

PART II: A NATIONAL CHALLENGE— SUBCOMMITTEE RECOMMENDATIONS

I. POLICY AND GOALS

A. National Policy

The development of effective educational programs for Indian children must become a high priority objective of the Federal Government. Although direct Federal action can most readily take place in the federally-operated schools, special efforts should be made to encourage and assist the public schools in improving the quality of their programs for Indian children. The U.S. Office of Education should make much greater use of its resources and professional leadership to bring about improvement in public school education of Indian children.

The costs of improving the education of Indian children are bound to be high. In fact, a truly effective program probably will require doubling or even tripling the per pupil costs. But, the high educational costs will be more than offset by the reduction in unemployment and welfare rates and the increases in personal incomes certain to follow as a result of effective educational programs.

One of the crucial problems in the education of Indian children is the general relationship between white society and Indian communities. This relationship frequently alienates Indians and Indian communities, dampening both their potential for full self-development and their opportunities for gaining experience to control their own affairs through participation in effective local government.

It is essential to involve Indian parents in the education of their children and to give them an important voice—both at the national and local levels—in setting policy for those schools in which Indian children predominate. Whenever Indian tribes express the desire, assistance and training should be provided to permit them to operate their own schools under contract. A precedent and one model for this approach already exists at the Rough Rock Demonstration School in Chinle, Arizona.

The curriculum in both Federal and public schools serving Indian children should include substantial information about Indian culture and history and factual material about contemporary Indian life. This is important for both Indian and non-Indian children if they are to gain a better perspective and understanding of Indian heritage and current circumstances.

The complexity of the problems associated with cross-cultural education merit substantial research and development and the continuing adoption of promising innovations as they are discovered or developed. The present assumptions underlying the conventional approach of

both Federal and public schools have not been valid, and a systematic search for more realistic approaches is clearly in order.

The most important step that can be taken as a matter of national policy and priority is to convert Federal schools in different regions of the country into exemplary institutions which can serve as a resource base and a leadership source for improving Indian education in public schools. They should provide models of excellence in several areas. First, in terms of developing outstanding bicultural, bilingual programs. Second, in terms of the development and utilization of the most effective techniques for educating the disadvantaged student. Third, they should be staffed and operated as therapeutic institutions capable of maximizing the personality development of the Indian child as well as assisting him in resolving his emotional and behavioral problems.

In summary, the Federal Government must commit itself to a national policy of educational excellence for Indian children, maximum participation and control by Indian adults and communities, and the development of new legislation and substantial increases in appropriations to achieve these goals.

1. *The subcommittee recommends—*

That there be set a national policy committing the nation to achieving educational excellence for American Indians; to maximum participation and control by Indians in establishing Indian education programs; and to assuring sufficient Federal funds to carry these programs forward.

B. National Goals

The ultimate criteria of the success of the new policy, and the ones by which the Federal Government should gauge the adequacy of its efforts, are the availability of high-quality programs for all Indian children and their actual achievement in these programs. The Federal Government should set specific, measurable goals for rapid attainment of equal educational opportunity for Indian children. The size and scope of the effort needed could be compared with the "Marshall Plan" which brought about the socioeconomic rehabilitation of Europe following the destruction of World War II. Certainly the United States has as great a moral and legal commitment to its Indian citizens as it did to its European allies and adversaries.

2. *The subcommittee recommends—*

That the United States set as a national goal the achievement of the following specific objectives:

Maximum Indian participation in the development of exemplary educational programs for (a) Federal Indian schools; (b) public schools with Indian populations; and (c) model schools to meet both social and educational goals;

Excellent summer school programs for all Indian children;

Full-year preschool programs for all Indian children between the ages of 3 and 5;

Elimination of adult illiteracy in Indian communities;

Adult high school equivalency programs for all Indian adults;

Parity of dropout rates and achievement levels of Indian high school students with national norms;

Parity of college entrance and graduation of Indian students with the national average;

Readily accessible community colleges;

Early childhood services embracing the spectrum of need;

Bilingual, bicultural special educational assistance;

Effective prevention and treatment procedures for alcoholism and narcotic addiction;

Expanded work-study and cooperative education programs;

Workable student financial assistance programs at all educational levels; and

Vocational and technical training related accurately to employment opportunities.

3. *The subcommittee further recommends—*

That national goals be set for health, housing, and employment needs of American Indians.

C. General Recommendations

4. *The subcommittee recommends—*

That the Congress authorize a White House Conference on American Indian Affairs and appropriate the funds necessary for its planning and implementation.

The subcommittee has found that one of the primary reasons for the failure of national policy and programs for American Indians has been the exclusion—or only token involvement—of Indians in determining policy or planning of programs. A White House Conference on American Indian Affairs would be a dramatic reversal of this unyielding practice. Such a White House Conference could provide for broad scale participation of Indians in extensive deliberations at the tribal, local, and regional levels, in preparation for the National Conference. The report of the Conference, with detailed policy, legislative, and program recommendations, could serve as the blueprint for reform and change over the next generation. As an indication of the widespread support in the Indian community for this approach, the National Congress of American Indians has strongly endorsed the need and desirability of such a conference in its 1968 and 1969 annual conventions.

An authorization for a White House Conference should contain provisions for adequate funding to permit large numbers of Indians to participate at all levels in the planning and conduct of the Conference. In addition, it should provide the means for substantial technical assistance so that the Conference can address all of the complex and

difficult problems facing American Indians. This would include thorough evaluations of present Federal programs and their deficiencies. Finally, the authorization should provide a clear mandate for the steps to be taken for implementation and followup of the Conference recommendations. The Conference should be planned and carried out largely by American Indians, not Government officials. The National Council on Indian Opportunity could play an important role in providing technical support and a secretariat for the Conference and assuming the primary responsibility for seeing that the recommendations are implemented.

The subcommittee feels that there is one issue of major importance which deserves special attention and analysis in the Conference proceedings—the organization and location of the Bureau of Indian Affairs. Numerous witnesses and consultants have informed the subcommittee that the present organization and location of the Bureau of Indian Affairs is unsatisfactory, and seriously impedes the development of Indian physical and human resources. The subcommittee believes that if basic problems of policy and program failure are to be overcome, the Bureau of Indian Affairs must be transformed into a technical assistance agency which will assist Indian tribes and communities to develop and operate their own programs and services. How this can best be done without in any way infringing upon the Indians' special relationship with the Federal Government should be a matter of high priority to be resolved by the White House Conference on Indian Affairs: in effect, by the Indians themselves. We have previously had White House conferences on matters of high national concerns. These have included conferences on civil rights and on natural beauty. In December, there will be one on hunger and nutrition. In 1970, there will be one on aging. It is time for one on American Indians.

The National Council on Indian Opportunity is the logical agency to coordinate and support the proposed White House Conference on American Indian Affairs. It is charged through Presidential Executive Order 11399 with responsibility to coordinate, appraise, and innovate in the area of Indian programs. The Council is chaired by the Vice President and consists of seven Cabinet officers having responsibility in the field of Indian affairs. Also, there are six Indians on the Council who, for the first time, sit at a high policy program formulation level.

5. *The subcommittee recommends—*

That there be established in the U.S. Senate a Select Committee on the Human Needs of the American Indian.

The subcommittee has found that the Federal Government has failed to understand sufficiently and to effectively delineate the extent and severity of the problems confronting the American Indian. In addition, the Federal Government has failed to adequately understand the human needs and aspirations of the American Indian. The result has been a major failure of national policy.

The 1960's have witnessed a growing recognition of this failure, and the emergence of many new Federal programs to provide assistance. New legislation such as the Economic Opportunity Act, the Elementary and Secondary Education Act, the Manpower Develop-

ment and Training Act, the Economic Development Act, and new legislation in the field of housing, have spread the responsibility for Indian affairs across the executive branch of the Federal Government. The Library of Congress has recently compiled a list of 86 different statutes which have specific provisions under which Indians and Indian tribes can receive Federal assistance. This proliferation of programs has led to confusion, overlapping responsibilities, programs working at cross-purposes, a general lack of coordination between agencies, and a complete lack of a unified policy. In recognition of this fact, President Johnson established by Executive order a National Council on Indian Opportunity, which included as members the Cabinet officers from the seven major departments with explicit responsibilities in the field of Indian affairs. No corresponding action has been taken by Congress.

The need for unified policy formulation and legislative oversight is apparent. A Select Committee on the Human Needs of the American Indian would be the best means for meeting this need. The executive director of the National Congress of American Indians has testified in support of such a committee and the executive council of NCAI has strongly recommended its early establishment. Other organizations of American Indians have expressed similar support.

One problem in evaluating the success of Federal programs for the American Indian is the extraordinary inadequacy of the statistical data presently available. Mr. Stephen A. Langone, Library of Congress Indian Affairs Specialist, has recently prepared a paper for the Joint Economic Committee, which points out that despite the fact that the Federal Government is presently expending in aggregate more than \$500 million per year in its multiplicity of Indian programs, "It is literally impossible to obtain up-to-date and accurate information on such basic questions as employment and unemployment, average educational attainment, income, land ownership, reservation population * * *" and so forth. Congress has had to rely on statistics "that are in many cases 5, 10, 20, or more years old, and often incomplete and inaccurate." This constitutes a totally inadequate base for effective legislative action. The most damaging consequences of this lack of reliable information are vividly demonstrated in the termination legislation of the 1950's. Time after time, the Bureau of Indian Affairs provided an inadequate and often inaccurate socioeconomic profile of an Indian tribe which served as the basis for termination. The results were disastrous.

The lack of reliable data also means that Congress cannot carry out its legislative oversight function. As Mr. Langone states "* * * there is no sound basis for comparison to determine the increase or decrease of given problems or indeed the improvement or lack of improvement in the economy of Indian tribes." Without data, problems cannot be adequately understood or delineated and consequently are neglected. For example, this subcommittee has found a serious lack of information in the area of mental health and the American Indian, yet we have been told by many witnesses that this should be a top priority of Federal concern. This subcommittee has brought to light data on Indian suicides and alcoholism which are extremely alarming. Yet no one begins to know the extent or full ramifications of the problem.

Moneys cannot be appropriated wisely nor can effective and responsible legislation be developed, without a unified and comprehensive information base.

The Senate Select Committee on Nutrition and Human Needs has made a major contribution in bringing to light the extent and severity of hunger and malnutrition in this country. It has as well pointed up the deficiencies in the Federal programs aimed at the alleviation of the problem. Its work and accomplishments are excellent precedents for the establishment of a Select Committee on the Human Needs of the American Indian.

This subcommittee has worked for 2 years on the problem of education of American Indians. We have developed much new information and discovered many previously unknown facts. We know full well how extensive the work remaining is. We do not envision a select committee as a permanent Senate committee; rather, we would see it as a congressional complement to the White House Conference. Its life need not be longer than 2 years, and its membership could be drawn from the standing committees with principal jurisdiction. Its work could help redirect the course of this Nation's American Indian policies.

6. The subcommittee recommends—

That there be presented to the Congress a comprehensive Indian education act to meet the special education needs of Indians both in the Federal schools and in the public schools.

The subcommittee feels that a proliferation of set-asides for BIA schools in Federal education statutes, such as ESEA, is an unsatisfactory means of bringing to Indian youngsters the advantages of the wide variety of programs set forth in Federal law. A direct route from the Federal agency immediately concerned should be followed rather than the cumbersome means of having one Federal agency, the Office of Education, transfer part of its appropriations for Federal grant-in-aid programs to another Federal agency, the Bureau of Indian Affairs, and in the process decrease the amount of such funds available to the States and communities.

As for the Johnson-O'Malley Act, which provides for Indian children in the public schools, this law was last changed in 1936. It is due for substantial revision. No other education statute has gone more than 30 years without some modernization to meet changing conditions. The Elementary and Secondary Education Act, for example, was first enacted in 1965 and was substantially revised in 1966 and 1967. Again this year, it is the subject of additional, substantial revision. In addition, the fact that administrative revisions recommended for JOM over the years have never been adequately effectuated points up the need for change by legislative means; trying the alternative administrative route has consistently proven ineffective.

The comprehensive Indian Education Act which the subcommittee contemplates would join in a single coordinated statute all Indian education programs, including those provided for set-aside provisions in general education grant-in-aid programs, public school programs (except Public Law 874), and BIA programs. Such a statute

would be generally parallel to the array of other Federal education laws and would have, for example, titles devoted to adult education, to exemplary and model programs, to research, to library resources, to the handicapped, and so forth, as well as a title or titles dealing with areas unique to the education of Indians, such as Indian culture and biculturalism. The set-aside programs referred to heretofore would expire when the new Indian Education Act went into effect.

The subcommittee contemplates that the comprehensive statute recommended here would include those applicable provisions which have also been recommended by this report for inclusion in the Johnson-O'Malley Act, such as submission of plans, need for accountability and evaluation procedures, involvement of Indians, contract authority with tribes and communities, etc.

Just as the various titles of the Elementary and Secondary Education Act have their own advisory groups composed of persons expert in the discipline covered, as well as community representatives, so should the applicable titles of the Indian Education Act have advisory bodies. Such a procedure would help advance the subcommittee's concept that Indians must play a significant role in the education of their children.

7. The subcommittee recommends—

That the funds available for the education of American Indians be substantially increased, and that provision be made for advance funding of BIA education programs to permit effective planning and recruitment of personnel.

The subcommittee has found that BIA presently expends about \$1,100 per student per year in a Federal boarding school. A number of witnesses testifying before the subcommittee have suggested that this amount must be doubled or tripled if an equal educational opportunity is to be provided the students in these schools. Dr. Carl Marburger, who is presently commissioner of education for the State of New Jersey (formerly the Assistant Commissioner for Education in the BIA) has pointed out that comparable programs for physically handicapped children have a yearly per-pupil cost of approximately \$3,000. The yearly cost for students in boarding schools on the east coast is between \$3,800 and \$4,200.

In fiscal year 1969, the BIA applied severe restrictions to educational expenditures. Yet it ended the year having to spend \$5 million more than it was appropriated. This has necessitated many cutbacks in the fiscal 1970 program, including not purchasing needed textbooks and supplies. The BIA presently spends only \$18 per child on textbooks and supplies, compared with a national average of \$40.

The BIA operates many inferior school facilities and some that have actually been condemned. As a result of a lack of high school facilities in Alaska, over 1,200 Alaskan natives are sent to boarding schools in Oregon and Oklahoma. Thousands of Navajo children are in damaging elementary boarding schools on the Navajo Reservation because of inadequate appropriations for roads and day schools.

The education budget of the BIA is grossly inadequate. Until this most basic problem can be overcome, little progress toward educational excellence can be anticipated.

8. *The subcommittee recommends—*

(a) That the Division of Indian Health conduct nutritional surveys of Indian and Alaskan native groups to identify the nature, extent, and location of nutritional problems in order to confirm program needs and establish priorities;

(b) That officials of the Bureau of Indian Affairs and Department of Agriculture involved with food programs affecting Indians work with Indian Health Division personnel in implementing recommendations evolving from the nutritional surveys;

(c) That a major effort be made to develop health education programs for elementary and secondary schools educating Indians. Such programs would seek to help Indians identify and diagnose nutrition problems and to encourage nutrition education.

(d) That the Senate Select Committee on Nutrition and Human Needs include as a specific part of its work an analysis of the effectiveness of Federal food programs in Indian schools and among Indian families.

(e) That the Bureau of Indian Affairs *not* reduce the school lunch program provided with Johnson-O'Malley funds unless it assures that every student who would receive a lunch under Johnson-O'Malley will receive a school lunch under some other program.

The subcommittee found severe problems of hunger and malnutrition among many of the Indians and Alaskan natives it visited. These problems result directly in poor Indian performance in the classroom.

Gross malnutrition, such as kwashiorkor, marasmus, and severe vitamin deficiencies, occurs in several Indian groups, particularly among Navajos and other Arizona tribes. Mild and moderate nutritional deficiencies are relatively common among Indians. The subcommittee heard testimony, for example, that between 1963 and 1967 the Indian hospital in Tuba City, Ariz., admitted 616 children with malnutrition, 587 for retarded growth, 15 with kwashiorkor, and 29 with marasmus.

Research has indicated that severe malnutrition has a definite effect upon the learning potential of children. In some cases, permanent brain damage is the result. Studies in several countries have shown that inadequate nutritional intakes during the first 3 years of life produces significant stunting of physical growth and irreversible stunting of mental growth and development. A large number of preschool Indian children face this possibility. Among the Navajos alone, for example, it is estimated that 12 percent of the infants hospitalized have anemia of the iron-deficiency type. It becomes essential, therefore, that malnutrition and other nutrition problems be eliminated if Indians are to escape from lifelong physical and mental impairments.

This means that more data on nutrition problems of specific Indian groups is needed in order to design programs and establish priorities. All agencies involved with Indian food programs must then work together to see that nutrition needs are met. School lunch programs and commodity food programs should be examined to make sure they are

supplying particular tribes or communities with the foods needed to remedy nutritional deficiencies. Breakfast programs should be instituted in schools where there is a nutritional need, and free lunches should always be available to those Indian students who cannot afford to pay. The value of a good school lunch program was evident in Alaska, where in some schools this one meal provided more than 50 percent of a student's daily food intake.

A thorough program of education in nutrition which considers the food habits and cultural practices of Indian groups is essential. Many Indians lack knowledge of proper nutrition, how to store and preserve foods, or how to purchase foods wisely. The Division of Indian Health works in this area, but their programs need additional funds and staffing. More programs should be developed for Indian elementary and secondary students which would provide them with knowledge in these areas.

Almost 25 percent of Johnson-O'Malley expenditures are currently for school lunches for Indian students. The Bureau of Indian Affairs has indicated its interest in terminating this use of Johnson-O'Malley funds and having the Department of Agriculture take over this function. The Bureau's JOM lunch program should not be reduced unless assurances are made that Indian students who would receive lunches under JOM will receive them under some other program.

The subcommittee believes the work of the Senate Select Committee on Nutrition and Human Needs has special relevance to Indian nutrition problems, and that the committee's recommendations deserve careful attention.

9. *The subcommittee recommends—*

The Civil Rights Enforcement Office of the Department of Health, Education, and Welfare should investigate discrimination against Indians in schools receiving Federal funds. Furthermore, the Civil Rights Commission should investigate the general problem of discrimination against Indians.

The subcommittee found, and has included in its reports, numerous allegations of discrimination against Indians in public schools receiving Federal funds. The evidence indicates that there are possible violations of title VI of the Civil Rights Act. The Department of Health, Education, and Welfare, the Civil Rights Commission, and the Department of Justice, all have jurisdiction to investigate these instances, yet none is giving sufficient attention to them. They are urged to investigate such cases and act as appropriate.

The subcommittee also believes that the Civil Rights Commission should examine the application of the 1968 Indian Bill of Rights, and other matters relevant to its statutory authority relating to discrimination against Indians, at the earliest practicable time.

10. *The subcommittee recommends—*

That the Federal Government shall not terminate Federal responsibility and services in educational fields to any Indian tribe, band, group, or community, unless such termination is consented to by those Indians affected by such termination.

The subcommittee has found that the termination policy of the 1950's has continued to be an expression of the intent of Congress in the 1960's. The fear of termination has poisoned every aspect of Indian affairs, has undermined every meaningful attempt at organizational reform, and has been a major psychological barrier to Indian socio-economic development. Termination bills are still introduced in Congress. Awards by the Indian Claims Commission are still used as a device to induce tribes to apply for termination. The subcommittee feels that the best corrective measure for this dilemma is to establish a procedure whereby no termination of responsibilities and services in educational fields will be carried out by the Federal Government unless consented to by those Indians affected.

11. *The subcommittee recommends—*

That a comprehensive attack upon alcoholism among Indians be begun at the earliest possible time, and that it include (a) coordinated medical, paramedical, educational, psychiatric, social, and rehabilitation services, both public and private, including non-medical and non-professional personnel as appropriate; (b) strong prevention programs, relying upon concerted public education efforts; and (c) concerted efforts to identify and deal with the causes of Indian alcoholism.

Alcoholism is a pressing problem among American Indians today. Yet it has failed to attract the attention it deserves. Both Government agencies and Indians themselves have been reluctant to recognize the severity of the problem, and surprisingly few attempts have been made to collect the data necessary for adequate problem definition and analysis.

The consequences of our failure to act are many, and include the physical and social impairment of large numbers of Indian adults; the severe disorganization of many Indian families and communities; exceedingly high accident rates; alarming numbers of homicides, suicides, and assaults; the failure of Indian children in public schools; and the placement of large numbers of Indian children in boarding schools. The cost to the taxpayer of providing medical care, welfare, and police services to deal with the excessive drinking problem is obviously high. If alcoholism could even be partially alleviated, a significant amount of scarce public resources could be conserved for other pressing needs.

Alcoholism is, of course, not a problem for Indians alone. It is a major public and mental health problem for millions of Americans. We are, as a nation, learning more and more about effective prevention and treatment methods. What we do know, now, we should make available to American Indians.

The Division of Indian Health of the U.S. Public Health Service conducts a number of alcoholism prevention and treatment programs for Indians. The subcommittee was dismayed to discover that Johnson-O'Malley funds, to be used for educational and health services for Indians, are not being used for any alcoholism programs. Use of such funds should be part of an intensive effort to bring to bear all available resources to combat this problem.

12. *The subcommittee recommends—*

Full funding of the National Council on Indian Opportunity for fiscal year 1970, and for subsequent years.

The National Council on Indian Opportunity was created by Executive Order 11399 on March 6, 1968. The purpose of the Council as stated in the Executive order is to encourage full use of Federal programs as they relate to Indians, apprise the impact and progress of Federal programs for Indians, and suggest ways to improve such programs.

By including six Indians as members, the Council affords the Indian people, for the first time in the history of Federal-Indian affairs, an opportunity to sit at the highest administrative level and have a direct say in the formulation of policies and programs as they relate to Indians.

President Johnson and President Nixon both have given their strong support to the Council. The National Congress of American Indians, the largest Indian organization in the country, indicated its strong support for this program in a position paper adopted May 6, 1969, in Albuquerque, N. Mex. The NCAI commented that the creation of the Council was:

* * * a milestone in the involvement of Indian people with the administration of this country, and as such it can be a vital mechanism for Indian involvement in their own progress. There is no other like body which gives the Indian people such vital participation in the discussion and solution of their problems. The National Council on Indian Opportunity must be continued and funds appropriated for its continued operation.

As more and more programs for Indians are begun in agencies other than the Department of the Interior, the need for program coordination and appraisal becomes even more acute. Nearly half of the total Federal outlay in Indian Affairs goes to agencies other than the Bureau of Indian Affairs. These departments, whose secretaries, along with the Vice President as chairman, and the Indian members mentioned above, sit on the Council, are: Agriculture, Commerce, Labor, HEW, HUD, and OEO. Additionally, it is expected that the Department of Justice will embark on its first Indian program during fiscal year 1970. In judgment of the subcommittee, the Council is the only agency equipped with the authority to coordinate all Federal Indian programs.

On September 3, 1969, the Senate passed an authorizing resolution continuing the Council. The resolution is now pending in the House of Representatives and the subcommittee recommends favorable action be taken as soon as possible.

It is expected that another request for funding of the Council will be included in a supplemental appropriations bill to be sent to Congress later this fall. The subcommittee concluded that favorable action on funding the Council is imperative.

13. *The subcommittee recommends—*

That the Bilingual Education Act (title VII of the Elementary and Secondary Education Act) receive sufficient funding so as to enable expanded programs for Indian children, that the act be amended to include schools operated for Indians

by nonprofit institutions, and that BIA schools undertake expanded bilingual education programs of their own, along the lines of those outlined in the Bilingual Education Act, to meet the needs of Indian pupils.

There are nearly 300 Indian languages in use today in the United States. More than one-half of the Indian youth between the ages of 6 and 18 use their native language. Two-thirds of Indian children entering Bureau of Indian Affairs schools have little or no skill in English.

At the same time, a substantial number of the teachers instructing Indian children are unfamiliar with the only language their Indian students understand. It is estimated that less than 5 percent of teachers in BIA schools are native to the culture and language of the Indian children they teach. Thus, thousands of Indian children who know only their native language are taught by teachers who essentially know only English.

Of the \$7.5 million appropriated for the Bilingual Education Act (title VII of the Elementary and Secondary Education Act)—a vastly inadequate amount—only \$306,000 is being spent on Indian bilingual programs benefiting but 773 Indian children.

This program can do much more than enable the child to learn English through use of his native language. It can emphasize the history and culture of the Indian, provide for native aides in the classroom and develop a system of home-school coordinators to improve the relationship between school and family. The bilingual education program offers opportunities to sensitize teachers to Indian culture through inservice and preservice programs. Programs can be provided to train teachers in the native language of their Indian students. One effort presently in operation provides for a curriculum guide for mothers of Cherokee children so that they can work with their children in understanding new language concepts.

Title VII, ESEA, offers a unique opportunity to provide bilingual and bicultural education for Indian students, as well as to initiate programs which would give teachers a better understanding of Indian language, culture, and history.

While the bilingual education program requires expansion to meet the needs of all non-English speaking children, an intensive effort is needed now to provide Indians with culturally sensitive programs.

The Rough Rock Demonstration School on the Navajo Reservation in Arizona, operated as a nonprofit corporation, has shown that remarkable progress can be made by using culturally sensitive teaching materials and teachers trained in the bilingual education approaches. The children learn English faster this way, while at the same time sustaining pride in their culture. To receive bilingual education funds under this title, Rough Rock must be defined as a local educational agency.

14. The Subcommittee recommends—

That a major effort be undertaken immediately to (a) develop culturally sensitive curriculum materials, (b) train native teachers, and (c) promote teaching as a career among Indian youth.

The subcommittee was shocked to find, not only the absence of bilingual materials, but the absence of hardly any culturally sensitive materials in the Federal and public schools it investigated. In many cases the materials used by the children either completely ignored the contributions of Indians to society, or presented Indians in insulting stereotypes. In some instances the teaching materials in use were totally irrelevant to the experiences of the children. In Alaska, for example, the subcommittee found schools using "Dick and Jane" readers which referred to cows, farms, cities, grass and other items completely unfamiliar to the Alaskan native. Only at the Rough Rock Demonstration School in Arizona were children being taught with materials related to their native culture and designed by Navajos themselves. Nothing underscores more the insensitivity of the present paternal method of educating Indian children than the continued absence of bicultural materials. This situation must be corrected immediately.

In addition, new programs to train native teachers are required immediately, as is a program to encourage Indians to undertake teaching careers. The number of Indian teachers in public schools is infinitesimal, and even in the all-Indian BIA schools Indian teachers constitute only about 16 percent of the teaching staff. The percentage of these Indian teachers who teach children of their own tribe and language is smaller yet. A special effort should be made to recruit Indians into teacher-training programs, and a means should be established whereby Indian teenagers would be informed early in their secondary school years of college opportunities in teacher training.

II. ADMINISTRATION OF INDIAN EDUCATION

A. General Recommendations

The most difficult question confronting the subcommittee was what organizational changes are necessary if Indian schools are to become "models of excellence" in terms of both program and Indian control. The subcommittee has found that the Bureau of Indian Affairs suffers from a severe bureaucratic malaise, which militates against change and innovation as well as actively discourages Indian control. The present structure of the Federal school program, as an integral part of the Bureau of Indian Affairs, places primary control over educational decisionmaking in the hands of area directors and noneducators. It destroys educational leadership and rewards mediocrity. It is therefore not possible to conceive of change and improvement in the present structure. If an exemplary program is to be developed, it will require a radical and comprehensive reorganization.

15. The subcommittee recommends—

- (a) That the position of the Commissioner of the Bureau of Indian Affairs be upgraded by giving him the concurrent title of Assistant Secretary for Indian Affairs.
- (b) That the Bureau of Indian Affairs be removed from the authority of the Assistant Secretary for Public Land Management and be placed under the authority of this new Assistant Secretary for Indian Affairs.

At present, the BIA is one of four bureaus under the Assistant Secretary for Public Land Management. The four are: the BIA; the Bu-