

children toward school and their own education, and could be helpful in bringing about strengthened and enhanced education programs.

In addition, this parental and community involvement at the school level complements the local and national Indian boards recommended above.

19. *The subcommittee recommends—*

That the Assistant Commissioner for Education of the Bureau of Indian Affairs be given the responsibilities of a superintendent of Federal schools, having direct line control over the operation of the schools, including budgets, personnel systems, and supporting services. It also recommends that the term of office of the Assistant Commissioner be limited to 4 years, subject to reappointment.

This would place the Federal school system outside of area office and reservation agency control, and leave the Federal school system as an autonomous unit within the BIA. Furthermore, it would permit the Assistant Commissioner much greater authority to negotiate with State and local school boards and agencies for augmented Indian education programs in the public schools.

The subcommittee urges that the Assistant Commissioner for Education retain decisionmaking authority over policy matters, and delegate only ministerial functions to his subordinates.

20. *The subcommittee recommends—*

That the Department of Health, Education, and Welfare and the Department of the Interior, together with the National Council on Indian Opportunity, jointly devise a plan of action for a united effort between the two Departments for the development of a quality education program for Indian children, and that such plan be submitted to the Congress no later than March 1, 1970.

Two Federal agencies presently have the special expertise required to upgrade the education of Indian children. The Bureau of Indian Affairs has direct responsibility for educating children in Federal Indian schools, and the U.S. Office of Education concerns itself with public school programs, some of which affect Indian children. Both agencies have the same goal of quality education. Unfortunately, each agency pursues that goal within the context of its own plans and operations. There is little, if any, sharing of ideas or resources. These two Federal agencies do not work together to reach solutions to common Indian education problems, primarily because no working mechanism exists for that purpose.

In 1967 the Senate Labor and Public Welfare Committee posed the question of where in the Federal structure responsibility for Indian education should be located in order to best serve the interests of Indian children. An interdepartmental committee (HEW-Interior) was established and a careful review was undertaken by both Departments. Despite the fact a number of meaningful recommendations were made and supported by the two Departments, relatively minor progress has been achieved.

The subcommittee believes that the failure to implement the interdepartmental committee's recommendations was due in large measure to the absence of a commitment to a joint cooperative effort between Interior and HEW.

The subcommittee therefore strongly urges the Secretary of the Interior and the Secretary of Health, Education, and Welfare, together with the NCIO, to devise a plan of action for a united effort by the two Federal Departments, and other relevant departments and agencies for the development of a quality education program for Indian children irrespective of place of enrollment.

In developing such a plan the two Departments should consider ways in which personnel from both Departments working on the united effort could work with the proposed National Indian Board of Indian Education.

The subcommittee requests that such a plan be submitted to the Congress no later than March 1, 1970.

III. THE ROLE AND FUTURE OF FEDERAL SCHOOLS

A. An Exemplary School System

In the past, Federal Indian schools have primarily served as agents of coercive assimilation into the dominant culture and to a substantial extent they are still playing that role. They have been chronically underfunded and understaffed and have largely failed to recognize the special needs of their students. Only recently have they been conceptualized as a potential national resource.

21. *The subcommittee recommends—*

That the Federal Indian School System be developed into an exemplary system, which can play an important role in improving education for Indian children. Federal schools should develop exemplary programs in at least these three areas:

1. Outstanding innovative programs for the education of disadvantaged children.
2. Bilingual and bicultural education programs.
3. Therapeutic programs designed to deal with the emotional, social and identity problems of Indian youth.

In order to implement this recommendation, the subcommittee notes the following areas seriously in need of immediate attention:

(a) An effort to develop more effective preservice and in-service training for teachers and administrators.

(b) (i) Substantial upgrading of teacher personnel practices, including recruitment, certification, and retention. The subcommittee received many expressions of concern that despite the devotion and ability of most teachers, there are significant problems regarding the professional capacity and effectiveness of numbers of teachers in BIA schools.

Civil service practices should be modified when they conflict with a local school board's authority to discharge the responsibilities traditionally held by local public school boards. Local Indian boards should have traditional local powers to hire and release faculty.

(ii) The development of model environments and incentives for attracting and holding outstanding teachers and administrators. The teacher turnover rate is a very serious problem in schools serving Indian children and the Federal bureaucracy is at its worst in undermining initiative, imagination, candor, and professionalism. The fundamental importance of attracting and holding outstanding teachers and administrators throughout the Federal school system demands that a major effort be undertaken outside of BIA to study the existing system and to recommend how this goal can be achieved.

(c) Pupil personnel services have been greatly neglected by schools serving Indian children, due to a lack of adequate funding. Yet this is an area of great need. There must be a very substantial expansion of personnel and programs in the areas of special education, guidance, and counseling and psychological services.

(d) Model prevocational and vocational training programs should be developed at the secondary and postsecondary levels, and there should be innovative programs demanding the best of students, including cooperative education programs, and aiming at the job market of the future, not the past.

(e) Major upgrading of skills and competence in the teaching of English, with emphasis on bilingual educational programs. More attention should be given to teaching Indian languages as a second language to school personnel on Indian reservations.

(f) A general strengthening and upgrading of all academic programs utilizing the best educational techniques and innovations available.

(g) A substantial investment should be made in sophisticated research and development activities serving a number of experimental programs and schools. Part of this can best be done by contracting with outside agencies, but it is essential for Indian schools to be thoroughly self-critical, self-evolving institutions. This requires local expertise and some research and development capability.

(h) Major efforts should be made to involve Indian adults and communities in the work of and control over the schools. This should not be done on a token or patron basis, but rather by establishing actual community school boards and contracting the operation of schools back to Indian groups and communities.

(i) The overall budget for the Federal school system has been grossly inadequate. This is in large part due to the inability of BIA to establish appropriate educational standards and calculate the real costs involved in providing an equal educational opportunity for Indian students. The education budget of BIA needs a complete overhaul and adequate standards must be developed. It can be assumed that actual costs must double or triple if an effective program is to be developed.

(j) The BIA should establish a procedure for planning and evaluating education programs for Indian children. This procedure should be designed to ascertain specific educational needs of Indian children, set forth goals in meeting those needs, plan programs and projects designed to achieve those goals, and evaluate the effectiveness of those programs and projects in achieving the purposes for which they are established.

B. Special Problems

1. ELEMENTARY BOARDING SCHOOLS

22. *The subcommittee recommends—*

That as rapidly as possible, the elementary boarding schools on the Navajo Reservation should be replaced by day schools.

The subcommittee believes that elementary boarding schools are emotionally damaging to the children who attend. Two steps should be taken to deal with this problem during the period of time needed for phasing them out:

(a) A thorough investigation of these schools should be conducted by a team of mental health and child development professionals to determine how the school environment and practices can be substantially improved.

(b) A massive effort should be undertaken to improve these schools while they are being phased out. To begin with, the ratio of dormitory aides to children supervised should be lowered to 1:15 or less and the aides must be well-trained.

2. OFF-RESERVATION BOARDING SCHOOLS

23. *The subcommittee recommends—*

That the National Indian Board of Indian Education, in concert with a team of professional consultants competent in areas of personality development and mental health, should conduct a detailed investigation of the off-reservation boarding schools to determine which ones should be converted into therapeutic treatment centers. These centers would be administered by Public Health Service's Mental Health personnel in cooperation with the Bureau of Indian Affairs.

Off-reservation boarding schools have generally become dumping grounds for Indian students with serious social and emotional problems. Unfortunately, there are also some students who are enrolled simply because there is no other school available to them. It is highly questionable whether or not these two groups of students should be without any plan, mixed together.

24. *The subcommittee recommends—*

That the present distribution and location of Federal boarding schools and the pattern of student placement be thoroughly reexamined by the National Indian Board of Indian Education.

The subcommittee has found that over 1,200 Alaskan natives are presently being sent to Federal boarding schools in Oregon and Oklahoma, thousands of miles from their home. In addition, we have found that over 400 Indian students from the Northwest are being sent to Federal boarding schools in Oklahoma. These placement procedures are questionable and were strongly opposed by Indian and native leaders testifying before the subcommittee.

The present distribution and location of off-reservation boarding schools should be carefully scrutinized by the National Indian Board of Indian Education. The present system owes more to historical chance and expediency than rational planning. A new rationale and plan should be developed and implemented.

3. GUIDANCE AND COUNSELING

25. *The subcommittee recommends—*

That the guidance and counseling program in BIA boarding schools be substantially expanded and improved.

The guidance and counseling program in BIA schools suffers from numerous deficiencies. Presently, the guidance function is combined with dormitory, administration, and disciplinary responsibilities, many of the personnel lack professional training, and counseling services are often not available on weekends or after school hours. A major effort should be made to overcome these deficiencies.

The guidance department should contain only trained professional personnel. Guidance Department staff—other than professionals—should be recognized under a separate department to divorce completely the guidance function from the housekeeping and disciplinary responsibilities. Guidance staff should be available to students through out the regular schoolday, evenings, and weekends.

C. Special Programs

1. VOCATIONAL EDUCATION

26. *The subcommittee recommends—*

That there be a thorough review of the vocational education and manpower programs in the BIA.

A thorough review and evaluation of vocational education and manpower programs in the BIA should be conducted by a group of independent experts, similar to the excellent study which resulted in many of the reforms written into the Vocational Education Amendments of 1968. Indian parents and tribal leaders should play a significant role in the review and planning process of this effort. The study should necessarily include employment and economic opportunities available for those Indians who may wish to remain on the reservation or live close to it. Attention should also be given to the number of vocational and manpower programs offered by various agencies and a means for coordinating them.

The vocational training program should take cognizance of the desire of many Indian people to remain on the reservation and prepare students for both on and off reservation employment. Vocational training programs should be closely articulated with economic development programs on reservations.

2. HIGHER EDUCATION

27. *The subcommittee recommends—*

(a) That stipends for Indian students receiving BIA scholarships and fellowships (including allowances for sub-

sistence and other expenses for such persons and their dependents) be brought into line with practices under comparable federally supported programs and the BIA allocate sufficient funds for this purpose.

For several years there has been an effort in Congress that student stipends (including allowances for subsistence and other expenses for such persons and their dependents) be consistent. This effort has been reflected in amendments to the law (e.g., the Higher Education Amendments of 1968, Public Law 90-575) and changes in administrative practice in Federal agencies (e.g., the National Science Foundation).

The subcommittee would like to bring to the attention of the Bureau of Indian Affairs a passage in Senate Report No. 1387 issued by the Senate Committee on Labor and Public Welfare on July 11, 1968, in conjunction with the Higher Education Amendments of 1968, as follows:

“Therefore, the committee requests that the U.S. Office of Education and other Federal agencies concerned give high priority to equalize through administrative action the terms and amounts of institutional and individual academic support programs. If this equalization cannot be accomplished by the administrative means suggested by the committee in both this report and in Senate Report 1137, then it is requested that the Office of Education and the other agencies concerned submit to this committee a report on the reasons therefor together with appropriate legislative recommendations to accomplish the equalization.”

The subcommittee found, for example, that inadequate funding prevents the BIA from granting additional subsistence money to married students. This is inconsistent with the practice of the Office of Education which grants \$500 for each dependent.

The BIA estimates that there are about 400 students in this situation and at least an additional 400 needing assistance for graduate studies.

(b) That the Bureau of Indian Affairs should expand scholarship programs so as to provide expanded support for Indian students in graduate studies.

It has not been until recent years that the Bureau of Indian Affairs has recognized Indian graduate students and their need for scholarship assistance. The Bureau has been able to provide only limited funding for graduate study, though. Since many of these Indian students will take major leadership roles in society following their studies, it is essential they be given every opportunity to pursue their educational goals. The Bureau should therefore expand its scholarship program so as to substantially increase funds available to Indian graduate students.

28. *The subcommittee recommends—*

That the BIA's regulation for financial aid for higher education be changed so that need rather than location of residence will determine a student's eligibility.

The present regulation states that Indian students living on or near reservations should be given preference in determining eligibility for grants. The needs of many Indians in urban areas are often as great

as Indians near reservations, and thus a student's financial needs should be the major determinant of his eligibility.

29. The subcommittee recommends—

That the Bureau of Indian Affairs should contract with colleges and universities to develop programs to help meet the special concerns of college students.

There is a definite need for a core curriculum in Indian history and culture which touches upon the many aspects of Indian life. Skill-building programs which consider the Indians' culture and language are needed. The Johnson-O'Malley Act should be utilized to contract for such programs.

30. The subcommittee recommends—

That a special effort be made to disseminate information on loans and scholarships and special programs to Indian students desiring to attend college.

There is a definite need to coordinate the information on BIA grants which are available and other grants available to Indian students. Many Indian students are never apprised of the funds available to them for higher education. Such an intensive effort could include establishment of a clearinghouse which could also inform Indians of special programs for Indian students, such as those pre-college orientation programs at Fort Lewis College in Colorado, and Dartmouth College's ABC program.

31. The subcommittee recommends—

A graduate institute of Indian languages, history, and culture should be established.

There is at present no graduate level program encompassing the language, history, and culture of Indians. The information such an institute could disseminate, as well as the research which it would conduct, would greatly increase public knowledge and understanding of the American Indian. Such an institute established by Federal legislation, might very well be operated in conjunction with the Smithsonian Institution.

32. The subcommittee recommends—

Colleges and universities should include within their counselor and teacher-training curriculum, courses designed to acquaint future teachers and counselors with the needs, values, and culture of Indian students.

Too many Indians never seek education beyond high school, or even complete high school, because of the discouragement they receive from teachers, counselors, and administrators. Many of these people simply do not understand Indian culture and values. It is essential that those persons who have such influence over Indians during their school years be knowledgeable and understandable about Indians.

33. The subcommittee recommends—

The Institute of American Indian Arts at Santa Fe, N. Mex. should be raised to the level of a 4-year college, supported by the Bureau of Indian Affairs.

The Institute has had considerable success in instilling a cultural pride in Indian students by providing them with opportunities for creative expression. The individual-oriented programs recognize the importance of a sense of identity. By becoming a college, the Institute could provide a collegewide curriculum for Indians which considers their culture and history—something unique in higher education. The valuable lessons learned and put into practice by the Institute should be expanded into a college curriculum so that the Institute might become a model for colleges interested in developing innovative programs, such as in teacher-training, which recognize Indian needs.

34. The subcommittee recommends—

The Bureau of Indian Affairs should provide continuing support for the community colleges on or near Indian reservations, such as the Navajo Community College.

With more Indians expected to attend college each year, it is essential that a sound community college program be in operation which recognizes the problems of Indian students. The Bureau can take a leading role in this area by providing continuing support for Indian community colleges. The Bureau should conduct a study exploring the feasibility of Indian community colleges, and then of working toward the establishment of such Indian-controlled institutions.

35. The subcommittee recommends—

That the Bureau of Indian Affairs should fund an institute in Alaska, possibly in cooperation with the University of Alaska, similar to the Institute of American Indian Arts in Santa Fe, New Mexico.

There is a need in Alaska, as there has been in the Southwest United States, for a center which would assist natives in functioning in today's world while at the same time retaining their cultural identity. A center is therefore needed emphasizing the traditions of native people, their arts and crafts, their music and dance, their poetry and philosophy. Such an institute could serve a leadership role in developing innovative programs aimed at meeting the needs of native students.

36. The subcommittee recommends—

That programs aimed at recruiting and orienting Indian students to college should be expanded and funded at a more adequate level.

Talent Search, Upward Bound, and Special Services programs should be expanded to include more Indians. Other similar programs, such as Project COPAN at the University of Alaska and the BIA's precollege program at Haskell Institute merit increased funding; they have proven their value in keeping Indians in college, yet many have been discontinued or have been inadequately funded.

37. The subcommittee recommends—

That title III (Developing Institutions) of the Higher Education Act be strengthened so as to include recently created higher education institutions attended by Indians located on or nearby reservations as eligible for assistance under that title.

Title III of the Higher Education Act has for its purpose "to assist in raising the academic quality of colleges which have the desire and potential to make a substantial contribution to the higher education resources of our Nation but which for financial and other reasons are struggling for survival and are isolated from the main currents of academic life. . . ." Section 302 of the act provides that institutions to be aided must have been in existence for at least 5 years. However, since there has been only in very recent times an active interest in establishing such institutions for Indians, and since the Federal Government has a special responsibility for the education of Indians at the postsecondary as well as the elementary and secondary levels, it is suggested that the U.S. Commissioner of Education be authorized to waive the 5-year requirement of title III to include recently established colleges for educating Indians, such as the Navajo Community College in Many Farms, Ariz., which was established in January 1969.

38. The subcommittee recommends—

That the Education Professions Development Act, Part F of section V of the Higher Education Act, and the Vocational Education Act be amended to include schools and programs operated by the Bureau of Indian Affairs.

This recommendation should be implemented by amending sections 503(a), 504(a), 505, 552, and 553 of the Higher Education Act and section 131 of the Vocational Education Act. It would enhance the development of highly skilled personnel in all locations of Federal Indian schools and encourage young Indians to enter into the teaching profession.

The subcommittee's recommendation is also in keeping with the suggestion contained in the second annual report of the National Advisory Council on Education Professions Development, dated January 31, 1969, which stated:

Schools and programs operated by the Bureau of Indian Affairs are apparently not now technically eligible for personnel development benefits provided by the Education Professions Development Act or the Vocational Education Act. We recommend that acts providing education personnel development programs be amended to remedy this oversight.

39. The subcommittee recommends—

That the percentage of Teacher Corps members allocated to elementary and secondary schools operated by the Bureau of Indian Affairs be increased.

As the law is now written, not to exceed 3% of Teacher Corps assignments in total may be made to Puerto Rico, the Virgin Islands, and BIA schools. The subcommittee's recommendation should be implemented by amending section 513(c)(2) of the Higher Education Act so that the BIA schools may receive not to exceed 5% of Teacher Corps assignments and Puerto Rico and the Virgin Islands would continue to receive, in total, not more than 3% of Teacher Corps members. Thus, additional Teacher Corps members could be assigned to Indian schools, thereby providing the stimulating effects which the Corps members have initiated in the past on a larger scale.

3. ADULT EDUCATION

40. The subcommittee recommends—

(a) That an exemplary program of adult education be developed which will provide for the following:

(i) Basic literacy opportunities to all non-literate Indian adults. The goal should be to wipe out Indian illiteracy.

(ii) Opportunities to all Indian adults to qualify for a high school equivalency certificate. The goal should be to provide all interested Indian adults with high school equivalency in the shortest period of time feasible.

(iii) Surveys to define accurately the extent of the problems of illiteracy and lack of high school completion on Indian reservations.

(iv) A major research and development program to develop more innovative and effective techniques for achieving the literacy and high school equivalency goals. This would include multi-media instruction (including teaching machines, videotape, radio, and TV broadcasting) and the development of curriculum material that is practical, meaningful and interesting to the adult Indian.

(b) That the adult education program be effectively integrated with the rest of the BIA education program. The adult education program should as much as possible be placed under Indian control and contribute as well as benefit from the development of Indian controlled community schools.

A major commitment should be made to the adult education programs for American Indians. The national need for such a commitment is all too evident in the low economic status, rise in alcoholism, lack of employment capabilities, the inability of too many Indian adults to read and write, and the general lack of fulfillment of Indian adults on reservations.

D. Innovation and Research and Development

1. ROUGH ROCK

41. The subcommittee recommends—

That the BIA take a stronger role in assuring that the Rough Rock School continue functioning as an exemplary demonstration school and that similar demonstration schools be established and appropriately funded on other Indian reservations.

The subcommittee has found that the Rough Rock Demonstration School has had a tremendous impact on the development of new and more effective educational programs for Indian children in both pub-

lic and Federal schools. In addition, it is still the only example of a successful school under tribal control. There is a continuing need for demonstration schools. Rough Rock has been funded at a much higher level than other schools on the reservation, and this is a major reason for its important accomplishments. The BIA should provide strong financial support for a sustained exemplary education program at the Rough Rock School, without in any way infringing on the autonomy of the school (as a nonprofit corporation) to plan and carry out its own programs. In addition, the Rough Rock school should be included in any nationwide array of demonstration schools funded by the Federal Government.

One of the most promising mechanisms for the development of additional model schools would be the contracting of their operation to a nonprofit corporation with an Indian board of directors similar to the Rough Rock school. The Indian board could in turn have the power to subcontract on a competitive basis the operation of the school to any appropriate profit or nonprofit organization capable of developing the model program in keeping with the policy guidance of the board. Decentralization of the Federal school system by means of this contracting device would permit meaningful local control, diversity of approaches, and a healthy sense of competition between different schools.

2. RELATIONSHIP TO COLLEGES AND UNIVERSITIES

42. *The subcommittee recommends—*

That close ties be developed between institutions of higher education and Federal schools.

Relationships should be established, funded either by contracts or grants, to stimulate and sustain a long-term interest in improving Indian education on the part of universities and colleges. Universities should help develop new curriculum materials, train teachers and guidance personnel, conduct research, and provide continuing technical assistance.

In some instances a university or a group of universities may wish to directly operate a Federal school. Such arrangements with appropriate Indian involvement should be encouraged and adequately funded on a long-term basis.

3. CONSULTANTS

43. *The subcommittee recommends—*

That the BIA increase its use of consultants.

This report has already recommended a number of areas where consultant assistance is desperately needed by the BIA. The BIA should have a budget sufficient for independent consultant assistance and use them extensively. This is clearly preferable to an attempt to develop substantial in-house specialization. It is impossible to attract the kind of talent needed under present civil service rules and regulations.

IV. FEDERAL ROLE AND NON-FEDERAL SCHOOLS

A. Public Law 81-874

1. FORWARD FUNDING

44. *The subcommittee recommends—*

That forward funding procedures be implemented for Public Law 874.

A number of school districts educating Indians depend upon Public Law 874 for a substantial portion of their budget. Fifteen different States have one or more districts in which Public Law 874 money constitutes at least 25 percent of the total budget, and in many instances that percentage is considerably higher. It is essential that such districts be assured of operating funds at least a year in advance as now authorized by law. Late funding procedures have caused great uncertainty for many districts and have prevented them from adequately planning programs to meet their students' needs.

2. FULL FUNDING

45. *The subcommittee recommends—*

That Public Law 874 be fully funded.

As explained above, some districts are so dependent upon Public Law 874 money that it is essential their education programs are not handicapped because of a lack of full funding.

B. Public Law 81-815

1. PRIORITY IN FUNDING

46. *The subcommittee recommends—*

That section 14 of Public Law 81-815 be declared as deserving of priority funding.

More Indian students continue to be transferred into public schools yearly, but because of inadequate funding for Public Law 815, these public school districts are receiving no funds for construction of additional facilities, which the presence of increased Indian enrollment may necessitate. Public school districts located on reservations must also provide housing for the teaching staff, and often, districts must depend upon Public Law 815 grants for such construction. It is essential that section 14 funding be given the priority needed to provide adequate facilities for Indian students. Because of no funding in recent years, there are areas (Navajo, N. Mex., for example) where the question is not of adequate facilities, but of no facilities for Indian students at all.