services one or more days per week to persons living on the Reservation. Moreover, it would be desirable that the domestic relations section of the Tribal Court work in fullest cooperation with such a professional persons, by referring to him cases which come to its attention. A similar consideration extends to the Tribal police force.

There is evidence to suggest that the incidence of problematic use of alcohol is extremely high in the Reservation community. Conservative estimates by properly qualified persons indicate that there are more than 100 families in the Reservation community in which either the husband or the wife or both are problematically addicted to the use of alcohol. Although the precise number of children involved is unknown and calls for further research, the implications of such a high incidence of problematic use of alcohol for child neglect is difficult to overestimate.

Alcohol in all times and in all places has been regarded as a soothing balm to relieve psychological stress and tension. There is every reason to suppose that the use of alcohol in the case of the Indian community rests on a similar causal basis. Little is known about the educational, economic and social status of individuals problematically addicted to the use of alcohol. Neither is anything known about their Tribal, religious, familial or social affiliations.

All this would seem to imply the need for programs of remedial action. As a long-run program it would appear desirable that the Tribal Council instruct its representatives on the local school boards to press for a policy decision in favor of a course on the use and abuse of alcohol in the schools. A more short-run program of action would appear to make it desirable that the Council make fullest use of the resources of the Oregon State Alcohol Education Committee. A specialist in community organization would be desirable to organize a branch of Alcoholics Anonymous and to stimulate the development of fraternal and service organization groups on the Reservation. Ideally, he would also be required to serve as a liaison between such groupings on the Reservation and similar groupings in nearby surrounding communities such as Madras and Metolius.

It would be desirable also that the Council undertake to petition some of the national foundations such as the National Institute of Mental Health for assistance to make a more intensive study of the problematic use of alcohol by persons in the Reservation community.

## CHAPTER IV

## CHILD WELFARE

It is probable that social problems associated with child welfare are outranked in the scale of importance only by problems touching on family life and family welfare discussed in Chapter III. The present chapter discusses the problems of child neglect, formal and informal adoption proceedings, foster care placement and the programming of minors' funds.

## Child Neglect

The concept of child neglect is difficult to define with precision, since in each case the yardstick employed is a result of the particular values and standards endorsed by the observer in question, but more generally what is involved in the concept of child neglect concerns both physical and psychological deprivation. On the physical side, there are involved such matters as diet, nutrition, food, shelter, sleep and rest as well as protection against the elements. On the psychological side of the issue it is somewhat more difficult to establish objective reference points, but in general there is implied failure on the part of parents or guardians to provide a wholesome psychological and social environment in which the child can grow and develop. As was suggested in Chapter III, the incidence of broken homes and the problematic use of alcohol is high in the Reservation community. The precise number of children involved, however, is not known nor is there any objective measure of the exact extent to which this state of affairs constitutes child neglect. In this respect a great deal of specific and detailed research would appear necessary. Nevertheless, there is little reason to doubt that the incidence of child neglect is also high in the case of the Indian community.

The present state of affairs has its roots both in historical and contemporary changes which have impinged upon the culture of the Warm Springs community. As was noted at some length in the Education Report the historical practice of removing children from the home and placing them in boarding schools has had a profound effect on Indian family life. Not only were children deprived of an opportunity to grow up in a normal home and being reared according to practices which were consistent with the Indian culture, but parents also were deprived of an opportunity to learn to play the role of parent, since the children were removed effectively from their authority and control.

This state of affairs, when coupled with the general demoralization associated with cultural change and changes in social organization as well as the receipt of large amounts of unearned income, particularly during the past decade, have contributed much to the undermining of parental responsibility in the Indian community. Moreover, the decline in effectiveness of informal social controls and the existence of unrestricted opportunities to choose alternative forms of behavior with impunity means, in effect, that a

large proportion of parents in the Indian community are faced with a situation in which they are confused concerning their own duties and responsibilities. At the same time they recognize that to the extent that they fail to measure up to proper parental standards of behavior, other mechanisms exist in the community which serve to compensate and insure that their children have the minimum necessary physical protection. The adoption system, particularly in its informal manifestations is perhaps the most important of these compensating mechanisms.

### Adoptions

Table 7 shows the number of adoptions by formal and informal procedure. The Table shows that a total of 121 adoption cases is involved at the present time. The Table shows, moreover, that 49 cases or 41 percent of the total involved were handled through formal procedures, whereas 72 cases or 59 percent were handled through informal procedures. Table 8 shows the type of court involved in the case of the 49 formal adoption procedures. The Table shows that county courts were involved in 20 cases or 40 percent of these 49 cases and that Tribal courts were involved in 29 or 59 percent of the 49 cases. Clearly, therefore, the total number of adoption cases is extremely large, and the majority of these appear to have been handled through entirely informal procedures in which no court of any kind is involved.

Table 9 classifies all adoption cases by age and sex. Four categories of age are employed in the Table. The data presented show that 23 or 19 percent of the total were between the ages of one and five years, 33 or 28 percent of the total were between the ages of six and ten years, 38 or 32 percent of the total were between the ages of eleven and fifteen years, and 22 or 18 percent of the total were between the ages of sixteen and twenty years. In the case of 4 individuals or 3 percent of the total, no information is available. Reading down the columns in the Table shows that a slightly higher proportion of the cases involved were girls, although the differences in proportion are not large. It is apparent, therefore, that both sexes and all ages are more or less uniformly involved in these 121 adoption cases.

Table 10 shows the relationship of the adopting person to the child who is adopted. The Table shows that 43 children or 36 percent of the total were adopted by grandparents, 1 child or slightly less than 1 percent of the total was adopted by great grandparents, 3 children or 2.5 percent of the total were adopted by great aunts, 6 children or 5 percent of the total were adopted by an aunt or an uncle, and 2 children or 1.6 percent of the total were adopted by a sister. Fifty-two children or 43 percent of the total were adopted by persons without blood relationship, and 13 children or 11 percent of the total were placed in foster homes. The largest single category, therefore, involves adopting persons who have no blood relationship to the child. This, however, is closely followed by grandparents which is the next largest category, and foster homes which is the next largest category. The number of cases involved in all other categories is rather small.

It would appear, therefore, that in a significantly large proportion of the cases, adopted children are living with their grandparents. Other

TABLE VII

Number of adoption cases, by type of procedure, spring, 1960\*

<u>Number</u>	<u>Type of Procedure</u>		<u>Total</u>
	<u>Formal Court Action</u>	<u>No Court Action</u>	
No.	49	72	121
%	40.4	59.6	100.0

\* Data provided by the Agency Welfare Officer

TABLE VIII

Formal adoption proceedings, by type of court involved, spring, 1960\*

<u>Number</u>	<u>Type of Court Involved</u>		<u>Total</u>
	<u>Tribal Court</u>	<u>County or Other Courts</u>	
No.	29	20	49
%	59.2	40.8	100.0

\* Data provided by the Agency Welfare Officer

TABLE IX

All adoption cases, by age and sex\*

<u>Age in yrs.</u>	<u>Male</u>		<u>Female</u>		<u>Total</u>	
	No.	%	No.	%	No.	%
1 - 5	11	21	12	16	23	19
6 - 10	12	23	21	31	33	28
11 - 15	18	34	21	31	39	33
16 - 20	9	17	13	19	22	18
No Information	2	4	2	3	4	3

\* Data provided by the Agency Welfare Officer

TABLE X

All adoption cases, by relationship of the adopting person to the child\*

<u>Relationship</u>	<u>Number</u>	<u>Percent</u>
Grandparents	43	35.8
Great Grandparents	1	0.8
Grand Aunt	3	2.5
Aunt or Uncle	6	5.0
Sister	2	1.6
No Relationship	53	43.3
Foster Homes	13	10.8

\* Data provided by Agency Welfare Officer

evidence to be presented subsequently in the present chapter suggests that in many instances, at least, grandparents are active conspirators in such informal adoption proceedings and actively seek to have children living with them as a means of financial support for themselves. Undoubtedly, in other instances the motivation is somewhat more altruistic and involves considerations of need for consistent discipline and for love and affection on the part of the child, as well as the need for companionship on the part of the adopting grandparents. The exact proportions and the extent to which either or both of these motives operate are, of course, unknown.

Table 11 gives a classification of all adoptions by the type of procedure involved and by the relationship of the adopting person to the child which is adopted. The Table shows that in the cases where formal procedure was employed, 18 children or 15 percent of the total involved were adopted by grandparents. Alternately, 25 children or 21 percent of the total cases involved were adopted by grandparents in informal ways. This finding would appear to lend further support to the suggestion made in the preceding paragraph that grandparents, in many instances at least, conspire to have children informally placed with them as a means of financial support as well as to ease the pang of loneliness. It is highly probable that similar motives operate in connection with other blood relatives who are involved in the adoption proceedings. What the motives and sentiments of persons who are not related by blood may be, is of course, open to speculation. Nevertheless, the existence of such a large proportion of the cases in which no court action is involved raises a serious question as to whether the rights of the children involved in these informal proceedings are being properly safeguarded. Furthermore, systematic and formalized foster care programs appear to be indicated.

#### Foster Care Placement

There are at present 12 cases of children who have been placed in foster care. These all have been placed in agencies maintained and licensed by the State of Oregon; they therefore meet minimum standards of adequacy. The available information leaves no doubt that in all other cases of adoption or foster care, no inquiry has been made as to the adequacy of the placement arrangements, nor is there any follow-up activity to determine whether or not the home conditions continue to prove minimally adequate. Data concerning the programming of minors' funds to be presented in the next section raise some question as to whether the households in which adopted children live meet minimum standards of adequacy in this respect.

#### The Programming of Minors' Funds

Table 12 shows the number of cases of minors' funds currently being programmed by the Agency Social Worker by reason and by the number of minors involved in each case. The Table shows that there is a total of 101 cases involving 313 minors. This Table does not include data on 31 minors whose funds are being programmed either because they are institutionalized cases, in foster care, are in boarding school or are emancipated minors. The Table shows that 51 cases involving 199 minors are being programmed because of

TABLE XI

All adoptions by the type of procedure employed and by the relationship of the adopting person to the child\*

Type of Procedure	Grandparents		Other Relatives		Unrelated	
	No.	%	No.	%	No.	%
Formal	18	15	6	5	27	22
Informal	<u>25</u>	<u>21</u>	<u>6</u>	<u>5</u>	<u>39</u>	<u>32</u>
Totals	43	36	12	10	66	54

\* Data provided by the Agency Welfare Officer

TABLE XII

Minors' funds being programmed, by reason and by number of cases and number of minors involved\*

Reason	Cases (No.=101)		Minors (No.=313)	
	No.	%	No.	%
Parental Irresponsibility	51	50.5	199	63.5
Custody in Question	12	11.9	14	4.4
Parental Irresponsibility and Custody in Question	8	7.9	16	5.1
Custody in Question and Preservation of Minors' Funds	1	1.0	4	1.2
Parental Irresponsibility and Adult Need for Financial Assistance	4	4.0	13	4.1
Adult Need for Financial Assistance	18	17.8	55	17.5
Parental Irresponsibility and Preservation of minors' funds	7	6.9	12	3.8

\* Data provided by the Agency Welfare Officer

parental irresponsibility. The Table shows also that 12 cases involving 14 minors are being programmed for the reason that custody of the minor is questioned. Another 8 cases involving 16 minors are being programmed for the reason that both parental irresponsibility and custody issues are involved. Again, 7 cases involving 12 minors are being programmed for reasons of parental irresponsibility and the preservation of minors' funds. There is also 1 case involving 4 minors in which the reason for programming is that custody is in question and that there is concern for the preservation of minors' funds. Programming for the reason of adult need for assistance is present in 18 cases involving 55 minors. Four cases involving 13 minors are being programmed because of a combination of reasons involving parental irresponsibility and adult need for assistance. Here, then, is an indirect measure of the number of children who are living outside their own homes primarily for the reason that adults in the receiving home are in need of financial assistance. If the category parental irresponsibility and adult need for assistance is added to that of adult need for assistance, there is a total of 22 cases including 68 minors involved in such arrangements.

This finding, therefore, suggests that children are all too frequently used as pawns in the struggle on the part of adults for control of financial resources adequate to their needs. The consequences both physical and psychological for the children involved in such cases are, of course, unknown and call for specific research.

Table 13 shows the relationship of the person to whom the minors' funds are programmed to the minor involved. The Table shows that in 69 cases involving 249 minors the mother was the person to whom the money was programmed. In 2 cases involving 2 minors a sister was the person to whom the money was programmed. In 12 cases involving 15 minors, an aunt was the person to whom the money was programmed, while in 2 cases involving 11 minors a great aunt was the indicated person. Alternately, in 21 cases involving 32 minors the grandmother was the person to whom the money was programmed, and in 1 case involving 4 minors, a sister-in-law was the indicated person. Thus, in 38 cases involving 64 minors, persons other than the mother were the ones to whom funds were programmed. On psychological grounds alone, therefore, the question arises as to whether these 64 minors are enjoying the benefit of minimum standards of adequacy in the homes in which they live.

#### Unmet Needs in Child Welfare

Apart from the need for research into the specific details of the incidence of child neglect as well as into the motivations which exist in connection with informal adoption procedures and the adequacy of the home environment of such adopted children, there exist a number of other unmet needs in the field of child welfare. As was noted above, there are at present no selected or licensed foster homes on the Reservation. There is, moreover, no continuing follow-up of any kind to determine whether children who are living outside their own homes are being provided with minimum physical and psychological care. At a very minimum there is need for a receiving home for the temporary care of abandoned or neglected children while investigation is made on the basis of which to advise the court as to proper procedure to be followed.

TABLE XIII

Minors' funds being programmed, by relationship of the person receiving the funds and by number of cases and number of minors involved\*

Relationships	Cases (No. = 107)		Minors (No. = 313)	
	No.	%	No.	%
Mother	69	64.5	249	79.5
Sister	2	1.9	2	0.6
Aunt	12	11.2	15	4.7
Great Aunt	2	1.9	11	3.5
Grandmother	21	19.6	32	10.2
Sister-in-law	1	0.9	4	1.2

\*Data provided by the Agency Welfare Officer

There is need also for greatly extended court intervention and ruling on cases of informal adoption in order to insure that the rights of the children involved are being given adequate protection. The current practice of informally adopting children undoubtedly has the implicit sanction of the Tribal Court and is no doubt in many instances a justifiable procedure. Nevertheless, the existence of this practice implies that minimum attention rather than maximum attention is given by the community to the preservation of the child's rights and the satisfaction of his needs. It would, therefore, be desirable that the Tribal Council take all necessary steps to encourage the domestic relations section of the Tribal Court to take such steps as may be necessary to insure a formal court hearing and review as well as continual follow-up in all cases of adoption, both formal and informal.

In such cases as those in which the only apparent justification for the adoption of a child on an informal basis is the economic support of adults, the adults involved should be referred to the proper Tribal authority or to state agencies for the financial assistance which may be required. The use of children as pawns in the game of financial assistance is unjustifiable and entirely unwarranted. Moreover, a thoroughgoing inspection and licensing system for the purpose of controlling informal adoptions and for insuring that minimum standards of adequacy are met should be undertaken at once by the Tribal Court. To the extent that amendments to the existing constitution are required, such action would be desirable. The Tribal Council should take steps to effect such amendments immediately.

Finally, instances of child neglect on the part of parents should be met by appropriate court action against the parents and appropriate penalties for failure to comply with commonly accepted standards of parental responsibility. The current lack of effective law enforcement in this area in all probability constitutes an inducement and a source of encouragement to parental irresponsibility.

The implementation of the foregoing proposals will undoubtedly have the effect of greatly reducing the burden associated with the programming of minors' funds, and this consequence is greatly to be desired. The existing demands on the time and energy of the Agency Social Worker constituted by the programming of minors' funds appears to be not only a waste of professional training and talent, but also has the indirect effect of limiting where it does not prevent outright the Agency Social Worker's attention to a vast unmet need in the field of family case work. It would, therefore, be desirable not only that the volume of cases in which minors' funds are programmed be reduced, but that this operation be turned over to a competent clerk whose activities could be supervised by the Agency Social Worker, leaving him free to undertake family case work and other activities for which his professional training would be much more effectively used.

Effective research into the specific details of child neglect, the adequacy of existing adoption arrangements, and other related issues is to a considerable extent dependent upon the compilation of satisfactory case records by the Agency Social Worker. The current nature of his duties would appear to leave little time for the pursuit of this necessary activity. The compilation of adequate case records is necessary not only as a basis for current programs and action but also as a step in the direction of prepara-

tion for the time when these activities would be assumed by the Tribal organization. It would be desirable, therefore, that the Tribal Council petition the Superintendent of the Agency to take such steps as may be necessary to adjust the duties of the Agency Social Worker along the lines suggested.

#### Summary

The incidence of child neglect while not precisely known, is nevertheless extremely high. A sizable proportion of the total number of minors in the Warm Springs population are living outside their own homes. The bulk of these are doing so by virtue of informal adoption procedures which have been undertaken outside the purview of the Tribal Court. The motives which underlie such action are not clearly known. In many instances, no doubt, the informal adoption action has been taken with the implicit sanction of the Tribal Court and for reasons which genuinely are concerned with the welfare of the children involved. In numerous other instances, however, there would appear to be both indirect and direct evidence suggesting that children are very often taken into informal adoption for no other reason than that the adults concerned are in need of supplementing their financial resources. The children in such instances, therefore, become pawns in a financial assistance game.

There exists at present a large number of cases, involving a majority of the minors in the Indian community, in which minors' funds are programmed by the Agency Social Worker. This administrative practice consumes a large proportion of the Agency Social Worker's time and energy, and prevents him from engaging in other programs of action such as family case work for which there is great need and for which his professional training and qualifications are much more suited.

There exists a large number and variety of unmet needs in the field of child welfare. There are at present no licensed or carefully selected foster homes in the Reservation community. There would appear to be need for the establishment of a receiving home for the temporary care of children who are abandoned or neglected while investigation is made for the purpose of advising the Court on appropriate action to be taken. There is further a need for the domestic relations branch of the Tribal Court to take immediate steps to effect a licensing arrangement as well as an investigation and a follow-up program in all cases of adoptions. To the extent that amendments to the present constitution may be necessary in order to carry out such a program on the part of the Tribal Court, the Tribal Court should take immediate action to institute such amendments as may be needed. In instances where the only justification for the adoption by formal procedures of children is the financial assistance to the adopting adults, such adults ought to be referred by the Court to the appropriate Tribal or state agency for such financial assistance as may be needed.

The implementation of these suggested measures would serve to reduce the total number of cases in which minors' funds are programmed. Moreover, the pressing need for family casework and other activities which require the skills

of a professionally trained social worker imply that the remaining cases, where programming of minors' funds is indicated, be turned over to a clerk who would be supervised by the Agency Social Worker. It would be desirable, therefore, that the Tribal Council petition the Agency Superintendent to so adjust the duties and responsibilities of the Social Worker as to bring about these changes in his responsibility. Such action would free the Agency Social Worker to concentrate on family casework as well as to take immediate steps to prepare adequate case records which are needed not only for existing programs and plans but also for purposes of research and preparation for the eventual assumption of this function by the Confederated Tribes.

## CHAPTER V

## JUVENILE DELINQUENCY

Juvenile delinquency as a social problem is everywhere recognized as having an intimate connection with social problems in the realm of family life and family welfare, as well as child welfare. The present chapter examines the information relating to offenses committed by juveniles, including truancy and illegitimacy, and analyzes the unmet needs which exist in this aspect of the Reservation community.

## Major Types of Offenses

Table 14 lists the major offenses committed by juveniles during the year 1959, by age, sex, and type of offense. The Table shows that a total of 90 major offenses was committed by juveniles during the year 1959. Of the 90 juveniles involved, 75 were boys and 15 were girls. The largest single category of offenders were boys aged 17 years. Reading down the columns, the Table shows that there was a total of 73 crimes against property, 12 crimes against the person, one attempted suicide, one case of grand larceny, and 3 cases of forgery. Although no precise comparative data are available, it seems reasonable to infer that this number of major offenses is extremely high and involves a large proportion of persons aged 12 to 18 years in the Reservation community.

Table 15 shows the minor offenses committed by juveniles during the year 1959 by age, sex, and type of offense. The Table shows that a total of 108 offenses was committed by an equal number of juveniles. The Table shows, also, that 84 boys as compared with only 25 girls were involved. The largest single offense category is curfew violation in which 65 juveniles were involved. This is followed by moving violations in which 18 juveniles were involved. In both instances the overwhelming majority of violations were committed by boys rather than by girls. Girls, on the contrary, were involved in each of the 8 cases of missing and runaway violations and also in the 2 instances of violation on grounds of becoming unwed mothers. Again, no comparative data relating to other similar communities is readily available. Nevertheless, it would appear the number of curfew violations, in particular, is disproportionately high and strongly indicate parental indifference and lack of responsibility for their teenaged children.

## Other Offenses

Table 16 shows the incidence of serious truancy in the Warm Springs population by age and sex. The Table shows that a total of 68 juveniles is estimated to be serious truancy cases. Of the 68 cases, 31 were boys and 37 were girls. Reading down the columns, it appears that only 3 boys and 8 girls were aged 6 to 10 years, while 11 boys and 9 girls were aged 11 to 13 years, and 17 boys and 20 girls were aged 14 to 18 years. Obviously,

TABLE XIV

Major offenses committed during the year 1959 among juveniles, by age, sex and type of offense\*

<u>Age</u>	<u>Sex</u>	<u>Crimes Against Property</u>	<u>Crimes Against Persons</u>	<u>Attempted Suicide</u>	<u>Grand Larceny</u>	<u>Forgery</u>	<u>Total</u>
12	M	14	--	--	--	--	14
12	F	4	--	--	--	--	4
13	M	4	--	--	--	--	4
13	F	2	--	--	--	2	4
14	M	14	--	--	--	1	15
14	F	2	2	--	--	--	4
15	M	--	1	--	--	--	1
15	F	2	--	--	--	--	2
16	M	12	2	--	--	--	14
16	F	--	--	--	--	--	--
17	M	19	6	1	1	--	27
17	F	--	1	--	--	--	1
<b>Total Male</b>		63	9	1	1	1	75
<b>Total Female</b>		10	3	--	--	2	15
<b>Grand Totals</b>		73	12	1	1	3	90

\* Data provided by the Agency Juvenile Officer

TABLE XV

Minor offenses committed during the year 1959 among juveniles, by age, sex and type of offense\*

<u>Age</u>	<u>Sex</u>	<u>Moving Violations</u>	<u>Disorderly Conduct-Drunk</u>	<u>Curfew Violation</u>	<u>Lack of Operator's License</u>	<u>Missing- Runaway</u>	<u>Unwed Mother</u>	<u>Total</u>
12	M	2	--	4	--	--	--	6
12	F	--	3	--	--	--	--	3
13	M	--	--	4	--	--	--	4
13	F	--	--	--	--	--	--	--
14	M	4	--	10	--	--	--	14
14	F	--	--	2	--	3	--	5
15	M	2	--	11	3	--	--	16
15	F	--	1	1	--	3	--	5
16	M	5	1	18	1	--	--	25
16	F	--	--	--	2	--	2	4
17	M	4	4	10	1	--	--	19
17	F	1	2	2	--	2	--	7
<b>Total Male</b>		17	5	57	5	--	--	84
<b>Total Female</b>		1	6	5	2	8	2	24
<b>Grand Totals</b>		18	11	62	7	8	2	108

\* Data provided by the Agency Juvenile Officer

TABLE XVI

Truancy\* during the year 1959-60, by age and sex\*

<u>Age in yrs.</u>	<u>Male</u>	<u>Female</u>
6 - 10	3	8
11 - 13	11	9
14 - 18	17	20
	—	—
Totals	31	37

x Truancy is defined as one or more instances of unexcused absence from school for a period of three days or more

\* Data provided by the Agency Juvenile Officer

TABLE XVII

Sixty-eight truants by number of truant children per family\*

<u>Number of Truants per Family</u>	<u>Number of Families Involved (N=48)</u>
1	36
2	9
3	1
4	--
5	1
6	1

\* Data provided by the Agency Juvenile Officer

therefore, truancy increases with age. It is significant, moreover, that the proportion of girls involved was somewhat greater than the number of boys. This finding accords closely with findings reported in the Education Report to the effect that girls, on the whole, are much less interested in school than are boys and are given far less encouragement and support by their families than are boys.

Table 17 classifies the 68 truants by the number of truants per family. The Table shows that there were 36 families in which only 1 child was classified as truants, 1 family in which 3 children were classified as truants, 1 family in which 5 children and 1 family in which 6 children were classified as truants.

Table 18 classifies the 68 truants by the number of appearances in juvenile court. The Table shows that only 20 of the 68 did not appear at any time in juvenile court. Seventeen of the truants appeared once, 12 of them appeared twice, ten of them appeared three times, five of them appeared four times, three of them appeared five times and one of them appeared six times. Taken together, the findings presented in Table 17 and 18 strongly suggest that truancy is a family related phenomenon to a very great extent. That is to say, a limited number of families contribute a large proportion of the truants.

These findings are further borne out by data reported in Table 19. This Table classifies the number of court appearances by the number of truants per family. The Table shows that families in which there was only one truant appeared 64 times in juvenile court, while families in which there were two truants appeared 37 times in court. Similarly, the one family in which there were three truants appeared in juvenile court five times, while the two families in which there were five and six truants, respectively appeared in juvenile court four times and two times, respectively. It is apparent, therefore, that the 36 families having only one truant appeared on the average less than twice in juvenile court, while the nine families in which there were two truants appeared more than four times in juvenile court, on the average.

The question naturally arose as to whether these truancy cases involved juveniles who were living with their natural parents or with other persons. Table 20 presents a classification of the 68 truants involved by number of truants per family and by residence with natural parents or other persons. Data presented in the Table show that in the overwhelming majority of cases the truants were living with one or both natural parents. Among those truants who were living with persons other than their natural parents, almost the entire number were in families which had only one truant child. It is, therefore, clear that the problem truancy cases arise much more frequently in families where children are living with one or both natural parents than is the case among families in which children are living with other than their natural parents.

Table 21 classifies the 68 truants by number of truants per family and by whether or not the home in which they live has been broken. The Table shows that the overwhelming majority of families having two or more truants

TABLE XVIII

Sixty-eight truants by number of appearances in the juvenile court\*

<u>Number of Appearances in Juvenile Court</u>	<u>Number of truants Involved</u>
0	20
1	17
2	12
3	10
4	5
5	3
6	1

\*Data provided by the Agency Juvenile Officer

TABLE XIX

Number of appearances before the juvenile court by 68 truants,  
by number of truants per family and number of families involved\*

Number of Truants Per Family	Number of Families Involved	Number of Appearances Before the Juvenile Court
1	36	64
2	9	37
3	1	5
4	--	--
5	1	4
6	1	2

\* Data provided by the Agency Juvenile Officer

TABLE XX

Sixty-eight truants by number of truants per family and by residence with one or both natural parents or other persons\*

Number of Truants Per Family	Living with One or Both Natural Parents	Living with Other Persons
1	23	13
2	8	1
3	1	--
4	--	--
5	1	--
6	1	--
	—	—
Totals	34	14

\* Data provided by the Agency Juvenile Officer

TABLE XXI

Sixty-eight truants by number of truants per family  
and by broken home or non-broken home\*

Number of Truants Per Family	Number of Broken Homes	Number of Non-Broken Homes
1	20	16
2	4	5
3	--	1
4	--	--
5	--	1
6	--	1
Totals	24	24

\* Data provided by the Agency Juvenile Officer

TABLE XXII

Illegitimate births during the period 1950-59, by  
calendar year and marital status of the mother\*

Year	Total	Adult Married		Adult Single		Minor Single		Divorced		Widowed		Common Law Marriage	
		No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
1950	7	0	0	1	14.2	4	57.1	1	14.2	0	0	1	14.2
1951	9	0	0	0	0	4	44.4	0	0	0	0	5	55.5
1952	2	0	0	0	0	0	0	0	0	0	0	2	100.0
1953	5	1	20.0	0	0	2	40.0	0	0	0	0	2	40.0
1954	7	1	14.3	0	0	2	28.6	0	0	1	14.3	3	42.9
1955	5	0	0	1	20	1	20.0	0	0	0	0	3	60.0
1956	4	2	50.0	0	0	2	50.0	0	0	0	0	0	0
1957	10	0	0	0	0	8	80.0	1	10.0	1	10.0	0	0
1958	8	0	0	0	0	5	62.5	2	25.0	1	12.5	0	0
1959	9	1	11.1	1	11.1	4	44.4	2	22.2	1	11.1	0	0
Totals	66	5	7.6	3	4.5	32	48.5	6	9.1	4	6.1	16	24.2

\* Data provided by the Tribal Vital Statistics Clerk

are not broken homes and a significant proportion of the families having only one truant child are similarly not broken homes. These findings, therefore, further confirm the conclusion reached above that it is families in which children are living with one or both natural parents and families wherein the home has not been broken by death, separation, divorce or other reasons which produce the truants. It is apparent, thus, that more effective law enforcement accompanied by parental counseling and admonition is indicated.

Table 22 presents data concerning illegitimate births during the period 1950 through 1959 by calendar year and marital status of the mother. The Table shows that a total of 66 illegitimate births occurred during the period under review, giving an average of 6.6 illegitimate births per year. Although no meaningful comparative data are available, the evidence presented in Table 22 suggests that there is a slight increase in illegitimate births among single minors, among divorced women and widows, and a decrease in illegitimate births by women who are currently living in a common-law marriage relationship. This finding undoubtedly reflects the increased acceptance among Indian adolescents of dating and courtship practices common to non-Indian juveniles. It suggests, too, that more stringent law enforcement of the curfew regulations and more extensive counseling of parents and parental supervision is called for.

#### Unmet Needs in Juvenile Delinquency

The recent expansion of youth club activities such as the teen club and the boys' summer camp, when taken together with the fact that there is at present a Juvenile Officer whose responsibilities relate directly to juvenile persons and a special juvenile court judge, implies that there are few major unmet needs in the field of juvenile delinquency. Those which do exist are confined largely to further progress in law enforcement, the extension of counseling with parents, and an expansion of adult education programs designed to inform parents in the Indian community of the adjustment problems and difficulties facing youth and their own role and responsibilities in this connection. It would appear desirable, therefore, that the current duties of the Juvenile Officer be adjusted so as to permit him to concentrate more fully than is possible under present conditions on parental counseling. It would be desirable also that the proposed Educational Coordinator institute adult education courses designed to acquaint parents in the Indian community generally with the adjustment problems and difficulties faced by youth and in ways and means they themselves can contribute to better juvenile adjustments and to a decrease in juvenile delinquency rates.

#### Summary

Major offenses committed by juveniles during the year 1959 were concentrated in crimes against property and crimes against the person. Alternately, minor offenses were confined overwhelmingly to curfew violations and moving violations involving automobiles. In either instance, the overwhelming proportion of offenders were boys rather than girls. Although no meaningful comparative data are available it is apparent that the number of both major

and minor offenses committed by juveniles in the Indian community is extremely high.

The incidence of serious truancy in the Indian community is likewise extremely high. In this case, however, girls were more frequently included than boys. This finding accords closely with other findings reported in the Education Report to the effect that girls less frequently than boys are given support and encouragement concerning education by members of their families. Analysis of the family backgrounds of the truants showed that, by and large, a small number of families contribute a very large proportion of the truants. Moreover, the truants tend overwhelmingly to come from families in which one or both natural parents are present and in which the home is not broken by death or separation.

Illegitimacy rates for the period 1950 through 1959 strongly suggest an increase in illegitimate births among single minors, divorced women and widows, and a decrease in illegitimate births among mothers living in a common-law relationship.

The major unmet needs in the field of juvenile delinquency are confined largely to further progress in law enforcement, to more extensive counseling with parents, and the establishment of adult education courses. Such courses should be designed to familiarize parents generally with the adjustment problems and difficulties of youth and the ways and means in which they themselves may play a more effective part in the control and prevention of juvenile delinquency.

It would be desirable, therefore, if the Tribal Council could take action to bring about an adjustment in the duties of the Juvenile Officer so as to permit more time in which to work with parents in a counseling relationship. It would be desirable also if the Tribal Council in conjunction with the proposed Educational Coordinator took steps to establish adult education courses designed to familiarize parents in the community generally with problems of juvenile delinquency and to elicit their cooperation and support in the further reduction of juvenile delinquency.

## CHAPTER VI

## ADULT CRIME

Information concerning adult crime rates could not be made available in a form suitable to detailed analysis on time to be included in the present report. The present chapter, therefore, is confined to a general review of adult crimes and related issues.

## Misdemeanors

Table 23 shows the number of court actions involving misdemeanors. The Table shows that apart from disorderly conduct and liquor violations, none of the categories show a significantly large number of cases in view of the size of the Warm Springs population. Adult violations of law, therefore, would appear to center largely on alcohol and its use. Indeed, the frequency of law violation in this respect poses the question of whether the ordinances which are currently in effect prohibiting the possession and use of alcohol on the Reservation serve a positive function. The fact that alcohol can be purchased on the very boundaries of the Reservation, as well as in nearby towns, undoubtedly implies that the actual violation of the liquor laws is far greater than the number of court actions reported in which alcohol was a factor. The Tribal Council, therefore, should undertake a careful study and review of existing ordinances governing alcohol and its use.

## Other Law Violations

Table 24 shows the number and type of violations of the Motor Vehicle Ordinance during the fiscal year 1959. The Table shows that in none of the categories of law violations is the number of offenses unduly large. On the whole, therefore, adult crime would appear to be one of the lesser social problems which exists on the Reservation.

## Summary

Adult crime appears to center largely in violations of existing ordinances governing the possession and use of alcohol. None of the other categories of law violations appear to involve an unduly large number of offenders. Adult crime, therefore, would appear to be one of the lesser of the social problems existing in the Reservation community.

Existing ordinances governing the possession and use of alcohol on the Reservation do not appear to be achieving the desired result. On the contrary, there is reason to suppose that instead of contributing to public order and wholesome drinking habits, existing ordinances provide a stimulus

TABLE XXIII

Misdemeanors committed by adults during the fiscal year 1959\*

<u>Type of Offense</u>	<u>Frequency</u>
Assault	5
Assault and Battery	4
Abduction	4
Theft	1
Disorderly Conduct - Drunk	117
Reckless Driving	11
Malicious Mischief	2
Misbranding	1
Injury to Public Property	3
Liquor Violations	117
Adultery	1
Illicit Cohabitation	4
Failure to Support Dependent Persons	10
Contributing to Delinquency of a Minor	7
Resisting Lawful Arrest	16
Escape	5
Disobedience to Lawful Orders of the Court	22

\*Reproduced from the annual report of the Tribal Court, 1959

TABLE XXIV

Other offenses committed by adults during the fiscal year 1959\*

<u>Type of Offense</u>	<u>Frequency</u>
Leaving Scene of Accident	1
Driving While Under the Influence of Liquor	6
Driving Without an Operator's License	1
Taking or Using a Vehicle Without Permission	7
Permitting an Unlicensed Minor to Operate Vehicle	1

\*Reproduced from the annual report of the Tribal Court, 1959

to drinking habits which result in drunkenness rather than more moderate social drinking and add greatly to the burden of law enforcement. It would appear desirable, therefore, that the Tribal Council consider the revision of existing ordinances so as to give members of the Indian community the same freedom under law to possess and use alcohol as is had by their non-Indian neighbors in nearby communities. It would be desirable also that the Tribal Council give fullest support to establishing research and educational programs respecting the use and abuse of alcohol by members of the Indian community.

## CHAPTER VII

## LAW ENFORCEMENT

There is an intimate connection between law enforcement and social problems in any community. Accordingly, the present chapter briefly reviews police organization and function, court organization and function, problems existing in law enforcement and unmet needs existing in the field of law enforcement.

## Police Organization and Function

Recent changes in police organization would appear to have filled a major gap in the law enforcement field. The appointment of a qualified criminal investigator to be in charge of all law and order on the Reservation has resulted in serious study of the problems and needs which exist in the field of law enforcement on the Reservation. Undoubtedly, as this study continues, a clearer conception and definition of unmet needs will emerge. Apart from a lack of training on the part of law and order personnel, there would appear to be no serious unmet needs in police organization and function at the present time.

## Tribal Court Organization and Function

The situation concerning Tribal Court organization and function is very similar to that affecting police organization and function discussed in the preceding paragraph. The recent appointment of a juvenile judge would appear to have closed one of the major gaps in Tribal jurisprudence. At the present time there would appear to be no serious deficiencies in Court organization and function pertaining to welfare problems.

## Jurisdictional Issues

One of the major problems which remains unresolved at the present time, in the field of law enforcement, is the matter of jurisdiction over non-Indians who violate state laws on the Reservation, as well as non-enrolled Indians who are residing on the Reservation. These latter persons do not come under the jurisdiction of the Warm Springs Tribal Court. Alternately, the Madras Justice Court refuses to assume jurisdiction over these people. The result is that it leaves law enforcement officials without a means of control over these persons. It would appear desirable, therefore, that the Tribal Council give all possible support to the Tribal Attorney in seeking ways and means of eliminating these jurisdictional disputes.

### Unmet Needs in Law Enforcement

The major unmet needs in the field of law enforcement as noted above center in the training of police personnel and the associate justices of the Court. The Police Commissioner at present has plans underway for inservice training which will improve the qualifications of police personnel. It would be desirable, therefore, that the Tribal Council render all necessary assistance both in terms of budget and in such ways and means as will contribute to the prestige of the Tribal police in the eyes of the public.

### Summary

Recent changes in police organization and in the organization of the Tribal Court leave few serious problems in the field of law enforcement. A number of jurisdictional issues remain and constitute barriers to effective law enforcement on the Reservation. It would be desirable, therefore, that the Tribal Council give all possible support to the Tribal Attorney in seeking ways and means of eliminating existing jurisdictional disputes.

The major unmet need in law enforcement center in the training of police personnel and associate court justices. The Police Commissioner has plans underway for an inservice training program to be given to police personnel in the near future. It would be desirable, therefore, that the Tribal Council give all possible support to this endeavor. The further improvement of qualifications of associate justices is somewhat more problematic. It would appear desirable, therefore, that the Tribal Council give serious consideration to the appointment of younger, preferably college educated persons, to these positions as vacancies occur. Such a change would undoubtedly contribute much to the prestige of the Court in the eyes of the general public.

## CHAPTER VIII

## WELFARE ORGANIZATION

The success of programs of action designed to eliminate or to ameliorate existing social problems is to a considerable extent determined not only by the available professional staff but by the existing organizational structure of welfare services and agencies. The present chapter reviews the existing staff and organizational, and service needs in the welfare field.

## Current Staff and Organizational Structure

Apart from such auxiliary welfare agencies as the police and the courts, the existing welfare staff is limited to the Agency Social Worker. Organizationally, there are a number of committees in the Tribal organization whose functions bear more or less indirectly on the welfare field. Included are the Education Committee, the Law and Order Committee, the Housing Committee, the Youth Camp Committee. Alternately, the only committee that is directly concerned with welfare is the four-member Health and Welfare Committee. On the whole, therefore, the existing staff and organizational structure would appear to be inadequate for the number and nature of the social problems which have been outlined in the preceding chapters of this report.

## Unmet Staff and Organizational Needs

As was noted in Chapter III of the present report, there is great need for the services of a specialist in community organization. The duties of this person would be largely concentrated in the stimulation and guidance of voluntary group organization. The conspicuous absence of service and fraternal organizations on the Reservation, as well as the absence of lay organizations associated with the several religious denominations, constitutes a serious gap in the organizational structure of the Warm Springs community. There is, as was noted in Chapter III, also an existing need for more effective contact and communication between members of the Warm Springs and their non-Indian neighbors in other nearby communities. The proposed community organizer, therefore, would be engaged not only in the stimulation and guidance of voluntary groupings on the Reservation, but would be concerned also with liaison between such groups and others in nearby non-Indian communities. It would be desirable, therefore, that the Tribal Council undertake to secure such a specialist and make him administratively responsible to the proposed Educational Coordinator.

The existing need for improved communication both to the Tribal Council and to members of Warm Springs generally in the welfare field makes it desirable that a greatly expanded welfare committee be established. The functions of a reconstructed committee would be to work with the proposed community organizer in the creation of a Community Welfare Council. Such a Council

would consist of delegates from all other organizations and committees which exist in the community whose concern is in any way related to social welfare. The proposed community organizer, while being largely engaged in the process of stimulating organization, could conveniently serve as the executive secretary of the proposed Community Welfare Council. This type of organization is increasingly more common in typical American communities. In and of itself it is not conceived as a service organization. Its major functions are as a clearinghouse of information and as an agency that reviews existing services and programs with a view to spotting overlap or gaps in the services and programs which constituent member agencies are engaged in at any given time. It would, therefore, be desirable that the Tribal Council take immediate action to bring about these suggested staff and organizational changes.

#### Summary

The existing welfare staff and organizational structure consists entirely of the Agency Social Worker and a four-member joint health and welfare committee. In view of the number and variety of social problems which exist in the Reservation community, such a limited staff and organizational structure is clearly inadequate. The services of a specialist in community organization are badly needed. It would be desirable also that the present health and welfare committee be replaced by a special and greatly expanded welfare committee.

The major functions of this committee would be to work with the proposed community organizer in the creation of a Community Welfare Council. Although the proposed community organizer would be engaged largely in the stimulation and guidance of service, fraternal, religious, and other types of groupings, he could conveniently serve as the executive secretary of the proposed Community Welfare Council. Such a Council would consist of delegates from organizations and agencies whose programs and activities have bearing on social welfare.

## CHAPTER IX

## SUMMARY

Changes which have occurred during the past 100 years have had a disruptive effect on the culture and social organization of the Warm Springs community. Weakened family ties resulting from such changes have brought about a situation in which the familistic traditions which survive compete with more modern methods of social control such as the police and the courts. The ensuing conflict between traditional and modern practices, therefore, imply that neither works with maximum efficiency.

The availability of numerous alternative behavior standards, implies that there are few generally agreed upon and generally accepted standards of behavior. The result is that the individual member of the community is essentially without consistent standards to which he can refer his behavior and without social and moral supports from a clear-cut and consistent body of other persons.

All communities have their quota of social problems, and in all modern industrial societies the membership of a given community is divided and in a degree of conflict concerning desirable social standards and desirable conduct. If conditions in the Warm Springs community are more severe than is the case in other communities, it is in part explained by the peculiar cultural, racial, geographic, occupational and political conditions which prevail.

In the average or typical American community, persons who deviate markedly from accepted standards of behavior and conduct are commonly handled in one of two ways. Either they are expelled from the community through formal and informal pressures, or they are localized with others of their kind in some segregated part of the existing community. The peculiar conditions which obtain in the Warm Springs community, however, have at no time made such a convenient arrangement possible. Since deviants could not be expelled from the community and could not be effectively segregated within the community, there was no alternative but to absorb them and their standards of conduct. This has worked a profound effect on the consistency and the uniformity of agreed-upon standards of behavior within the Indian community.

In the long run it appears to have compromised all standards of behavior and conduct. It appears at present that all behavior is regarded in purely relative terms. That is to say, in each case the peculiar and individual circumstances which impinge upon the individual concerned are taken into account and employed as a basis for explaining away his deviant behavior in a manner which absolves him of guilt or a sense of wrong doing. Such practices leave the individual essentially free to do as impulse and fancy and situational circumstances seem to warrant without fear of compromising his respect or dignity or status in the eyes of other persons.

## Child Welfare

The incidence of child neglect while not precisely known, is nevertheless extremely high. A sizable proportion of the total number of minors in the Warm Springs population are living outside their own home. The bulk of these are doing so by virtue of informal adoption procedures which have been undertaken outside the purview of the Tribal Court. The motives which underly such action are not clearly known. In many instances, no doubt, the informal adoption has been taken with the implicit sanction of the Tribal Court and for reasons which are genuinely concerned with the welfare of the children involved. In numerous other instances, however, there would appear to be both indirect and direct evidence suggesting that children are taken into informal adoption for no other reasons than that adults concerned are in need of supplementing their financial resources. The children in such instances, therefore, become pawns in a financial assistance game.

There exists at present a large number of cases, involving a majority of the minors in the Indian community, in which minors' funds are programmed by the Agency Social Worker. This administrative practice consumes a large proportion of the Social Worker's time and energy, and prevents him from engaging in other programs of action such as family case work for which there is a great need and for which his professional training and qualifications are much more suited.

There exists a large number and variety of unmet needs in the field of child welfare. There are at present no licensed or carefully selected foster homes in the Reservation community. There would appear to be need for the establishment of a temporary receiving home for the care of children who are abandoned or neglected while investigation is made for the purpose of advising the Court on appropriate action to be taken. There is further a need for the domestic relations branch of the Tribal Court to take immediate steps to effect a licensing arrangement as well as an investigation and follow-up program in all cases of adoption. To the extent that amendments to the present constitution may be necessary in order to carry out such a program on the part of the Tribal Court, the Tribal Council should take immediate action to institute such amendments as may be needed. In instances where the only justification for the adoption by informal procedures is the financial assistance to the adopting adults, such adults ought to be referred by the Court to the appropriate Tribal or State agency for such financial assistance as may be needed.

The implementation of these suggested measures would serve to reduce the total number of cases in which minors' funds are programmed. Moreover, the pressing need for family casework and other activities which require the skills of a professionally trained social worker imply that the remaining cases where programming of minors' funds is indicated be turned over to a clerk who would be supervised by the Agency Social Worker. It would be desirable, therefore, that the Tribal Council petition the Agency Superintendent to so adjust the duties and responsibilities of the Social Worker as to bring about these changes in his responsibility. Such action would free the Agency Social Worker to concentrate on family casework as well as to take immediate steps to prepare adequate case records which are needed not only for existing

programs and plans, but also for purposes of research and the preparation for the eventual termination of the Warm Springs Reservation.

### Juvenile Delinquency

Major offenses committed by juveniles during the year 1959 were concentrated in crimes against property and crimes against the person. Alternately, minor offenses were confined overwhelmingly to curfew violations and moving violations involving automobiles. In either instance, the overwhelming proportion of offenders were boys rather than girls. Although no meaningful comparative data are available it is apparent that the number of both major and minor offenses committed by juveniles in the Indian community is extremely high.

The incidence of serious truancy in the Indian community is likewise extremely high. In this case, however, girls were more frequently included than boys. This finding accords closely with other findings reported in the Education Report to the effect that girls less frequently than boys are given support and encouragement concerning education by members of their families. Analysis of the family backgrounds of the truants showed that, by and large, a small number of families contribute a very large proportion of the truants. Moreover, the truants tend overwhelmingly to come from families in which one or both natural parents are present and in which the home is not broken.

Illegitimacy rates for the period 1950 through 1959 strongly suggest an increase in illegitimate births among single minors, divorced women and widows, and a decrease in illegitimate births among mothers living in a common-law relationship.

The major unmet needs in the field of juvenile delinquency are confined largely to further progress in law enforcement, to more extensive counseling with parents, and the establishment of adult education courses. Such courses should be designed to familiarize parents generally with the adjustment problems and difficulties of youth and the ways and means in which they themselves may play a more effective part in the control and prevention of juvenile delinquency.

It would be desirable, therefore, that the Tribal Council take action to bring about an adjustment in the duties of the Juvenile Officer so as to permit more time for him to work with parents in a counseling relationship. It would be desirable also if the Tribal Council, in conjunction with the proposed Educational Coordinator, took steps to establish adult education courses designed to familiarize parents in the community generally with problems of juvenile delinquency and to elicit their cooperation and support in the further reduction of juvenile delinquency.

### Adult Crime

Adult crime appears to center largely in violations of existing ordinances governing the possession and use of alcohol. None of the other

categories of law violations appear to involve an unduly large number of offenders. Adult crime, therefore, would appear to be one of the lesser of the social problems existing in the Reservation community.

#### Law Enforcement

Recent changes in police organization and in the organization of the Tribal Court leave few serious problems in the field of law enforcement. A number of jurisdictional issues remain and constitute barriers to effective law enforcement on the Reservation. It would be desirable, therefore, that the Tribal Council give all possible support to the Tribal Attorney in seeking ways and means of eliminating existing jurisdictional disputes and issues.

The major unmet need in law enforcement centers in the training of police personnel and the associate court justices. The Police Commissioner has plans underway for an inservice training program to be given to police personnel in the near future. It would be desirable, therefore, that the Tribal Council give all possible support to this endeavor. The further improvement of qualifications of associate justices is somewhat more problematic. It would appear desirable, that the Tribal Council give serious consideration to the appointment of younger, preferably college educated persons, to these positions as vacancies occur. Such a change would undoubtedly contribute much to the prestige of the Court in the eyes of the general public.

#### Welfare Organization

The existing welfare staff and organizational structure consists entirely of the Agency Social Worker and a four-member joint health and welfare committee. In view of the number and variety of social problems which exist in the Reservation community, such a limited staff and organizational structure is clearly inadequate. The services of a specialist in community organization is badly needed. It would be desirable also that the present health and welfare committee be dissolved and a special and greatly expanded welfare committee be established.

The major functions of this committee would be to work with the proposed community organizer in the creation of a Community Welfare Council. Although the proposed community organizer would be engaged largely in the stimulation and guidance of service, fraternal, religious, and other types of groupings, he could conveniently serve as the executive secretary of the proposed Community Welfare Council. Such a Council would consist of delegates from organizations and agencies whose programs and activities have a bearing on social welfare. In and of itself, the Community Welfare Council does not typically function as a service organization, but rather as a clearing house and as an over-all coordinating body which looks for gaps and overlaps in existing social welfare programs.

## Recommendations

The present state of affairs in the welfare field has profound implications for the future welfare and happiness of all members of the Warm Springs Community. If conditions are left to deteriorate further, the predictable consequence will be an even higher incidence of crime, alcoholism, child neglect, family breakdown and general social and spiritual demoralization of the Indian community. To stem the current tide of demoralization and to alleviate many of the existing social problems, the following courses of action are recommended.

Recommendation #1. The Tribal Council should determine the number of older persons who are in need of nursing home care and who would be willing to accept such living arrangements. If the results show that any sizable demand for such arrangements exists, the Tribal Council should undertake to build and to staff a nursing home for older people, of appropriate size.

Recommendation #2. The Tribal Council should undertake to secure the part-time services of a marriage counselor who would be invited to spend one day or more per week on the Reservation and whose services would be contracted for and paid by the Tribal Council.

Recommendation #3. The Tribal Council should take immediate steps to petition the private foundations or such an agency as the National Institute of Mental Health for a research grant to be used in a study of the use and abuse of alcohol in the Warm Springs Community. Should such a petition prove unsuccessful it is recommended that the Tribal Council appropriate the necessary funds from Tribal sources in order to finance such a research.

Recommendation #4. The Tribal Council should, in conjunction with the proposed Educational Coordinator, make the fullest possible use of the resources of the Oregon State Alcohol Education Committee.

Recommendation #5. The Tribal Council, in conjunction with the proposed Educational Coordinator, should take immediate steps to organize a local chapter of Alcoholics Anonymous.

Recommendation #6. The Tribal Council should hire a specialist in community organization who would be administratively responsible to the proposed Educational Coordinator and whose primary responsibility would be to stimulate the creation of fraternal, service, religious lay organizations and other groupings on the Reservation.

Recommendation #7. The Tribal Council, in conjunction with the proposed Educational Coordinator, should assess the incidence of child neglect and the adequacy of existing homes in which children have been adopted, whether formally or informally.

Recommendation #8. The Tribal Council should urge the Tribal Court to institute a system of careful selection and licensing of homes in which adopted children are now living or will live in the future. It is recommended also that the Court institute follow-up study of conditions in such homes to insure that the rights of the children involved are fully protected.

Recommendation #9. The Tribal Council should construct a temporary receiving home in which children who are abandoned or deserted can be lodged. If a nursing home for older people is indicated, it would undoubtedly be feasible to employ the same facilities as a temporary receiving home for children.

Recommendation #10. The Tribal Council should urge the Tribal Court and law enforcement officers to deal more severely with instances of parental irresponsibility.

Recommendation #11. The Tribal Council should petition the Agency Superintendent to take steps to reduce the current volume of activities associated with the programming of minors' funds and thereby release the services of the Agency's Social Worker for child welfare and family case work for which there is a vast need. It is recommended also that the Agency Superintendent be petitioned to so adjust the duties of the Social Worker as to permit him to prepare adequate case records, since such records are of vital importance not only for current planning and action, but also as a step in preparation for the eventual termination of all Federal Government services.

Recommendation #12. The Tribal Council should petition the Agency Superintendent to adjust the duties of the Juvenile Officer so as to permit him to concentrate his time fully on juvenile problems and to extend the counseling relationship with parents of children who are in violation of the law.

Recommendation #13. The Tribal Council should urge all law enforcement agencies to undertake more vigorous enforcement of the school attendance law.

Recommendation #14. The Tribal Council, in conjunction with the proposed Educational Coordinator, should seek to establish adult education courses designed to acquaint parents with the problems and difficulties of younger persons and to familiarize themselves with their own parental responsibilities.

Recommendation #15. The Tribal Council should give all necessary support to the Police Commissioner in the carrying out of present training plans designed to improve the professional qualifications of police personnel.

Recommendation #16. The Tribal Council should appoint younger, preferably college educated persons to the positions of associate justice when vacancies occur in these positions.

Recommendation #17. The Tribal Council, in conjunction with the Tribal Attorney, should take immediate steps to find ways and means of eliminating existing jurisdictional problems and issues which act as a barrier to effective law enforcement on the Reservation.

Recommendation #18. The Tribal Council should dissolve the present health and welfare committee and create a separate welfare committee with a greatly expanded membership. Moreover, it is recommended that the powers and functions of this committee be drafted in such a manner as will enable

it to function as a channel of communication between the Tribal Council and welfare agencies, on the one hand, and between welfare agencies and the general public, on the other.

Recommendation #19. The Tribal Council, in conjunction with the proposed community organizer, should take steps to establish a Community Welfare Council, with the proposed community organizer serving as its executive secretary.

**SURVEY OF HOUSING ON THE RESERVATION**

by

**Norman McKown, Ph.D.  
Research Director**

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## SURVEY OF HOUSING ON THE RESERVATION

by

Norman McKown, Ph.D.

## INTRODUCTION

## Background

As part of the Memorandum of Understanding the College agreed

"to compare the housing conditions on the reservation with what the members consider desirable and with other standards for suitable housing and to point out how better housing may be provided."

Thus, two different evaluations of the adequacy of Reservation housing were called for: (1) what individual members consider their unmet housing needs to be; and, (2) what their unmet housing needs are by objective standards of comparison.

To obtain these two kinds of information a survey of primary dwelling units was conducted during the period January through March 1960.

## Methodology

A questionnaire was prepared for administration by interview to the head of each household on the Reservation. It was designed to secure three types of information: (1) relating to the house itself (age, physical characteristics and condition); (2) the conditions of occupancy (size and composition of household population); and, (3) residents' evaluations of and attitudes toward their own housing conditions and the subject of Reservation housing generally.

An operational definition of what constituted a dwelling unit, or home, had to be made because many families (or individual members thereof) change residence during the course of the year. It is common, for example, that a family will move to an otherwise unoccupied house on their farm during the summer months.

Therefore every known house on the Reservation which was not totally dilapidated was mapped, numbered and characterized as to usual length and type of occupancy. From this listing, then, houses used only for seasonal occupancy were eliminated from further consideration. The remainder were considered to be primary dwelling units in the sense that they were usual dwelling places and these became the population of homes for the survey. These were 188 in number.

The interviewee from each primary dwelling unit was the person who was recognized locally as the head of the household. In many cases designation was complicated because of the presence within a house of more than one family ("family" in the sense of husband, wife and offspring) but final selection was made on the basis of the local consensus of opinion as to who was the head of the household, i.e., the person who made the majority of decisions affecting the home and its residents.

With the collaboration of Mr. Delbert Frank, Council member from Simnasho who served as field director, four members of the Tribe were selected as interviewers: Mr. Oscar Moses, Mr. Herbert Stwyer, Mr. Harvey Tohet and Mr. Linton Winishut.

Prior to the survey the questionnaire items were explained to and discussed with the interviewers at length in order that they would have a thorough understanding of the questionnaire and its aims. Such an understanding is necessary in any survey, but it was of especial importance for this one. The interviewers had to understand the questions well enough to translate them into the Indian language and re-translate answers (which became necessary to some extent in about one-third of the interviews). As well, they had to be able to answer and offset fears and suspicions of a group of respondents who were quite decidedly not accustomed to being interviewed about matters which, by all accounts, they regarded as no one's business but their own. On both counts the interviewers performed admirably well.

This training of the interviewers served another valuable function. Starting with interviewers who were untrained in the usual sense of the word and with a group of people certainly not used to being interviewed it was decided that the usual kind of pretest of the questionnaire would be neither feasible nor fruitful. Therefore, the interviewers themselves became the pretesters and as it turned out they made many important contributions to the construction of the questionnaire.

Each interviewer was assigned a specific geographic area of the Reservation on the basis of his familiarity with it and its people. During the survey they contacted and interviewed the household head of each primary dwelling unit in that area, although in some cases the interview was completed by the respondent himself. All in all the process was quite time consuming. Great distances to be traveled, difficulty in finding the household head at home, a lengthy interview, explanations of the survey, the necessity for translation (which in many cases consumed an entire day) all added to a heroic task for any group of interviewers. It is a tribute to the tenacity and skill of those on the housing survey that they returned 181 interviews from the 188 primary dwelling units. Of these 181 almost all -179- were completed in full.

Upon completion of the survey the questionnaires were coded and the data transferred to Hollorith cards, and analyzed on standard IBM equipment.

## Organization of the Report

The results of the housing survey are presented in three parts: the first section deals with the physical characteristics of the houses themselves; the second deals with the people who occupy them and the conditions of their occupancy; finally, the third section draws the first two together and points out the unmet needs as they are seen by the respondents and as they are measured by other criteria.

It should be noted that the total number of houses and respondents upon which percentages are based in the tables which follow vary. This is because in many cases for a given item answers were not obtained from all respondents.

### THE HOMES

#### Age and Construction

Table 1 shows the distribution of homes by type of original construction. While almost half were wooden frame, 28% were originally barracks obtained from CCC camps in the 1930's or from the Madras Air Base following World War II and converted into homes.

Table 1

#### ORIGINAL CONSTRUCTION OF THE HOUSE

	Number of Homes	%
Wooden frame	89	49.4
Converted barracks	51	28.3
Pummi stone	9	5.0
Stucco	12	6.7
Box type	3	1.7
Other	2	1.1
No answer	<u>13</u>	7.3
	179	

Table 2 shows the age distribution of 137 houses on the Reservation. As can be seen less than half (45.1%) have been built since 1946; almost half (45.2%) are 20 years old or older, and almost one-third (32.1%) are 25 years old or older.

Table 3 shows the ages of converted barracks, the majority of which (69.2%) were made into homes prior to 1951.

Table 2

## WHEN WAS THIS HOUSE FIRST BUILT?

	No.	%
1959 and 1960	7	5.1
1958	6	4.4
1957	3	2.2
1956	3	2.2
1951 to 1955	19	13.9
1946 to 1950	26	19.0
1941 to 1945	11	8.0
1936 to 1940	18	13.0
1931 to 1935	21	15.3
1930	12	8.8
1929 and before	<u>11</u>	8.0
	137	

Table 3

IF CONVERTED BARRACKS, WHEN WAS IT FIRST  
CONVERTED INTO A HOME?

	No.	%
1959 and 1960	3	7.7
1958	1	1.9
1957	-	-
1956	-	-
1951 to 1955	11	21.1
1946 to 1950	24	46.2
1941 to 1945	4	7.7
1936 to 1940	6	11.5
1931 to 1935	<u>2</u>	3.8
	51	

As is shown in Table 4 new materials were reported to have been used in the construction of 55% of the homes. Since for 13.7% of the homes there was either no answer or an uncertain answer it is possible that a total of 69% of the homes could have been built of new materials. However, it should be noted on the other hand that 31.3% of the homes were built either partially or not at all of new materials.

Table 4

## WHEN THE HOUSE WAS FIRST BUILT WERE THE MATERIALS NEW?

	No.	%
Yes	100	55.0
No	7	3.8
Some new, some not new	50	27.5
Not sure	7	3.8
No answer	<u>17</u>	9.9
	181	

The Tribal Rehabilitation branch was reported to have built (or converted) 50% of the homes, according to Table 5; this figure could be higher if the actual state of affairs were known for the 14.8% for which there was no report due either to a "not known" or a "no answer" response. Significantly, only 12 homes were reported to have been built by outside (i.e. private) contractors, while 28.6% were reported to have been built by individuals, e.g. the head of the household.

Table 5

## WHO ORIGINALLY BUILT THE HOUSE?

	No.	%
Tribal Rehab	91	50.0
Outside contractor	12	6.6

(Table 5 continued on next page)

(Table 5 continued)

Head of household	16	8.8
Other individual	36	19.8
Not known	8	4.4
No answer	<u>18</u>	10.4
	181	

Table 6 shows the types of foundations which prevail. Cement is predominant; however, about one-fifth (20.7%) have either no foundation or a wooden one.

Table 6

## WHAT KIND OF A FOUNDATION DOES THE HOUSE HAVE?

	No.	%
Cement	86	48.1
Pummi stone	19	10.6
Wooden	15	8.4
Pillars (stone)	17	9.5
None	22	12.3
Other, combination of above	11	6.1
No answer	<u>8</u>	5.0
	178	

Table 7 shows type of exterior. Wood and shakes account for one-third of the homes; another 10% have tarpaper exteriors while only 10.6% have "hard" finishes.

Table 7

## WHAT KIND OF EXTERIOR DOES THE HOUSE HAVE?

	No.	%
Wood	53	29.6
Stucco or cement	9	5.0

(Table 7 continued on next page)

(Table 7 continued)

Pummi stone	10	5.6
Tarpaper	19	10.6
Shakes	38	21.2
Other	32	17.9
Wooden and other	6	3.4
Combination of above 2		1.1
No answer	<u>9</u>	5.6
	178	

As shown in Table 8 the majority of the homes are not painted on the outside.

Table 8

## IS THE OUTSIDE PAINTED?

	No.	%
Yes	25	14.0
No	130	72.6
Only partly	13	7.3
No answer	<u>10</u>	6.1
	178	

Table 9 shows the distribution of houses by the number of rooms which have been added to the house since its original construction. Of these, for 111, or 62.2% there had been no additions; however 68 homes, or 37.8% had had at least one room added. For the 179 houses there was, then, an average of .76 rooms added since original construction. Considering only those 68 houses which had been added to, there was an average of 2.0 rooms added. Apparently in about one-third of the cases the original size of the home proved inadequate for their occupants' needs as demonstrated by the fact that additions were actually made. Further, while the average number of rooms added is small for the total, when additions were made they were considerable, averaging two rooms per house.

Table 9

HOW MANY ROOMS HAVE BEEN ADDED ON TO THE HOUSE  
SINCE IT WAS FIRST BUILT?

	No.	%
None	111	62.2
One	30	16.7
Two	20	11.1
Three	10	5.6
Four	4	2.2
Five	<u>4</u>	2.2
	179	

As for the materials used for housing additions Table 10 shows that in the majority of cases -51 homes of the 68- new materials were used.

Table 10

WERE THESE NEW ROOMS BUILT OUT OF NEW MATERIALS?

	No.	%
Yes	51	28.3
No	8	4.4
Some rooms were, some weren't	4	2.2
Both new and used materials were used	7	3.9
Not sure	1	.6
No answer	<u>108</u>	60.6
	179	

Clearly from Table 11 bedrooms were the most common type of addition, either alone or in combination with some other kind of room.

Table 11

## WHAT KINDS OF ROOMS WERE THESE?

	No.	%
One bedroom	11	6.1
Two bedrooms	5	2.8
Three bedrooms	2	1.1
One bedroom with another full room(s)	9	5.0
Two bedrooms with another full room(s)	11	6.1
Three bedrooms with another full room(s)	1	.6
One bedroom including utility, etc.	2	1.1
Two bedrooms including utility, etc.	1	.6
Three bedrooms including utility, etc.	1	.6
Other full room(s) not bedrooms	17	9.4
Other utility etc.	6	3.3
No answer	<u>113</u> 179	63.3

Table 12 shows the number of rooms added by age of house. As would be expected, older homes had more additions, evidence of the inadequacy of their original construction.

Table 12

## HOW MANY ROOMS HAVE BEEN ADDED ONTO THE HOUSE SINCE IT WAS BUILT?

When was house first built or converted into a home?	None	One	Two	Three	Four	Five	Average	Total Number
1956-1960	20 (95.3)	1 ( 4.8)					.05	21
1951-1955	20 (74.1)	2 ( 7.4)	3 (11.1)	2 ( 7.4)			.52	27
1946-1950	27 (69.2)	5 (12.8)	5 (12.8)	2 ( 5.1)			.54	39
1936-1945	17 (51.5)	5 (15.2)	5 (15.2)	3 ( 9.1)	2 ( 6.1)	1 ( 3.0)	1.12	33
1930-1935	9 (29.0)	14 (45.2)	6 (19.4)	2 ( 6.4)			1.03	31
Before 1929 & don't know	7 (53.8)	3 (23.1)	1 ( 7.7)	1 ( 7.7)	1 ( 7.7)			13
Blanks	8							8
Total Number	108	30	20	10	3	1		<u>172</u>

## SIZE OF HOUSE

Total Rooms

Table 13 shows the distribution of houses by the total number of rooms which they contain. For purposes of the survey a room was defined as a discrete living space within the home separated from the rest of the house by a semi-permanent or permanent barrier. An example of the former would be a partition of less than ceiling height attached (e.g. nailed) to the house proper; a wall would exemplify the latter. Living areas separated from the rest of the house by temporary barriers such as folding screens, hanging draperies or other textile materials were not considered to be rooms.

Table 13

## HOW MANY ROOMS DOES YOUR HOUSE HAVE ALTOGETHER?

	No.	%
One	8	4.5
Two	32	17.9
Three	26	14.5
Four	29	16.2
Five	35	19.6
Six	21	11.7
Seven	14	7.8
Eight	4	2.2
No answer	<u>9</u>	5.6
	178	

Considering in Table 10 the 169 homes for which number of rooms was reported, there was an average of 4.12 rooms per dwelling unit; a median number of 3.79 rooms.

As might be expected there has been a trend toward the construction of larger homes in recent years. Table 14 shows the distribution of size of home, period of first construction, or conversion to a home in the case of converted barracks. Homes built in the period 1956-60 had an average of 5.10 rooms each as against an average of 4.15 for homes built during 1951-55. Thereafter there is a marked, steady decline in the average number of rooms as the age of the house increases to an average of 2.90 for those built during the period 1930-35.

#### Number of Bedrooms

Table 15 shows the distribution of homes by number of bedrooms, i.e. rooms used exclusively or almost wholly so for sleeping. Here, 14.5% had no bedrooms at all; when it is recalled from Table 10 that only 4.5% of the total were one room houses, it is clear that in an additional 10% of the homes there were no bedrooms as such. For the group as a whole there was an average of 1.64 bedrooms per home; the median was 1.15.

Table 14

## HOW MANY ROOMS DOES YOUR HOUSE HAVE ALTOGETHER?

When was the  
house first  
built or con-  
verted into  
a home?

	No Answer	One	Two	Three	Four	Five	Six	Seven	Eight	Average	Total Number
1956-1960		1 ( 4.8)	2 ( 9.5)	1 ( 4.8)	2 ( 9.5)	4 (19.1)	6 (28.6)	5 (23.8)		5.10	21
1951-1955		1 ( 3.7)	3 (11.1)	3 (11.1)	5 (18.5)	5 (18.5)	5 (18.5)	3 (11.1)	2 ( 7.4)	4.15	27
1946-1950		2 ( 5.1)	7 (17.9)	3 ( 7.7)	4 (10.3)	13 (33.3)	8 (20.5)	2 ( 5.1)		4.31	39
1936-1945		1 ( 3.0)	5 (15.1)	8 (24.2)	10 (30.3)	4 (12.1)	1 ( 3.0)	2 ( 6.1)	2 ( 6.1)	3.97	33
1930-1935		2 ( 6.4)	12 (38.7)	8 (25.8)	6 (19.4)	2 ( 6.4)	1 ( 3.2)			2.90	31
Before 1929 & don't know	1 ( 7.7)		3 (23.1)	2 (15.4)	1 ( 7.7)	6 (46.1)				*	13
Blanks	5	1		1				1			8
Total Number	6	8	32	26	28	34	21	13	4		<u>172</u>

\* Average not computed because of small number and the presence of "don't knows."

Table 15

## HOW MANY BEDROOMS: (THAT IS, USED FOR SLEEPING ONLY?)

	No.	%
None	25	14.5
One	54	30.2
Two	65	36.3
Three	29	16.2
Four	4	2.2
Five	<u>1</u>	.6
	178	

Since other rooms in houses (e.g. living rooms) were also used for sleeping, Table 16 shows the total number of rooms used for sleeping, since the average size house was 4.12 rooms (see Table 10) it becomes clear, then, that on the average only 1.64 rooms were not used for sleeping.

Table 16

## TOTAL NUMBER OF ROOMS USED FOR SLEEPING

	No.	%
One	43	24.6
Two	44	24.6
Three	62	34.7
Four	22	12.3
Five	6	3.3
Six	<u>1</u>	.6
	178	

Since homes built during the past 5 to 10 years have been larger it is not surprising that as Table 17 shows they have more bedrooms than homes built during earlier years; those constructed during 1956-60 had an average of 2.52 bedrooms (or rooms that could be used exclusively as bedrooms). The average number of bedrooms drops off steadily as the age of the house increases to an average of 1.03 bedroom per home for those constructed or converted during the period 1930-35.

Table 17

## HOW MANY BEDROOMS: (USED FOR SLEEPING ONLY)?

When was the house first built or converted into a home?	None	One	Two	Three	Four	Five	Average	Total Number
1956-1960		2 ( 9.5)	7 (33.3)	11 (52.4)	1 ( 4.8)		2.52	21
1951-1955	1 ( 3.7)	6 (22.2)	11 (40.8)	7 (25.9)	1 ( 3.7)	1 ( 3.7)	2.15	27
1946-1950	3 ( 7.7)	10 (25.6)	21 (53.8)	5 (12.8)			1.72	39
1936-1945	4 (12.1)	12 (36.4)	11 (33.3)	4 (12.1)	2 ( 6.1)		1.64	33
1930-1935	7 (22.6)	17 (54.8)	6 (19.3)	1 ( 3.2)			1.03	31
Before 1929 & don't know	2 (15.4)	5 (38.5)	6 (46.2)					13
Blanks	5	2	1					8
Total Number	22	54	63	28	4	1		<u>172</u>

Table 18 shows the distribution of total number of rooms used for sleeping by age of house. Homes built during the past 5 years have the largest average number of rooms used for sleeping, 3.00. However, while those built earlier show lower averages, there are no significant differences shown among those built between 1936 to 1955. Thus, while these homes had fewer bedrooms (see Table 14) the need for additional sleeping space appears to be about equal among them. That is, even though older homes tend to have fewer bedrooms the need for sleeping space is as great or almost as great as is the case with newer homes.

Further, Table 19 shows, by period of original construction the average total number of rooms (from Table 11), the average total number of rooms used for sleeping (from Table 15) and the differences between averages. This comparison shows that except for the homes built during 1956-60 there were, on the average, less than 2 rooms per home which were devoted exclusively to other than sleeping use. Carrying this out, if one room per home was taken out as a kitchen, then there remains less than one room per home for all other activities of family living.

Table 18

## TOTAL NUMBER OF ROOMS USED FOR SLEEPING

When was the house first built or converted into a home?	<u>None</u>	<u>One</u>	<u>Two</u>	<u>Three</u>	<u>Four</u>	<u>Five</u>	<u>Average</u>	<u>Total Number</u>
1956-1960		1 ( 4.8)	2 ( 9.5)	10 (47.6)	7 (33.3)	1 ( 4.8)	3.00	21
1951-1955	1 ( 3.7)	3 (11.1)	8 (29.6)	7 (25.9)	6 (22.2)	2 ( 7.4)	2.74	27
1946-1950	2 ( 5.1)	5 (12.8)	9 (23.1)	17 (43.6)	4 (10.2)	2 ( 5.1)	2.56	39
1936-1945	2 ( 6.1)	2 ( 6.1)	11 (33.3)	13 (39.4)	3 ( 9.1)	2 ( 6.1)	2.58	33
1930-1935	4 (12.9)	10 (32.3)	9 (29.0)	8 (25.8)			1.68	31
Before 1929 & don't know	2 (15.4)	1 ( 7.7)	3 (23.1)	5 (38.5)	2 (15.4)			13
Blanks	5	2		1				8
Total Number	16	24	42	61	22	7		<u>172</u>

Table 19

## COMPARISON BY PERIOD OF ORIGINAL CONSTRUCTION OF AVERAGE NUMBER OF ALL ROOMS AND AVERAGE NUMBER USED FOR SLEEPING

When was the house first built or converted into a home?	Number of houses	Average number, all rooms	Average number used for sleeping	Difference (1) minus (2)
1956-1960	21	5.10	3.00	2.10
1951-1955	27	4.15	2.74	1.41
1946-1950	39	4.31	2.56	1.75
1936-1945	33	3.97	2.58	1.39
1930-1935	<u>31</u> 151	2.90	1.68	1.22

## UTILITIES AND FACILITIES

Heating

Table 20 indicates that so far as heating is concerned wood is the fuel used by most householders. The use of gas and electricity is negligible; 13.9% only use oil to heat their homes. Additional data indicate further that in only a few cases was wood used as fuel in a central heating unit; simple wood stoves were predominant.

Table 20

## WHAT KIND OF FUEL IS USED TO HEAT THE HOUSE?

	No.	%
Wood only	103	57.2
Electricity only	4	2.2
Gas only	14	7.8
Oil only	25	13.9
Wood plus other	14	7.8
Other	9	5.0
No answer	<u>10</u>	6.1
	179	

Table 21 shows the distribution of homes by the number of rooms which do not have a source of heat; as can be seen 56.1% have at least one room without heat. On the average, there were 1.22 rooms per home lacking heat. As Table 22 indicates slightly less than half of the homes (46.9%) reported at least one bedroom without heat.

Table 21

## HOW MANY ROOMS DO NOT HAVE A SOURCE OF HEAT?

	No.	%
None	78	43.9
One	32	17.8
Two	41	22.8
Three	16	8.9
Four	5	2.8

( Table 21 continued on next page)

(Table 21 continued)

Five	5	2.8
Six or more	<u>2</u>	1.1
	179	

Table 22

HOW MANY OF THESE ROOMS THAT DON'T HAVE HEAT ARE BEDROOMS?

	No.	%
None	94	53.1
One	29	16.2
Two	39	21.8
Three	11	6.1
Four	<u>5</u>	2.8
	178	

Electricity

Table 23 shows the proportion of homes with and without electricity. Table 24 shows the estimated distances from sources of electricity for homes lacking it.

Table 23

DOES THE HOUSE HAVE ELECTRICITY?

	No.	%
Yes	120	67.0
No	49	27.4
No answer	<u>9</u>	5.6
	178	

Table 24

(IF HOUSE DOES NOT HAVE ELECTRICITY) ABOUT HOW FAR IS THE NEAREST ELECTRICITY THAT YOU COULD USE?

	No.	%
Zero to one-half mile	7	3.9
One-half to one mile	11	6.1
One mile, less than two miles	6	3.3
Two miles, less than three miles	0	
Three miles, less than four miles	3	1.7
Four miles, less than five miles	4	2.2
Five miles and over	14	7.8
No answer	<u>134</u> 179	75.0

### Water

As shown in Table 25 water is not piped into more than half (52.2%) of the homes. Tables 26 through 29 show the percentages of homes which have water connections to: inside toilets, baths or showers, wash basins, and kitchen sinks. The homes which have such water connections are clearly in the minority.

Table 25

IS WATER PIPED INTO THE HOUSE?

	No.	%
Yes	74	41.1
No	94	52.2
No answer	<u>11</u> 179	6.7

Table 26

IS THERE AN INSIDE TOILET THAT HAS WATER PIPED TO IT?

	No.	%
Yes	48	26.7
No	117	65.0
No answer	<u>14</u> 179	8.3

Table 27

IS THERE AN INSIDE BATH OR SHOWER THAT HAS WATER PIPED TO IT?

	No.	%
Yes	48	26.7
No	117	65.0
No answer	<u>14</u> 179	8.3

Table 28

IS THERE AN INSIDE WASH BASIN THAT HAS WATER PIPED TO IT?

	No.	%
Yes	55	30.6
No	110	61.1
No answer	<u>14</u> 179	8.3

Table 29

IS WATER PIPED TO A KITCHEN SINK?

	No.	%
Yes	68	37.8
No	96	53.3
No answer	<u>15</u> 179	8.9

Tables 30 through 34 show the breakdowns for water connections within the home by age of house. Three points are to be noted from these Tables. First, the percentage of homes built during 1956-60 having water and associated facilities is markedly greater than homes built prior to 1956. Secondly, however, these recently-constructed homes, twenty-one in number, are a small fraction of the total. Thirdly, even in the newer homes from one-fifth to one-quarter do not have water or associated plumbing.

Too, these data reflect the fact that in recent years new homes have largely been built in areas -e.g. Agency- where domestic water is available. But, the lack of domestic water is yet a significant problem associated with housing on the Reservation. (See also Water Resources Survey, Vol. IV of the Warm Springs Survey, for additional discussion of the domestic water problem).

Table 30

## IS WATER PIPED INTO THE HOUSE?

<u>When was the house first built or converted into a home?</u>	<u>No Answer</u>	<u>Yes</u>	<u>No</u>	<u>Total Number</u>
1956-1960		17 (80.9)	4 (19.1)	21
1951-1955		15 (55.6)	12 (44.4)	27
1946-1950		14 (35.9)	25 (64.1)	39
1936-1945	1 ( 3.0)	14 (42.4)	18 (54.5)	33
1930-1935		7 (22.6)	24 (77.4)	31
Before 1929 & don't know	1 ( 7.7)	2 (15.4)	10 (76.9)	13
Blank	5	2	1	8
Total Number	7	71	94	<u>172</u>

Table 31

## IS THERE AN INSIDE TOILET THAT HAS WATER PIPED TO IT?

When was the house first built or con- verted into a home?	<u>No Answer</u>	<u>Yes</u>	<u>No</u>	<u>Total Number</u>
1956-1960		16 (76.2)	5 (23.8)	21
1951-1955		13 (48.1)	14 (51.9)	27
1946-1950	2 ( 5.1)	7 (17.9)	30 (76.9)	39
1936-1945	1 ( 3.0)	6 (18.2)	26 (78.8)	33
1930-1935	1 ( 3.2)	1 ( 3.2)	29 (93.6)	31
Before 1929 & don't know	2 (15.4)		11 (84.6)	13
Blank	5	1	2	8
Total Number	11	44	117	<u>172</u>

Table 32

## IS THERE AN INSIDE BATH OR SHOWER THAT HAS WATER PIPED TO IT?

When was the house first built or con- verted into a home?	<u>No Answer</u>	<u>Yes</u>	<u>No</u>	<u>Total Number</u>
1956-1960		15 (71.4)	6 (28.6)	21
1951-1955		13 (48.2)	14 (51.9)	27
1946-1950	2 ( 5.1)	8 (20.5)	29 (74.4)	39
1936-1945	1 ( 3.0)	6 (18.2)	26 (78.8)	33

(Table 32 continued on next page)

1930-1935	1 ( 3.2)	1 ( 3.2)	29 (93.6)	31
Before 1929 & don't know	2 (15.4)		11 (84.6)	13
Blank	5	1	2	8
Total Number	11	44	117	<u>/172</u>

Table 33

## IS THERE AN INSIDE WASH BASIN THAT HAS WATER PIPED TO IT?

When was the house first built or con- verted into a home?	<u>No Answer</u>	<u>Yes</u>	<u>No</u>	<u>Total Number</u>
1956-1960		16 (76.2)	5 (23.8)	21
1951-1955		13 (48.1)	14 (51.9)	27
1946-1950	2 ( 5.1)	10 (25.6)	27 (69.2)	39
1936-1945	1 ( 3.0)	8 (24.2)	24 (72.7)	33
1930-1935	1 ( 3.2)	1 ( 3.2)	29 (93.6)	31
Before 1929 & don't know	2 (15.4)	2 (15.4)	9 (69.2)	13
Blank	5	1	2	8
Total Number	11	51	110	<u>/172</u>

Table 34

## IS WATER PIPED TO A KITCHEN SINK?

When was the house first built or converted into a home?	<u>No Answer</u>	<u>Yes</u>	<u>No</u>	<u>Total Number</u>
1956-1960		17 (80.9)	4 (19.1)	21
1951-1955		14 (51.9)	13 (48.1)	27
1946-1950	2 ( 5.1)	10 (25.6)	27 (69.2)	39
1936-1945	1 ( 3.0)	13 (39.4)	19 (57.6)	33
1930-1935	2 ( 6.4)	6 (19.4)	23 (74.2)	31
Before 1929 & don't know	2 (15.4)	2 (15.4)	9 (69.2)	13
Blank	5	2	1	8
Total Number	12	64	96	<u>172</u>

Land

Table 35 shows the distribution of houses by the type of land on which they are reported to occupy. As can be seen Reservation homes rest on a variety of land-types. First off it should be noted that 20% of the respondents either did not know what kind of land their homes were on or did not answer the question.

Given the current conditions of land tenure on the Reservation the 35.6% which are on home or other type of assignment lands pose the least problems so far as the future is concerned; similarly the 11.1% on Tribal lands and the 3.9% on fee patent and U. S. Government lands pose minimal problems.

However the 29.4% which are on allotment lands thus involve the complications of the heirship situation because it is unlikely that their occupants are the sole allottees of the land in view of the conditions which prevail on allotted lands in general.

Table 35

## WHAT KIND OF LAND IS THE HOUSE ON?

	No.	%
Tribal	20	11.1
Allotment	53	29.4
Home assignment	52	28.9
Other assignment	12	6.7
Other, including fee patent	2	1.1
Government land	5	2.8
Not sure	12	6.7
No answer	<u>23</u>	13.3
	179	

Accordingly, Table 36 shows the distribution of houses by the number of heirs involved in the land upon which the dwelling units rest. Note that there were heirs reported to be involved in 39.5% of the cases. Further, for these where a definite number was reported there was an average of 3.68 heirs involved.

Table 36

## HOW MANY HEIRS ARE INVOLVED IN THE LAND THAT THE HOUSE IS ON?

	No.	%
None	99	55.6
One	12	6.7
Two	7	3.9
Three	5	2.8
Four	7	3.9
Five or more	34	18.9
Not sure how many but there are some	6	3.3
Not sure if there are heirs or not	<u>9</u>	5.0
	179	

Table 37

## WHAT KIND OF LAND IS THE HOUSE ON?

When was the house first built or converted into a home?	No Answer	<u>Tribal</u>	<u>Allotment</u>	<u>Home Assignment</u>	<u>Other Assignment</u>	<u>Other including fee patent</u>	<u>Government land</u>	<u>Not sure</u>	<u>Total Number</u>
1956-1960	1 ( 4.8)	2 ( 9.5)	5 (23.8)	12 (57.1)	1 ( 4.8)				21
1951-1955	2 ( 7.4)	3 (11.1)	5 (18.6)	11 (40.7)	3 (11.1)			3 (11.1)	27
1946-1950	3 ( 7.7)	4 (10.3)	11 (28.2)	15 (38.5)	2 ( 5.1)	2 ( 5.1)		2 ( 5.1)	39
1936-1945	3 ( 9.1)	4 (12.1)	12 (36.4)	5 (15.1)	4 (12.1)		3 ( 9.1)	2 ( 6.1)	33
1930-1935	2 ( 6.4)	7 (22.6)	12 (38.7)	4 (12.9)	1 ( 3.2)		2 ( 6.4)	3 ( 9.7)	31
Before 1929 & don't know	2 (15.4)		7 (53.8)	2 (15.4)	1 ( 7.7)			1 ( 7.7)	13
Blanks	7		1						8
Total Number	20	20	53	49	12	2	5	11	<u>172</u>

Table 38

## HOW MANY HEIRS ARE INVOLVED IN THE LAND THAT THE HOUSE IS ON?

When was the house first built or converted into a home?	<u>None</u>	<u>One</u>	<u>Two</u>	<u>Three</u>	<u>Four</u>	<u>Five or more</u>	<u>Not sure how many</u>	<u>Not sure if there are any</u>	<u>Total Number</u>
1956-1960	12 (57.1)		1 ( 4.7)	2 ( 9.5)	1 ( 4.7)	4 (19.0)		1 ( 4.7)	21
1951-1955	16 (59.3)	1 ( 3.7)	2 ( 7.4)	1 ( 3.7)		6 (22.2)		1 ( 3.7)	27
1946-1950	16 (41.0)	5 (12.8)	2 ( 5.1)		2 ( 5.1)	11 (28.2)	2 ( 5.1)	1 ( 2.6)	39
1936-1945	14 (42.4)	3 ( 9.1)	2 ( 6.1)	1 ( 3.0)	1 ( 3.0)	6 (18.2)	2 ( 6.1)	4 (12.1)	33
1930-1935	20 (64.5)	2 ( 6.4)		1 ( 3.2)	2 ( 6.4)	2 ( 6.4)	2 ( 6.4)	2 ( 6.4)	31
Before 1929 & don't know	7 (53.8)	1 ( 7.7)			1 ( 7.7)	4 (30.8)			13
Blanks	7					1			8
Total Number	92	12	7	5	7	34	6	9	<u>172</u>

Table 37 presents the distribution of home sites by age of house. The percentage of homes on allotment lands is higher among the homes built during 1930-45; still, a considerable proportion of recently built homes are on allotment lands.

As additional information, Table 38 presents the degree of heirship involvement by age of home.

It must be noted in the foregoing that survey results of the kind just reported cannot be expected to be highly accurate, especially in the reporting of the number of heirs involved in a parcel of allotment land. The most accurate delineation of heirship involvement would come, of course, from analysis of allotment records in the Agency Land Office. However in the lack of such an analysis the data presented above do indicate the general magnitude of the problem.

### Home Financing

As was the case with heirship problems, the most accurate information regarding home loans would come from official records, here those of the Loan Committee. Nevertheless, a number of questions were asked of household heads about loans. Table 39 shows the responses to the first question of whether or not a loan was outstanding on the house. Note that 41.1% replied "yes" and that a rather large percentage (15.6) did not answer.

Analysis of the replies to subsequent questions about amount, duration, and purpose of loans indicated that respondents did not, apparently, wish to give information about these subjects. The number of persons who did not answer was so large that little credence could be put in the results. Therefore those data were not included.

Table 39

#### IS THERE A LOAN OUTSTANDING ON THE HOUSE?

	No.	%
Yes	74	41.1
No	77	42.8
Don't know	1	.6
No answer	<u>27</u>	15.6
	179	

Ownership

As shown in Table 40, 85.6% of the houses were reported to be owned by Warm Springs enrollees. Since 9% did not answer though, this might well be higher. At any rate only 5% answered that the house was owned by a non-enrollee.

Table 40

## IS THE OWNER OF THE HOUSE ENROLLED AT WARM SPRINGS?

	No.	%
Yes	154	85.6
No	9	5.0
No answer	<u>16</u>	9.4
	179	

## THE OCCUPANTS

## Head of Household

Table 41 shows the distribution by age of the persons defined as heads of the households under consideration.

Table 41

## AGE OF HOUSEHOLD HEAD

	No.	%
20 to 24 years	14	8.2
25 to 29 years	10	5.8
30 to 34 years	23	13.5
35 to 39 years	20	11.7
40 to 44 years	20	11.7
45 to 49 years	18	10.5
50 to 54 years	17	9.9
55 to 59 years	13	7.6
60 to 64 years	11	6.4
65 to 69 years	10	5.8
70 and over	<u>15</u>	8.8
	171	

Of these, 70.4% were male, 29.6% female. So far as marital status of household heads is concerned, 61% were males with spouse, 3.8% were females with spouse, 9.4% were males without spouse, and 25.2% were females without spouse. The rather large proportion of the group comprised by females without spouses is likely composed of elderly widows, reflecting greater life expectancy of women.

#### Household Population

The distribution of households by total number of occupants is shown in Table 42.

Table 42

#### TOTAL NUMBER OF PERSONS IN HOUSEHOLD

	No.	%
One	14	7.7
Two	16	8.8
Three	22	12.2
Four	21	11.6
Five	26	14.4
Six	22	12.2
Seven	18	9.9
Eight	16	8.8
Nine	14	7.7
Ten	3	1.7
Eleven	<u>9</u>	5.0
	181	

The modal number of persons per household is 5; the median is 4.67 and the average number is 5.34.

The age composition of household occupants is shown in Table 43 and 44.

Table 43

## NUMBER OF PERSONS 19 YEARS OF AGE AND OLDER IN HOUSEHOLD

	No.	%
One	40	22.1
Two	106	58.6
Three	16	8.8
Four	9	5.0
Five	4	2.2
Six	4	2.2
Seven	1	.6
Ten	<u>1</u>	.6
	181	

Table 44

## NUMBER OF PERSONS 18 YEARS OF AGE AND YOUNGER IN HOUSEHOLD

	No.	%
None	27	15.4
One	24	13.2
Two	20	11.0
Three	34	18.7
Four	20	11.0
Five	27	14.8
Six	13	7.1
Seven	10	5.5
Eight	4	2.2
Nine	1	.6
Ten	<u>1</u>	.6
	181	

Thus, there was an average of 2.14 persons 19 years and older per household, and an average of 3.20 persons 18 and younger. Further, Table 45 shows the distribution of households by the number of children five years and younger.

Table 45

## NUMBER OF PERSONS FIVE YEARS AND YOUNGER IN HOUSEHOLD

	No.	%
None	80	44.5
One	30	16.5
Two	33	18.1
Three	35	19.2
Four	<u>3</u>	1.7
	181	

In 44.5% of the homes there were no children of this age; for the group as a whole there was an average number of 1.18. Too, for the 55.5% of the homes in which there was at least one child in this age group there was an average number of 2.11. As can be seen, then, where there are young children - presumably in those homes where the parents are in the younger age groups - there tend to be more than 2.

Table 46 shows the distribution by age of household head of the total number of persons in the household.

Homes whose head was in the 40-49 age bracket had the largest average number of occupants, 6.47. However, it is to be noted that in the older age groups there were also substantial numbers of occupants. For example, for the group of household heads between 50 and 59 there were, on the average, 4.7 other persons dwelling in the home. For the group 60 and over, there was an average of 3.25 additional persons in the household. Considering that the frequency of single household heads must be rather large for this group, it is clear that these figures reflect an inordinate amount of "doubling up," so to speak. That is, for whatever reason, there is a much larger population in homes of older persons than would be expected.

Further evidence on this point can be had from Table 47 which shows the distribution by age of household head of the number of household residents 18 years and younger.

Thus, for the homes whose head was 60 years or over, there was an average of 2.22 persons 18 years or younger residing in the household. Considering both the age of this group in relation to the child-bearing cycle and the distribution of residents 18 and younger, it seems clear, moreover, that it is not uncommon that minor children reside with what are probably in most cases grandparents.

Table 46

## TOTAL NUMBER OF PERSONS IN HOUSEHOLD

Age of Household Head	One	Two	Three	Four	Five	Six	Seven	Eight	Nine	Ten	Eleven	Average	Total Number
20-29			7 (38.9)	5 (27.8)	4 (22.2)		1 ( 5.5)	1 ( 5.5)				4.22	18
30-39	2 ( 5.0)	1 ( 2.5)	4 (10.0)	3 ( 7.5)	7 (17.5)	6 (15.0)	5 (12.5)	6 (15.0)	4 (10.0)	1 ( 2.5)	1 ( 2.5)	5.97	40
40-49	1 ( 2.6)	2 ( 5.3)	3 ( 7.9)	3 ( 7.9)	6 (15.8)	5 (13.2)	4 (10.5)	3 ( 7.9)	6 (15.8)	1 ( 2.6)	4 (10.5)	6.47	38
50-59	1 ( 3.3)	4 (13.3)	3 (10.0)	3 (10.0)	1 ( 3.3)	4 (13.3)	7 (23.3)	3 (10.0)	2 ( 6.7)	1 ( 3.3)	1 ( 3.3)	5.70	30
60 & over	9 (25.0)	6 (16.7)	3 ( 8.3)	3 ( 8.3)	4 (11.1)	4 (11.1)		2 ( 5.6)	2 ( 5.6)		3 ( 8.3)	4.25	36
Blank		3	2	1	1	3							10
Total Number	13	16	22	18	23	22	17	15	14	3	9		<u>172</u>

Table 47

## NUMBER OF PERSONS EIGHTEEN YEARS OF AGE AND YOUNGER IN HOUSEHOLD

Age of Household Head	None	One	Two	Three	Four	Five	Six	Seven	Eight	Nine	Ten	Average	Total Number
20-29		6 (33.3)	5 (27.8)	5 (27.8)		1 ( 5.6)	1 ( 5.6)					2.33	18
30-39	4 (10.0)	4 (10.0)	2 ( 5.0)	7 (17.5)	7 (17.5)	5 (12.5)	8 (20.0)	2 ( 5.0)	1 ( 2.5)			3.80	40
40-49	3 ( 7.9)	3 ( 7.9)	2 ( 5.3)	6 (15.8)	3 ( 7.9)	12 (31.6)	1 ( 2.6)	7 (18.4)		1 ( 2.6)		4.42	38
50-59	4 (13.3)	4 (13.3)	4 (13.3)	4 (13.3)	7 (23.3)	4 (13.3)	2 ( 6.7)		1 ( 3.3)			3.07	30
60 & over	15 (41.7)	3 ( 8.3)	3 ( 8.3)	7 (19.4)	3 ( 8.3)	1 ( 2.8)		1 ( 2.8)	2 ( 5.6)		1 ( 2.8)	2.22	36
Blank		4	2	1		3							10
Total Number	26	24	18	30	20	26	12	10	4	1	1		<u>172</u>

It should be noted also that in the case of younger groups of household heads there are, on the average, relatively large numbers of minor children residing in households; 3.07 for heads 50-59; 4.42 for those 40-49; and 3.8 for those 30-39. Even for the household heads who are in the early years of the child-bearing period, 20-29, there is an average of 2.3 children in the household.

Table 48 shows the number of generation levels found in the household by age of household head.

Table 48

## NUMBER OF GENERATION LEVELS IN HOUSEHOLD

Age of Household Head	<u>Zero</u>	<u>One</u>	<u>Two</u>	<u>Three</u>	<u>Total Number</u>
20-29			18 (100.0)		18
30-39		4 (10.0)	31 ( 77.5)	5 (12.5)	40
40-49		3 ( 7.9)	30 ( 78.9)	5 (13.2)	38
50-59		4 (13.3)	13 ( 43.3)	13 (43.3)	30
60 and over		11 (30.6)	10 ( 27.8)	15 (41.7)	36
Blank			9	1	10
Total Number		22	111	39	<u>172</u>

As can be seen a substantial portion the older household heads have living with them either grandchildren or children of that generation level. Of the 60 and over group 41.7% have this composition; 43.3% of the 50-59 age group have grandchildren, or equivalent, in the home as residents.

## Occupants and Space

In Table 49 is found the distribution of number of rooms per home by the number of occupants.

Examination of this table shows that for 60% of the cases for which

Table 49

## HOW MANY ROOMS DOES THE HOUSE HAVE ALTOGETHER?

<u>Total Number of Persons in Household</u>	<u>No Answer</u>	<u>One</u>	<u>Two</u>	<u>Three</u>	<u>Four</u>	<u>Five</u>	<u>Six</u>	<u>Seven</u>	<u>Eight</u>	<u>Average</u>	<u>Total Number</u>
One		1 ( 7.7)	4 (30.8)	3 (23.1)	4 (30.8)	1 ( 7.7)				3.0	13
Two	2 (12.5)	2 (12.5)	4 (25.0)	2 (12.5)	3 (18.7)	2 (12.5)			1 ( 6.3)	3.3	16
Three	2 ( 9.1)	3 (13.6)	5 (22.7)	2 ( 9.1)	3 (13.6)	4 (18.2)	1 ( 4.5)	2 ( 9.1)		3.6	22
Four	1 ( 5.6)		7 (38.9)	3 (16.7)	2 (11.1)	2 (11.1)	2 (11.1)	1 ( 5.5)		3.5	18
Five			4 (17.4)	5 (21.7)	3 (13.0)	4 (17.4)	5 (21.7)	2 ( 8.7)		4.3	23
Six		1 ( 4.5)	1 ( 4.5)	3 (13.6)	6 (27.3)	4 (18.2)	5 (22.7)	2 ( 9.1)		4.5	22
Seven		1 ( 5.9)	2 (11.8)	3 (17.6)	2 (11.8)		5 (29.4)	2 (11.8)	2 (11.8)	4.8	17
Eight			2 (13.3)	1 ( 6.7)	1 ( 6.7)	7 (46.7)	3 (20.0)	1 ( 6.7)		4.7	15
Nine				3 (21.4)	3 (21.4)	6 (42.9)		2 (14.3)		4.6	14
Ten or more	1 ( 8.3)		3 (25.0)	1 ( 8.3)	1 ( 8.3)	4 (33.3)		1 ( 8.3)	1 ( 8.3)	4.9	12
Total Number	6	8	32	26	28	34	21	13	4		/172

answers were obtained there were 1.01 or more persons per room, i.e. in 100 of the 166 homes for which data were available there was less than one room per person. Some specific examples of extreme over-crowding can be seen. There were 24 two room homes, for example, in which four or more persons were living. In 16 three room homes there were five or more persons.

Concerning sleeping arrangements, Table 50 shows the number of bedrooms per home by the number of occupants.

Again, the evidence of overcrowding is overwhelming. For example the homes which housed five persons had an average of less than two bedrooms - 1.9. Homes with eight occupants averaged only 2.1 bedrooms each, an average of almost 4 persons per bedroom. There are actually fewer bedrooms in houses with larger numbers.

As noted earlier it was frequently reported that other rooms were used for sleeping in addition to bedrooms. Accordingly, Table 51 shows by size of family the number of additional rooms used for sleeping.

Quite clearly the combination of family size and number of bedrooms makes it necessary that other rooms serve a double function in many cases. In view of the average size home, however, it is clear that even where this is the case, there is a limit on the number of other rooms - e.g. dining rooms, living rooms - which can be so utilized. For example from Table 49 a home with 6 residents had an average of 4.5 rooms; Table 50 indicates for these families an average of 1.7 bedrooms. Therefore there are less than 3 other rooms available for additional sleeping quarters. If it is assumed that one of these is a kitchen, there are only 1.8 additional rooms on the average available for sleeping.

Making the same comparison for homes with eight occupants, there was an average of 4.7 rooms per home, an average of 2.1 bedrooms. Again, assuming one room to be a kitchen, then there were available on the average only 1.6 other rooms for sleeping purposes. Thus, even using such other rooms as are available 8 persons are, on the average, sleeping in 3.7 rooms.

In sum, dwelling units on the Reservation are housing, on the average, large numbers of persons. Large families, and high proportions of minor children pose space requirements which manifestly are not met by the physical units themselves. Indices of overcrowding can be seen from occupant-room ratios, numbers of persons per bedroom, and the like.

The social effects of residential overcrowding are well known and need only be alluded to here. Perhaps one specific point should be made. The Education report (Volume II) discusses in detail the difficulties which school children experience in attempting to do schoolwork at home. In view of the data presented above it is little wonder that children experience difficulty in this respect: certainly the other problems which impinge upon children because of these housing conditions may well be of even greater import.

Table 50

## HOW MANY BEDROOMS? (THAT IS, USED FOR SLEEPING ONLY?)

<u>Total Number of persons in Household</u>	<u>None or no Answer</u>	<u>One</u>	<u>Two</u>	<u>Three</u>	<u>Four</u>	<u>Five</u>	<u>Average</u>	<u>Total Number</u>
One	2 (15.4)	8 (61.5)	3 (23.1)				1.1	13
Two	4 (25.0)	9 (56.3)	2 (12.5)		1 ( 6.2)		1.1	16
Three	5 (22.7)	9 (40.9)	7 (31.8)	1 ( 4.5)			1.2	22
Four	4 (22.2)	6 (33.3)	6 (33.3)	2 (11.1)			1.3	18
Five	1 ( 4.3)	6 (26.1)	10 (43.5)	6 (26.1)			1.9	23
Six	3 (13.6)	4 (18.2)	11 (50.0)	4 (18.2)			1.7	22
Seven		3 (17.6)	6 (35.3)	6 (35.3)	1 ( 5.9)	1 ( 5.9)	2.5	17
Eight		3 (19.9)	8 (53.3)	3 (19.9)	1 ( 6.7)		2.1	15
Nine		4 (28.6)	5 (35.7)	5 (35.7)			2.1	14
Ten or more	3 (25.0)	2 (16.7)	5 (41.7)	1 ( 8.3)	1 ( 8.3)		1.6	12
Total Number	22	54	63	28	4	1		<u>172</u>

Table 51

## HOW MANY ROOMS ARE USED FOR SLEEPING ALSO?

<u>Total Number of Persons in Household</u>	<u>None</u>	<u>One</u>	<u>Two</u>	<u>Three</u>	<u>Four</u>	<u>Five or More</u>	<u>Total Number</u>
One	4 (30.7)	8 (61.5)	1 ( 7.7)				13
Two	9 (56.2)	5 (31.2)	2 (12.5)				16
Three	12 (54.5)	9 (40.9)	1 ( 4.5)				22
Four	10 (55.6)	7 (38.9)	1 ( 5.6)				18
Five	10 (43.5)	11 (47.8)	2 ( 8.7)				23
Six	3 (13.6)	16 (72.7)	2 ( 9.1)		1 ( 4.5)		22
Seven	6 (35.3)	9 (52.9)	1 ( 5.9)	1 ( 5.9)			17
Eight	5 (33.3)	8 (53.3)	2 (13.3)				15
Nine	3 (21.4)	8 (57.1)	3 (21.4)				14
Ten or more	2 (16.7)	8 (66.7)	2 (16.7)				12
Total Number	64	89	17	1	1		<u>172</u>

Unmet housing needs are discussed in the next section of this report. Further, comparisons with objective criteria are made in order to draw factual conclusions about the actual magnitude of the "housing problem."

## UNMET HOUSING NEEDS

### Additional Rooms

In view of the data presented in the first two sections of this report it is not surprising that respondents indicated a considerable need for additions to their homes. Table 52 presents the distribution of the number of additional rooms household heads said they needed.

Table 52

#### HOW MANY MORE ROOMS THAN YOU HAVE DO YOU NEED?

	No.	%
None	65	36.7
One	26	14.4
Two	37	20.6
Three	32	17.8
Four	18	10.0
Five	<u>1</u>	.5
	179	

Slightly less than two-thirds said they needed more rooms. For the group as a whole an average of 1.53 additional rooms was said to be needed. However, considering only those who indicated their need, an average addition of 2.39 rooms was said needed.

Looking at the data in Table 52, then, it appears that something over one-third (36.7%) of the household heads are satisfied with the amount of space, as measured by number of rooms, in their homes. This, however, says nothing about the objective conditions of their homes, since it is possible that at least some are overcrowded by any standard of comparison. But, something more than one-third of the home heads are satisfied with or resigned to this aspect of their dwellings.

However, for those who did indicate a need for more rooms the amount needed is large - an average of 2.39 rooms per home. Too, it is not surprising that, as Table 53 shows, the largest category of rooms needed is bedrooms.

Table 53

WHAT KINDS OF ROOMS DO YOU NEED?		
	No.	%
Bedrooms	42	23.3
Bedrooms plus other	53	29.4
Other rooms not full rooms, utility, etc.	4	2.2
Kitchen	2	1.1
Dining room	2	1.1
Living room	3	1.7
Complete new home	12	6.7
Bedroom and kitchen	3	1.7
Other	9	5.0
No answer	<u>49</u>	27.8
	179	

Thus, 54.5% expressed the need for additional bedrooms either alone or with some other type of room. Apart from this there was little need expressed for other kinds of rooms. It is to be noted, however, that 12 (or 6.7%) of the respondents said simply that they needed a complete new home.

Table 54 shows the distribution of rooms needed by age of the house.

Clearly the greatest need for added space is felt by heads of homes which are five years and older. However, this is due, likely, not so much to the fact that newer homes tend to be larger but rather to the fact that the newer homes tend to be occupied by younger couples who have not yet completed their families. To the extent that this is the case it should be expected that as more children are born to these younger parents they, too, will express the need for more space.

As can be seen from Table 55 this point is borne out. Household heads in the youngest bracket, 20-29, express need for the fewest number of added rooms on the average. The greatest need is expressed by heads who are in the age brackets, 30-49, where most or all of their offspring have been born. Thus their families are at a maximum and so, too, is their need for space.

Table 54

## HOW MANY MORE ROOMS THAN YOU HAVE DO YOU NEED?

When was the house first built or converted into a home?	<u>None</u>	<u>One</u>	<u>Two</u>	<u>Three</u>	<u>Four</u>	<u>Five</u>	<u>Average</u>	<u>Total Number</u>
1956-1960	11 (52.4)	2 ( 9.5)	5 (23.8)	1 ( 4.8)	2 ( 9.5)		1.1	21
1951-1955	5 (18.5)	5 (18.5)	3 (11.1)	10 (37.0)	4 (14.8)		2.1	27
1946-1950	9 (23.1)	2 ( 5.1)	10 (25.6)	12 (30.8)	6 (15.4)		2.1	39
1936-1945	7 (21.2)	10 (30.3)	7 (21.2)	4 (12.1)	5 (15.2)		1.7	33
1930-1935	10 (32.3)	5 (16.1)	9 (29.0)	5 (16.1)	1 (3.2)	1 (3.2)	1.5	31
Before 1929 & don't know	9 (69.2)	2 (15.4)	2 (15.4)					13
Blank	7		1					8
Total Number	58	26	37	32	18	1		<u>172</u>

Table 55

## HOW MANY MORE ROOMS THAN YOU HAVE DO YOU NEED?

<u>Age of Household Head</u>	<u>None</u>	<u>One</u>	<u>Two</u>	<u>Three</u>	<u>Four</u>	<u>Five</u>	<u>Average</u>	<u>Total Number</u>
20-29	9 (50.0)	1 ( 5.6)	5 (27.8)	1 ( 5.6)	2 (11.1)		1.2	18
30-39	10 (25.0)	6 (15.0)	9 (22.5)	10 (25.0)	5 (12.5)		1.9	40
40-49	12 (31.6)	3 ( 7.9)	7 (18.4)	12 (31.6)	4 (10.5)		1.8	38
50-59	11 (36.7)	4 (13.3)	7 (23.3)	5 (16.7)	3 (10.0)		1.5	30
60 and over	12 (33.3)	10 (27.8)	7 (19.5)	4 (11.1)	3 ( 8.3)		1.3	36
Blank	4	2	2		1	1		10
Total Number	58	26	37	32	18	1		<u>172</u>

Table 56

## WHAT KINDS OF ROOMS DO YOU NEED?

When was the house first built or converted into a home?	No Answer	Bed-room	Bed-room plus other	Other room not full room	Kit-chen	Din-ing room	Liv-ing room	Com-plete new home	Bed-room & kit-chen	Other	Total Number
1956-1960	7 (33.3)	4 (19.1)	6 (28.6)	2 ( 9.5)					1 ( 4.8)	1 ( 4.8)	21
1951-1955	5 (18.5)	6 (22.2)	10 (37.0)		1 ( 3.7)		1 ( 3.7)	1 ( 3.7)	1 ( 3.7)	2 ( 7.4)	27
1946-1950	7 (17.9)	7 (17.9)	18 (46.1)	2 ( 5.1)		1 ( 2.6)		3 ( 7.7)	1 ( 2.6)		39
1936-1945	6 (18.2)	10 (30.3)	10 (30.3)		1 ( 3.0)	1 ( 3.0)	2 ( 6.1)			3 ( 9.1)	33
1930-1935	8 (25.8)	12 (38.7)	8 (25.8)					1 ( 3.2)		2 ( 6.4)	31
Before 1929 & don't know	6 (46.1)	3 (23.1)						3 (23.1)		1 ( 7.7)	13
Blank	7		1								8
Total Number	46	42	53	4	2	2	3	8	3	9	<u>172</u>

Table 57

## WHAT KINDS OF ROOMS DO YOU NEED?

<u>Age of Household Head</u>	<u>None</u>	<u>Bed-room</u>	<u>Bedroom plus other</u>	<u>Other room not full room</u>	<u>Kitchen</u>	<u>Din- ing room</u>	<u>Liv- ing room</u>	<u>Com- plete new home</u>	<u>Bedroom and Kitchen</u>	<u>Other</u>	<u>Total Number</u>
20-29	6 (33.3)	2 (11.1)	4 (22.2)	3 (16.7)				2 (11.1)		1 ( 5.6)	18
30-39	10 (25.0)	10 (25.0)	12 (30.0)	1 ( 2.5)				1 ( 2.5)	2 ( 5.0)	4 (10.0)	40
40-49	7 (18.4)	9 (23.7)	18 (47.4)				1 ( 2.6)	2 ( 5.3)		1 ( 2.6)	38
50-59	10 (33.3)	6 (20.0)	8 (26.6)		2 ( 6.7)		1 ( 3.3)	1 ( 3.3)	1 ( 3.3)	1 ( 3.3)	30
60 & over	10 (27.8)	14 (38.9)	7 (19.4)			1 ( 2.8)		2 ( 5.6)		2 ( 5.6)	36
Blank	3	1	4			1	1				10
Total Number	46	42	53	4	2	2	3	8	3	9	<u>172</u>

As is indicated by both Tables 56 and 57 the kind of room most needed is bedrooms when both age of house and age of household head are considered.

#### Construction of the House

Table 58 shows the opinions which respondents expressed regarding the original construction of their houses. As can be seen only 6.7% replied that, in their opinion, a "very good job" was done in building the house. It appears that the construction of homes on the Reservation has not in the eyes of their occupants been done well.

Table 58

#### IN YOUR OPINION HOW GOOD A JOB WAS DONE IN BUILDING THIS HOUSE?

	No.	%
A very good job	12	6.7
A pretty good job	24	13.4
A fair job	65	36.3
Pretty poor job	22	12.3
Very poor job	24	13.4
Don't know because weren't in house when it was built	16	8.9
No answer	<u>16</u>	8.9
	179	

Responses to a question about how well the construction of the house is holding up is shown in Table 59.

Table 59

#### HOW IS THE CONSTRUCTION OF THIS HOUSE HOLDING UP?

	No.	%
Very well	19	10.6
Pretty well	56	31.1
Not too well	59	32.8
Poorly	31	17.2
No answer	<u>14</u>	8.3
	179	

Table 60

## IN YOUR OPINION, HOW GOOD A JOB WAS DONE IN BUILDING THIS HOUSE?

When was the house first built or converted into a home?	No Answer	Very Good Job	Pretty Good Job	Fair Job	Pretty Poor Job	Very Poor Job	Don't know, was not in house when built	Total Number
1956-1960		3 (14.3)	3 (14.3)	9 (42.8)	4 (19.1)	1 (4.8)	1 (4.8)	21
1951-1955		2 (7.4)	1 (3.7)	13 (48.2)	6 (22.2)	4 (14.8)	1 (3.7)	27
1946-1950	3 (7.7)	1 (2.6)	2 (5.1)	14 (35.9)	8 (20.5)	10 (25.6)	1 (2.6)	39
1936-1945			10 (30.3)	11 (33.3)	1 (3.0)	5 (15.1)	6 (18.2)	33
1930-1935	1 (3.2)	1 (3.2)	4 (12.9)	15 (48.4)	2 (6.4)	3 (9.7)	5 (16.1)	31
Before 1929 & don't know	2 (15.4)	1 (7.7)	4 (30.7)	3 (23.1)	1 (7.7)	1 (7.7)	1 (7.7)	13
Blanks	6	1					1	8
Total Number	12	9	24	65	22	24	16	<u>172</u>

Table 61

## HOW IS THE CONSTRUCTION OF THIS HOUSE HOLDING UP?

<u>When was the house first built or converted into a home?</u>	<u>No Answer</u>	<u>Very Well</u>	<u>Pretty Well</u>	<u>Not to Well</u>	<u>Poorly</u>	<u>Total Number</u>
1956-1960	1 ( 4.8)	8 (38.1)	3 (14.3)	7 (33.3)	2 ( 9.5)	21
1951-1955		3 (11.1)	12 (44.4)	8 (29.6)	4 (14.8)	27
1946-1950		1 ( 2.6)	7 (17.9)	17 (43.6)	14 (35.9)	39
1936-1945		4 (12.1)	18 (54.5)	8 (24.2)	3 ( 9.1)	33
1930-1935		1 ( 3.2)	12 (38.7)	12 (38.7)	6 (19.4)	31
Before 1929 & don't know	1 ( 7.7)		3 (23.1)	7 (53.8)	2 (15.4)	13
Blanks	6	1	1			8
Total Number	8	18	56	59	31	<u>172</u>

Fully 50% of the respondents replied that their house was holding up poorly or not too well. Too, the proportion who felt that their homes were holding up very well is quite small, 10.6%.

Table 60 shows results of the question about the homes' original construction according to the age of the home. First, it should be noted that a relatively small number of heads of recently built homes express satisfaction with the way their house was built; 28.6% only of the persons whose homes were built in the last 5 years said that a "very good" or a "pretty good" job was done. Also, the greatest dissatisfaction was registered by those whose homes had been built during 1946-1955. Therefore it does not appear that the construction of homes has greatly improved in recent years.

Table 61 shows, by age of home, respondents' evaluations of the way in which the construction of their homes is holding up. Here, apparently, the greatest difficulty is found in homes built during 1946-1950; 79.5% replied that the construction of their house was holding up "not too well" or "poorly." More recent homes appear to be holding up better, since the proportion of household heads giving these answers is 44.4% for homes built during 1951-1955 and 42.8% for homes built during 1956-1960. But, considering that these proportions border upon half of the total group of respondents it would appear that gains in recent years are relative. Certainly, there was a good deal of dissatisfaction expressed about the way in which the construction of even the newer homes was holding up.

Tables 62, 63, and 64 show results of more specific questions about how the construction of the homes is holding up. In each, about 30% reported that they have had "quite a bit" of trouble with leaks in the roof, and around windows and doors. Less than half, 40%, reported no trouble with leaks in the roof and around windows; 35.6% only reported no trouble with leaks around doors. Clearly, it cannot be said that the construction of Reservation homes has been adequate if more than half of them leak, especially when the low precipitation characteristic of the area is kept in mind.

Table 62

## HAVE YOU HAD TROUBLE WITH THE ROOF LEAKING?

	No.	%
None at all	72	40.0
A little	40	22.2
Quite a bit	52	28.9
No answer	<u>15</u>	8.9
	179	

Table 63

## HAVE YOU HAD TROUBLE WITH LEAKS AROUND THE WINDOWS?

	No.	%
None at all	73	40.6
A little	36	20.0
Quite a bit	53	29.4
No answer	<u>17</u>	10.0
	179	

Table 64

## HAVE YOU HAD TROUBLE WITH LEAKS AROUND THE DOORS?

	No.	%
None at all	64	35.6
A little	44	24.4
Quite a bit	55	30.6
No answer	<u>16</u>	9.4
	179	

Tables 65, 66, and 67 show the responses to the same three questions according to age of house. When the data for homes built during 1956-1960 are considered there is further evidence that home construction on the Reservation still leaves much to be desired. Thus, of these only 52.4% report no trouble with leaks in the roof, 42.9% no trouble with leaks around windows, and 66.7% no trouble with leaks around the doors.

## Other Living Arrangements

As noted it is not uncommon that families divide their living between two or more houses seasonally, a farm home occupied during summer being one alternative. Table 68 shows the distribution of answers to a question regarding this split residence pattern.

Table 65

## HAVE YOU HAD TROUBLE WITH THE ROOF LEAKING?

<u>When was the house first built or converted into a home?</u>	<u>No Answer</u>	<u>None</u>	<u>A Little</u>	<u>Quite a Bit</u>	<u>Total Number</u>
1956-1960	1 ( 4.8)	11 (52.4)	6 (28.5)	3 (14.3)	21
1951-1955		10 (37.0)	9 (33.3)	8 (29.6)	27
1946-1950		13 (33.3)	6 (15.4)	20 (51.3)	39
1936-1945		18 (54.5)	7 (21.2)	8 (24.2)	33
1930-1935	1 ( 3.2)	15 (48.4)	7 (22.5)	8 (25.8)	31
Before 1929 & don't know	1 ( 7.7)	3 (23.1)	4 (30.8)	5 (38.5)	13
Blanks	5	2	1		8
Total Number	8	72	40	52	<u>172</u>

Table 66

## HAVE YOU HAD TROUBLE WITH LEAKS AROUND THE WINDOWS?

<u>When was the house first built or converted into a home?</u>	<u>No Answer</u>	<u>None</u>	<u>A Little</u>	<u>Quite a Bit</u>	<u>Total Number</u>
1956-1960	1 ( 4.8)	9 (42.9)	6 (28.6)	5 (23.8)	21
1951-1955	1 ( 3.7)	10 (37.0)	7 (25.9)	9 (33.3)	27
1946-1950	1 ( 2.6)	11 (28.2)	8 (20.5)	19 (48.7)	39
1936-1945		18 (54.5)	7 (21.2)	8 (24.2)	33
1930-1935	1 ( 3.2)	18 (58.1)	5 (16.1)	7 (22.6)	31
Before 1929 & don't know	1 ( 7.7)	4 (30.7)	3 (23.1)	5 (38.5)	13
Blanks	5	3			8
Total Number	10	73	36	53	<u>172</u>

Table 67

## HAVE YOU HAD TROUBLE WITH LEAKS AROUND THE DOORS?

<u>When was the house first built or converted into a home?</u>	<u>No Answer</u>	<u>None</u>	<u>A Little</u>	<u>Quite a Bit</u>	<u>Total Number</u>
1956-1960	1 ( 4.8)	14 (66.7)	3 (14.3)	3 (14.3)	21
1951-1955		9 (33.3)	9 (33.3)	9 (33.3)	27
1946-1950	1 ( 2.6)	10 (25.6)	9 (23.1)	19 (48.7)	39
1936-1945		12 (36.4)	9 (27.3)	12 (36.4)	33
1930-1935	1 ( 3.2)	12 (38.7)	9 (29.0)	9 (29.0)	31
Before 1929 & don't know	1 ( 7.7)	4 (30.7)	5 (38.5)	3 (23.1)	13
Blank	5	3			8
Total Number	9	64	44	55	<u>172</u>

Table 68

HOW MUCH OF THE YEAR DO YOU LIVE SOME  
PLACE ELSE THAN WHERE YOU'RE LIVING?

	No.	%
One month	5	2.8
Two months	5	2.8
Three months	10	5.5
Four months	2	1.1
Five months	0	
Six months	4	2.2
Seven months	1	.5
Eight months	1	.5
Nine months	2	1.1
Ten months	1	.5
Eleven months	4	2.2
No answer	<u>146</u> 181	80.8

Clearly, while the practice is not uncommon it does involve a minority of families, since the 80.8% who gave "no answer" can be assumed to be those who do not shift residences. The 19.2% who do change residences reported an average of 4.6 months spent living somewhere else, the mode being 3 months. These figures correspond roughly to the summer season, a time when farmers may reside on their holdings, and a time when many Reservation families migrate temporarily to take various agricultural jobs off of the Reservation. The proportion of household heads who reported that they spend more than half of the year living some place else is small - 4.9%.

In general, then, it appears that Reservation residential habits are quite stable. This in itself points up a basic requirement for housing, i.e. that houses should be designed as truly primary dwelling units, rather than more temporary or part time structures for a shifting population.

This point is further borne out by the data in Table 69 which show the distribution of answers, by age of household head, to the question about alternative residence.

Table 69

## HOW MUCH OF THE YEAR DO YOU LIVE SOMEPLACE ELSE THAN WHERE YOU'RE LIVING NOW?

Age of House- hold Head	No Answer	One	Two	Three	Four	Six	Seven	Eight	Nine	Ten	Eleven & More	Total Number
20-29	17 (94.4)			1 (5.6)								18
30-39	30 (75.0)	3 (7.5)	2 (5.0)	3 (7.5)							2 (5.0)	40
40-49	30 (78.9)	1 (2.6)	2 (5.3)	3 (7.9)	1 (2.6)	1 (2.6)						38
50-59	22 (73.3)		1 (3.3)		1 (3.3)	3 (10.0)	1 (3.3)	1 (3.3)			1 (3.3)	30
60 & over	32 (88.9)	1 (2.8)		1 (2.8)					1 (2.8)	1 (2.8)		36
Blank	9								1			10
Total Number	140	5	5	8	2	4	1	1	2	1	3	<u>172</u>

First, note that for all age groups the proportion who report spending some part of the year away is small. The largest percentage, 26.7% is reported in the 50-59 year age group. At that, this is a relatively small proportion. Further, note that virtually none of the youngest age group report living elsewhere during the year. This would suggest that the residential population on the Reservation is becoming more stable with the passage of time.

Two considerations should be noted in this connection. First, it could well be that the younger age group is under represented in the sense that proportionately fewer have their own homes and those that do (i.e. those interviewed) are the less migratory. Thus, it may be that some persons of this age are living in homes of their elders and that their residential shifts are included with the reported movements of the older household heads. Or, it could be that a migratory portion of the younger age group has simply moved off of the Reservation.

Secondly, on the face of it, the data in Table 69 would seem to indicate a markedly decreased participation in agriculture and agricultural labor of the seasonal sort that would take them from their homes during the summer months.

In sum, however, it can be concluded that among the younger age groups those who do have their own homes are quite stable and do not exhibit the periodic movement which is found to some extent among the older age groups.

Apart from the actual residential shifts reported by household heads there is the question of the extent to which they would prefer to live, i.e. maintain their primary dwelling unit, someplace else on the the Reservation. Table 70 shows the answers to a question directed to this point.

Table 70

IS THERE ANY OTHER PART OF THE RESERVATION WHERE  
YOU'D RATHER BE LIVING THAN WHERE YOU ARE NOW?

	No.	%
No other place	89	49.2
Live on a farm or ranch	25	13.8
Live at Warm Springs	4	2.2
Other	23	12.7
No answer	<u>40</u>	22.1
	181	

Table 71

IS THERE ANY OTHER PART OF THE RESERVATION WHERE YOU'D  
RATHER BE LIVING THAN WHERE YOU ARE NOW?

<u>Age of Household Head</u>	<u>No Answer</u>	<u>No Other Place</u>	<u>Live on Farm</u>	<u>Live at Warm Springs</u>	<u>Other</u>	<u>Total Number</u>
20-29	3 (16.7)	7 (38.9)	3 (16.7)	2 (11.1)	3 (16.7)	18
30-39	10 (25.0)	14 (35.0)	6 (15.0)	1 ( 2.5)	9 (22.5)	40
40-49	7 (18.4)	22 (57.9)	8 (21.1)		1 ( 2.6)	38
50-59	5 (16.7)	16 (53.3)	6 (20.0)		3 (10.0)	30
60 & over	8 (22.2)	24 (66.7)	1 ( 2.8)		3 ( 8.3)	36
Blank	2	5		1	2	10
Total Number	35	88	24	4	21	<u>172</u>

First, note that 49.2% replied there was no other place on the Reservation where they would rather live and that 22.1% gave no answer. Assuming the latter had no other preferences, or at least that they had no strong preferences, then 71.3% of the respondents were satisfied with the location of their present home.

The 25 persons, or 13.8% who said they would rather live on a "farm or ranch" represent, presumably, the agriculturally oriented portion of the Reservation's urban -i.e. Agency- population. As such, this is not a large enough element to warrant the conclusion that there is a sizable number of people who want to "return to the farm."

Regarding age differences in this respect, Table 71 shows the answers to this question according to the age of the respondent.

The data in this Table indicate generally, that the older household heads demonstrated less desire than did the younger heads to live someplace else than where they were living. Thus, the combined percentages for "no answer" and "no other place" by age are: 55.6% for the 20-29 year group, 60.0% for 30-39, 76.3% for 40-49, 70.0% for 50-59, and 88.9% for 60 and over.

However, while a lower proportion of the 20-29 age group was satisfied with their place of residence, quantitatively a small number actually said that they wished to move to a farm or ranch. While the percentage who so indicated this desire is significant - 16.7% - the actual number of persons was only 3.

Taking these comparisons as somewhat indicative of trends through time, therefore, it would appear that the desire for farm housing is not now large and likely will not become so. More than likely it will be in the Agency area in which the greatest demand for homes will be felt.

As a further point, a question was asked regarding the number of persons who were living in the house because it was not possible to get a home of their own. The results are presented in Table 72.

Table 72

HOW MANY PEOPLE ARE LIVING HERE IN THIS HOUSE  
BECAUSE IT IS NOT POSSIBLE TO GET HOMES OF THEIR OWN?

	No.	%
None	79	43.6
One (mostly younger)	3	1.7
Two " "	26	14.4
Three " "	7	3.9
Four " "	6	3.3

(Table 72 continued on next page)

(Table 72 continued)

One (mostly same age and older)	6	3.3
Two (mostly same age and older)	4	2.2
Three (mostly same age and older)	1	.6
Four or more (mostly same age and older)	4	2.2
No answer	<u>45</u>	25.3
	<u>181</u>	

Therefore, 31.6% of the household heads reported that persons were living with them because of an inability to obtain homes of their own. For the entire group there was an average of .73 such persons per household. However, considering only those cases where there was in the home a person or persons who could not get a home of their own there was an average number of 2.33 such "extra" persons. In other words, while the average over-all homes is not markedly large, if there are such persons in the household their number tends to be large, on the average.

Further, an examination of the data shows the following. First, the number of respondents who reported the presence of "extra" persons of the same age or older is small (15) while a large number (42) reported the presence of "extra" persons who were for the most part younger than the household head. Second, the most frequently reported number, by far, of such younger persons was two.

This would suggest that when "doubling up" occurs it is most likely the result of young persons (probably young married couple) living with older persons (probably their parents and in-laws).

Table 71 shows the distribution of "extra" persons by age of household head. As can be seen the averages, over-all cases, are markedly higher in the older age groups. Too, for the household heads 40 years and older the most frequently reported number was "two, mostly younger." Thus it appears that overcrowding in Reservation homes is caused in part by the presence in elders' homes of young persons unable to secure homes of their own.

A final question about alternate housing arrangements dealt with off-Reservation living. Table 73 shows the results.

Table 73

HOW MANY PEOPLE ARE LIVING IN THIS HOUSE  
WHO WANT TO LIVE OFF OF THE RESERVATION?

	No.	%
No one	176	97.3
One	3	1.6
Two	<u>2</u>	1.1
	181	

As can be seen there was, by report of household heads, almost no one who desired to live off of the Reservation. Keeping in mind that answers to this question involve the interpretation by the household head of other person's intentions and desires, it would seem that the demand for additional housing will be limited almost wholly to the Reservation itself.

General Attitudes

A number of questions were asked of respondents about more general facets of the housing situation on the Reservation. Table 74 shows the distribution of answers to a question about how the current situation compared with what it was five years ago.

Table 74

HOW DO YOU THINK THE HOUSING PROBLEM OF THE RESERVATION  
COMPARES WITH WHAT IT WAS FIVE YEARS AGO?

	No.	%
A lot better	33	18.1
Somewhat better	65	35.7
About the same	33	18.1
Worse	14	7.7
Somethings are better, some worse	5	2.8
No opinion, no comments	13	7.1
Other	6	3.3
No answer	<u>12</u>	7.1
	181	

Over half (53.8%) saw some improvement ("somewhat better" and "lots better") and the number who thought it to be the same or worse was relatively small - 25.8%. However, an additional 20.3% had either no answer or answers which did not directly evaluate the situation. Considering that this group was most likely undecided it appears that there was not certainly an overwhelming consensus to the effect that things were indeed better.

Table 75 shows the answers to a question regarding the problems associated with getting homes.

Table 75

IN YOUR OPINION WHAT IS THE BIGGEST PROBLEM PEOPLE  
HERE ON THE RESERVATION HAVE IN GETTING GOOD HOMES?

	No.	%
Lack of money and/ or securities for loans	94	51.7
No land, land problems(heirship)	7	3.9
Money and land problems	21	11.5
Approval of loan	11	6.0
Tying up of money within tribe	4	2.2
No opinions, no comments	11	6.0
Other	22	12.1
No answer	<u>11</u>	6.6
	181	

Lack of money and/or security was the most frequent answer as might be expected.

Next, Table 76 shows the distribution of answers to a question about where the best job of building can be obtained.

Table 76

IF A PERSON WANTS A NEW HOUSE AND CAN GET THE MONEY FOR IT  
WHERE DO YOU THINK HE CAN GET THE BEST JOB OF BUILDING?

	No.	%
Contractor (private, skilled, outside, etc.)	90	49.5
Rehab or contractor	4	2.2
Rehab	38	20.9
No opinion, doesn't know, no comments	20	11.0
Other	12	6.6
No answer	<u>17</u>	9.9
	181	

About half of the respondents, 49.5%, indicated that a private contractor would do the best job. Only 20.9% thought that the Tribal Rehabilitation office would be preferable; 2.2% saw no choice and about one-quarter, 27.5%, apparently had no opinion. Thus while it does not appear that a marked majority tended toward private or outside contractors, by the same token those who looked to the Tribal Rehabilitation Office were a distinct minority.

Next, the question about the existing credit program through which homes can be financed. Table 77 shows the answers to a question about how much the respondents felt they knew about the program.

Table 77

HAVE YOU HAD A CHANCE TO LEARN MUCH ABOUT THE CONFEDERATED  
TRIBES' CREDIT PROGRAM FOR NEW HOMES?

	No.	%
Yes	27	14.8
No	147	80.8
No answer	<u>7</u>	4.4
	181	

Clearly, most felt that they did not know a great deal about the credit program as it relates to housing. In spite of however much individuals might know, by objective measure, about the credit program, certainly a large number felt that their knowledge was inadequate.

Table 78 shows the distribution of answers to this same question according to the age of the respondent.

Table 78

HAVE YOU HAD A CHANCE TO LEARN MUCH ABOUT THE CONFEDERATED  
TRIBES' CREDIT PROGRAM FOR NEW HOMES?

<u>Age of Household Head</u>	<u>No Answer</u>	<u>Yes</u>	<u>No</u>	<u>Total Number</u>
20-29	1 ( 5.5)	5 (27.8)	12 (66.7)	18
30-39	2 ( 5.0)	7 (17.5)	31 (77.5)	40
40-49		5 (13.2)	33 (86.8)	38
50-59	1 ( 3.3)	3 (10.0)	26 (86.7)	30
60 and over	2 ( 5.6)	4 (11.1)	30 (83.3)	36
Blanks		2	8	10
Total Number	6	26	140	<u>172</u>

There is a clear increase with age in the percent of persons who felt that they had not been able to learn much about the credit program. This in itself is not surprising since it would be expected that younger persons on the Reservation would have greater familiarity with the workings of credit generally. Too, persons in older age brackets would have less occasion to seek information of this type since they would be less likely than younger persons to be considering new homes. None the less the facts that even in the 20 to 29 age group two-thirds felt that they lacked information and that the older groups border on 90% lend support to the assertion that the credit program relating to housing is not well understood.

Finally, the matter of homes for the aged. Table 79 summarizes, the data relating to opinions about this matter.

Table 79

**DO YOU THINK THAT THE CONFEDERATED TRIBES SHOULD  
BUILD HOUSES FOR OLD PEOPLE TO LIVE IN?**

	No.	%
Yes	117	64.3
No	16	8.8
No opinion	36	19.8
No answer	<u>12</u>	7.1
	181	

Slightly less than two-thirds said "yes," i.e. agreed that houses for old persons should be built by the Confederated Tribes. Only 8.8% disagreed outright, and 26.9% either did not care or did not answer.

Table 80 shows the distribution of answers to this question according to the age of the respondent.

Table 80

**DO YOU THINK THAT THE CONFEDERATED TRIBES SHOULD  
BUILD HOUSES FOR OLD PEOPLE TO LIVE IN?**

<u>Age of Household Head</u>	<u>No Answer</u>	<u>Yes</u>	<u>No</u>	<u>No Opinion</u>	<u>Total Number</u>
20-29	1 ( 5.6)	12 (66.7)		5 (27.8)	18
30-39	3 ( 7.5)	25 (62.5)	5 (12.5)	7 (17.5)	40
40-49	1 ( 2.6)	27 (71.1)	6 (15.8)	4 (10.5)	38
50-59	3 (10.0)	21 (70.0)	2 ( 6.7)	4 (13.3)	30
60 and over	2 ( 5.6)	22 (61.1)	2 ( 5.6)	10 (27.8)	36
Blank		3	1	6	10
Total Number	10	110	16	36	<u>172</u>

While agreement was highest in the 40-59 age group there was actually little variation between the age groups. Outright disagreement was expressed most frequently in the 30-49 year group, but it is to be noted that the absolute number of persons was small, 11 for that group, 16 only for the entire group.

### Conclusions

Quite obviously there is a need on the Reservation for more and better housing. As has been shown, household heads stated their need for additional living space, especially bedrooms. A large proportion of homes lack the facilities, e.g. central heating, indoor plumbing, associated with adequate living standards in the United States. More basically a large number of Reservation homes lack water and electricity. Too, the actual construction of homes does not, from the data, appear to have been satisfactory.

However, the most pressing aspect of the Reservation's housing problem is that of overcrowding. The large number of persons per house, per bedroom, the high frequency of "doubling up" point up this problem.

An objective measure of the magnitude of the overcrowding can be had from a comparison of Reservation housing characteristics with those of the State of Oregon as a whole. At the time of writing the results of the 1960 Decennial Census had not yet become available. The use of 1950 census data, however, serves the purpose with two relatively minor qualifications. First, to the extent that housing conditions in Oregon have improved in the interim, as would be expected in an expanding economy, a comparison between 1960 Reservation housing and 1950 Oregon housing will underestimate the magnitude of the gap. Second, since census housing data for the State of Oregon include the Reservation there is a slight but infinitesimal bias in a comparison of the two, again in the direction of underestimating the magnitude of the difference. This bias is of no practical import, however. Parenthetically it should be noted that the most obvious source of comparative data, Jefferson County, could not be used because data for the Reservation were confounded with that for the balance of the county.

With these points in mind, therefore, a number of comparisons can be made as follows.

Table 81

MEDIAN NUMBER OF ROOMS PER DWELLING UNIT	
State of Oregon, 1950	4.4
Warm Springs Reservation, 1960	3.8 (from Table 13)

Table 82

## MEDIAN NUMBER OF PERSONS PER DWELLING UNIT

State of Oregon, 1950	2.8
Warm Springs Reservation, 1960	4.7 (from Table 42)

Table 83

PERCENT OF OCCUPIED DWELLING UNITS WITH  
1.01 OR MORE PERSONS PER ROOM

State of Oregon, 1950	12.7%
Warm Springs Reservation, 1960	60.2% (from Table 49)

As can be seen, then, the median size house on the Reservation is smaller by almost half a room than the median for the State of Oregon. The median number of persons per Reservation house is larger by about 2 than for the State of Oregon.

The full significance of these imbalances is seen in the last Table above. Roughly there were five times as many homes on the Reservation with 1.01 or more persons per room than there were for the State of Oregon. Since the difference between median size of homes was not overly large the severe overcrowding of Reservation homes reflected in the last Table would seem to be the result largely of more persons per dwelling unit. This, on the Reservation, stems from: (1) larger families and, (2) the presence within homes of more than one family unit due in part to an inability to obtain homes.

Regarding the sharing of homes by more than one family it was noted that most is due, apparently, to the residence of young persons, presumably married couples, in the homes of their parents. This type of arrangement can be found in any community: at the Warm Springs Reservation it would seem to be more frequent than elsewhere. Furthermore, in light of the population growth it will likely be a problem for some time to come unless housing becomes more available to the younger age group. For example, data in the Population Report indicate that in 1960 there were 6 males who reached age 21 and thus became potential family heads with consequent need for housing. In 1965 it is estimated that 10 males will reach age 21, in 1970, 20 males, in 1975, 19 males and in 1980, 28 males.

These are, of course, only estimates and it cannot be foretold how many will actually remain on the Reservation. But, making a straightforward projection it appears that in 1961-1965 there will have been 40 males reach their majority; between 1966 and 1970 there will have been 80 males reaching age 21; between 1971 and 1975 a total of 100, and between 1976 and 1980 about 120. Again remembering that these are at best rough estimates, these numbers

total 340 for the 20 year period 1961-1980. If off-Reservation migration continues at present rates, (which is unlikely; probably it will increase) about 80% of these males would reside on the Reservation. Thus, there would be in the 20 year period about 272 males who as potential family heads will be in need of housing. This is most likely a maximum estimate although no account has been taken of the growth of the non-enrolled population on the Reservation which could raise such an estimate in the cases where non-enrolled males marry enrolled females.

In this connection it should be pointed out that on the Reservation as elsewhere the availability of housing is a function of people's ability to pay for it. Especially in the case of younger persons limited financial resources is perhaps the major impediment in securing adequate housing. Thus, to the extent that Tribal members in the younger age groups, e.g. 20-29, seek and hold regular occupations the availability of housing will be increased simply because having a regular income they will be better able to pay for it. To the extent that Tribal members depend upon per capita monies to the exclusion of wages and salaries derived from jobs they are handicapped in their ability to secure housing.

#### Recommendations

First, by policy and programs of action the problem of overcrowding in Reservation homes can be to some extent alleviated. The initial means by which this can be done is to create alternatives such that at least some of the excess can be "siphoned off." Therefore, it is recommended that the Confederated Tribes underwrite the construction of housing units for leasing or renting to elderly persons who can demonstrate financial inability to secure adequate housing. (Regarding definitions of "adequate housing" a point will be made later in this section). Such a program would, of course, be a welfare function and thus rentals could be modest. Also, in view of the fact that such housing would be underwritten by the Confederated Tribes it will be possible to state and enforce such conditions of occupancy as may be deemed appropriate. Thus, maintenance standards can be posed. Also, some specific safeguards should be established to prevent, so far as is possible, the leaving of minor children, temporarily or indefinitely, with aged grandparents. Without such a restriction many aged persons might well be so burdened, and certainly the resultant overcrowding would negate one of the basic purposes of the program.

As well the Confederated Tribes should seek to create a housing alternative which is not currently found on the Reservation, that of rental units for middle and lower income groups. It is possible but not highly probable that private capital could be induced to undertake such a venture. Certainly such a possibility should be investigated and if no immediate prospects are forthcoming it should be pursued periodically in the future. As the population grows and if stable employment becomes prevalent such a venture could well be an attractive one. In the absence of private capital the Confederated Tribes should consider underwriting the cost of such a development. Pursued as a Tribal program such a development would undoubtedly encounter difficulties common to such projects, i.e. collection of rentals, maintenance of facilities,

and the like. This would suggest the desirability of underwriting the project with Tribal money and administering it through a non-Tribal organization, e.g. a private corporation. At the least, if the program were to be Tribally administered stringent enforcement of rental collection and regulations should be pursued.

Finally in this regard, it is recommended that the Confederated Tribes pursue the recommendations of various other portions of the survey which point toward increasing the number of persons employed in regular occupations. This in itself will contribute to increasing the availability of housing to Tribal members.

Secondly, regarding the financing of home construction it is recommended that the life of home loans be extended, under whatever credit program is operative, to 30 years and that the maximum amount of loans be increased. Twenty thousand dollars is a suggested figure. Such revisions should be made in order, again, to increase the availability of housing to Reservation residents and to allow for the construction of homes of a size adequate for the relatively large families which are characteristic of the enrolled population.

The implementation of this recommendation will hinge in large measure upon what is done in the way of re-vamping the present credit code. The subject of credit is treated of in another section of the Final Report. Suffice to say here that the existing credit program is on an "emergency status." The Bureau of Indian Affairs had indicated that it will remain so until various changes are made. Several alternatives suggested by the college in its credit survey involve the outright abandonment of the credit code. Thus, at the time of this writing the form and nature of credit facilities on the Reservation are uncertain. Therefore, with this in mind, it is recommended that the Confederated Tribes adopt or incorporate the above - i.e. extension of both time and amount of home loans - in whatever credit arrangement they eventually adopt.

Contingent upon what finally is done in the way of re-vamping or replacing the present credit code it is suggested that a specific plan for home financing be considered. The plan to consider would be the financing of home construction by the Confederated Tribes who would in turn sell the mortgage to a commercial bank at a discount. In such a way a substantial amount of new housing could be secured with a relatively small amount of Tribal investment. However it is to be emphasized that the success of such a plan would depend in large measure upon the financial capability and responsibility of the individuals whose homes would be so underwritten. Should a bank experience undue difficulty in obtaining payments and experience a large number of defaults the predictable results would be a greater than usual discount rate or an outright refusal to purchase the mortgages.

One further point. It is recommended that the Confederated Tribes gather and make available information about alternative sources of home financing, e.g. V. A. While the number of enrollees who might qualify for loans from non-Tribal sources is not probably large there are undoubtedly some who may. Further, the conclusion has been drawn elsewhere (see Credit Report, Volume V)

that Tribal members are for the most part unfamiliar with the workings of credit and finance. To the extent that greater knowledge of and familiarity with commercial credit can be fostered then Tribal members will be that much better equipped to cope with the complexities of an industrial economy. It should be emphasized, however, that in making available information about alternative sources of home financing, the educative function should be a by-product rather than a central concern.

Third, a number of changes is to be recommended which deal not directly with housing, but with related problems. Given the current rate of the Tribes' population growth, it is clear that even of the rate of off-Reservation migration rises markedly, the actual numbers of people continuing to live on the Reservation will grow substantially. The data in this report suggest with some force that the Reservation population will more and more concentrate in the Agency area, which will rather rapidly approach the status of a good-sized town. Demand for retail services will no doubt increase even if the present custom of relying heavily upon retail outlets in surrounding communities persists. Certainly the need for community or municipal services will increase greatly.

Therefore, the Confederated Tribes should begin now to set into motion plans and policies appropriate to the needs of the urban center that the Agency area will almost certainly become. First, a definite boundary should be established to include not only the existing residential and business area but to encompass in addition the land necessary, as best it can be established, for residential and business growth during the next twenty years. With the establishment of "city limits," so to speak, then regulations and services designed specifically for this area can be planned and put into effect.

Thus, within the delineated Agency or Warm Springs community area zoning should be established and enforced. Basic zoning should establish areas for different types of land use. Residential, commercial, recreational, civic, and industrial are common categories which will be applicable to the Agency area.

Next within each category of land-use, additional zoning regulations should be established to regulate kind and degree of use. For example, minimum and maximum sizes for home sites should be established with residentially-zoned areas. Also, minimal standards for home construction should be established. F.H.A. standards are suggested, although they may be presently inappropriate given the current economic status of Tribal members.

Also in this connection, provision should be made for inspection and certification of installed utilities, especially water and electricity in the construction of new homes. Parenthetically, in view of the advanced age of many homes now on the Reservation such inspection could certainly be justified on the grounds of public safety.

It will be difficult to predict the future needs of the Agency area for commercial and retail services since it cannot be foretold how much current buying habits will be changed in the future. Certainly a larger population should encourage the establishment of such facilities on the

Reservation and thus reduce buying in surrounding communities. But to what extent this will prevail is uncertain. In spite of this, however, at least some land in the Agency area should be zoned for potential commercial use and if error is to be made it should be on the optimistic side.

So far as recreational areas are concerned there are two types of usage which can be seen. The first is for "open" facilities, e.g. parks, gathering places, etc. The second is for "closed" facilities such as the proposed recreational center, or possibly the proposed study-center (see Volume III, Education). Concerning the first the preservation of the level area west of Shitike Creek would seem to be minimal. With the latter, should they become concrete possibilities, placement should be made so as to maximize as much as possible harmony with surrounding areas.

Most likely industrial development on the Reservation will not occur for some time to come. At such time it should be located, if at all possible, as far from the residential area as possible. At the least adequate buffer zones should be established between the two.

Finally, the suggestion is made elsewhere (see Credit Report, Volume V) that the Confederated Tribes replace home assignments with long-term leases. This report concurs with that suggestion. First, because such a device would enhance the financing of new home construction on the Reservation. Second, and of equal importance, because such a device would give the Confederated Tribes greater control since as lessor it could control the uses to which the land could be put. In a measure such control would supplement, though by no means replace, controls exerted through zoning regulations. Thus, leases could and should carry the cost of such basic home lot developments as water and sewer connections and paving. Without the ability to require adequate urban development, progress will rest with individuals; likely it would thereby be a sporadic process.

And, apart from the social, esthetic and sanitary values associated with adequate, uniform development of the residential area at Warm Springs, the point must be kept in mind that it is upon such development that property values will in the long run rest. In an unplanned community individual homeowner's investments will inevitably depreciate and the consequence could well be deterioration, i.e. slums.

HEALTH REPORT

by

Henry Zentner, Ph.D.  
Research Associate

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## HEALTH REPORT

By Henry Zentner, Ph.D.

## CHAPTER I

## INTRODUCTION

In undertaking the present study of health conditions on the Warm Springs Reservation, Oregon State College was guided throughout by the considerations outlined in the Memorandum of Understanding between the Confederated Tribes of the Warm Springs Reservation and the State of Oregon, dated July, 1958. The responsibilities of the College as there described are as follows:

"To determine the health and welfare problems of the Tribal members and to pinpoint the steps which might be taken in cooperation with the Public Health Service to improve the health and welfare conditions."

During the course of the investigation the College's duties were considerably lightened by the fact that the Division of Indian Health of the Public Health Service had as recently as 1958 issued two comprehensive reports on health conditions on the Warm Springs Reservation. A great deal of basic statistical material therefore was readily available and sufficiently current to serve as an adequate description of present conditions. The present report has drawn extensively on these earlier studies and supplemented the data provided in them through information obtained from interviews with both Public Health officials and members of the Indian community.

## Organization of the Report

The report is divided into a number of chapters. Chapter II deals with physical health and concerns itself with death rates, leading causes of death and sanitation issues. Chapter III is concerned with mental health. (Although such a categorical distinction between physical and mental health will undoubtedly impress many readers as artificial, it was felt that a separation would add something to clarity and ease of communication.) Chapter IV is concerned with dental health, while Chapter V discusses medical economics. Chapter VI reviews the existing organizational structure of health services and Chapter VII concerns itself with questions of health education. Chapter VIII, finally, presents an over-all summary and the recommendations which the College is making in this field.

### Acknowledgments

For their cooperation in making available existing documentary evidence as well as in giving of their time and the benefits of their insights into health conditions on the Warm Springs Reservation, the College gratefully acknowledges the assistance of all members of the Public Health Service staff. The College wishes also to thank the men and women of the Warm Springs community who were interviewed, concerning health problems and issues, for their generous cooperation.

## CHAPTER II

### PHYSICAL HEALTH

Data relating to physical health reported in the present chapter are taken almost exclusively from two reports prepared by the Portland Area Office, Division of Indian Health, Public Health Service, and made available in 1958.

#### The Death Rate

Table 1 gives comparative birth and death rates for the Warm Springs Reservation and the State of Oregon as of the year 1955. The Table shows that the death rate for Warm Springs is 20 per 1000, as compared with only 9.1 per 1000 for the State of Oregon as a whole. The death rate for the Warm Springs community therefore is more than twice as high as is the case for the population of the State of Oregon as a whole. This finding suggests that the general level of health among members of the Warm Springs community is still considerably below that of the population as a whole.

Table 2 shows the comparative percentage of deaths occurring in various age groups between the Warm Springs Reservation population and the population of the State of Oregon. The Table shows that among the Warm Springs population 43 percent of the deaths occurred among people under 15 years of age as compared with only 8 percent for the population of Oregon as a whole. Again, 14 percent of the deaths among members of the Warm Springs community occurred between the ages of 15 and 39 years as compared with only five percent among the population of the State as a whole. Alternately, only 12 percent of the deaths among members of the Warm Springs population occurred in the period 40 to 64 years as opposed to 26 percent of the deaths among members of the population of the State as a whole. Finally, 30 percent of the deaths among members of the Warm Springs community occurred in the age groups 65 and over as compared with 60 percent in the population of the State as a whole.

Table 2 shows further that 29 percent of the deaths on the Warm Springs Reservation occurred among persons under one year of age as compared with six percent for the State of Oregon as a whole.

The data reported in Table 2 show that approximately 58 percent of the deaths among members of the Warm Springs community occur in persons under 40 years of age as compared with only 14 percent among members of the population of the State of Oregon as a whole. Thus the death rate among children under one year of age is almost five times as high on the Warm Springs Reservation as in the State of Oregon as a whole, and approximately three and one-half times as high among persons under 40 years of age. The Warm Springs community therefore has a disproportionately high percentage of deaths in the younger age groups.

Table I

COMPARATIVE BIRTH AND DEATH RATES PER 1000 ESTIMATED POPULATION  
WARM SPRINGS RESERVATION AND THE STATE OF OREGON, 1955

	<u>Warm Springs*</u>	<u>Oregon</u>
Birth rate	40.2	22.9
Death rate	20.0	9.1
Excess of births over deaths	20.2	13.8

\* Est. Pop., 1300

Reproduced from a report issued by the Portland Area Office,  
Division of Indian Health, Public Health Service, March 1958, p. 11.

Table II

COMPARATIVE PERCENTAGE OF DEATHS OCCURRING IN VARIOUS AGE GROUPS,  
WARM SPRINGS RESERVATION 1954-56 INCLUSIVE AND  
STATE OF OREGON 1954-55 INCLUSIVE

<u>Age of Death</u>	<u>Percent of Total Deaths in Age Group</u>	
	<u>Warm Springs</u>	<u>Oregon</u>
Under 15 years*	43.5	8.4
15 - 39 years	14.5	5.4
40 - 64 years	12.0	26.0
65 years and over	30.0	60.2

\*In this age group, 2 percent of the deaths on the Reservation occurred under one year; in the State of Oregon, 6.1 percent occurred under one year of age.

Reproduced from a report issued by the Portland Area Office, Division  
of Indian Health, Public Health Service, March 1958, page 12.

### Leading Causes of Death

Table 3 shows some leading causes of death among the Warm Springs population and the population of Oregon as a whole during the period 1954 to 1956. The Table shows that heart disease was the cause of death in only 11 percent of the Warm Springs population as compared with 39 percent among the population of the State of Oregon. Malignant neoplasms were the cause of death in the case of only three percent among the Warm Springs population as opposed to 15 percent among the population of the State as a whole. Alternately, accidents were the cause of death in 30 percent of the Warm Springs deaths as opposed to only seven percent among the population of the State of Oregon. Similarly, pneumonia was the cause of death in almost nine percent of the deaths among the Warm Springs population as opposed to only two percent among the population of the State as a whole. Diseases peculiar to early infancy were the cause of death in only 2.5 percent of the Warm Springs population as compared to 3.4 percent for the State of Oregon as a whole.

The data presented in Table 3 therefore show that among the population of the State of Oregon as a whole, heart disease was more than three times as frequently the cause of death as was the case among the members of the Warm Springs population. Similarly, death due to malignant neoplasms was approximately four times as high among the population of the State of Oregon as was the case among the Warm Springs population. In the case of accidents and pneumonia, however, the proportions were reversed. Death due to accidents was four times as frequent in the case of the Warm Springs population as among members of the population of the State as a whole; and similarly, in the case of pneumonia, the frequency of death due to this cause was approximately four times as high in the Warm Springs population as in the State of Oregon as a whole. The further finding that the incidence of death due to diseases peculiar to early infancy is somewhat lower in the case of the Warm Springs population than in the State of Oregon as a whole suggests that the high death rate among children under one year of age discussed earlier is not due to diseases common to early infancy but to communicable diseases, accidents and other causes of death.

The low incidence of death due to heart disease and malignant neoplasms is undoubtedly accounted for, to a considerable extent, by the relatively youthful population which comprises the Indian community. It is probable also that the high incidence of accidents as a cause of death is in part explained by the relatively young population of the Warm Springs community. Undoubtedly however, occupational, residential and climatic factors also play a part, as do housing, the incidence of automobile ownership, and differential rates of alcoholic consumption. Little is known scientifically about the relative proneness to accidents which populations of differing composition exhibit. Neither is there much known about the relationship between local climatic, housing and road conditions and the relative frequency of death due to accidents. Undoubtedly, these and other factors play a more important role in the case of the Warm Springs community than is the case for the State of Oregon as a whole.

Table III

SOME LEADING CAUSES OF DEATH, WARM SPRINGS RESERVATION 1954-56 INCLUSIVE  
AND STATE OF OREGON 1954-55 INCLUSIVE

<u>Cause of Death</u>	<u>Percent of Total Deaths</u>	
	<u>Warm Springs</u>	<u>Oregon</u>
Heart disease	11.5	39.3*
Malignant neoplasms	3.7	15.2
All accidents	30.7	7.0
Pneumonia	8.9	2.2**
Diseases peculiar to early infancy	2.5	3.4

\* Does not include deaths due to arteriosclerosis in Oregon.

\*\* Includes deaths due to influenza in Oregon.

Reproduced from a report issued by the Portland Area Office, Division of Indian Health, Public Health Service, March 1958, page 13.

Thus, while the absolute importance of death rates due to accident is difficult to interpret, it is nevertheless clear that there exists a pressing need for more comprehensive safety education than exists at the present time.

Similarly, in the case of pneumonia which is the third most important cause of death among members of the Indian community, a number of differential conditions must be borne in mind when interpreting this statistic. There is no agreement among medical authorities on the question of differential racial immunity to certain types of diseases, including pneumonia. It is therefore probable that differences in degree of biological immunity is a factor contributing to the proportionately higher death rate from pneumonia among members of the Indian community. Undoubtedly, too, cultural differences in degree of familiarity with the causes, symptoms and treatment of pneumonia may be regarded as a contributing factor. Finally, differential housing conditions appear to be closely related to the differential death rates from pneumonia. Local Public Health officials strongly concur in this consideration. Further reduction in the death rate due to pneumonia, therefore, would appear to rest primarily on improvement in the housing conditions, and secondly, in an expansion of health education programs designed to acquaint members of the Indian community with approved standards of treatment and convalescence of pneumonia patients.

### Sanitation

Considerable progress has been made in recent years toward the improvement of sanitary conditions on the Reservation. Nevertheless, there remains considerable room for improvement respecting safe water supplies, excreta disposal facilities, garbage and refuse disposal and pest control.

#### Water:

Table 4 shows the adequacy of existing water supplies as of 1958. The Table shows that approximately 32 percent of the homes and 34 percent of the population were using unapproved water supplies at that time. It is doubtful that any significant improvement in these conditions has taken place during the interim. There continues to exist, therefore, an urgent need for action which will insure safe water supplies to all members of the Reservation community.

Table 5 shows the availability of domestic water to members of the Warm Springs community. The Table shows that as of 1958 approximately 40 percent of the homes had inside running water, while the remaining 60 percent were served in some other way. Undoubtedly, new housing construction in the agency area during the interim will have revised these figures to some extent. On the whole, however, changes during the past two years are not likely to have had a significant effect. The bulk of the houses continue to be without inside running water -- a state of affairs which can have only a depressing effect on sanitation standards generally, particularly excreta disposal.

Table IV  
 ADEQUACY OF EXISTING WATER SUPPLIES  
 (Quality only)

Type of Supply	Number Served		Approved				Not Approved			
	Homes	Pop.	Homes	%	Pop.	%	Homes	%	Pop.	%
Wells	14	86	6	3.3	37	3.6	8	4.4	49	4.8
Springs	13	83	6	3.3	38	3.7	7	3.8	45	4.4
Surface	19	110	---	--	---	--	19	10.4	110	10.7
No home supply	23	130	---	--	---	--	23	12.5	130	12.7
Community Warm Springs Agency	107	557	105	57.4	563	54.7	2	1.1	14	1.4
Simmasho	7	41	7	3.8	41	4.0	---	--	---	--
<b>Totals</b>	<b>183</b>	<b>1027</b>	<b>124</b>	<b>67.8</b>	<b>679</b>	<b>66.0</b>	<b>59</b>	<b>32.2</b>	<b>348</b>	<b>34.0</b>

Reproduced from a report issued by the Portland Area Office, Division of Indian Health, Public Health Service, December 1958, page 21.

Table V  
AVAILABILITY OF DOMESTIC WATER

Type of System	Number of Homes	Percent	Population	Percent
Inside pressure	71	38.9	424	41.3
Hand pump	--	--	---	--
Hauling water	23	12.5	148	14.4
Surface, springs, and/or dug wells w/windlass	33	18.0	182	17.7
Outside pressure	56	30.6	273	26.6
Totals	183	100.0	1027	100.0

Reproduced from a report issued by the Portland Area Office, Division of Indian Health, Public Health Service, December 1958, page 22.

Table 6 shows the adequacy of existing liquid waste disposal facilities. The Table shows that approximately 61 percent of the homes on the Reservation have unsatisfactory excreta disposal facilities. About 140 homes use privies and all of these are unsatisfactory from a sanitary standpoint. The connection between inadequate excreta disposal facilities and the availability of inside water pressure is unmistakable. As Table 7 shows only 23 percent of the houses had inside flush toilets in 1958. This means that only 61 percent of the houses that do have inside water pressure have inside flush toilets. The remaining houses are all equipped with privies, many of which are in need of repair or outright replacements. Again, conditions are unlikely to have changed significantly in the interim. A broad field of action in which extensive cooperation between Tribal government and Public Health officials is called for. (These issues are discussed in greater detail in the report on housing and the report on water resources which the College is making to the Tribal Council.)

#### Garbage and other refuse disposal:

Only the houses that are within a one mile radius of the agency had satisfactory garbage and other refuse disposal facilities in 1958. Approximately 100 homes are involved. The practice in this area is for the Bureau of Indian Affairs to collect garbage and refuse under a contract which was entered into with the Tribes. Garbage and rubbish from these houses are collected twice a week and hauled to a disposal ground where the garbage is covered. Each of the homes in the agency area is provided with metal garbage cans and covers and racks to hold the cans. On the remainder of the Warm Springs Reservation, however, garbage is dumped on the ground and combustible refuse is burned in most instances.

Liquid wastes from the kitchen, laundry and bathing are usually disposed of on the ground in the case of homes without plumbing. Current programs involve the digging of garbage pits into which garbage can be dumped and liquid wastes can be conducted from the kitchen, bathtub or laundry to the pit which would be earth covered. Little progress has been made in the interim. Yet the costs involved are minimal. It is estimated that an adequate pit can be constructed for about \$15, including labor. Tribal assistance where needed, therefore, would involve the outlay of little more than a nominal sum of money. Yet the relative improvement in sanitation conditions would be extremely significant, particularly respecting pest control.

#### Pest Control:

During 1957 a special effort was made to assist Indian families on the Reservation to completely screen their houses in order to protect themselves from flies and other insects which are important elements in disease. The survey made in 1958 on which the report cited above is based, showed that 47 percent of the houses were fully screened, 43 percent were partially screened, and 10 percent were without screens of any kind. The cost of screening a house at that time was estimated at about

Table VI

## ADEQUACY OF EXISTING WASTE DISPOSAL FACILITIES

Type of Supply	Number Served		Approved			Not Approved				
	Homes	Pop.	Homes	%	Pop.	%	Homes	%	Pop.	%
Sewer connection	4	25	4	2.2	25	2.4	--	--	--	--
Septic tank	38	218	38	20.8	218	21.3	--	--	--	--
Cesspool	--	--	--	--	--	--	--	--	--	--
Privy	140	776	29	15.8	144	14.1	111	60.6	632	61.5
Surface or stream	1	8	--	--	--	--	1	.6	8	.7
Totals	183	1027	71	38.8	387	37.8	112	61.2	640	62.2

Reproduced from a report issued by the Portland Area Office, Division of Indian Health, Public Health Service, December 1958, page 25.

Table VII

## TYPE OF TOILET FACILITIES

<u>Facility</u>	<u>Number of Homes</u>	<u>Number of People</u>
Inside flush	43	251
Privy, good	28	135
Privy, needs repair	101	583
Privy, needs replacing	11	58
None	--	--
	—	—
Totals	183	1027

Reproduced from a report issued by the Portland Area Office, Division of Indian Health, Public Health Service, December 1958, page 27.

\$25 per house. Thus, here again the actual sums involved are trifling, yet the potential means in improved sanitation are considerable. By advancing funds, whether in the form of outright grants or loans, the Tribal Council could undoubtedly effect rapid improvements and provide leadership and initiative in closing many of the existing gaps in the sanitation program.

#### Unmet Needs

Existing needs which are unmet in one degree or another pertain to the adequate safe water supplies, greatly improved housing, and greatly expanded educational programs. As has been mentioned, water and housing problems are dealt with in greater detail in other reports being submitted to the Tribal Council by the College. The need for expanded educational programs, however, is discussed more fully in Chapter VI and Chapter VII of the present report.

#### Summary

Data given in two reports prepared by the Portland Area Office, Division of Indian Health, Public Health Service, issued in 1958, show that the death rate among members of the Warm Springs community is considerably higher despite a more youthful population than is the case in the State of Oregon as a whole. The leading causes of death are accidents, heart disease and pneumonia, in that order. Heart disease as a cause of death is much less frequent among members of the Warm Springs community than is the case among the population of the State of Oregon as a whole. Undoubtedly, this reflects the differential population composition of the relatively younger Warm Springs community. Alternately, the frequency of death due to accident and pneumonia was far greater among members of the Warm Springs community than among people in the State of Oregon as a whole. In either case, it would appear that a number of factors contribute to higher rates of deaths from these causes in the Warm Springs community than is the case in the population of the State of Oregon as a whole.

The relatively youthful population of the Warm Springs community, its geographic and climatic setting, road conditions, occupational factors and differential incidence of alcohol consumption undoubtedly all contribute to the higher degree of accident proneness to the Warm Springs community. A greatly expanded safety education program therefore is indicated. The relatively more frequent incidence of pneumonia as the cause of death is likewise explained by a combination of factors which distinguish the Warm Springs community from the population of the State as a whole. Differential racial immunity may be a contributing factor. More certainly, however, cultural differences in familiarity with the cause, symptoms and treatment, not only of pneumonia but of respiratory infections in general, may be cited as an important contributing factor. Finally, differential housing conditions in which overcrowding and the lack of

indoor plumbing facilities is more frequent in the case of members of the Indian community than in the State of Oregon as a whole, is another important contributing factor. Thus, not only expanded health education programs are called for but urgent action is required in the improvement of housing and particularly of indoor plumbing and safe water supplies.

Sanitation standards on the Reservation are still below those of neighboring communities. A considerable portion of the houses lack safe water supplies and very few have indoor toilets and other satisfactory excreta disposal facilities. Around the Agency area sewage and refuse disposal facilities appear adequate. On other parts of the Reservation, however, considerable progress has yet to be made in order to achieve satisfactory standards. Similarly, pest control involving the screening of houses is not yet complete. The estimated cost of measures which could bring to an adequate level both garbage and refuse disposal, as well as pest control, is very low, yet the potential gain in improved sanitation is considerable. It was suggested that the Tribal Council should take the initiative and provide leadership in this respect, either by outright grants or loans to family heads as an inducement to the creation of adequate sanitation facilities.

### CHAPTER III

#### MENTAL HEALTH

As was noted in the introductory chapter of the present report a categoric distinction between physical and mental health is somewhat forced and artificial. Moreover, the modern concept of mental health is generally recognized as being much broader in its reference than commitment to mental hospitals. Thus, the question arises, should alcoholism, for example, be regarded as a physical health problem, a mental health problem or a welfare problem. Here again it was decided that in the interests of clarity and ease of communication, it would be preferable to consider the problem of alcoholism and its associated mental aspects in the report on welfare. The present chapter, consequently, is concerned with commitments to mental hospitals and faith healing aspects of Indian culture and religion.

#### Commitments to Mental Hospitals

The available information indicates that during the past ten years there have only been seven commitments to mental hospitals in the Warm Springs community. Of these seven cases, two involved alcoholism, one involved organic disease, and the remainder involved mental deficiency. Of these seven commitments, two died during the period of confinement, three are presently on parole, and two remain in confinement. Although no comparative data are readily available, it can be safely concluded that this number of commitments is very low indeed and is accounted for to a considerable extent by faith healing traditions in the Indian culture and religion.

#### Faith Healing Traditions in Indian Culture

The culture of the Warm Springs Indian community has traditionally emphasized mental health and faith healing. As a consequence, religion and health have been closely associated although in recent decades new concepts of both health and religion have invaded the culture of the Indian community. The traditional association between the two aspects of life continues into the present, albeit with some modifications. The traditional emphasis on a harmonious relationship with nature and with fellow men as evolved in Indian culture is, of course, entirely consistent with most modern concepts of mental health and personal well-being. It is scarcely surprising, therefore, that the traditional medicine man included in his inventory of skills a claim to healing powers which did not differentiate between physical and mental illness; and this tradition, likewise, survives in modified form among members of the present day Indian community. The social setting, however, in which faith healing takes place has radically altered.

At the present time faith healing takes place in a number of different social settings. There are a number of so-called Indian doctors who practice traditional Tribal medicine in somewhat modified form. There are also two religious denominations whose members believe in and practice faith healing. These are the Indian Shakers and the Full Gospel denominations, respectively. Thus, both the number of faith healing practitioners and the number of faithful believers, while it cannot be estimated with any accuracy, is nevertheless large enough to involve a considerable proportion of the Warm Springs Reservation population. While these groups differ somewhat in technique and differ widely in the interpretation of the faith healing ritual, all employ what, from a psychological and sociological point of view, appears to be one and the same process.

Viewed psychologically and sociologically, the faith healing process in its essentials is very simple and involves nothing occult or sinister. What is involved basically is a sense of belief and mutual confidence between the faith healing practitioner and his client. By careful and skillful reliance upon the power of suggestion which is, of course, conditioned by attitudes and beliefs previously acquired, the faith healing practitioner is often successful in bringing about the physical and mental well-being of his client where more formal medical techniques have failed. Although it cannot be objectively demonstrated, there is every reason to suppose that the low commitment rate to mental hospitals and the general absence of indications of mental ill health or abnormality in the Indian community is explained by the presence of a body of faith healing practitioners and a community of faithful believers. Qualified informants report that many persons consult faith healing practitioners both on the Warm Springs Reservation and on other reservations in the Pacific coast area. It is highly probable, therefore, that these traditions and practices serve to eliminate many emotional disturbances which if neglected would result in more serious mental ailments.

The existence of faith healing mechanisms in the Indian community, however, does not appear to be an unmitigated blessing. Information obtained through interviews with a number of persons suggests the existence of a degree of confusion and conflict between faith healing mechanisms and the established medical services. The problem appears to be twofold.

First, there is a number of well-attested cases in which it appears that members of one or another of the faith healing communities relied upon the faith healing practitioner to effect the cure in cases where subsequent discovery showed the ailment was not mental but physical. As a result of this action, the patient failed to recover from the illness and subsequently died. All this would suggest that the distinction between ailments which are amenable to treatment by sociological means alone and those which require treatment by surgical or chemical methods is unclear in the minds of a number of people. Secondly, the faith healing tradition in the Indian community appears to leave many people ill-prepared to play their roles in relation to the established medical authorities and to communicate effectively in the doctor-patient relationship. Medical authorities report that frequently there is difficulty

in communication with Indian patients when the doctor attempts to elicit information which he finds necessary to construct a medical case history which can be used for a basis of diagnosis. It is probable, too, although no direct evidence on this point is available, that the confidence which many members of the Indian community have in faith healing mechanisms militates against both the early reporting of symptoms which indicate ailment and the necessary action requisite to the attainment of medically approved sanitation standards. An extensive educational program designed to elucidate these considerations would therefore appear to be indicated.

#### Unmet Needs in Mental Health

As was suggested in the foregoing section, unmet needs which exist at the present time revolve about education. It must be recognized, however, that any educational program designed to enlighten members of the general public on issues concerning differences between physical and mental ailments and their symptoms and their treatments will be handicapped by prevailing attitudes and conditions. Both the Indian doctor and the faith healing practitioner have traditionally been held in contempt by established medical authority. As the reaction to this, the Indian doctor in particular has gone underground, as it were. The faith healing practitioner, on the contrary, can at least make a claim to public respectability by appealing to the doctrine of freedom of worship. Nevertheless, both the Indian doctor and the faith healing practitioner of whatever denomination stand outside the pale of respectable medical practice.

This is in many ways unfortunate and regrettable for quite clearly modern concepts of psychosomatic medicine support the thesis that the Indian doctor and the faith healer make an important contribution to the over-all health and well-being of community members and deserve a measure of recognition of this fact. It would be desirable, therefore, if existing Indian doctors and faith healing practitioners could be formally brought into the structure of medical service on the Reservation. Such a move would not only serve to clarify in the eyes of the public the difference in skills between the medical doctor and the Indian doctor or faith healer, but would permit communication and the building of confidence between medical and other practitioners such as may lead to mutual acceptance in their respective sphere of activity and mutual referral of patients to one another. Such an arrangement exists on a number of other reservations and the indications are that it has worked to the betterment of health services as a whole.

#### Summary

Commitments to mental hospitals of members of the Indian community during the past ten years is very low. Although no comparative data are available, there is every reason to believe that the instance of mental

ill health, construed in terms of commitments to mental hospitals, is considerably lower in the Indian community than in non-Indian communities. This is undoubtedly explained by the traditional and continuing emphasis in Indian culture and religion on faith healing mechanisms and Indian medicine men. The existence of such mechanisms in the Indian community most likely results in practices which eliminate mental and emotional disturbances before they become serious ailments. The existence of these mechanisms, however, is not an unmitigated blessing.

There is some evidence to suggest that in some instances members of the Indian community appeal to the services of a faith healing practitioner prior to consulting with established medical authority. It is suspected that in several cases persons died as a result of these attitudes. Alternately, there is evidence to suggest that this emphasis in the Indian culture interferes in the communication process between the established medical doctor and his patient. An extensive educational program designed to elucidate these matters appears indicated.

Educational efforts along these lines, however, will be handicapped by the fact that both Indian doctors and faith healing practitioners are essentially divorced from the existing medical service structure. If Indian doctors and faith healing practitioners could be brought into open and formal relationships with the existing medical staff, it is conceivable that such an arrangement would work toward the betterment of health services in general. Similar arrangements exist on other reservations and reports indicate that the over-all effectiveness of medical service has been improved.

## CHAPTER IV

### DENTAL HEALTH

Dental health standards among members of the Warm Springs community are strikingly at variance with those of other communities. The dental officer reports that home guidance and parental control over tooth-brushing habits appear to be practically non-existent. In part, this is due to a lack of proper facilities in the home, in part due to the consumption of large amounts of refined carbohydrates in the form of candy and soft drinks, and in part due to the general attitude of indifference to oral hygiene which prevails among the members of the Warm Springs community. The result is that very few people have sound dental equipment. The dental officer reports that in some instances children of three years of age may have 10 to 12 or even more carious teeth. Among many adults, moreover, even the casual observer will note a large number of persons who have missing teeth and who are without dentures.

#### Service Programs

Current service programs have as their prime objective the dental health for children under 15 years of age. However, adults are treated also on an emergency basis or when the opportunity arises to schedule appointments for them. At the present time a systematic attack is being made on the dental health problems of school age children and it is estimated that students in the first three grades of school have been largely taken care of with 65 percent or more of the other grades being attended to.

A more long range objective in the field of dental health is the plan to fluoridate the domestic water supply. It is estimated that fluoridation with adequate dental maintenance both at home and in the dental office would greatly improve dental health. However, to the extent that many Indian families have their own water supply and do not use the public water system, fluoridation alone is expected to decrease the problem only about 30 percent. To the extent, however, that provision of safe water supplies and indoor water facilities can be made available through action taken by the Tribal Council on the basis of Public Law 86-121, fluoridation is likely to prove more effective in the long run.

#### Unmet Needs in Dental Health

Apart from the need to fluoridate water supplies and to extend the number of homes who have fluoridated water facilities, the existing unmet needs in the field of dental health revolve about education. Dental authorities concur that there is a great need for expanded educational

activities. In particular, there needs to be much further education on proper oral hygiene habits and on the relationship between diet and dental health. The former community health worker aided in this dental education program. The position of community health worker, however, is vacant at the present time. This implies that educational efforts in the field of dental health are largely confined to office contact -- a program which while altogether desirable does not go nearly far enough. This and other education needs clearly indicate that a community health worker's services are badly needed. This aspect of the situation is discussed further in Chapter VI below.

### Summary

Existing dental health conditions in the Indian community compare very unfavorably with other similar communities. The reason for this is poor oral hygiene practices and indifference to dietary considerations. Current service programs are directed primarily at the population below the age of 15 years. Considerable progress has been made in treating the school population, particularly the first three grades, although service is available to adults on an emergency basis and when an opportunity to schedule an appointment outside the time devoted to children is available.

A plan to fluoridate domestic water supplies is in existence and is estimated to potentially reduce the incidence of carious teeth among children by about 30 percent. To the extent that only a limited number of the houses on the Reservation have public water supplies, fluoridation will be restricted in its effectiveness. However, to the extent that the Tribal Council takes advantage of the provisions of Public Law 86-121 in extending safe water supplies and indoor plumbing, fluoridation becomes a more effective tool in the general attack on dental ill-health.

Current unmet needs in the field of dental health revolve about education. In particular, people in the Warm Springs community appear to need an expanded educational program stressing oral hygiene and the relationship between diet and dental health. The former community health worker aided in the dental education program. The position of community health worker, however, is at present vacant and dental education is confined largely to office contact. The need for the services of a community health worker for this and other purposes is discussed subsequently in Chapter VI.

## CHAPTER V

## MEDICAL ECONOMICS

There is a number of health issues involving economic considerations which are examined in the present chapter. These concern the costs of implementing existing programs and the wider question of health insurance.

## Tribal Support of Currently Planned Programs

As was noted in Chapter II, sanitation standards in the Indian community are still considerably below a level which could be described as adequate. To a considerable extent the problems here are economic rather than social in character. In particular, safe water supplies and adequate housing facilities need to be extended to a greater proportion of the population than is the case at present. These issues, however, are discussed more fully in other reports being submitted to the Tribal Council. Just here, however, it is worth noting that estimates of the costs involved in bringing garbage and refuse disposal and pest control to adequate standards would involve a nominal outlay of funds, probably less than \$10,000. Leadership and initiative on the part of the Tribal Council is, therefore, probably indicated. Through the medium of grants and loans as well as the provision of service through the Rehabilitation Department, the Tribal Council could do much to bring to a rapid realization the currently planned programs in the field of sanitation. Similar considerations obtain with respect to the fluoridation of domestic water supplies.

## Health Insurance

A survey shows that very few members of the Indian community are at present covered by health insurance. Apart from the 45 regular Tribal employees, who are covered on a contributing basis, there are very few other members of the Indian community who appear to have any sort of health insurance coverage. The available information suggests that there is only a handful of enrolled members who are employed by local lumber-mills and enjoy medical health insurance coverage. This state of affairs compares very unfavorably with other communities in America.

The cost of medical services in the modern world is very high and there are many indications that persons both on the Reservation and off who are not covered by a health insurance scheme tend to neglect early consultation and treatment in cases of illness because they lack the financial resources at any given time. The principle of health insurance, however, obviates the need for delay in prompt action. The need for insurance coverage is, therefore, indicated on this ground as well as on

grounds of the consideration that the Public Health Service will eventually terminate its services when the health standards of the Indian community reach those of other similarly situated communities. Action by the Tribal Council, therefore, would appear to be indicated.

It should prove possible to negotiate with an insuring agency a special contract with favorable rates in view of the age composition of the Indian population at the present time. This possibility should be explored and given careful consideration by the Tribal Council, for undoubtedly such a move would contribute much to the over-all health and well-being of all members of the Indian community.

#### Summary

Apart from improvements in safe water supply and indoor plumbing facilities, the estimated costs of implementing currently planned sanitation measures are nominal. Tribal leadership and initiative in the form of loans or grants and services are indicated.

The proportion of persons in the Indian community who enjoy health insurance coverage at the present time is extremely limited. Apart from regular Tribal employees and a small number of persons who are employed by local lumbermills, few, if any, of the other members of the Warm Springs population are covered by health insurance. This compares very unfavorably with other communities in America. There is reason to believe that in view of the high cost of medical service in the modern world, many people delay in taking prompt action in cases of illness because of the lack of financial resources at the time. This appears to be the case in the Indian community as well. It is, therefore, suggested that the Tribal Council contact an insuring agency and attempt to negotiate a health insurance contract. It should prove possible, in view of the population composition of the Indian community, to get insurance coverage at very favorable premium rates.

## CHAPTER VI

## HEALTH ORGANIZATION

The quality and the quantity of health services are closely affected by the numbers and types of staff personnel available and the organizational structure which integrates the several specialties and programs into a unified whole. The present chapter, therefore, reviews the existing staff and organizational structure in the field of health and outlines staff needs and organizational changes.

## The Existing Health Staff and Organization Structure

The existing health staff consists of the Medical Officer in charge of the clinic, a Dental Officer, a dental assistant, a sanitarian aid, a public health nurse, a clerical nurse, a nursing assistant and clerical personnel. In addition to the professional staff, there exists a four-member Health and Welfare Committee comprised of lay personnel whose ostensible function is to serve in an advisory capacity to the medical staff.

Given the current service policy of the Public Health Service, the existing staff would appear to be adequate to render necessary direct health services with the exception of the public health nurse whose responsibilities are extremely varied and whose time and resources appear to fall short of service needs in the Indian community. Again, the existing Health and Welfare Committee which is staffed by part-time lay personnel, is handicapped by having responsibility for both health and welfare and by the lack of effective communication channels to the Tribal Council and to the members of the Indian community at large and to relevant professional personnel. Moreover, the existing unmet needs in the field of health, education and communication strongly suggest that both additional staff and organizational changes are needed in the existing health service structure.

## Needed Staff Additions and Organizational Changes

Both the high level of demand for Public Health nursing services and information obtained from interviews with members of the Indian community suggest the need for the addition of a practical nurse to the health service staff. The available information would suggest that not only in the case of convalescing patients, but also in the case of a number of elderly people, there is a widespread need for bathing assistance and other needs which can be adequately served by the professional competence of a practical nurse. While there has been considerable demand and some criticism of the present public health nurse for failure to comply in requests for such services, it is quite clear that such duties are not within the professional responsibilities of the public health nurse as

commonly understood. Both her superior training and the widespread existence of need for services which only a person of her degree of professional competence can render makes it advisable to ease her responsibilities and at the same time meet the existing unmet demand for nursing services by the addition of a practical nurse to the health staff.

The existing vacancy in the post of community health worker has by common consensus among the medical personnel greatly compromised the educational programs, not only in the medical, but also in the dental fields. The widespread need for extensive educational measures in both the medical and the dental fields leaves little doubt that the services of a community health worker are essential in order to meet the existing need.

Although the public health service staff has at no time included a medical social worker, the medical staff personnel as well as other persons whose responsibilities overlap into the health field, strongly concur in the conclusion that there is need for the addition of a medical social worker to the present health staff.

The fact that the Public Health Service has not in the past provided the services of a practical nurse nor those of a medical social worker, strongly suggests that there is little hope of successfully petitioning the Public Health Service to provide these additional staff personnel. Moreover, the fact that the post of community health worker has been vacant for more than a year suggests that it is the policy of the Public Health Service not to fill this vacancy. It would therefore appear necessary that the Tribal Council undertake to employ the personnel on its own recognizance; and, since their function is largely educational in character, it would appear desirable to have these additional staff people made responsible administratively to the Educational Coordinator (see the recommendations given in the Education Report).

While from another standpoint it might be argued that since these staff people would be engaged in medical services of one kind or another they should be made directly responsible to the Medical Officer in charge of the Public Health Service, there are a number of considerations which weigh against such an arrangement. In the first instance, the policy of rotating personnel in the office of Chief Medical Officer implies that no sooner does the existing Medical Officer come to understand in depth the community medical problems and social structure than he is removed from the scene and rotated to another post elsewhere. This implies, too, that continuity in planning and programming in the educational sphere would be compromised by the succession of new and locally inexperienced medical directors. Secondly, it is the publicly stated policy of the Public Health Service to terminate the present system of services at such time as the level of Indian health compares with those of other similar communities. Thus, the eventual termination of the Public Health Service further suggests that there is strong need for a beginning in medical organization, particularly health education, under Tribal auspices and Tribal administration. The proposal that these three new staff additions be hired by the Tribal Council and be made administratively responsible

to the Educational Coordinator, while working at the same time in close cooperation with the medical officer and other medical staff personnel, would in the long run by-pass both of these considerations.

Finally, the existing lay committee structure which embraces both health and welfare functions is in need of reorganization. The extensive need for expanded educational programs strongly suggests that the present Health and Welfare Committee be dissolved and a special health committee be established with a greatly expanded membership. Moreover, the Tribal Council in conjunction with the proposed community organizer (for details concerning a recommendation involving a community organizer see the Welfare Report) should redraft the powers and functions of the health committee so as to provide avenues of direct communication both to the Tribal Council and to the general public. There is a crying need for better communication both to the Council and to the public than exists at the present time. The health committee can serve a vital function in this connection if properly reconstituted.

#### Summary

The existing health staff would appear to be adequate to meet the direct health service needs which exist with the exception of the public health nurse whose many and varied responsibilities are too great to be handled by a single staff member. There is a clearly recognized need, both on the part of medical staff personnel and among members of the Indian community, for the services of a practical nurse. The addition of such a staff member would greatly reduce the existing burden on the public health nurse and would meet a widely voiced demand for such services as could be rendered by a practical nurse on the part of elderly and enfeebled persons as well as persons convalescing.

There is clear-cut need also for the services of a community health worker as well as those of a medical social worker. The addition of these staff personnel would greatly ease the burden which weighs at present on the public health nurse and the sanitarian aid and would serve to implement the same level of service as was supplied prior to the occurrence of a vacancy in the post of community health worker.

In view of existing Public Health Service policy, it is doubtful that a successful appeal could be made to Public Health authorities to supply these needed staff members. It would therefore be desirable in view of the unquestionable need which exists for the Tribal Council to undertake to hire these staff people and make them administratively responsible to the proposed Educational Coordinator (see the Education Report for details concerning this proposed position).

The rationale for the proposal that these staff personnel be made responsible to the Educational Coordinator rather than to the Public Health Medical Officer in charge of the local health service unit is two-fold. First, the policy of continual rotation on the part of medical

personnel in the Public Health Service results in limited continuity in planning and programming. Secondly, it is the publicly stated policy of the Public Health Service that its services will be terminated just as soon as the level of health of the Indian community reaches that of other similar communities. The proposed arrangement, therefore, would bypass both of these limitations.

The existing Health and Welfare Committee, comprised as it is of lay personnel who serve in a part-time capacity, is in need of reconstruction. It would appear necessary and desirable that the Tribal Council dissolve the present committee and create a new committee which would be concerned with health alone. Moreover, it would be desirable that the Tribal Council in conjunction with the proposed community organizer (see the Welfare Report for details concerning the proposed establishment of this post) redraft the powers and functions of the reconstituted health committee so as to provide badly needed avenues of direct communication to both the Tribal Council and the general public at large.

## CHAPTER VII

## HEALTH EDUCATION

In previous chapters, attention has been called to the need for extended educational services and programs at numerous points. The present chapter pulls together these scattered references and examines existing educational programs and evaluates unmet needs.

## Existing Educational Programs

Existing health education programs are limited in scope and content and lack over-all coordination. The well-baby clinic which has been instituted during the past year undoubtedly represents a much needed step in the educational program. Similarly, the work of the sanitarian aid, both in demonstration and in persuasion, has continued at a high level of intensity. The public health nurse also has made the most of every available opportunity to impart health education to persons with whom she comes into contact, particularly in connection with the control and prevention of tuberculosis. Similarly, the Dental Officer has taken advantage of office contacts between dentist and patient to further dental health education. On the whole, however, all of these endeavors, while meritorious and beyond criticism in and of themselves, lack the benefit of coordination. Their educational value, therefore, is incidental rather than strategic.

All this is not in any sense to be construed as a criticism of any kind of the existing staff. A medical doctor, a dentist, a public health nurse are professionally trained to render a particular kind of service. Educational efforts, while they occur incidentally in the course of their work, are not a proper part of their professional responsibilities; nor does their training ordinarily equip them to perform this function in a systematic way. Moreover, the existing vacancy in the post of community health worker implies that there are important gaps and unmet educational needs in the health sphere.

## Unmet Needs in Health Education

As noted in earlier chapters of the present report, existing educational programs are greatly in need of supplementation. The need for a safety education program and for increased education emphasis in the field of sanitation has already been discussed. Similarly, the need for continuing an expanded educational endeavor respecting tuberculosis, its control and prevention, has been mentioned. In addition, there are a number of other specific content areas where educational programs are specifically needed. These include oral hygiene, the care and treatment of convalescing patients, communication skills in the doctor-patient relationship, the coordination between the existing medical staff and Indian doctors and faith healing

practitioners, and more broadly, educational programs designed to inform members of the public concerning pathology and symptomatology, particularly in the case of respiratory diseases and immediately related ailments.

The need for additional staff personnel primarily in the field of education has also been noticed as has been the matter of administrative organization and service coordination. There remains, therefore, only a question of educational methods to be discussed.

The available information suggests that in many programs at least, educational methods employed rely largely on posters, on films, lectures and other audio-visual techniques. Such techniques are useful, and commendable as far as they go. All techniques have their limitations. These familiar techniques, however, require supplementation and joint use with some of the newer techniques which have emerged in the training field in recent years. The reference here is to the newer training techniques which rely upon simulated reality and employ three steps: (1) instruction and learning at the verbal level; (2) practice and application; and (3) immediate critical reconstruction and review of performance.

These newer techniques have been employed in a wide variety of fields, both in the armed forces and in industry, with impressive gains in efficiency. It requires nothing more than an experimental attitude and the employment of technical specialists to create the necessary training materials to bring about their use. The reports which evaluate the use of these new training techniques in the armed forces and industrial situations in which these techniques have been employed, emphasize particularly the high degree of personal involvements of training candidates in the educational process. The existing educational needs and the cultural characteristics of the population involved leave little doubt that such techniques, when combined with the more traditional ones currently in use, would go a long way toward enlisting public interest and cooperation in the training process. It would, therefore, appear desirable that the Tribal Council give the fullest possible support both in terms of budgets and in terms of policy decisions to the Educational Coordinator in order to permit him to engage the necessary technical specialists to create training materials such as may be needed, as well as to take such steps as may be necessary to familiarize professional service personnel involved with the uses and limitations of these newer techniques.

#### Summary

Existing educational programs, while useful and necessary, require supplementation and coordination. There is great need for extended educational programs in the fields of safety, tuberculosis control and prevention, sanitation, the handling and treatment of convalescents, oral hygiene, doctor-patient relations and a number of others. The need for additional staff and for administrative coordination was discussed in the previous chapter.

The educational method and technique employed currently in many educational programs requires supplementation by some of the newer training techniques which have emerged in recent years both in the armed forces and

in industry generally. These newer devices employ simulated reality techniques and emphasize three important steps: (1) instruction and learning; (2) practice and performance; and (3) immediate criticism and critical appraisal of performance. It is desirable that the Tribal Council give all necessary budgetary and policy supports to the proposed Educational Coordinator to enable him to obtain the services of technical specialists to prepare training materials and to familiarize his educational staff with the uses and limitations of these newer training techniques. In view of the cultural background of the population involved and the tremendous amount of educational effort called for, it is all the more necessary that traditional training techniques be supplemented by new and more experimentally oriented techniques.

## CHAPTER VIII

The present chapter provides an over-all summary of the Health Report and the conclusions which have been reached. It also enumerates in a formal way the specific recommendations which appear necessary and desirable on the basis of the findings reported above.

## Summary

## Physical Health

The death rate among members of the Warm Springs community is considerably higher, despite a more youthful population, than is the case for the State of Oregon. Leading causes of death are accidents, heart disease, and pneumonia, in that order. Heart disease as a cause of death is much less frequent than among the population of the State of Oregon. Undoubtedly, this reflects the relatively younger population residing on the Reservation. Frequency of death due to accidents and pneumonia is far greater than for the State of Oregon as a whole.

The relatively youthful population, its geographic and climatic setting, road conditions, occupational factors and differential incidence of alcohol consumption undoubtedly all contribute to the higher degree of accident proneness in the Warm Springs community. A greatly expanded safety education program is therefore indicated.

The relatively greater incidence of pneumonia as a cause of death is likewise explained by factors which distinguish the Warm Springs community from the population of the State of Oregon as a whole. Differential racial immunity may be a factor. More certainly, however, cultural differences in familiarity with the cause, symptoms and treatment, not only of pneumonia but of respiratory infections in general, may be cited as an important contributing factor. Finally, overcrowded housing conditions and lack of indoor plumbing facilities is another important contributing factor. Expanded research and health education programs are called for and action is required in the improvement of housing, particularly of indoor plumbing and safe water supplies.

Sanitation standards on the Reservation are still below those of neighboring communities. In the Agency area sewage and refuse disposal facilities appear adequate. On other parts of the Reservation considerable progress has yet to be made. Pest control is not yet complete. The estimated cost to bring both garbage and refuse disposal to an adequate level as well as pest control is nominal, yet the potential gain would be very considerable. The Tribal Council should take the initiative and provide leadership in this respect, by outright grants or loans to family heads for the creation of adequate sanitation facilities.

## Mental Health

Mental health in the Warm Springs community is apparently as good or better than in other near-by communities. Commitments to mental hospitals during the past ten years have been very low. This is undoubtedly explained in considerable degree by the emphasis on faith healing practices in the Indian culture and religion. Such mechanisms undoubtedly result in health practices which ameliorate mental and emotional disturbances before they become serious ailments. These mechanisms, however, are not an unmitigated blessing.

Evidence suggests that in some instances members of the Indian community appeal to the services of a faith healing practitioner prior to consulting with established medical authority. It is suspected that in several cases persons died as a result. Also, evidence suggests that this emphasis in the Indian culture interferes in the communication process between the established medical doctor and his patient. Inquiry into faith healing practices and beliefs and an educational program appear indicated.

Educational efforts will be handicapped because Indian doctors and faith healing practitioners are divorced from the existing medical service structure. An open and formal relationship between them and the existing medical staff, might well work toward the betterment of health services in general. Similar arrangements exist on other Reservations and reports indicate that the over-all effectiveness of medical service has been improved.

## Dental Health

Existing dental health conditions compare very unfavorably with similar communities. There exist very poor oral hygiene practices and an attitude of indifference to related dietary considerations. Current service programs are directed primarily at the population below the age of fifteen years. Considerable progress has been made in treating the school population, particularly the first three grades. Service is available to adults on an emergency basis and otherwise when an opportunity to schedule appointments outside the time devoted to children of school age exists.

A plan exists to fluoridate domestic water supplies and is estimated to potentially reduce the incidence of carious teeth among children by about 30 percent. Since a limited number of the houses on the Reservation have public water supplies, fluoridation will be restricted in its effectiveness. However, to the extent that the Tribal Council takes advantage of the provisions of Public Law 86-121 on extending safe water supplies and indoor plumbing, fluoridation becomes a more effective tool in the general attack on dental ill-health.

Current unmet needs in the field of dental health revolve about education. In particular an expanded educational program is needed to stress oral hygiene and the relationship between diet and dental health. The former community health workers aided in the dental education program. The position of community health worker in the Public Health Service is at present vacant and dental education is confined largely to office contacts. The need for

the services of a community health worker for both this and other health educational activities is therefore obvious.

#### Medical Economics

Apart from regular Tribal employees and a small number of persons employed by local lumber mills, few other persons are covered by health insurance. There is reason to believe that in view of the high cost of medical service in the modern world, many people delay in taking prompt action in cases of illness because of the lack of financial resources at the time. It is therefore suggested that the Tribal Council contact an insuring agency and attempt to negotiate a health insurance contract covering the entire Reservation population. It should prove possible, in view of the population composition of the Indian community at present, to get insurance coverage at very favorable premium rates.

#### Staff Needs and Organizational Changes

The existing health staff would appear to be adequate to meet the direct health service needs which exist, with the exception of the public health nurse whose many and varied responsibilities are too great to be handled by a single staff member of this type. There is a clearly recognized need, both on the part of medical staff personnel and among members of the Indian community, for the services of a practical nurse. The addition of such a staff member would greatly reduce the existing burden on the public health nurse position and would meet a widely voiced demand for such services as could be rendered by a practical nurse on the part of elderly and enfeebled persons as well as persons convalescing.

There is clear-cut need, also, for the services of a community health worker as well as those of a medical social worker. The addition of these staff personnel would greatly ease the burden which weighs at present on the public health nurse position and on the sanitarian aide. It would serve also to implement the same level of health education service as was supplied by the Public Health Service prior to the occurrence of a vacancy in the position of community health worker.

In view of existing Public Health Service policy, it is doubtful that a successful appeal could be made to the Public Health authorities to supply these needed staff members. It would therefore be desirable for the Tribal Council to undertake to hire these staff people and make them administratively responsible to the proposed Educational Coordinator (See the Education Report for details concerning this proposed position.)

The rationale for the proposal that these staff personnel be made responsible to the proposed Educational Coordinator rather than to the Medical Officer in Charge of the local Public Health Service unit is twofold. First, the policy of continual rotation on the part of medical personnel in the Public Health Service results in limited continuity in planning and programming. Secondly, it is the publicly stated policy of the Public Health Ser-

vice that its services will be terminated just as soon as the level of health of the Indian community reaches that of other similar neighboring communities. The proposed arrangement, therefore, would bypass both of these limitations.

The existing health and welfare committee, comprised as it is of lay personnel who serve in a part-time capacity, is in need of reconstruction. It would appear necessary and desirable that the Tribal Council dissolve the present committee and create a new committee which would have a larger membership and be concerned with health problems and issues alone. Moreover, it would be desirable that the Tribal Council, in conjunction with the proposed community organization specialist (see the Welfare Report for details concerning this proposed position), redraft the powers and functions of the reconstituted health committee so as to provide badly needed avenues of direct communication to both the Tribal Council and the general public at large.

#### Health Education

Existing educational programs, while useful and necessary, require both supplementation and coordination. There is great need for extended educational programs in the fields of safety, tuberculosis control and prevention, sanitation, the handling and treatment of convalescents, oral hygiene, doctor-patient relationships and a number of others.

The educational method and technique employed currently in many educational programs requires supplementation by some of the newer training techniques which have emerged in recent years both in the armed forces and in industry generally. These newer devices employ simulated reality techniques and emphasize three important steps: (1) instruction and learning; (2) practice and performance; and (3) immediate criticism and critical appraisal of performance. It is desirable, therefore, that the Tribal Council give all necessary budgetary and policy supports to the proposed Educational Coordinator to enable him to obtain the services of technical specialists to prepare training materials and to familiarize all members of his educational staff with the uses and limitations of these newer training techniques. In view of the cultural background of the population involved and the tremendous amount of educational effort called for, it is all the more necessary that traditional training techniques be supplemented by new and more experimentally oriented techniques which give promise of a high degree of personal involvement on the part of trainees.

#### Recommendations

In view of existing conditions and the unmet needs in the health field, the following courses of action are urgently recommended as a means of bringing the level of health in the Indian community to parity with other nearby communities as rapidly as possible.

Recommendation #1. The Tribal Council should take immediate steps to implement the recommendations concerning the extension of safe water supplies

and the recommendations for improved housing and indoor plumbing facilities which will appear in other reports being submitted by the College. (See Water Report and Housing Report.)

Recommendation #2. The Tribal Council should take immediate action to implement existing sanitation programs, particularly respecting garbage and refuse disposal and pest control. The action indicated involves making available, either through grants or loans, the necessary fund to construct garbage disposal pits and screening facilities, and may involve the provision of the services of the Rehabilitation Department of Tribal Government in actually effecting the necessary action.

Recommendation #3. The Tribal Council should make every effort in conjunction with the proposed Educational Coordinator (see the Education Report for details concerning this proposed position) in seeking to bring about a regularized relationship between established medical authorities and Indian doctors and faith healing practitioners. The action called for may imply a licensing arrangement on the part of the Tribal Council the object being to inform both the public and the medical authorities of the identity of the persons involved and their respective roles in the total health service structure.

Recommendation #4. The Tribal Council should investigate the possibility of negotiating with a health insurance carrier group a health insurance coverage for the entire Reservation population. The financing of such an insurance scheme is open to Tribal Council discretion. If warranted, it could be given in the form of a supplement to per capita payments. Alternately, it could be instituted on a contributing basis of some kind with the Confederated Tribes paying a portion, the remainder being paid through liens against per capita payments.

Recommendation #5. The Tribal Council should petition the Public Health Service to add a practical nurse, a community health worker, and a medical social worker to the existing Public Health staff. Should this petition be refused, however, the Tribal Council should undertake to employ these personnel on its own recognizance. If the latter arrangement is decided upon, these additional health personnel should be made administratively responsible to the proposed Educational Coordinator. (See the Education Report for details concerning this proposed position.)

Recommendation #6. The Tribal Council should dissolve the present Health and Welfare Committee and reconstitute a new and separate Health Committee with an enlarged membership. The Tribal Council, moreover, should in conjunction with the proposed Educational Coordinator redraft the powers and functions of such a reconstituted health committee so as to provide avenues of direct communication to both the Tribal Council and to the general public.

Recommendation #7. The Tribal Council should give all possible support, both in terms of budget and in terms of policy, to the proposed Educational Coordinator so as to permit him to take the necessary steps to employ the latest training techniques, such as simulated reality techniques, to engage the necessary technical specialists to undertake needed research and to

prepare the requisite training materials, and to permit him to enable his educational staff to familiarize themselves with the uses and limitations of these newer techniques.

Recommendation #8. The Tribal Council should, in conjunction with the proposed Educational Coordinator, take steps to insure improved communication in the doctor-patient relationship as this affects the established medical authorities and members of the Warm Springs community. Ideally, new additions to the Public Health Service staff should, upon arrival on the Reservation, be given extensive briefings on the particular conditions which exist in the medical field. Such briefings would cover not only formal biostatistics and related matters but would also involve lectures and discussions and training in which cultural differences in all aspects of health service and health organization would be aired.

Recommendation #9. The Tribal Council should begin shortly to make plans for the gradual assumption of both the financial and service responsibilities now provided by the Federal Government in the field of health. Such action appears warranted in view of the stated policy of the Public Health Service to discontinue its services just as soon as health standards in the Indian community reach parity with those of neighboring communities. Plans for taking over these responsibilities involve not only the selection and recruitment of required health personnel, but also the transfer of records and the training of members of the Indian community at large in appropriate attitudes toward personnel serving in the medical field. The existing negative attitudes which appear to derive from traditional attitudes toward the Federal Government and/or prevailing concepts of treaty rights could, if left unmodified, have a deleterious effect on Tribally sponsored medical service personnel and programs.

THE PEOPLE: SELECTED OPINIONS ABOUT THE RESERVATION

by

Norman McKown, Ph.D.  
Research Director

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## THE PEOPLE: SELECTED OPINIONS ABOUT THE RESERVATION

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## INTRODUCTION

## Background

As part of the survey the College was to determine the "wants, desires, abilities, skills and traditional interests of the Tribal members." This information would enable the Confederated Tribes to embark upon various programs with a knowledge of what the Tribal members are, first, capable of doing and, second, willing to do.

## Capabilities

Several assumptions were made about the capabilities of Tribal members. Basically, it was assumed that members of the Warm Springs community are just as capable inherently as members of any other community or group, racial, religious or ethnic. That is to say, they are as capable as any other people of learning or acquiring the skills, attitudes, and values which might be necessary or appropriate for any specific situation, occupation or way of life. The fact that they as a people do not exhibit many of the attributes which are commonly thought to be necessary in the dominant American society does not belie the point. Neither does the fact they have not developed in sufficiency many of the skills and attitudes which will be needed, according to other parts of this survey, if they are to develop their physical and human resources to greater potentials.

Rather, what are seen as "shortcomings," "gaps," "lacks," etc., exist largely because they as a group have not, apparently, seen or felt any urgent need for deliberately changing their way of life. They are as they are, so to speak, either because there has been no pressing need for them to be otherwise, or because they have not particularly valued the things they might achieve if they were to change, or because they did not know what they could accomplish if they did.

Therefore, the subject of Tribal members' capabilities was handled in the following fashion. Most of the reports on the survey deal with the development of resources, natural and human. The primary task of each has been to assess the resource and its present condition and to cite its potential and the ways in which it can be reached. Many, and in some cases most, of the recommendations in these reports deal with technical procedures and changes by which resource development can take place. For example, the survey of water resources (Volume IV of the final report) contains among other things an analysis of the Reservation's irrigation potential. It

enumerates the technical prerequisites to bringing water to various of the farmlands on the Reservation, e.g. dams, distribution systems and the like. It also, in conjunction with other reports (Soils, Volume V; Agricultural Economics, Volume III) cites the technical requirements for increasing yields once water is on the land, e.g. frequency and duration of application, etc.

In addition, most of the reports on the survey have concerned themselves with specifying the skills and attributes which will be needed by Tribal members if they are to implement the various technical requirements. In some cases this has involved the acquisition of specific knowledge, e.g. rates of fertilization. In other cases it involves an understanding of fundamental relationships, e.g. the relationship of credit as a functional tool to the productive process. Others involve specific behaviors such as occupational regularity and still others involve attitudes, such as the willingness to delegate authority.

All in all, the attempt has been made throughout to specify the extent to which a resource can be developed (i.e. what can be accomplished), the techniques by which it can be developed (i.e. the means of accomplishment) and, finally, the skills, behaviors, attitudes and values which will be required of Tribal members (i.e. the capabilities needed for the job). To the extent that these factors have been laid out, members of the Confederated Tribes should be able to see goals to be sought and the means to achieve them and to decide then whether they wish to "pay the price," so to speak, by developing the capabilities they will need to do so.

#### Desires and Wants

In a broad sense it will be the wishes of the Tribal members that determine whether or not they institute changes to develop their resources. Quite simply, unless they value the end-product they will not strive to achieve it. Thus, on the Warm Springs Reservation it is what the people themselves want for the future that will to a considerable extent determine what their future will be.

However, two major qualifications must be kept in mind. The first is this. Unless the people themselves have fairly well-defined, well agreed-upon goals for their future they can exert little influence upon its outcome. Successful control of events rests basically upon a firm knowledge of what is being sought. Without that knowledge a group of people can at best merely respond or react to changes in their environment. They cannot, certainly, shape those changes to their own ends. Furthermore, the same holds true if there is little or no unanimity among them about the goals they as a group are seeking. No matter how clearly individuals know what it is they want, unless there is a substantial amount of agreement among them their strivings will be at best fragmentary and uncoordinated and at worst conflicting and divisive. Neither condition is likely to produce improvements in the lot of the group as a whole.

A second major qualification is this. Regardless of what the people themselves may or may not want, their future depends upon what, realistically, they can have. It depends upon the reality choices available to them.

Obviously these two qualifications are related. Under ideal conditions the members of the Confederated Tribes - or of any other group for that matter - would know what things they could expect to achieve with a reasonable chance of success and fashion their desires accordingly. Under such circumstances a high degree of success would be predicted.

Unfortunately neither life on the Reservation nor life elsewhere is such a happy affair. History, ancient and contemporary, is laden with examples of groups of people - from civilizations to business organizations - that failed to survive, either because they did not know what it was they were striving to accomplish or could not agree upon what they wanted. History, too, provides many examples of failure which stemmed from the pursuit of the unattainable.

The Confederated Tribes are, perhaps, in a fortunate position. A study of their resources such as this provides them with a more-or-less clear picture of what they can reasonably hope to accomplish on their Reservation in the future. Therefore, the desires of the people can be placed against this background and measured accordingly. Should their hopes be in marked conflict with what appears, by the best available estimates, to be possible then corrective steps can be taken. At the least, the alternatives available to them can be spelled out. Ideally they could be brought to an understanding of the reasoning which underlies such predictions and, too, made to realize the consequences of ignoring it.

Should it be the case that the people have no clear and strong desires for their future the same kinds of steps can be taken. And, under these conditions the outcome might actually be better. Certainly it is easier to impart goals to a people who essentially have none than it is to disabuse them of firmly entrenched goals which are unrealistic. Too, for a group of people who have no concrete ideas of what the future holds in store for them, when they are told, while it might be worse than they had hoped, there is the chance that it might be better. At the least the paralysis which usually accompanies uncertainty might be alleviated.

## THE OPINION SURVEY

### Background

During the months of September and October of 1960 an opinion survey was conducted on the Reservation. By this time the balance of the survey had been completed and it was possible to limit the subject matter to a few important issues. In general the aim of the opinion survey was to determine how the people themselves viewed their future on the Reservation, if they did have views about it, what they thought they could do to influence the future, and to whom they looked for leadership.

Many subjects were deliberately not considered in a direct fashion in the survey. One of considerable practical significance was the extent to which the people grant or impute leadership to formally designated positions of authority, e.g. the Tribal Council. This was omitted because there was a possibility that respondents might not distinguish between the positions per se and their current occupants. Responses could have been in terms of personalities rather than positions. Therefore, questions on this subject were quite general and somewhat innocuous.

Another subject largely ignored was that of perceived conflict between age groups. General knowledge of the Reservation permits the inference that there is a considerable estrangement of the younger from older generations. Findings reported in the Education Survey (Volume II) support this contention. However, because of the possibility that questions about the subject would intensify the condition rather than merely assess it, it was dealt with only indirectly.

In sum, there were many issues that, while quite important, were not dealt with because of the possibility that by asking questions about them they would be unduly emphasized in respondents' minds.

#### Methodology

A self-administered questionnaire was distributed to all adults residing on the Reservation during the time of the survey. Respondents were asked to complete the questionnaire and seal it in an accompanying envelope which would be picked up later by the interviewer who had left it with them. Respondents were asked not to sign their name (although many did) and the face-sheet carried a statement to the effect that their individual answers would be made known to no one on the Reservation or in the Bureau of Indian Affairs. Judging from the replies, most respondents apparently felt themselves to be adequately protected.

The interviewers were under the direction of Mr. Delbert Frank, council member from Simnasho. By name they were: Mrs. Bessie Guerin, Mrs. Adeline Miller, Mr. Herbert Stwyer, Mr. Harvey Tohet, and Mr. Linton Winnishut. All served admirably well and worked heroic hours in locating people, visiting and re-visiting homes in order to secure completed questionnaires, and in interpreting both questions and responses to persons who felt better able to express themselves in the Indian language.

In passing it might be noted that the people on the Reservation were subjected to the housing survey, the agricultural economics survey and the opinion survey. By the time the last occurred they had adapted themselves considerably to the business of being asked questions about things which they quite decidedly regarded as their personal affairs.

In all 387 questionnaires were distributed and usable returns totalled 332, or 86%. Further, the number of returned questionnaires represents approximately 58% of the entire enrolled population 20 years or older and 73% of the adult enrolled population residing on the Reservation. Females

constituted 57% of the respondents, males 42%, and 1% did not reveal their sex.

Questionnaire responses were coded and transferred to Hollorith cards which were processed on standard IBM equipment.

### Timber and Per Capita

The forest is by far the Reservation's largest resource. About 275 jobs are created by the woods and milling operations and many more will be created if the expansion possibilities which are discussed in the Forest Utilization Report (see Volume V) come to pass. However, its current contribution to the Reservation's economy is made almost wholly through per capita payments of revenue from the sale of stumpage. Given the estimates of agricultural income (see Volume III, The Agricultural Economy) and the number of wage earners (see Employment Survey, Volume V) on the Reservation, these per capita payments must represent the largest single source of income for resident enrollees.

Therefore, people's knowledge and expectations of the forest's current and future potential were of central importance. As well, their understanding of the relationship between the forest and per capita, and their anticipations about the latter were important. For example, a possibility might well be greatly exaggerated hopes for the cutting of timber in the future and thus high hopes for per capita payments. Should that be the case, distinct difficulties could be anticipated, for example, in a program designed to strengthen educational and thus occupational success in the schools.

#### The Present: Timber

Table 1 shows the answers to a basic question about the Tribes' timber.

Table 1

DISTRIBUTION OF ANSWERS TO "DO YOU FEEL THAT YOU KNOW AS MUCH ABOUT WHAT'S HAPPENING TO THE TRIBES' TIMBER AS YOU WOULD LIKE TO KNOW?"

	No.	%
Definitely yes	14	4
Yes	62	19
No	172	52
Definitely no	80	24
No answer	4	1

Thus, a distinct majority, 76% of the respondents indicated that they did not know as much as they would like to about what is happening to the Tribes' timber. Clearly, whatever knowledge they did have - and as will be shown later this was not likely much - a distinct need for more information is shown by the data above.

A breakdown of responses to this question by respondents' ages is shown in Table 2.

Table 2

COMPARISON BY AGE OF ANSWERS TO "DO YOU FEEL THAT YOU KNOW AS MUCH ABOUT WHAT'S HAPPENING TO THE TRIBES' TIMBER AS YOU WOULD LIKE TO KNOW?"

	20-29		30-39		40-49		50-59		60 & over	
	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>
Definitely yes	1	1	7	8	4	7	2	6	0	0
Yes	5	5	11	13	12	21	14	42	15	33
No	59	63	47	55	28	48	11	33	19	41
Definitely no	29	31	19	22	14	24	6	18	11	24
No answer			2	2					1	2
N=	94		86		58		33		46	

Clearly in all age groups a majority feel that they do not know as much as they would like to. It is striking, however, that in the youngest age group, 20-29, which is the largest group numerically, there is felt the greatest need for information. It is from this group that future leadership will come. Therefore, it appears that regarding this area, at least, they have not been adequately informed about the most important resource on the Reservation.

#### The Present: Per Capita

There is little confounding of per capita monies so far as their source is concerned. They come directly from stumpage revenue, which itself constitutes over 80% of the Tribes' income. Further, this has always been the case from the first payment in 1943 of \$20.00 to the \$900.00 yearly per capitas of the present. Were there to be no timber sales there would be no per capitas.

Yet, as the data in Table 3 show, surprisingly few people are aware of the extent of their dependence upon timber sales.

Table 3

DISTRIBUTION OF ANSWERS TO "SO FAR AS YOU KNOW NOW HOW MUCH OF THE PER CAPITA MONEY COMES FROM TIMBER SALES?"

	No.	%
Almost all of it	101	30
Some of it	104	31
Almost none of it	12	4
I just don't know	113	34
No answer	2	1

Less than a third (30%) replied that "almost all" the per capita money comes from timber sales. Probably the 31% who replied "some of it" are aware that a relationship exists, but certainly it can not be the case that they are in full command of the facts. And, the "hard core", so to speak, of this data is the fact that fully a third (34%) of the respondents said that they just did not know how much of their per capita money came from timber sales. It is worth repeating at this point that per capita monies are currently - and likely have been for some time - the largest single source of disposable income on the Reservation.

The data in Table 4 are the distributions by age of answers to the same question.

Table 4

COMPARISON BY AGE OF ANSWERS TO, "SO FAR AS YOU KNOW NOW, HOW MUCH OF THE PER CAPITA MONEY COMES FROM TIMBER SALES?"

	20-29		30-39		40-49		50-59		60 & over	
	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>
Almost all of it	31	33	32	37	23	40	5	15	8	17
Some of it	27	29	20	23	19	33	18	55	15	33
Almost none of it	3	3	3	3	1	2	4	12	1	2
I just don't know	32	34	31	36	15	26	6	18	22	48
No answer	1	1								
N=	94		86		58		33		46	

As would be expected, respondents in the younger age groups (20 through 49) were better informed. Yet, even for these groups the percentage of persons who answered "almost all of it" is not high. And, it is among the younger of these age groups (20 through 39) that the highest percentages of "I just don't know" answers were found, excepting only the oldest (60 and over) group who would be expected, possibly, not to know.

#### The Future: Timber

At the time of writing, plans for the sustained-yield management of the Warm Springs forest had been underway for some time. The anticipated volumes to be cut under the program had not been finally determined. However, it was the general consensus of Bureau foresters that the cut would not equal, on the average, that of recent years. Some projections in fact called for a marked reduction in cut. The implications either way are obvious. Barring marked increase in stumpage price, Tribal revenue will likely not exceed and it could be well under current levels.

It would not be expected that members of the Tribe's would have detailed knowledge of such matters. Nonetheless, they were asked for what they thought future cuts would be. This was done, first of all, to assess their own views of the future and second, so that a large discrepancy, if it existed, between their views and the requirements of sustained-yield management could be remedied in advance, e.g. by an information campaign. Table 5 shows the over-all results.

Table 5

DISTRIBUTION OF ANSWERS TO "SO FAR AS YOU KNOW NOW HOW MUCH TIMBER IS GOING TO BE CUT IN THE NEXT 8 OR 10 YEARS?"

	No.	%
Much more than there is now	14	4
A little more than now	12	4
About the same as now	41	12
A little less than now	45	14
Lots less than now	40	12
I just have no idea	178	54

As can be seen, few anticipated an increase in cut, 8% saying "a little more" or "much more" than now. On the other hand, 26% anticipated some decrease, while 12% thought it would remain the same.

The significant finding is that over half (54%) replied that they had no idea how much timber was going to be cut in the next 8 or 10 years. Either these persons had not had access to any information about the future of the Reservation's major resource or they had not concerned themselves with it.

Table 6 presents the distributions by age of answers to the same question.

Table 6

COMPARISON BY AGE OF ANSWERS TO, "SO FAR AS YOU KNOW NOW, HOW MUCH TIMBER IS GOING TO BE CUT IN THE NEXT 8 OR 10 YEARS?"

	20-29		30-39		40-49		50-59		60 & over	
	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>
Much more than there is now	5	5	4	5	2	3	2	6	1	2
A little more than now	4	4	3	3	2	3	1	3	2	4
About the same as now now	11	12	11	13	6	10	7	21	5	11
A little less than now	12	13	11	13	12	21	5	15	5	11
Lots less than now	10	11	9	10	14	24	1	3	6	13
I just have no idea	52	55	47	55	22	38	17	52	27	59
No answer			1							
<u>N=</u>	94		86		58		33		46	

Looking across the age groups, there is in no case a large percentage who anticipate an increase in cut. On the other hand, with the exception of the 40-49 age group, well over half of each category of respondents replied that they "just do not know."

#### The Future: Per Capita

As has been noted, per capita monies are the largest single source of disposable income for Reservation residents. It has been remarked in several other portions of the survey that per capita payments stand in the way of the development of an effective labor force on the Reservation. As well,

it has been remarked that they represent one of the most significant tangible ties which people have to the Reservation. Therefore, a decrease in per capita payments will likely diminish that bond and result in a reduced desire to maintain the Reservation. In view of the anticipated future timber revenue and, especially, in view of the projected population growth, per capita payments will actually be reduced, and markedly so, in the future. This in itself poses the task of replacing per capita monies with other income, e.g., as from jobs. Furthermore, depending upon people's expectations of future per capita payments they will have to be prepared and forewarned in order that the consequences of diminished per capitass can be anticipated.

Table 7 presents the results of a question about future per capita payments.

Table 7

DISTRIBUTION OF ANSWERS TO "SO FAR AS YOU KNOW  
NOW, WHAT DO YOU THINK IS GOING TO HAPPEN TO  
PER CAPITA PAYMENTS IN THE NEXT FEW YEARS?"

	No.	%
They'll be much larger than now	14	4
They'll be a little larger than now	23	7
They'll be about the same as now	42	13
They'll be a little smaller than now	56	17
They'll be lots smaller than now	58	17
I just don't know	137	41
No answer	2	1

Thus, 24% of the respondents had inordinate or overly high estimates of the size of per capita payments in the future. This group is divided about equally between those who thought they will remain the same (13%) and those who thought they would be larger (11%). A larger number, 34%, were pessemistic - and thereby realistic - by their replies that they thought per capitass would be smaller than at present.

However, for a large number (41%) the future seemed ambiguous, unclear. This group replied that they "just don't know" what is going to happen to per capita payments in the future.

Table 8 shows answers by age of respondents to the same question.

Table 8

COMPARISON BY AGE OF ANSWERS TO, "SO FAR AS YOU KNOW NOW, WHAT DO YOU THINK IS GOING TO HAPPEN TO PER CAPITA PAYMENTS IN THE NEXT FEW YEARS?"

	20-29		30-39		40-49		50-59		60 & over	
	N	%	N	%	N	%	N	%	N	%
They'll be much larger than now	2	2	2	2	0	0	5	15	3	7
They'll be a little larger than now	7	7	6	7	3	5	3	9	4	9
They'll be about the same as now	13	14	16	19	6	10	3	9	2	4
They'll be a little smaller than now	16	17	14	16	11	19	4	12	7	15
They'll be lots smaller than now	20	21	13	15	16	28	2	6	6	13
I just don't know	35	37	35	41	22	38	16	48	24	52
No answer	1	1								
N=	94		86		58		33		46	

In general there were no marked differences between age groups in their responses. The 40-49 age group was, perhaps, an exception in that fewer thought per capitas would be the same or higher and more thought that they would be smaller. It is noteworthy, too, the respondents in the youngest age group, 20-29, did not as a group seem to be markedly optimistic about this aspect of their future. While well over one-third did not know what future per capitas would be, even more, 38%, said that they thought that they would be less than the current level.

#### Some Conclusions

First, the data presented above suggest strongly that the bulk of the respondents were apparently unaware of the fundamental aspects of their economy. Clearly the majority of respondents were not informed, in their own terms, about the current or future status of the forest. As well, those who knew of the direct relationship between timber sales and per capita monies were in a distinct minority.

Regarding the future of per capita payments while it can be said that a relatively small number anticipated larger sums in the future, it can

also be said that a substantial number (41%) had no idea what future per capita would be. Considering the heavy reliance which is now put on per capita payments in the local economy, the above suggests at the least that a substantial portion of the Reservation's population lives in economic uncertainty. People who do not know - for whatever reasons - what their future income will be are forced to live from day-to-day. Thus, if they are not able to plan their own future it is not likely that they will see value in planning for the future in other respects.

Furthermore, the point has been made that per capita payments are an important tangible bond between the people and their Reservation. As such, future per capita represent to a considerable extent people's stake in the future of the Reservation, and will determine in part how strongly they will work to preserve the integrity of their assets - unless they can be given other stakes in the Reservation's future.

Therefore, the data in Tables 7 and 8 strongly suggest that a large proportion of people view the future with doubt and uncertainty. Probably, too, these persons are unsure in their own minds of just how willing they would be to work to preserve the Reservation, as over and against, for example, working to dissolve and divide the asset base itself. This, of course, would be self-liquidation.

If the Confederated Tribes do in fact want to preserve the integrity of their Reservation it would seem wise to work as rapidly as is feasible toward effecting a change from a per capita to a wage-earning economy. In doing so the economic ties which Tribal members have to the Reservation will become both more certain and more secure.

However, in order to do this, the present per capita system will itself have to be eliminated or, at the least, drastically changed. It has been pointed out elsewhere in this report (see the Population report) that per capita payments preclude the development of an adequate and efficient labor force. It has also been pointed out elsewhere (see Management of Tribal Affairs) that per capita payments could be transformed into annuity funds, e.g. for retirement. Were this to be done, a change to a wage-earning economy could be brought about, considering that there are now and will be for some time more jobs in the local economy than there are Tribal members to fill them (see again the Population report and the Forest Utilization Report).

Apart from the task of rather suddenly guiding many Tribal members into regular occupations, the manifest risk in such a step is that the change of per capita monies from immediately disposable income to delayed, accrued income would increase the desirability to some of dividing the asset base itself. However, there are two safeguards which could be relied upon. First, the existing adult population (i.e. those 21 and over) could be exempted from such a change. The reductions in direct per capita payments attendant upon projected population growth would not likely produce an undue pressure among them for dissolution of the asset base, primarily because their psychological ties to the Reservation are probably stronger than are the younger generations'. (The point is made in Chapter III of the Education Report that high school children's ties to the Reservation are not without serious qualification.)

Thus, the elimination of direct per capita payments could be made to apply only to younger, upcoming generations, e.g. all those reaching 21 as of a specified date and thereafter, plus their offspring. In this way this segment of the population would be prevented from becoming overly reliant upon direct per capita payments. Hence, they would not experience the dissatisfactions of reduced per capita payments. Rather, they would of necessity be forced to rely upon jobs for their immediate income, and these along with their invested per capita funds would constitute their ties to the Reservation, ties much less subject to fluctuation than direct per capita payments.

The second safeguard involves the formation of corporate devices such that the desire of a few to liquidate the asset base need not jeopardize the interests of the majority. The proposals contained in the Agricultural Economics report and in the report on Management of Tribal Affairs are designed to accomplish this and if put into effect would minimize the risk attached to a radical transformation of the present per capita system.

### The Future in General

#### Concern for the Future

In view of the prevailing lack of knowledge about the timber resource and the uncertainty about future per capita payments it would be expected that respondents would indicate a great deal of doubt about the future in general. Tables 9 through 12 show the distributions of answers to selected questions in this respect.

Table 9

DISTRIBUTION OF ANSWERS TO "HOW OFTEN DO YOU REALLY STOP AND THINK ABOUT THE FUTURE AND WHAT IS GOING TO BE HAPPENING HERE ON THE RESERVATION IN THE NEXT 8 OR 10 YEARS?"

	No.	%
Very often	202	61
Once in a while	116	35
Almost never	12	4
No answer	2	1

Table 10

DISTRIBUTION OF ANSWERS TO "WHEN YOU DO THINK ABOUT THE FUTURE DO YOU GET THE FEELING THAT YOU JUST DON'T KNOW WHAT'S GOING TO HAPPEN?"

	No.	%
Definitely yes	70	21
Yes	192	58
No	42	13
Definitely no	26	8
No answer	2	1

Table 11

DISTRIBUTION OF ANSWERS TO "ARE YOU YOURSELF WORRIED ABOUT THE FUTURE HERE ON THE RESERVATION?"

	No.	%
Definitely yes	142	43
Yes	156	47
No	31	9
Definitely no	1	
No answer	2	1

Table 12

DISTRIBUTION OF ANSWERS TO "WHEN YOU THINK ABOUT THE FUTURE DO YOU GET THE FEELING THAT IT DOESN'T MATTER WHAT YOU THINK - THAT THINGS WILL HAPPEN ANYWAY?"

	No.	%
Definitely yes	65	20
Yes	178	54
No	66	20
Definitely no	20	6
No answer	2	1

There was little or no variation in the distributions of answers given by respondents of different ages. Therefore, tables showing comparisons by age were not included.

In general, the data in the above four tables show the following. First, the majority indicated a concern with the future - 61% said they thought about what was going to be happening in the next 8 or 10 years "very often," and altogether 96% thought about it at least "once in a while."

Second, a total of 79% indicated that when they did think about the future they got the feeling that they did not know what was going to happen.

Third, an overwhelming majority, 90%, said that they were worried about the future.

Fourth, a total of 74% said that it didn't matter what they thought about the future, that things would happen anyway.

In sum, then, respondents were concerned with and worried about the future on the Reservation, they didn't know what was going to be happening, and apparently felt helpless so far as shaping the future was concerned.

As something of a projective device, respondents were asked for their opinions about young people's chances for a "good life" on the Reservation in the future. This was done so as to allow them to evaluate future conditions without directly involving themselves. Had they been asked to evaluate their own chances for a "good life" many no doubt would have felt compelled either to ignore the issue (because of the psychologically painful consequences of projecting a bleak future for one's self) or to rationalize it (for the same reason). Therefore, the question was put to them in a way which minimized the involvement of their own ego. Table 13 shows the distribution of answers for all respondents; Table 14 the distribution of answers by age.

Table 13

DISTRIBUTION OF ANSWERS TO "WHAT KIND OF A CHANCE DO YOU THINK YOUNG PEOPLE ARE GOING TO HAVE FOR A GOOD LIFE HERE ON THE RESERVATION 10 YEARS FROM NOW?"

	No.	%
Very good	40	12
Pretty good	97	29
Not too good	149	45
Very bad	36	11
No answer	10	3

Table 14

COMPARISON BY AGE OF ANSWERS TO "WHAT KIND OF A CHANCE DO YOU THINK YOUNG PEOPLE ARE GOING TO HAVE FOR A GOOD LIFE HERE ON THE RESERVATION 10 YEARS FROM NOW?"

	20-29		30-39		40-49		50-59		60 & over	
	N	%	N	%	N	%	N	%	N	%
Very good	7	7	13	15	10	17	4	12	2	4
Pretty good	41	44	24	28	13	22	7	21	9	19
Not too good	37	39	40	47	27	47	11	33	27	59
Very bad	8	9	6	7	7	12	10	30	5	11
No answer	1	1	3	3	1	2	1	3	3	7
N=	94		86		58		33		46	

Clearly, from Table 13, a minority of respondents saw a good future for young persons - and by inference, for themselves - on the Reservation. Less than half (41%) replied that there was a "very good" or "pretty good" chance for young people to have a good life on the Reservation in the future.

Turning to Table 14 the percentage answering the question with either one of these two generally favorable responses is highest for the youngest group, 20-29. The percentage decreases clearly with age to a low of 21% in the 60 and over category.

It would appear, then, that there is a decrease in optimism for the future, as measured by this item, associated with age. However it is to be noted that even in the youngest, and most optimistic group - the 20-29 category - only 51% replied "very good" or "pretty good."

#### The Future and Per Capita

It was remarked earlier that uncertainty about the size of future per capita payments would likely preclude people on the Reservation from planning for their future. Equally important, people's outlook on per capita likely influences their estimates of their future on the Reservation. Table 15 shows the relationship between outlook on per capita and the extent to which respondents worried about the future.

Table 15

DISTRIBUTION OF ANSWERS TO "ARE YOU YOURSELF WORRIED ABOUT THE FUTURE  
HERE ON THE RESERVATION" BY RESPONDENTS' OUTLOOK ON PER CAPITA

Those who said of the size of future per capita payments:

	"much larger" and "a little larger"		"About the same"		"little smaller" and "lots smaller"		"Just don't know"	
	N	%	N	%	N	%	N	%
"Definitely yes" and "yes"	31	84	40	95	105	92	120	88
"Definitely no" and "no"	6	16	2	5	9	8	15	11
No answer							2	1
N=	37		42		114		137	

While the percentage who said they were themselves worried about the future is high in all categories, it is lowest for the group who thought that per capita payments would be larger, and highest for the group who thought payments would be reduced in the future. This suggests that the outlook on per capita influences the outlook on the future generally.

This relationship is indicated with greater force by the data in Table 16, which is the classification, by outlook on per capita, of responses to the question about young people's chances for a good life on the Reservation.

Table 16

DISTRIBUTION OF ANSWERS TO "WHAT KIND OF A CHANCE DO YOU THINK YOUNG  
PEOPLE ARE GOING TO HAVE FOR A GOOD LIFE HERE ON THE RESERVATION  
10 YEARS FROM NOW?" BY RESPONDENTS' OUTLOOK ON PER CAPITA

	Those who said of the size of future per capita payments:							
	"much larger" and "a little larger"		"About the same"		"little smaller" and "lots smaller"		"Just don't know"	
	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>
"Very good" and "pretty good"	31	84	26	62	39	34	49	36
"Not too good" and "Very bad"	6	16	15	35	74	64	81	59
No answer			1	2	1	1	7	5
N=	37		42		114		137	

Here, the relationship seems quite clear. Almost all, (84%), of the persons who thought future per capitas would be larger thought that young people would have a "very good" or a "pretty good" chance for a good life in the future. Also, a sizeable majority, (62%) who thought per capitas would remain at about the same level saw a good future for young persons.

By contrast, only a small percentage, (34%) of those who thought per capitas would decline saw a good future, and those who didn't know what was going to happen to per capitas expressed themselves similarly.

Thus, it would appear that in addition to a simple economic dependence upon per capita there is a psychological relationship which colors peoples' view of the future on the Reservation according to their outlook on per capita. This in itself is neither good nor bad. However, it does imply that their view of the future on the Reservation is determined at least partly and possibly largely by factors over which they have no control, since there is little an individual can do to influence the size of the per capita payments he receives. It is not surprising, in this light, that so high a proportion of respondents indicated that it made no difference what they thought about the future, that things would happen anyway (see Table 11 above).

At the least this suggests a passive acceptance of events which is inimical to the kind of planning which by sponsorship of a survey such as this the Confederated Tribes appear to want to initiate.

### Problems with Per Capita

Various consequences of the per capita system have been commented upon in this and other reports. Most have dealt with the "problems" created by it from the standpoint of foreseeable, objective consequences. However, consequences are often not seen by those involved. Therefore the question of problems in connection with per capita was put to respondents. The results are in Table 17.

Table 17

DISTRIBUTION OF ANSWERS TO "AS YOU LOOK BACK OVER THE LAST  
10 YEARS WHEN PAYMENTS HAVE GOTTEN LARGER DO YOU SEE ANY  
PROBLEMS THAT PER CAPITAS HAVE MADE FOR THE PEOPLE HERE?"

	No.	%
Definitely yes	47	14
Yes	147	44
No	85	26
Definitely no	32	10
No answer	21	6

A majority, 58%, replied in the affirmative, i.e. that per capita payments had created problems for the people.

Following this question space was provided for respondents to write in the specific kinds of problems they had in mind. Of those who answered "definitely yes" or "yes" that per capitass had created problems, 56% (or 32% of all respondents) wrote in that the problems were connected with (1) over-dependence on per capita to the exclusion of working or (2) irresponsibility in spending and behavior. Some sample quotations follow:

"Too many people depend on these per capita as their only source of income and therefore have no desire to better themselves....."

"They depend on it for a living and don't work. Especially the ones who have a big family."

"Some people use their children's money to live on; some use it to have a good time on."

"Makes our people lazy and spend too much for unnecessary causes."

"It makes some of the or rather all of the drunkards drunker longer."

In such terms this group expressed the kinds of problems per capita payments have in their eyes created.

The next largest category of written-in responses (26% of those who saw problems; 15% of all respondents) dealt with a variety of miscellaneous problems. Finally a small group (10% of the ones who saw problems) replied that the problems revolved around the struggle to get higher per capita payments, and expressions to the effect that too much money was spent for Tribal administration.

Table 18 shows the distribution by age to the question.

Table 18

COMPARISON BY AGE OF ANSWERS TO, "AS YOU LOOK BACK OVER THE LAST 10 YEARS WHEN PAYMENTS HAVE GOTTEN LARGER DO YOU SEE ANY PROBLEMS THAT PER CAPITAS HAVE MADE FOR THE PEOPLE HERE?"

	20-29		30-39		40-49		50-59		60 & over	
	N	%	N	%	N	%	N	%	N	%
Definitely yes	14	15	8	9	15	26	6	18	4	9
Yes	41	44	38	44	22	38	17	52	22	48
No	23	24	26	30	12	21	8	24	14	30
Definitely no	10	11	9	10	5	9	2	6	4	9
No answer	6	6	5	6	4	7			2	4
N=	94		86		58		33		46	

As can be seen a majority in all age groups indicated "definitely yes" or "yes", i.e. that per capita had created problems. The largest percentages are in the 40-59 group; perhaps because these persons had been reared before per capita payments became a significant factor in the economy and had, therefore, a basis for comparison.

#### Some Conclusions

The picture which emerges from the foregoing data is that of a people who are concerned for their future yet bewildered - or confused - at its prospects. As well, they appear not to be optimistic and at the same time to be at a loss to do something about it.

On the face of it these characteristics could be said to stem from traits which are commonly attributed to Indians: an unwillingness to tamper

with nature; passivity and resignation to events, and a tendency to accept (although not necessarily be in accord with) events as they occur.

This may be the case. Yet, there is an equally plausible explanation and that is this. Residents of the Reservation are by no means unaware of changes which have been taking place on and within it, e.g. it has become more accessible from the outside, children in greater numbers are attending school with non-Indians, land is becoming more difficult to come by, etc. Many of these changes have created conditions which seem to threaten the integrity of their way of life and seem to threaten the Reservation itself. Yet with this there clearly has not been available to people on the Reservation the detailed information that would allow them to assess those changes and their consequences, much less enable them to do anything about them. With the lack of any knowledge to the contrary people can only assume that what is happening is cause for worry and assume also that nothing can be done about it.

It appears, then, that at the present time the Reservation's peoples are not in a position to make decisions about their future; at the least they do not have the necessary knowledge and information to do so. Furthermore, unless and until they do have sufficient information about the alternatives which are open to them they will not come to believe that they can make decisions and shape their future. And, it will not be until they have both the knowledge and the confidence to plan the future of their Reservation that they will be able to arrive at the mutually-held goals which will enable them to work together with some degree of unanimity and thus effectiveness.

Regarding per capita, certainly it is not accepted without qualification by a sizable number of people. The nature of the comments made by many indicates an awareness of at least the short-run disadvantages inherent in the system. However, in view of the widespread lack of knowledge about the source of per capita monies and of their future it is not likely that there is much recognition of either the long-run consequences of the system or the alternatives which exist. Because of its fundamental implications for current economic life and the future integrity of the Reservation the present per capita situation and its alternatives should be thoroughly and openly discussed. At the least, the people should be made aware of the consequences which they, in the final analysis, will have to live with.

### Leadership

There are two separate agencies which have and exert power on the Reservation. The Bureau of Indian Affairs has, of course, the bulk of the authority, stemming from its trusteeship status and from the obligations of the Treaty of 1855. During recent years the Confederated Tribes have, under the provisions of the Wheeler-Howard Act, assumed various responsibilities for the administration of Tribal affairs. The purpose here, however, is not to discuss the workings and interrelationships between the two. Rather it is to point out that the success of large-scale resource development on the Reservation will hinge in no small measure upon the extent to which its people will accede to leadership by either organization.

Basically the question is To whom or what office do the people impute leadership and to what extent? As noted earlier in this report this subject was treated of generally and somewhat innocuously. However, some indications in this regard were obtained from some items on the survey.

### Formal Leadership

Two questions of an indirect nature were asked of respondents in order to assess in a general way the distance which people perceived between themselves and the two existing formal offices of authority. The results are shown in Table 19 and 20.

Table 19

DISTRIBUTION OF ANSWERS TO "IF YOU HAD AN IDEA ABOUT HOW TO MAKE THINGS BETTER HERE ON THE RESERVATION WOULD YOU GO TO SOMEONE IN THE BUREAU WITH IT?"

	No.	%
Yes	142	43
No	171	52
No answer	19	6

Table 20

DISTRIBUTION OF ANSWERS TO "WOULD YOU GO TO SOMEONE IN THE TRIBAL OFFICES WITH IT?"

	No.	%
Yes	153	46
No	150	45
No answer	29	9

Interpretation of answers to these items involves a number of assumptions, obviously, but the basic premise is that the person who, hypothetically having an idea about how to make things better on the Reservation, would not go to someone in, for example, the Tribal office, is demonstrating either a lack of faith (i.e. that nothing would be done about his idea) or a feeling of estrangement (i.e. that he would not be listened to). Both would be evidence of a distinct gap between himself and the formal leadership.

The data above show that, in each instance, over half the respondents evidenced such a gap. However, written-in comments of those who said "no" in both cases were about equally divided between those who said in effect

that they wouldn't have such an idea and those who said it wouldn't do any good or no one would listen to them.

So what can be inferred is that while there do not seem to be extremely close ties between the people and the Bureau and Tribal offices, neither does there seem to be an overwhelming disaffection so far as the people are concerned.

Table 21 shows the results of a more specific question in this regard. As well, Table 22 which follows, shows the distribution by age of answers to the same question.

Table 21

DISTRIBUTION OF ANSWERS TO "IN YOUR OPINION DO YOU THINK THAT THE BUREAU CAN BE COUNTED ON TO LOOK OUT FOR THE RESERVATION'S BEST INTERESTS?"

	No.	%
Definitely yes	33	10
Yes	143	43
No	74	22
Definitely no	39	12
No answer	43	13

Table 22

COMPARISON BY AGE OF ANSWERS TO, "IN YOUR OPINION DO YOU THINK THAT THE BUREAU CAN BE COUNTED ON TO LOOK OUT FOR THE RESERVATION'S BEST INTERESTS?"

	20-29		30-39		40-49		50-59		60 & over	
	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>
Definitely yes	4	4	8	9	3	5	6	18	10	22
Yes	49	52	32	37	23	40	16	48	17	37
No	18	19	24	28	14	24	6	18	10	22
Definitely no	11	12	9	10	11	19	2	6	6	13
No answer	12	13	13	15	7	12	3	9	3	7
N=	94		86		58		33		46	

As can be seen over half of the respondents, 53%, replied either "definitely yes" or "yes" to the question. Those who replied in the negative comprised 34%. For whatever reasons a fairly high percentage, 13%, did not answer. However, even were these persons actually "negatives" the fact remains that over half expressed trust in the Bureau. As well, the written-in comments of those who replied "no" or "definitely no" did not for the most part impute ulterior motives to the Bureau or express marked distrust. For the most part they revolved around the theme that the Bureau was disinterested, more concerned with its own affairs, and the like.

Regarding age differences the highest incidence of trust in the Bureau was found in the youngest (20-29) and the older (50-59, 60 and over) groups. The middle groups evidenced less trust but not markedly so.

Thus, as in the preceding section, the data, while not suggesting overwhelming acceptance of the Bureau, do not indicate great disaffection. At the least, a simple majority expressed faith in the Bureau.

#### The Younger People

Future leadership on the Reservation will be drawn from the ranks of the younger generations, a fact that is explicitly recognized in the Tribal Scholarship program which has as one of its aims the provision of adequate training for that potential leadership. However, the effectiveness of the growing number of college trained persons will depend upon the extent to which people will actually look to them for and accord them leadership.

Table 23 shows the results of a question about this; distributions by age are shown in Table 24.

Table 23

DISTRIBUTION OF ANSWERS TO "IN YOUR OWN OPINION DO YOU THINK  
THAT YOUNG PEOPLE WHO HAVE BEEN TO SCHOOL CAN BE COUNTED  
ON TO LOOK OUT FOR THE RESERVATION'S BEST INTERESTS?"

	No.	%
Definitely yes	32	10
Yes	155	47
No	91	27
Definitely no	28	8
No answer	26	8

Table 24

COMPARISON BY AGE OF ANSWERS TO, "IN YOUR OWN OPINION DO YOU THINK THAT YOUNG PEOPLE WHO HAVE BEEN TO SCHOOL CAN BE COUNTED ON TO LOOK OUT FOR THE RESERVATION'S BEST INTERESTS?"

	20-29		30-39		40-49		50-59		60 & over	
	N	%	N	%	N	%	N	%	N	%
Definitely yes	8	9	10	12	4	7	3	9	5	11
Yes	44	47	37	43	27	47	18	55	20	43
No	31	33	23	28	17	29	7	21	12	26
Definitely no	6	6	9	10	6	10	1	3	6	13
No answer	5	5	7	8	4	7	4	12	3	7
N=	94		86		58		33		46	

Here again slightly more than half of the respondents felt that they could look to the younger, educated persons to look out for the Reservation. This is in line, roughly, with the percentages found in the case of the Bureau. Interestingly, the percentage in the youngest group replying in the affirmative is just about that of the other age groups.

#### Some Conclusions

While limited in scope and content the foregoing data suggest that the respondents - and by inference the Warm Springs people - neither largely reject or accept the mechanisms of formal authority on the Reservation.

It would not be surprising if this is in fact the case. One of the prime burdens of leadership is to make known to those they lead the alternative courses of action available to them, and consequences, thus enabling them to formulate and agree upon the goals toward which they can then strive. Failing this crucial task leaders cannot lead, in the sense of coordinating and securing performance. Lacking agreed upon goals and tasks the members of a group can at best act sporadically and ineffectually and at worst simply go their own individual ways.

In view of the large gaps in respondents' knowledge reported earlier in this report it would seem clear that the respondents - and again by inference the Reservation's population - have not had true leadership demonstrated to them in the past. Had there been active leadership these gaps could not have existed. Had there been active, true leadership working to bring about an awareness in people of their current condition and future prospects it could not be the case that only one-third of the respondents would be aware of the actual relationship between timber sales and per capita payments.

Actually in view of this it is surprising, and thereby gratifying, that there was as large a percentage as there was of respondents who were not, apparently alienated from Bureau and Tribal offices, who looked to the Bureau and to the educated younger persons for guiding the Reservation's destiny. Whatever the intensity or stability of these reactions they suggest strongly that there is a fruitful foundation upon which the exertion of active leadership can build in the future.

#### Recommendations

The recommendations which follow are based, first, upon the data presented in this report and, second, on a number of assumptions. These are as follows. First, the successful development of the Reservation's resources, human and physical, will depend upon a general agreement by the people about what is to be accomplished. Second, that this agreement cannot itself be accomplished unless the people are made aware, to the fullest extent possible, of the alternatives, and their consequences, which are open to them. Third, it is the burden of leadership to both inform the people and assist them in deciding upon objectives.

In essence the recommendations are quite simple and have one predominant aim, the education of the Reservation's peoples in the basic facts of their current and future existence. This would seem to be one of the most pressing needs of the Warm Springs people.

First, the Tribal Council should take immediate steps to create and use channels of communication specifically designed to transmit to the people basic information about the Reservation and its resources. The assembling and distribution of a "data sheet" or handbook may seem trivial or contrived. In view of some of the findings of this survey, however, it is safe to assume that many persons are ignorant of such elemental facts as the extent of the timber resource, the actual population, the legal status of the Bureau of Indian Affairs' trusteeship position, the powers accorded the Confederated Tribes, etc. Therefore, a "Reservation primer" of this type is suggested.

Second, the Council should create mechanisms by which the administrative workings of the Confederated Tribes and the policy decisions of the Council can be communicated to the people. It is suggested that elected Council members hold regular meetings, bi-weekly or monthly, in their districts for the purpose of describing and explaining the reasons for the decisions which have been made by the Council. Further, it is suggested that either the minutes or a synopsis thereof of Council meetings be made available, and their availability publicized, to members of the Tribes.

Third, it is recommended that the Council embark upon a planned program by which the people can be made aware of the alternatives which are available to them for the development of the Reservation. Such a program could start with the findings and recommendations of the Oregon State College survey but should not be limited to them. At the outset it is suggested that one or more members of the Council be appointed to hold meetings with people

of different districts for this purpose. At a later point it is suggested that a digest of the survey findings be assembled and made available to the people. With this it is suggested that ample opportunity be given for questions and explanation through small meetings held specifically for that purpose.

Fourth it is recommended that the Council create a mechanism by which the workings and administration of the Bureau of Indian Affairs as they pertain to the Reservation can be communicated. As well, official changes of Bureau policy as they affect the Reservation should be communicated to the people. It is suggested that the Council appoint a committee from its own membership to meet regularly with the superintendent and, as necessary, the Area Director for the purpose of securing such information. It is suggested also that it be the direct responsibility of this committee to transmit their findings to the people.

Throughout the above, various types of communication channels have been referred to. This is not to suggest that these are the only or the most efficient ones available. Effective communication with the Reservation's residents is an involved and lengthy process and whatever medium proves effective should be used. However, in the long-run it will likely be the determination to communicate rather than the medium of communication that will determine whether the steps discussed above are successfully carried out.

Finally it should be noted that charges are frequently leveled, often by members of the Warm Springs community, that the rank-and-file population on the Reservation is not concerned with their future, that they try to ignore it, that they are afraid to face it, and the like. In view of the widespread lack of knowledge and uncertainty about the future which exists it is not surprising that there is occasion for these charges. The point is that the grounds for them can be removed even though probably not easily or rapidly. The end result would certainly seem to justify the effort.

**CULTURE AND SOCIAL CHANGE**

by

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