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AUTHOR Streiff, Paul R.; And Others  
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## ABSTRACT

The report deals with the program evaluation of the Pierre Indian boarding school located in South Dakota. The evaluation project was concerned with 3 major objectives: (1) an examination of the 1972-73 school program using a 5 stage model; (2) "backup and start over" assessment; (3) possible alternatives which may be derived from the first and second objectives. This report is concerned only with objective one. The 5 stage model evaluates: (1) the adequacy of the educational needs assessment, including specification of goals and objectives; (2) the adequacy of program planning, including staff preparation, orientation, academic leadership; (3) adequacy of program implementation; (4) adequacy of internal evaluation of program progress; and (5) end of year student behavior outcomes. Listed are 12 findings, which include that there is general agreement that the school facility is not needed for general education of children, and almost all students today are admitted under social criteria, reflecting learning handicaps in large numbers. Eleven recommendations are also presented, e.g., serious effort should be made to design and install a program to meet the needs of children with severe social-emotional learning handicaps, and staff qualifications and competencies must be specified by the program designer(s). (FF)

U.S. DEPARTMENT OF HEALTH  
EDUCATION & WELFARE  
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EDUCATION



AN EVALUATION PROJECT:  
THE PIERRE INDIAN SCHOOL

Final Report on Objective #1:  
Evaluation of the 1972-73 School Program

ED 085154

Wyman D. Babby  
Area Director

*Aberdeen Area Office  
Bureau of Indian Affairs  
Aberdeen, South Dakota*

Peter P. Schmidt  
Director of Education Services

Prepared and Presented by the  
Pierre Indian School Evaluation Team

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### REMEMBERING BOB MORAN

Bob Moran was sincerely concerned for the future of his people and he was committed to the task of making that a better future through young people who are the future. He knew well the problems that must be faced, and he had strong convictions about the kinds of knowledge and skills it will take to confront those problems effectively. As a strong leader who got things done he was widely known and respected.

We can only guess what further contributions Bob might have made if he had been allowed to remain with us awhile longer. His sudden death in August left us in a state of shock, and many of the activities and groups he was most closely associated with will be a long time recovering.

He will be greatly missed.

## ACKNOWLEDGEMENTS

Bringing together a group of people from widely scattered points for the purpose of jointly undertaking an evaluation task is difficult on several counts. Logistical problems are bound to be a serious matter when South Dakota, Nebraska, Colorado, and New Mexico are represented. Summer, of course, is always an especially short and busy time, and conflicting assignments or plans will inevitably crop up. In addition, the process of evaluation is a technical one which requires strict attention to objectivity and detail, and the time to skills in maintaining them.

The efforts of the members of the Pierre Evaluation Team are sincerely appreciated. Whether those efforts will have been to useful purpose will be determined by the degree to which serious consideration will be given by all decision-makers to the conclusions reached and recommendations made. After serious deliberation those conclusions and recommendations may be rejected on rational grounds, yet if they help point the way to workable alternative decisions they will have provided the intended service for which the evaluation was undertaken.

The Pierre evaluation team wishes to acknowledge the sincere and helpful cooperation of members of the staff of Pierre Indian School, and especially the assistance of Mr. James Vance, Education Programs Administrator.

The task of writing a technical report is not easily done by committee, and the chairman of the team acted as editor and major writer. He must accept responsibility for the product as presented here and he acknowledges an especially strong hand in the sections covering administration, staffing, and curriculum. It is sincerely <sup>signed</sup> that the intent of each writer-team member has not been lost.

Paul R. Streiff  
Chairman

## BACKGROUND

Pierre Indian School, located in Pierre, South Dakota, was established by the Bureau of Indian Affairs (BIA) as an off-reservation boarding school for Indian children in 1883, and has provided a variety of programs during the intervening 90 years as needs in Indian Education changed. A significant factor in these changes, especially in recent years, has been the general lessening of need for off-reservation boarding school everywhere as public school facilities have become more plentiful and transportation has made them more accessible to Indian People. Enrollment at off-reservation boarding schools has decreased steadily, in some cases well over 50 percent, in a period of five years. The Indian Affairs Manual (62 IAM 2.5.2), by 1962, reflected two major categories within which Indian children might be admitted to Federal Boarding Schools: (see Appendix A)

a. Educational Criteria:

1. No public or Federal Day School available.
2. Those of high school and post high school age needing special courses (i.e., vocational), not available to them locally.
3. Those retarded three years or more scholastically or those having pronounced bilingual difficulties for whom no provision is made in available schools.

b. Social Criteria:

1. Those who are rejected or neglected for whom no suitable plan can be made.
2. Those who belong to large families with no suitable home and whose separation from each other is undesirable.
3. Those whose behavior problems are too difficult for solution by their families or through existing community facilities and who can benefit from the controlled environment of a boarding school environment without harming other children.
4. Those whose health or proper care is jeopardized by illness of other members of the household.

Recent studies show that as high as 88 percent of the children enrolled in boarding schools, have been admitted under the "Social" Criteria, and more specifically, a vast majority of those fall within Items One and Three.

This factor combined with a combination of others (i.e., difficulties in adapting staffing to meet changing needs due to Civil Service constraints; need to design and implement innovative programs to meet new and different needs; difficulty in accepting the fact that needs of majority of students had changed drastically, etc.), has brought about a generally very complex educational situation.

The off-reservation boarding school has truly come to a crossroad at which serious concern must be given to the role it might continue to play, in Indian education. ( see Appendix B )

Pierre Indian School found itself at such a crossroad in 1972. Enrollment had decreased from 300 in 1965 to 135 in 1971, and continued operation of the school was in serious doubt. Alternative uses for the facility were suggested and an active school board was established from a Parents Advisory Committee. After considerable deliberation, a plan was devised to depart from the general educational program it had provided in the past, and to provide, instead, a special education program for Indian young people from 10 to 16 years of age who have learning disabilities.

During the course of the 1972-73 School Year, the new program was implemented. At the close of the 1973 Fiscal Year, the Aberdeen Area was informed that it could expect less funds in education for the 1974 Fiscal year. In relationship to an Area-wide reduced budget, and a corresponding high per capita cost figure for Pierre Indian School for FY 73, it was proposed that the facility be closed. Consideration was given to revising the program designed for Pierre in such a manner that would allow its continuation in other schools within the Area. The proposal to close the school was quickly followed by strong protests which resulted in. (Please see next page). see Appendix C

1. Re-consideration regarding the proposal to close the school.
2. Confirmation that the facility will operate during the coming 1973-74 School year, but at a limited level.
3. A commitment by the Area Office to:
  - a. Allow time for the school board to seek additional funding.
  - b. Bring about an indepth evaluation of the program.

A request was made to the Director of Education Programs of the BIA from the Aberdeen Area Office for assistance in designing and directing an indepth evaluation of Pierre Indian School. This evaluation was conducted in response to that request. (Appendix D: The approved design for accomplishing the implied evaluation objectives).

#### OBJECTIVES OF THE PROJECT

The evaluation project was conducted within the framework of three major objectives:

Objective One: The 1972-73 Pierre School Program was examined using a five stage evaluation model:

Stage One: Evaluation of the adequacy of the educational needs assessment, including specification of goals and objectives.

Stage Two: Evaluation of the adequacy of program planning, including staff preparation, orientation, academic leadership, etc.

Stage Three: Evaluation of adequacy of the program implementation.

Stage Four: Evaluation of adequacy of internal evaluation of program progress.

Stage Five: Evaluation of end-of-year student behavior outcomes.

Objective Two: The second major objective for the evaluation activity may be characterized as the "backup and start over" assessment. This objective will have as its major product outcomes a needs assessment report which will address itself to a range of possible program directions, among which may be included the present operation.

Objective Three: A third major objective for this evaluation calls for the preparation of a range of possible alternatives which may be derived from the first and second objectives.

This report is concerned only with Objective One.

In accordance with the evaluation design, Team Members were named, and the first meeting of the Team was held at the school on June 18 and 19. The Team Members are:

1. John K. Ballard, Aberdeen Area Office
2. Dave Cahill, Pierre Indian School
3. Robert H. Moran, Incorporated School Board, Pierre Indian School
4. Rudolph J. Munis, USOE Title I, Denver Regional Office
5. David J. Ritchie, Winnebago Agency, Winnebago, Nebraska
6. Shieleen Selwyn, Student at Pierre Indian School
7. Twila Vaughn, Kyle, South Dakota
8. Paul R. Streiff (Chairman) Indian Education Resources Center

The first Team meeting was preceded by a presentation of the evaluation design and plan to the entire staff of the Pierre School by the Chairman of the Team. All staff members had already received copies of the preliminary design, and questions were raised and responded to within the limitations of the premature stage of the evaluation activity.

The Evaluation Team, in its first meeting, concerned itself with several tasks, the first of which was a brief workshop presented by the Chairman on the process of evaluation, including definitions, limitations, and procedures. The Team then heard from the school administrator and a number of staff members who presented background information relevant to the conduct of the evaluation. A third major task of the Evaluation Team was that of selection of pertinent information categories for accomplishing Objective One, the Evaluation of the 1972-73 Program at Pierre, and last, the assignment of specific investigative and reporting tasks to individual Team Members.

Another meeting of the Evaluation Team was scheduled for Tuesday and Wednesday, July 10 and 11, again at Pierre Indian School, at which time individual reports on Objective One assignments were critiqued, reviewed, and edited; information categories to be included in Objective Two activities were specified; data

sources for accomplishment of Objective Two tasks were selected; and individual task assignments were made. A preliminary survey opinionnaire was prepared for use by all Team Members in accomplishing Objective Two tasks.

The Team Chairman met with the Incorporated School Board on Friday, July 13, at their request, to explain the status of Evaluation Team activities, and to respond to questions posed by Board Members concerning Team membership, objectives, role, etc.

## INTRODUCTION

In undertaking any task, it is essential that an understanding of the nature of that task be established such that all persons involved can agree on the objectives to be sought. Such understanding can most easily be reached through clear definition. For purposes of this evaluation activity, then, the process of evaluation is seen by the evaluator as:

1. The identification of decision areas of concern: That is, what kinds of decisions are required?
2. The identification of decision-makers: That is, what individuals or groups will be responsible for making required decisions?
3. The selection of information categories appropriate to the decision-areas identified from all possible information available.... and the selection of appropriate data sources for that selected information.
4. Gathering, sorting, analyzing and synthesizing selected information.

In Order To

5. Report summarized data which will be useful to the decision-makers in selecting a defensible course of action from among alternative possibilities.

It is important to note that the evaluator is not a decision-maker, but rather a provider of valid information.

If a member of an Evaluation Team happens to also be in a position which can be identified with the decision-making process, it is important that the two roles be separated to the greatest extent possible in order to maintain the objectivity of the evaluation effort in spite of one's subjective or vested interest.

### The Decision Areas of Concern:

The decisions which are of concern and are identifiable as a result of the Evaluation Team's deliberations, based on information which has been provided, center most heavily on the question of whether there is a future role for Pierre Indian Boarding School.... a role which is needed by Indians for the education of their children, a role which is real, realistic, and feasible in terms of available resources.

Within that decision area, we may identify several dependent decisions, among which can be cited:

- a. Is the school facility needed for a general elementary or secondary program?
- b. Is there a need in the Aberdeen Area for establishment of special education programs?
- c. If a need for "special education programs" in the Aberdeen Area can be established, what would be the nature of such programs?
  1. Programs for the physically handicapped?
  2. Programs for the educable mentally retarded?
  3. Programs for children who have social/emotional learning disabilities?
  4. Other.
- d. If a need for "Special education" in the Aberdeen Area was established, or could be established, within the several possible categories, what evidence is there that it should be installed.
  - a. in local communities?
  - b. at each BIA operated boarding school?
  - c. at the Pierre School facility?
- e. If it can be determined that "Special education" is needed in the Aberdeen Area for a well-defined category of learning disability, and if it can be determined that the Pierre School facility best answers the needs for accommodating such a program,
  1. should the school continue to be operated by the BIA? How can this be adequately done in view of the severe fiscal constraints already in evidence? How can staffing and other critical problems be resolved?
  2. Should portions of the program be operated under contract as was done during the 1972-73 School Year? How could this be funded?
  3. Should the entire operation (the school program, the treatment program, including home-living) be contracted? How might this be funded? What agencies would be eligible to undertake such a contract? What competencies would have to be assured?

- f. In view of the decision to "operate at a limited level" for the 1973-74 School year,
  1. What should be the thrust of this year's program?
  2. Have such things as admissions criteria been clarified? Modified?
  3. Have staffing needs been met? For the academic program? For the dormitory? For the "treatment" component?

In examining the 1972-73 Pierre Indian School Program, the task of the Evaluation Team was to attempt, retrospectively, to get as comprehensive a view of the planning and implementation as possible insofar as the total complex of inter-related factors bears on the decision areas of concern.

#### IDENTIFICATION OF THE DECISION-MAKERS.

Officially, the decision-making process would appear to be fairly uncomplicated concerning the management of the Pierre Indian Boarding School. On first glance, it seems clear that the School Superintendent is responsible for all aspects of the school operation, and is directly responsible to the Assistant Area Director for Education who is responsible to the Area Director, who in turn is responsible to the Director of Education Programs in matters concerning education, and to the Commissioner of Indian Affairs.

In reality, the matter is not so simple and the best example of its complexity is reflected in the sequence of events leading immediately to the present circumstances.

1. A letter dated May 2 was sent from the Area Director, Aberdeen, to BIA, Central Office to the Director of Education Programs, advising that a decision had been reached to close the Pierre Boarding School and asking for concurrence in the action. A memorandum draft was enclosed which detailed the data basis on which the decision had been reached, and included a tentative plan for relocation of students, and staff, etc.

- D
2. On May 15, the Director of Education Programs advised the Area Director that he and the Assistant Secretary for Indian Affairs both concurred in the decision.
  3. On May 18, the decision was announced to the Pierre Indian School Board at a Board meeting by the Assistant Area Director for Education.
  4. On May 18 and 19, the Pierre Indian School Board, during the course of the same meeting (a) prepared a resolution protesting the decision to close the school and urging that it be rescinded. (b) sent a night letter to South Dakota Congressional members and BIA officials protesting the announced proposal to close, and most urgently, the lack of consultation with the Board in reaching the decision.
  5. On May 23, a letter and "pertinent documents" were sent to Congressional members and BIA officials by the Board.
  6. On May 24, a letter was sent from Senator George McGovern to the Secretary of the Interior recommending that the school remain open.
  7. On May 29, the Aberdeen Area Director advised the Director of Education Programs that no action would be taken at the present time to close the Pierre Boarding School. (see Appendix B)

The point to be made here is that this sequence of events brings into sharp focus, the problem of identification of decision-makers and of the nature of the decision-making process. It would appear that, notwithstanding the basis on which the decision was reached and concurred in by the official decision-makers it was relatively easy for forces outside the official administrative structure to override the decision. By definition, the process of evaluation requires identification of decision-makers by the Evaluation Team. The circumstances as described and documented present an anomalous situation, one

which leaves the entire question up in the air. It is evident that serious efforts must be made to either clarify the decision-making procedures within the framework of the existing circumstances, or else change the circumstances so that decision-making will in reality be possible.

At the school or operational level, we find that decision-making is equally difficult to identify.

A statement was made in the January 24-27 meeting of the Incorporated School Board (The Pierre Indian School Board of Pierre Indian School) that, "... as an all-Indian School Board, we feel we are capable of running the Pierre School with the assistance of BIA and the Principal and the staff." More than anything else, this statement, if it reflects the approach that the Board has taken to its role, provides clear insight into the need and apparent failure to adequately define decision-making roles, and the parameters for Policy Level decisions as opposed to operational or management decisions.

Further confusion was reflected in a statement made by the Education Programs Administrator in a Board meeting on March 3 in which he makes reference to one aspect of the difficult administrative situation, that of personnel management and evaluation, since there were Civil Service employees, contract employees (hired by the Board in its contractual capacity for the operation of the dormitories), Title I employees, and wageboard employees.

The Area Office (specifically the Area Director) was reported in another meeting of the Board as "expecting the Board to really take hold of this and show that they really can do something." (Board minutes, May 25, 1972) This position would clearly seem to refer to management decision-making, and it is understandable that the Board has deliberated every kind of problem at both the policy-decision and the operational-decision levels, and that no less than 44 days of Board meetings have been held from January, 1972 through July, 1973.

One further point should be mentioned on the matter of identification of decision-makers as this factor affected the 1972-73 program, especially in the matter of the adequacy of program planning. At a point early in the discussion concerning redirection of the Pierre School toward a "Special Education capability" the absolute necessity of seeking and obtaining appropriate professional staff skills was recognized and agreed to by the Area Office and the Board as well as the Education Programs Administrator. A few selected comments from minutes of Board meetings were as follows:

May 25, 1972--Area Office Personnel presented plans to have a different and special program at Pierre next year....they have reached the stage of planning involving staffing....there is concern about who will fit into the program....the program will be staffed with people who have special qualifications.

Board member "X" recommended that the school go into this type of education, and that really qualified personnel be secured....

Another Board member recommended that...."Anyone who does not see these children as they are and cannot relate to them should get a job elsewhere." Agreed with the Assistant Area Director (in attendance) that specially trained people were needed in all areas.

(Discussion also touched on the possibility of the Board assuming complete control of the school)

June 28-30, 1972

Area Office representative stated that they had been asked to "forget the present staffing pattern and design a program for children needing help"....He hoped through this program to show that there are better ways of setting up and staffing boarding schools.

A board member...."I hope it is not felt that there needs to be

complete new staffing."

Area Office Representative....reminded the group that staffing is most important....some people have some problems which would make them ineffective in working with this program:

Board member....agreed that the principal thing involved is the children.

If one is working only for the money now is the time to get out.

The EPA stated that there was much concern among the forty some employees now on the roll as to the likelihood that staff changes would be made.

After some further discussion on the matter of staffing, and the need to have appropriately trained professional and paraprofessional personnel if the school was to meet special education needs, the Board came to the conclusions that a. the educational staffing seemed adequate, and b. the present staff were qualified, or would be with additional training that they would be getting during the summer.

A motion was made and carried that the Board was strictly against a Reduction in Force (RIF) of the entire staff.

On August 17 a memorandum was sent from the Area Director to the employees of Pierre Boarding School announcing that the Pierre Board had adopted the proposal for a new education program. It stated further that the Board recommended that a general reduction in force not be utilized to implement the program, and that after consideration of their recommendation the Area Office decided that no general reduction in force would be issued. The vital importance of staff training and background in special education was again emphasized, and a plan established whereby the present staff members would have an opportunity to obtain special education training and competencies by a specified target date.

( see Appendix E)

The importance of this aspect of the 1972-73 program planning and implementation should not be minimized. The decision-area is directly tied to adequacy of needs assessment and the information category Philosophy and Goals, and the point that ties them together is that of adequate definition. If on the one hand there was acceptance of the fact that Pierre School was somehow going to provide for educational needs not now being met in boarding schools, and there was also acceptance of the fact that meeting those needs would require skills, attitudes, and knowledge not present in the regular staffing pattern of boarding schools, it is not then reasonable or consistent to take the position that the existing staffing is adequate. You can't have it both ways unless you also accept the reality that a "special" program would be special in name only for the most part.

Again it appears that considerable ambiguity existed as to the decision making process, and that ambiguity continued to be one of the most often discussed matters and provided a great number of problems for the Pierre program throughout the year.

## SELECTED INFORMATION CATEGORIES

The third step in the process of evaluation calls for selection of information categories appropriate to the decision areas identified. The evaluation team, after discussion of possible information categories to accomplish objectives are, decided on the following ten; and individual team members volunteered to investigate and report on them within the framework of the five-stage evaluation process presented above.

- |   |                 |
|---|-----------------|
| 1. Philosophy and Goals.....  | Paul Steiff     |
| 2. Administration..Structure,<br>Staff/line relationships, etc..... | Rudolph Munis   |
| 3. Staffing, including needs, qualifications,<br>training, etc..... | Rudolph Munis   |
| 4. Admissions.....  | Dave Cahill     |
| 5. Instructional Program.....                                       | Twila Vaughn    |
| 6. Out of Class Activities.....                                     | Shieleen Selwyn |
| 7. Social/Psychological services.....                               | David Ritchie   |
| 8. Home Living.....   | Robert Moran    |
| 9. Internal Evaluation.....   | John Ballard    |
| 10. School/Community Relations.....                                 | John Ballard    |

## PHILOSOPHY AND GOALS

### Introduction

A statement of educational philosophy spells out the views of a person or a group of people concerning the purposes and desired outcomes to be sought through establishment and support of a formal educational system. To put it another way, an educational philosophy concerns itself with value preferences, for attainment of selected learner behavioral outcomes from among possible alternatives: education for what?

Educational goals are derived from educational philosophies. In general, the term "educational goal" is used to refer to broad statements of preferred educational outcomes at the societal level whereas the need for greater specificity at the institutional and instructional levels has led to the more general use of the term "objectives" when referring to learner behavioral outcomes directly attributed to planned learning experiences.

In keeping with the general four stage evaluation model established for the Pierre Indian School evaluation team activity the PHILOSOPHY AND GOALS information category will be examined for the 1972-73 program in terms of:

- a. reassessment of need for special education in the Aberdeen Area, and definition of needs to be met
- b. the approach to formulation of statements of philosophy and goals, expressing the special nature and intent of the Pierre program being contemplated
- c. the adequacy of program planning for the school as reflecting those "special" needs and goals
- d. adequacy of program implementation to most effectively and efficiently reflect efforts to attain mutually-agreed-upon and understood performance objectives.

- e. the extent to which the philosophy and goals were used as the basis for evaluating the progress of the program toward attaining understood program objectives.

#### Statement of the Problem

An attempt was made during school year 1972-73 to install a special education program as the focus for the Pierre Indian Boarding School; an attempt which encountered some difficulties. There is considerable evidence that those difficulties reflected a lack of agreement between various people and agencies concerning basic operational questions; questions having to do with, among other things, the nature of the population to be served, the special needs the program would try to meet, etc. These questions and others like them can be resolved only by an adequate statement of educational philosophy, and an appropriately specific and relevant statement of educational goals. Such statements constitute the foundation on which any program is based, and those responsible for its implementation must be able to align their own personal objectives with that foundation. An examination of the statements of philosophy and goals for the special education program at Pierre Indian School for the school year 1972-73 is therefore a first-order priority in any attempt to evaluate that program.

#### Approach

The investigation was conducted primarily through three avenues. First, the Aberdeen Area office 1971 needs assessment report was examined. Second, the philosophy and goal statements contained in the Pierre special education program plan for the school year 1972-73 were examined. Third, discussions were conducted with staff members concerning the derivation of school and instructional level objectives, based on the

written philosophy and goals.

#### Findings .

The needs assessment on which the proposed project was based was conducted by the Area office in 1971 and resulted in a report that as high as thirty percent (2883) of the students enrolled in Area BIA schools were in need of "special assistance." These data were collected in such a way that duplication and overlap were a decided possibility, recognized as such by the Area education specialist who compiled them. Additional questions concerning the validity of the needs assessment revolved around the categories of handicap, and the likelihood that they could be considered discrete and unambiguous. Those categories (see Appendix F) were:

- |            |             |                       |
|------------|-------------|-----------------------|
| a. visual  | d. physical | g. emotional          |
| b. hearing | e. personal | h. academic           |
| c. speech  | f. mental   | i. multi-handicapped. |

The need for careful definition in recording information in these categories is obvious, and it would be very helpful to design and conduct a tighter needs assessment. Nevertheless, the fact that the study yielded a total of more than 2,000 in the categories personal, mental, emotional, and academic (largest at 953) leaves little doubt that need existed in more than sufficient numbers to fill the projected Pierre program.

The statement of philosophy for the Pierre special education program is contained in the program plan and is entitled THE RIGHT TO AN EDUCATIONAL PROGRAM THAT IS CULTURALLY BASED. This is a one page statement which is evenly divided between an explanation of the concept of a culturally based program and an explanation of the "goal of the cultural studies" in the Pierre Indian School education program.

The first portion reads as follows:

A culturally based education program in a pluralistic society recognizes that diversity is needed and healthy since it promotes strong identification for individuals with a special life-way in which dignity and respect are rooted. Programs must be sensitive to the traditional values and institutions but must also recognize factors of change, perhaps conflict. The underlying concept must be that people live according to value systems, mores, and institutional systems that have developed for specific reasons and to serve unique requirements.

This statement, while containing a particular point of view on a sociological-anthropological issue, nowhere speaks to the matter of meeting special needs beyond those of all Indian American children or of any children for that matter. This statement might very well be included in almost every statement of philosophy for programs for American Indians today, and probably is. It is a current and popular theme. It is necessary to go beyond this, however, if a statement of philosophy is to distinguish this program from all programs enrolling Indian children, identifying it in terms of the "special" social-psychological and pedagogical needs which the program will be designed to meet.

The same one page statement goes on to say:

The goal of the cultural studies in the Pierre Indian School education program will be to develop, coordinate and extend the human resources of tribal communities to ...meet the individual needs of personal identity and pride in heritage.

Here again we find that the statement does not reflect either a philosophy for meeting "special education" needs above and beyond those needs common to all Indian children, nor does it reflect educational goals as student behavioral outcomes. Rather, it refers to something that is intended for tribal communities and the training of teachers.

Following the statement of Philosophy is a series of fourteen policy statements which may be examined to determine their usefulness as goal statements from which the special education program might have been rationally designed. We will examine these statements individually in terms of the subject (who is to do something?) and the verb (what is supposed to be done?) and any special condition stipulated.

<u>Who?</u>	<u>What?</u>	<u>Condition</u>
1. Pierre Indian School	Design individual curricula	on intra-cultural values
2. Piere Indian School	Provide a multi-sensory curriculum; explore emotional conflicts based on cultural value differences	
3. Pierre Indian School	Provide experiential problem-solving exercises	
4. Pierre Indian School	Provide non-graded program with criterion-referencing	
5. Pierre Indian School	Provide generic (?) community services for health, leisure, etc.	students and staff to be integrated
6. All school personnel	Provide a consistent interpersonal relationship with students	warm, friendly, firm, and honest
7. All school personnel	Will encourage students to develop a life style based on sound habits and respect	through democratic participation
8. The Food Services.	will provide a planned nutritionally adequate diet	to meet physiological, emotional, and cultural needs
9. Pierre Indian School	Will provide instruction on a year-round basis	

- |                   |   |  |
|-------------------|---|--|
| 10. ?             | Will determine the eligibility of a student to enroll.    | 'needs' as reflected in application.                                 |
| 11. The staff     | Will judge the length of a student's stay at Pierre       | using criteria of individual occupational development level (?)      |
| 12. Pierre School | Will allow home visits for special occasions              | by request of parents if therapeutic process will not be jeopardized |
| 13. Pierre School | Will design a continuing evaluation process at all levels |  |
| 14. Pierre School | Will encourage parental visits                            | after first four weeks   |

The foregoing examination reveals that none of the fourteen could be considered as student behavioral outcome statements sufficient to the task of developing a total school special education program. All of them refer to what the school as an organization is to do, or to what its staff will do, as is appropriate in a Policy statement. Goals are outcomes, or ends. These Policy statements are all concerned with means, which would be all right if we can determine what the intended ends were in terms of the student. There are many combinations of means (learning experiences) which might be used by equally competent professional people to attain the same end.

The program plan document for the Pierre special education program for 1972-73 has, in addition to the statement of Philosophy and the Policy statement already discussed, an Overall Goal statement following by seven subgoals. An introductory explanation on goals had this to say:

The goals for special education at Pierré are the basis for selection of the content and learning experiences. These goals will help us focus the year's work, and serve for evaluating progress.

This is, of course, an appropriate statement of the purpose for careful articulation of goals for any educational program, or for that matter, for any kind of organizational or even individual effort. At the risk of being redundant by way of explanation, it is necessary to examine these goal statements to ascertain whether they specify intended outcomes for the Pierre special education program in terms of desired student behavioral change (skills, attitudes, knowledge), or in terms of what the school, the staff, the school board, or others are to do or to provide. Once again we are interested in learning what ends were to be sought. Once this is known and articulated unambiguously there need be no great conflict concerning the means to attain them.

Overall Goal: To insure that each handicapped child enrolled has the opportunity to develop into a self-sufficient and a contributing member (sic) of his community as possible. Each child must be given the opportunity to develop his personal, social, and vocational and academic skills to the fullest extent of his capabilities.

It would be difficult for anyone to disagree with this kind of global goal. Most people would want education to accomplish these ideal things for all individuals as well as for society as a whole.

Goal 1. To decrease the number of handicapped students who drop out of school and increase the number of students who will be able to lead normal, productive lives as a result of special education services.

This goal does indeed refer to outcomes that would be reflected by student behavior--that is, fewer handicapped students will drop out of school. This is, however, a criterion measure which will reflect the extent to which other outcomes not specified here might have been attained. That is, the students' acquisition of more socially acceptable attitudes and

behaviors toward themselves, the school, the tribe, and society as a whole will result in more students staying in the program. A decrease in dropouts should reflect (measure) those affective behavioral changes which are declared to be the most important to be sought in a special education program for the socially-emotionally handicapped Indian student. It is those desired behavioral changes which need to be identified and specified.

Goal 2. To provide each child at the Pierre Indian School with comprehensive educational programs and services appropriate to his needs.

This statement refers to something the school intends to do. It does not specify student behavioral outcomes.

Goal 3. To establish an organizational structure for delivery of special education programs and services.

Again, this statement refers to something the school intends to do. The school administration will presumably be expected to do the "establishing." Nothing is said of student outcomes.

Goal 4. To promote the understanding and acceptance of handicapped persons within the education profession and the general public.

Again, this statement refers to something someone in the administrative structure of the school is to do--to promote understanding. It does not reflect anything specific a student might be able to do after participating in the program that he was unable to do when he entered it.

Goal 5. To develop an information system in order that parents will know what resources are available for the handicapped and how to obtain them.

Goal 5 suggests a task that the administration (or someone) is to accomplish. We can assume that accomplishing it might promote student behavior changes in some way, but what those changes may be we can only speculate.

Goal 6. To develop a program evaluation system for all phases of operation.

All programs should include plans for their systematic evaluation, but this is a task of the designers of the program and as such is part of the design, not a statement of a goal.

Goal 7. To develop a personnel in-service training program for special education disciplines.

This statement is not focused on student outcomes, but again is an administrative task.

#### Summary

An examination of the program plan for Pierre Boarding School for the school year 1972-73 reveals that the statement of philosophy included as a part of that plan does not define a concept of special education, nor does it refer in any way to the matter of special education for Indian students. As a matter of fact, it does not refer to students at all, except indirectly as it expresses a point of view concerning what ought to be included in educational programs for anyone. This only refers to means (a culturally-based program), however, and doesn't reflect what outcomes are to be sought except in terms of general application (it promotes strong identification for individuals with a special life-way in which dignity and respect are rooted).

The focus must be societal in a statement of educational philosophy, but in the case at hand it is imperative that such a statement address itself not only to a "philosophy of education", which might be applicable to any students' needs anywhere in the United States, and not only to a "philosophy of education for American Indians", which would articulate something of the special educational outcomes to be attained for that population, but to a "philosophy of special education for American Indians", which would adequately define the parameters of educational needs implied by that term, and from which more explicit program and instructional objectives would be derived.

This statement of philosophy did not provide a sufficiently clear-cut basis on which those responsible for the program development could agree on what was to be attempted in order that differences in approach (means) might be resolved and/or accommodated. It is not surprising that individual staff members showed little evidence of changing in their approach.

The statements of Goals revealed that here, too, the reference was to the school administration and staff, and the approaches to be used in the program rather than to behavioral changes, particularly attitudinal changes, in students to be sought as program outcomes.

#### Recommendations

An adequate, carefully prepared and articulated statement of philosophy and goals is absolutely essential as the foundation on which to develop any educational program. For the Pierre Indian School special education program it was no less essential, given the many complex variables effecting decision-making concerning its future and fate. Such a statement was not prepared prior to undertaking the radical changeover in focus announced

for school year 1972-73, and little agreement could be found among the principals and participants concerning the nature of intended program objectives and goals.

A matter of utmost priority for the coming year (1973-74), assuming the intent is to continue a special education focus, must be the preparation of a statement of philosophy and goals for special education for American Indians. This statement must be explicit enough to allow for agreement among the several concerned groups and agencies on intended outcomes of the program in terms of student behavioral change. Until this is accomplished no one will be able to say with any degree of assurance whether the efforts being made are those that are needed, or whether acceptable progress is being made.

## ADMINISTRATION

### Introduction

In the summer of 1972 the Pierre Indian School Board approved a proposal to establish a "special education" focus for the school for the coming year. Several years of uncertainty concerning the school's continued operation, prompted by, among other things, declining enrollment, increasing percentages of students enrolled under "social" criteria, condemnation of the activist groups, and increased emphasis by Indian people and by the BIA on providing educational programs near the students' homes led to this effort at redirection.

This component of the evaluation activity will examine the 1972-73 Pierre school program in terms of the design and effectiveness of the administrative structure of the school toward attaining its projected goals and objectives. The purpose will be to identify the components of that structure and the line and staff relationships and communications between them.

Administration here refers to those individuals and/or groups responsible for making decisions affecting the functioning of a formal organization, as well as the decision-making process itself. In the present context the decision-makers and their respective roles are identified as:

1. The Pierre Indian School Board for Pierre Indian School.  
Responsible for establishing policy and making recommendations to:
  - a. The Assistant Area Director for Education.
  - b. The Education Programs Administrator for Pierre Indian School.

2. The structure for management decision-making.
  - a. The Aberdeen Area Director for the Bureau of Indian Affairs - directly responsible to the Commissioner of Indian Affairs for all Bureau responsibilities and activities in the Aberdeen Area.
  - b. The Assistant Area Director for Education for the Aberdeen Area Office, BIA - directly responsible to the Aberdeen Area Director for management of education programs in the Aberdeen Area.
  - c. The Education Programs Administrator for Pierre Indian School - directly responsible to the Assistant Area Director for Education for operational decisions affecting the functioning of Pierre Indian School.

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The Pierre School Administrative structure during the 1972-73 school year was, however, much more complex than the above statements would have it appear, and the decision-making process cannot be easily defined. Several observations may be made concerning factors which contributed to this situation.

1. The very broad concept of a school program focus on "special education" was not defined at the operational level. There is no evidence that any individual or group was given responsibility or time to accomplish this, leaving a critical gap in the mid-management pattern.
2. A Title I project was approved and funded on statements like the following:

"The 144 students enrolled in Pierre Indian School have been identified as....." This enrollment was never reached during the course of the year, but the program outlined for Title I, since it declared the entire enrollment as the "target group", became the Pierre School program, and the Title I Coordinator became a significant decision-maker.

3. The Pierre Indian School Board Guidelines state that, "The Pierre Indian School Board is not an elected board under the state school laws, but it is a legally incorporated board for school operations."

This appears to refer to the legal capability of the incorporated board to contract for operation and supervision of services at the Pierre Indian School. (It apparently also means that a contract to operate an entire school could be legally undertaken) During the 1972-73 school year the Board did indeed contract to provide certain services for the school, and thus was a decision-making body at the operational level.

At another point the Guidelines state that, "The Board can operate legally in an advisory capacity under present BIA operational procedures"; and in an addended statement we find, "In line with the Commissioner's policy, the School Boards are an extension of Management and Management should always consider their views and advice."

These statements reflect a very real possibility for confusion concerning the role of the Board as "Advisory" on the one hand as against being considered an actual component of "Management", and as such responsible for operational decisions.

Comment:

The Area Office has not helped clarify the matter of "role" and specific areas of responsibility in the management decision-making process. On several occasions views and expectations were voiced which quite clearly placed greater program operations responsibility on the Board. At the same time, interest by the Board in contracting for greater official responsibility was discouraged. It is not surprising that the Board spent a great amount of time deliberating many matters which might more rightly have been the responsibility of the chief administrator for the school, nor is it surprising that the administrator deferred to the Board in almost all decision-making. The Pierre Indian School Board does not occupy the same kind of position as that of an elected public school board in which management is clearly responsible directly to it, and policy-decisions can be quite clearly separated from operational matters. Authority officially remains with the BIA.

Recommendation:

For the benefit of all concerned it is imperative that clearer definition of roles be accomplished as soon as possible, and clarification made between "policy" and "operations" decision responsibility.

The School Administration:

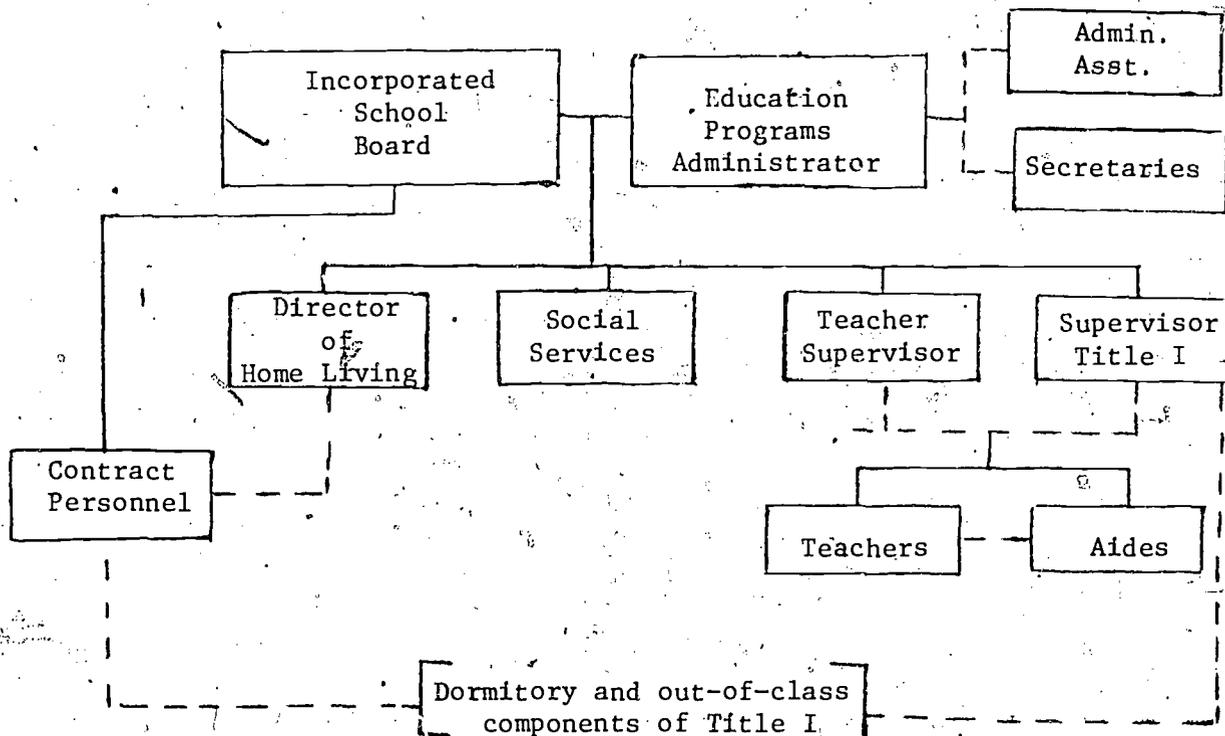
Inquiry revealed that lines of communication between the several quite autonomous divisions within the school were at best fragmented. The staff seemingly found itself without a set of mutually understood program goals from which to derive their departmental and individual objectives. Reports indicate that, for whatever reasons, no regular

all-staff meetings were held for joint planning, and/or evaluation purposes. As a result the several school components made the best of things within their own groups in deciding how to proceed, often resulting in feelings of insecurity, isolation, and suspicion between components.

In spite of these difficult circumstances it appears that close working relationships and communications did become established between some of the components, fostered by the need, among other things, for establishing direction, and because professional people will find ways to organize and order their work.

The Administrative Model:

An attempt to diagram the staff and line organization results in something like the following:



Several things become obvious which made the Pierre administrative structure difficult for the staff to understand and confusing to work with, especially those areas in which apparent overlap of line responsibility and authority existed. A basic law in formal organizational operations is that no one can work for more than one supervisor.

Summary:

Whatever the intended program for 1972-73, the very cumbersome administrative structure and the many gaps and overlaps in line and staff relationships contributed greatly to feelings of confusion of purpose and lack of common direction.

Recommendation:

A serious effort must be made to clarify the administrative picture for the 1973-74 school year whatever the nature of the program.

## STAFFING

One of the first critical needs mentioned when redirection to a special education focus was introduced was that of the need for special competencies, knowledge, and attitudes throughout the staff. Early discussions and recommendations went to considerable length to include especially custodial, food services, and dormitory workers as well as professionals in education and social and psychological services.

Through a series of discussions and communications, and prompted especially by a strong expression of concern over possible transfers by the union of Federal employees (NFFE), it was decided that no general restructuring of the staff would be undertaken for the year 1972-73. Much evidence points to the generally counterproductive effect this decision had on the ability to introduce and implement special education concepts and methodologies. It appears that, for the most part, people continued to operate much as they had previously. The employee cannot be faulted entirely for this, however, in view of the fact that, as stated elsewhere, "special education" was never actually defined at the operational level, nor was anyone responsible for designing a "total" program, assuring the necessary close working relationship between all components of the school.

The alternative to general restaffing for special education was to require the entire staff to acquire a minimum amount of special education course work by a point in time in the 1973-74 school year. This decision had several built-in problems:

1. The most critical period of concern was the first year, and the special knowledge, skills, and attitudes were most necessary for effective planning and initial implementation, not 1 1/2 years later.
2. The probability that course work and attitude change enjoy a high correlation must be questioned.
3. By the end of the 1972-73 school year little evidence could be obtained of general progress toward overall staff retraining. As a matter of fact, it is reliably reported that at least one staff member has announced clearly to the Administrator that she has no intention of taking any courses.

The inability to hire a psychologist for school year 1972-73 who would diagnose and prescribe a total program for each individual student was held by many to be a major overall staffing and program implementation handicap. While this may be true to a degree it is hard to see how this person might have overcome the odds singlehandedly. It should be pointed out at this and other points in this report that pressures of time were a critical factor in all major decision areas affecting the program redirection. Highly competent specialists in special education, curriculum, staffing, administrative organization, social-psychological services, etc., would require considerable time under strong central leadership to accomplish such a complex task.

#### Summary:

Staffing competencies to implement a special education program were not present in sufficient quantity to install such a program at Pierre

Indian School in the 1972-73 school year. A number of very capable people were clearly in evidence, and their combined efforts resulted in measurable successes in spite of the lack of overall staff unity and contribution.

Recommendation:

Most students being enrolled today in off-reservation boarding schools (ORBS) today are admitted under social criteria, reflecting learning handicaps in large numbers. Boarding school programs and staffing in general have not adapted to the needs of social-emotional learning disorders. The need to design and install such a program in an off-reservation boarding school for Indian children seems to have considerable support. If a continuing effort is made to provide such a program at the Pierre Indian School appropriate staffing must be a first priority, and decision-makers must take whatever steps are necessary to assure its accomplishment.

## ADMISSIONS

### Introduction

The area investigated was that of admissions. This was approached by searching the original proposal for references to admissions and applications or application procedure. As the original proposal was read and reread, it became apparent that within this area a basic problem existed which would continuously affect the functioning of the entire program. That problem seemed to be the attempt to include services to too divergent a student population with a staff unprepared and untrained to respond to any part of the total student population proposed.

The only direct references to enrollment or admissions in the proposal are as follows:

Enrollment will be determined by the needs of the students and their application referrals.

The program will be structured to accommodate students ranging from 10 to 16 years of age who are known to be educable, emotionally maladjusted and having learning disabilities.

The current referral system will continue with emphasis placed on students who are educable with emotional maladjustments and learning disabilities. All records will be carefully screened by the Area Education Specialist.

This statement is contradictory in that it states the Area Education Specialist will "carefully screen" all records, and at the same time states "the current referral system will continue." The current referral system sends referrals directly to the school from the local agency as stated farther on:

#### Enrollment Procedures:

The Branch of Education and/or Social Services at the Agency level may initiate preparation and submission of

an application for a student to attend Pierre Facility. Both branches must concur with the plan.

The Branch of Education will assure that applications are complete prior to submission. Application material will include application for admission, parent consent form, physical examination form, grade transcript, student profile, diagnostic summary, statement of agreement, and attachments will be submitted from the agency to Pierre.

After interview and evaluation of the child by the staff at the facility, the staff may recommend an alternative and/or more appropriate placement. The staff at the facility with the concurrence of the parent or guardian and home agency will work out the appropriate plan.

This last paragraph suggests that Pierre is viewed as the "last resort" with "alternative placement" placed squarely in the lap of the Pierre staff.

#### The Problem

The problem actually investigated was: Was the admissions procedure as outlined in the proposal adequate? If so, was the procedure as outlined followed? If the procedure was not adequate as outlined what were the problems?

The fact-finding was largely from members of the Admissions Committee composed of:

Berle Johnson, Home Living Director  
Mary Whitsitt, Teacher Supervisor  
Roberta Cahill, Counselor  
Adeline Grandle, School Nurse  
James Vance, Education Program Administrator  
David Cahill, School Social Worker.

#### Findings

From all information available, admission procedures as outlined in the proposal were followed, in that:

1. Enrollment will be determined by the needs of the students and their application referrals.
2. The program will be structured to accommodate students ranging in age from 10 to 16 years who are known to be educable, emotionally maladjusted and having learning disabilities.

3. The current referral system will continue with emphasis placed on students who are educable with emotional maladjustments and learning disabilities. All records will be carefully screened by the Area Education Specialist, with the exception here being that the applications were not screened by the Area Education Specialist. This would have taken a great deal more time in giving approval and/ or recommendations on the students' applications.
4. The packet of materials to be submitted was followed. However, all pieces of the referral packet were not always on hand when acceptance was made. Transcripts were a big problem.
5. The interview and evaluation was followed when possible. An area that little or no thought was given to when the proposal was written (or was written by someone unfamiliar with the difficulty of placing youngsters in treatment facilities) was that of obtaining court orders, and jurisdiction questions on reservations, as well as funding.

In addition, although not in the original proposal an Admissions Committee was created as previously mentioned. This committee functioned adequately, although not without divergence of opinion, until pressure of the school board changed it from an admissions committee to an "advisory" or "reviewing" committee. It appeared that the board was under pressure from several directions to accept greater numbers of students applying:

141 applications received  
137 applications accepted, some with reservation and with  
lack of unanimity within admissions committee  
4 rejected

It was apparent all year that the Admissions Committee members had a divergence of opinion of the definition of special education and whether or not students should be accepted according to Title I criteria or previous BIA boarding school criteria or both. No new admissions criteria specific to this program were developed. This was an issue never completely answered to anyone's satisfaction but raised at almost every meeting of the Admissions Committee. Students were accepted on the basis of both kinds of criteria,

which seems consistent with the initial proposal, but which resulted in a student population with a great divergence in problems and a staff unequipped, unprepared for and untrained to respond to such divergence.

From this inquiry the following are proposals to remedy the problems discovered in the application of the admission procedures as understood from the original proposal:

1. The role of the school must be definitely determined with the "type" of students to be accepted specifically spelled out and criteria established. The focus of the program should be limited to a specific category of "learning disability."
2. The Admissions Committee should be reinstated and allowed to determine the appropriateness of each referral according to pre-established criteria.
3. The Admissions Committee should be restructured to include a teacher and a dorm employee. The Education Program Administrator should not serve as a member of the Admissions Committee so that pressure from school board and other areas could not be brought against him.
4. The admissions procedure should be speeded up by sending a duplicate packet to home agency and school at the same time, or eliminate the necessity of home agency certification if possible.
5. Training should be provided all staff members in the area chosen for the program to respond to.

#### Conclusions

The number of students being referred to boarding schools, particularly, off-reservation boarding schools, on the basis of social criteria far exceeds those referred on the basis of academic criteria. We may rightfully

ask whether there should be off-reservation boarding schools at all, for educational purposes as all are oriented toward today. Given that in many agencies the social-criteria population reaches 100 percent, can the general education purpose and orientation be defended at all? Only a minimal percentage of all applications are for educational (academic) reasons. New housing on reservations, new schools in many areas, good bus routes with adequate snow removal equipment, and other factors tell us that off-reservation boarding schools are not needed for general educational purposes today. If they continue to operate at all, it should be to meet the emotional, social, and personal needs of those students who cannot function in their own communities and own schools. It seems evident that programs must be modified to be semi-therapeutic centers. Present staff and program patterns appear to aggravate the problems students initially bring to campus with them.

The need for an off-reservation facility to respond to the physical and intellectual handicaps which were included in the original proposal for Pierre seems not nearly so great as for a treatment facility for emotionally disturbed youngsters. Children with physical or intellectual handicaps do not behave in such a way as to raise a major issue in the community. This is not to say that the need for services of a special education nature does not exist. It does. There are youngsters in every community on every reservation who will never be referred off reservation, yet who need special education owing to their physical and intellectual handicaps.

The statistics attached provide a superficial glance at the 86 children enrolled at the Pierre Indian School at the close of the 1972-73 school term. This information, although gathered from not always accurate social histories

submitted by the home agencies and a questionnaire completed by each student, is the only information available. The information indicates that the children in attendance during the past year were:

1. students from broken homes
2. students from families on some type of assistance, either Public welfare or BIA General Assistance
3. students who were in formal contact with police and courts
4. students who had failed in their previous attempt at school, either public or BIA
5. students who had been expelled from other schools, public or private.

Perhaps this concrete information is not sufficient to provide the basis of still another "new direction" for the facility. However, it is felt that there is a real need. The students enrolled during the past school term were students who had such personal, social, and emotional problems that they could not function in their life situations. They needed a facility to provide them with therapy, e.g., intensive counseling, behavior modification, psychotherapy. This facility was not available to them in their home areas, and because of community concern, aroused by each student's behavior, community people, whether through the tribal or state courts, social workers, parents, or whoever, sought a program for the purpose of assisting each student to modify his behavior so that he or she might return and be able to function in his home community.

#### ADDENDUM CONCERNING NEED.

The purpose and function of all treatment facilities should be to modify behavior considered unacceptable by the student's community, toward the objective of enabling him to return and function acceptably. This would seem to be the type of program necessary in the Aberdeen Area. The lack of treatment facilities on Reservations in South Dakota should be well known. The difficulty in referring an Indian child from a Reservation, where questions of jurisdiction are always a problem, to a treatment facility should also be well known. The cost per child is roughly from \$18.50 per day at Sky Ranch and McCrossen's to \$26.00 per day at Lutheran Social Services facilities. In itself this information should provide some indication of the need for a treatment facility for Indian children. This cost includes only basic maintenance with limited therapy. Major medical, school tuition, "extra" therapy, and other miscellaneous expenses are not included in the above figures and cannot be quoted specifically because each child referred requires individual "extras".

Exhibit V (attached) presents statistics showing the number of Indian children at the State Training School, in treatment at Lutheran Social Services facilities the past two years, and those rejected as well as on a current waiting list. These data provide strong support for the need for a treatment facility for Indian children. It must be remembered that Indian children are also being cared for at Sky Ranch, McCrossen Boys Ranch, South Dakota Children's Society, Abbott House, Methodist Children's Home, Problems in Living Center, Rosebud Attention

Center, the Rapid City Attention Center, Pennington County Detention Center, Minnehaha County Detention Center, and numerous other facilities in South Dakota alone. Many more are enrolled in facilities in Nebraska, North Dakota, Minnesota, and Montana.

In addition, there are numerous children who, because of existing conditions on Reservations "need" but receive no services whatsoever.

Enrollment continues to decline in off-Reservation boarding schools in the Aberdeen Area, and it is clear that the Pierre School facility is not needed for general education purposes. A well-defined and adequately staffed and equipped program for Indian children with social and emotional learning handicaps is clearly needed, and the Pierre school plant lends itself very well to that purpose. The 1972-73 experience should be used as a basis on which to systematically design and implement such a program.

## CURRICULUM

### Introduction

The Pierre Indian School's major function for the 1972-73 school year was to serve as a special education school for the Aberdeen Area. The purpose of this section of the report is to provide an evaluative statement about the curriculum of the Pierre Indian School during the 1972-73 school year.

Curriculum, in this report, refers to the learning experiences specifically designed and implemented in the school's academic program.

Special education, as the term is used in the school program, refers to education for "students who are known to be educable, emotionally maladjusted, and have learning disabilities," according to the letter of invitation (10/26/72) from the Pierre Education Program Administrator to all BIA schools in the Aberdeen Area.

These and other terms are used to describe potential students. However, more specific definitions are not in evidence in the numerous documents and interviews through which data was gathered for this report, for such terms as:

- special education
- comprehensive educational programs
- handicapped
- learning disabilities

Emotional maladjustment seems to refer to unacceptable behavior in general, i.e.:

Children ages 10 (as of December 1) through 16 whose behavior is unacceptable (i.e. activities over which their parents have no control) to their parents, guardians or to the community in which they reside... (Vance, 10/26/72).

(see Appendix H)

## The Problem

The problem was to discern what the curriculum was, how it was selected, and how it was implemented.

## Approach

### 1. Data sources and data-gathering techniques

Information was obtained from a variety of documents, among them the Title I evaluation report (2/73), the Area Program Plan, other evaluation reports, and the Title I program. Information was also gathered through interviews with the Teacher Supervisor and several teachers.

### 2. Data presentation

The following components are considered with respect to curriculum:

1. adequacy of needs assessment
2. adequacy of program planning
3. adequacy of program implementation
4. student progress evaluation
5. outcome evaluation of student achievement in terms of curriculum objectives.

## Findings

### 1. Adequacy of needs assessment

Prerequisites to conducting a needs assessment for a population of school students are some clear statements of definition, e.g. what behavioral components comprise the "normal productive lives" the school wishes to provide its students the means to attain? What kinds of behavior signify attitude changes toward the positive and away from maladjustment? Such clear statements are not in evidence in the data surveyed.

Further confusion is perpetrated in written documents as to what specific needs the school intended to serve. This is a necessary piece of information for deciding what needs assessment measures to employ. The School Program Plan says that the school will focus on "social-emotional maladjustment" problems, yet it also discusses (only generally) curriculum which would provide assistance for physical-perceptual-motor handicaps.

While the letter of invitation sent out by the Education Program Administrator indicates a decision in favor of focusing on social-emotional problems, still the school Program Plan suggests "emphasis on language development, speech therapy and auditory training...special visual-motor training...motor activities and perceptual competence training." Consistent definition of the focus of the school's academic offerings is lacking in the plan.

In preparing to conduct a needs assessment, one would expect to find goal (or outcome) statements of a realistic and useful nature--statements from which would be derived instructional level objectives. These objectives would then provide the substance for needs assessment measures, i.e., what specific kinds of instruction do the students need in order to achieve the general goals? The only two goals which relate to the instructional program are:

1. The number of students who drop out of school will decrease and the number of students who stay in school will increase.
2. The Pierre School shall provide a comprehensive educational program for each child in attendance.

Aside from indicating a desire to have the students present in the school, neither "goal" discusses student learning outcomes sought as a result of instruction. Setting aside any merit or lack of it exhibited in these statements, it is sufficient to point out that no set of

instructional level objectives consistent with long range goals was ever developed. This would, of course, make it difficult to locate or design appropriate needs assessment measures which were needed to prescribe the promised individualized program for each child. The diagnostic data was never obtained.

This was, in part, attributed to the fact that a position for a diagnostician, in the person of a psychologist, was never filled. Since this position was not filled, the obvious and serious concerns one might have about this person's expertise in curriculum design had no need to be voiced.

Concluding this section, no needs assessment for curriculum decision-making was conducted. The following sections relate briefly the results of this first critical omission.

## 2. Adequacy of program planning

Program planning requires that the appropriate personnel sit down and work out a scope and sequence of learning experiences for the students, in the case of the Pierre School's promise, a highly individualized prescribed program for each child based on needs assessment data and consistent with both long range goals and the instructional objectives thought most effective for achievement of those goals.

Curriculum meetings of the appropriate kind for developing special education instruction were not conducted. The content of meetings most nearly relevant to curriculum were focused on a variety of class schedule modifications.

None of the following necessary components in program planning occurred:

- a. making decisions about learning experiences consistent with problems identified in a needs assessment
- b. making plans for facilitating these decisions in terms of the most appropriate materials, teaching behaviors, etc.
- c. designing evaluation devices to discern the effectiveness of the instruction implemented
- d. planning for alternative learning experiences (in terms of teacher behavior, materials, etc.) in the event of negative evaluation results during the course of program implementation.

In short, program planning to meet special education needs of the Pierre students was not adequate.

### 3. Adequacy of program implementation

The main question here should be "Was the program implemented as intended subsequent to needs assessment and program planning?"

The curriculum became, by default, what each teacher made it in his own way, using purchased materials clearly drawn from the compensatory education spectrum. Affective and academic objectives should have worked hand-in-glove across the student's experiences, in light of the student's special problems. The student, instead, frequently faced inconsistent treatment in response to both his social and academic behavior.

There was, indeed, a school Program Plan, though prepared without benefit of needs assessment data and without reference to instructional objectives for the special education of Pierre students. The plan lacked a system of objectives describing desired student outcomes, and also lacked mention of specific teacher behavior which would most effectively bring about such outcomes. It also lacked the needed provision for in-progress evaluation measures. In addition to these problems, the plan set forth elaborate and costly "suggestions" ranging from ideas appropriate for tots in need of perceptual-motor therapy to ideas perhaps useful for thinking about an experimental farm-ranch-rodeo operation. Possible outcomes from implementing these "suggestions" were not stated in measurable terms. As a plan proposed in lieu of a system of instructional objectives which could be considered tenable in light of special education needs, the school budget, and staff resources, it is not difficult to understand why this "program plan" was not implemented.

Rather, the Pierre program became essentially a compensatory education program, using purchased materials without discernable appropriate adaptation for individual students.

#### 4. Student progress evaluation and outcome evaluation

Student progress evaluation should answer the question of whether the instructional design (teaching behavior, materials, objectives) as implemented is producing the desired effects in terms of student behavior.

Outcome evaluation, then, questions the total worth of the program, and the answers should be useful in decision-making about continuing the program for another school year!

While the purchased educational materials contained evaluation devices relevant to the material's objectives, it is impossible to discuss results in terms consistent with the students' special education needs and with the objectives and experiences designed to meet those needs.

For the same obvious reasons it is untenable to attempt to make statements about outcome evaluation in terms of student progress toward achieving either instructional level objectives or long-range goals.

#### Recommendations

1. Define terms, e.g. "special education," etc.
2. Provide staff resources, time, and other elements needed to produce a consistent overall plan, from long-range goals to instructional objectives and teacher-guided experiences to help students achieve those goals.
3. Provide for planning and implementing both in-progress and outcome evaluation measures consistent with instructional objectives for special education students
4. Provide the kind of staffing needed to produce and implement a feasible special education curriculum
5. Coordinate efforts across the school-community, so mutual support is given to commonly-held goals and to the experiences which are determined to be most useful in helping students achieve those goals.
6. Attempt to be analytical and objective in the event of negative in-progress or outcome evaluation. Some details may need revision, but it is not always necessary to throw the baby out with the bath.

## OUT-OF-CLASS ACTIVITIES

The section on out-of-class activities was not received and is therefore not included in this report. The student member of the team left the Pierre campus for the remainder of the summer.

## PSYCHOLOGICAL AND SOCIAL SERVICES

### Introduction

This section of the evaluation report is concerned with psychological and social services as proposed and as provided in the 1972-73 Pierre Indian School special education program.

The proposal set up a plan for a school psychologist to evaluate and prescribe learning programs for children. He was to have four (GS-9) counselors working under his direction.

The school social worker and social work assistant (GS-5) were to work under the direction of the school superintendent to provide social services for students having social problems and to maintain contact with the home and home agencies and serve on the admissions committee and educational planning committee.

### Findings

It appears that the needs assessment for psychological and social services did not take into consideration the needs of the kinds of students which were to be accepted in the school. The responsibilities of the four GS-9 counselors are not spelled out in the plan. It would seem that the Social Services activity should have had the four positions for social workers to make it possible for Social Services to help the students adjust to the home living and school program and to provide a close working relationship with the students' homes and agencies. Each student should have been assigned a social worker who would follow his progress and help him with problems on a regular and consistent basis.

The program was not implemented as planned because of lack of funds. One school social worker was hired to provide Social Services and maintain contact with the home agency. A counselor served on the Title I program to assist in providing social services. A position of coordinator/counselor for the Title I program was established. The individual in this position was considered to spend about half of his time in counseling students in problem situations in the dorms and in personal problems. The full time diagnostic psychologist was never hired. A contract psychologist was hired on a part time basis to counsel with students and with staff.

The hasty establishment of the new program and a reduction of available funds hampered the progress of the program. The psychological services part of the program was never actually implemented and the social and counseling services were limited by lack of staff to such an extent that the staff was overworked and were not able to provide the services which should have been available.

The data for this report was obtained from interviews with key staff members and from reports and documents available from the Pierre Indian School.

The school social worker and counselors provided social services which showed a deep concern and sincere interest in helping the students solve the problems they were having. The social worker and full time counselor understood and felt they were not welcome to work with students in the dorms. The few times they were in the dorms they felt no provision was made for privacy when talking with a student. They discovered that referrals were to be made by dormitory staff on the pink referral form but these pink forms were not made available.

Evidence from home living and social services indicates that there was a lack of communication between social services and counseling services and the home living director.

The home living director expressed strong feelings about the attitude of social services staff and counselors picking at and condemning dormitory staff for the way they handled problems with the students. In exploring these feelings it was apparent that on the part of the home living director there was a strong resentment of the higher GS ratings of the professional staff at the school, including teachers, social workers and counselors. The home living director felt that the counselors and social workers should work the same shift the dorm staff worked so they would be available to work with the students when they were out of the school setting where most of the problems developed. The home living director was asked if he had ever discussed this scheduling problem with the counselors and social services staff and he responded that he was not their supervisor. He was asked if he had ever asked the social worker or counselors to help with difficult problems his staff were having with students and he responded that since he had been at the Pierre school the social worker and counselors had refused to come to the dorms after 5 p.m. He said they had never had staffing for students with problems and the only time there were any discussions regarding students was at staff meetings on a limited casual basis.

The contract psychologist spent five days on campus during the 1972-72 school year. Most of his time was spent working with staff. He thought the new program at the school got off to a bad start because the program was set up too hastily without a clear understanding of the details outlined for carrying out the program. He saw the failure of behavior modification project as resulting from rewards being too delayed. He recognized the

conflicts between the dorm and the school but felt things had worked out better than in past years and that the teaching staff had been upgraded.

The role of the school board was not clearly defined and it appeared that the school board was developing and implementing policy instead of the administration implementing policy established by the school board.

Chart I shows the estimated contacts with students by the social worker and counselors. It appears that contacts with some of the students are estimated too high but it does indicate that social services as provided by the social worker and counselors had too small a staff to provide the services that were needed.

#### Conclusions

Findings indicate that the needs of the students were not fully considered in setting up the new program and the plans for the social worker and counseling staff to provide the social services with limited staff were not realistic. There is clear evidence that the implemented program was segmented and that each activity tended to function without communication and cooperation from the other activities. This was particularly true of the function of the dorms and social services. The mobility of the administration to hire the psychologist as the key person in providing diagnostic prescriptions made it almost impossible to carry out the program. The lack of administrative leadership contributed to confusion regarding policies and regulations. Neither the students nor staff were aware of exactly what was expected of them.

Progress was made with the program as the year progressed which was evidenced by the development of a disciplinary guide for students, but this broke down because of lack of leadership. The home living director thinks

the area office failed to approve the guide and the social worker and others think it was not implemented because the home living director would not accept it.

#### Recommendations

A diagnostic psychologist should have been hired to strengthen and give direction to the academic program. Social services staff should be increased to include four additional social workers so each student can have a social worker to follow his progress and help him with the problems he encounters. Each activity or segment of the school program should function with a focus of helping the child in the best possible way. There should be a plan for assisting students who are experiencing difficulty such that all activities contribute cooperatively to the progress of the student as no one activity is set up or equipped to provide the total school and living experience of each child.

In spite of the situation the majority of the students made progress at the school. Four students were transferred from the Pierre Indian School back to their regular schools. A number of students who had never been able to stay in any previous school for a year remained the full year at Pierre Indian School.

## HOME LIVING

### Introductory Section (Paul R. Streiff)

The importance attached to the program plan covering the time when Pierre students are not attending formally scheduled classes cannot be overemphasized. Since the students reside at the school and their out-of-class time constitutes at least eighty percent of their total day it follows that this is also the time that provides the greatest number of opportunities for problems to arise. It is those same periods of time, and the circumstances of family and community, which provided opportunity for the student to develop the patterns of socially and emotionally disturbed behavior which account for the request for his admission to Pierre Boarding School.

The 1972-73 Pierre program attached great importance to the role to be played by the home living component in attempting to bring about modification of that behavior, but like the program as a whole time to effectively prepare for that responsibility was extremely short.

The Pierre Indian School Board agreed to contract for operation of the dormitory program when the school year had actually already begun for all intents and purposes. The problems of staffing alone were monumental, with little available selection of even minimally-qualified applicants. Time for essential training was likewise in short supply. A significant factor in attracting and holding qualified applicants was and continues to be a lack of staff housing on campus, so necessary where supervision must be on a twenty-four hour basis.

In spite of these handicaps and others (especially lack of an approved and acceptable approach to matters of social control and discipline) there were reported modifications of behavior reflecting a decrease in undesirable behavior. (See Appendix )

Discussions with Pierre staff reflected a number of points which may be cited here in a critique of the home living component.

1. The physical accommodations in the dormitories were adequate and comfortable, and food was ample, nutritious, and well-prepared.
2. The student-staff ratio was very favorable.
3. The staff seemed to work well together.
4. Some staff members related well to the students.
5. The staff was quite candid in its self-evaluations, and in general was concerned that program improvements be made for benefit of the students.
6. A general need to involve the students in caring for their quarters was noted and for developing pride in their surroundings.
7. Several references were made to the need for stricter control of dispensing and recording medications.
8. A need for closer cooperation and communication between the dorm staff and the school staff was cited (a two-way street).
9. Need was expressed for a manual of operating policies and regulations for students and staff.
10. A need for a well-designed program of therapy and constructive activities during out-of-class time was emphasized.

11. Need for regulating the visitation activities of students, both on and off campus, was of genuine concern. Who may visit on campus? With whom may a student leave the campus (to better assure his return and encourage his appropriate behavior while off campus)?

An Evaluation Project of the Home Living Area.

Pierre Indian School  
Star Route 3  
Pierre, South Dakota

The program at the Pierre Indian School was organized to provide activities for the handicapped or the severely maladjusted child.

The students could be categorized as children and adolescents who are:

1. academically retarded
2. from broken homes
3. from homes where drinking is a major problem
4. habitual with moderate to severe gas, glue and paint sniffing problems
5. enrolled in B.I.A. school by court order
6. enrolled and have been in jail one/more times
7. referrals from some agency for Psychiatric services
8. inclined to self-inflict bodily wounds and/or take overdoses or medication
9. severely maladjusted behavioral problems

The fundamental purpose of the special education program at the Pierre Indian School is the same as that for a regular school. It is to offer the optimal development of the individual as a skillful, free, and purposeful person, able to plan and manage his own life and to reach his highest potential as an individual and as a member of society.

The goals for special education at Pierre Indian School are the basic for selection of content and learning experiences. These goals help focus the

years work and serve for evaluating progress. The major and overriding goals for special education programs and services are as follows:

The overall goal is to insure that each handicapped child enrolled has the opportunity to develop into a self sufficient and a contributing member of his community. Each child must also be given the opportunity to develop his personal, social, vocational, and academic skills to the fullest extent of his capabilities.

- Goal # 1 - To decrease the number of handicapped students who drop out of school, and increase the number of students who will be able to lead normal, productive lives as a result of special education services.
- Goal # 2 - To provide each child at Pierre Indian School with comprehensive educational programs and services appropriate to his needs.
- Goal # 3 - To establish an organizational structure for delivery of special education programs and services.
- Goal # 4 - To promote the understanding and acceptance of handicapped persons with the educational profession and the general public.
- Goal # 5 - To develop an information system in order that the parents will know what resources are available for the handicapped and how to obtain them.

Goal # 6 - To develop a program evaluation system for all phases of operation.

Goal # 7 - To develop a personnel in-service training programs for special education disciplines.

The general objectives to accomplish the above goals of the program are as follows:

Objective # 1 - Self realization of study by:

- (a) formulating socially acceptable attitudes
- (b) developing abilities to potential
- (c) a climate which establishes personal security
- (d) teaching successes that are necessary for a successful life style

Objective # 2 - Develop within the students the patterns of good human relationships through growth in:

- (a) physical endowments
- (b) emotional stability
- (c) social protocol
- (d) moral strength
- (e) values of character

Objective # 3 - Develop the need to assume responsibility to better their:

- (a) home life
- (b) school life

- (c) community life
- (d) tribal government
- (e) county, state, and federal services

Objective # 4 - Develop attitudes that value work toward self realization and the fulfillment of life needs:

- (a) through experiences
- (b) by accomplishments
- (c) by rewards from labor
- (d) by cultivating nature's processes
- (e) by selective physical science
- (f) by cooperative efforts in project development, completion and sharing remunerations

Objective # 5 - Develop in students a wholesome attitude toward leisure time activities by:

- (a) recognizing family life cooperative activities
  - (1) the needs of each member and the responsibility to each member
- (b) developing behavior patterns that are cooperative towards home and community
- (c) developing patterns that foster reading for pleasure and self improvement
- (d) introducing self initiated private and public activities for entertainment

Objective # 6 - To develop accountability:

- (a) through evaluation of administration
- (b) by evaluation of staff responsibility
- (c) by student progress reports showing areas of maturation or limitation

Since the Pierre Indian School is also a boarding school of all of the above goals and objectives assume an imperative role during the unstructured hours of dormitory and staff of the dormitory must assume the responsibility of carrying out those goals and objectives during those unstructured hours.

#### ENROLLMENT CRITERIA

Children and adolescents ages 10 through 16 whose behavior is unacceptable to their parents, guardians, or the community in which they reside and for whom there are no more appropriate existing resources to meet their needs.

The administration and staff at the dormitory were contacted and asked to fill out a questionnaire concerning the dormitory. In general they felt that the students were helped but listed the following as needs for improving the program during the 1972-1973 year. They felt that with improvement in these areas their ability to help the students more and in a better manner would increase.

1. The need for a discipline policy and to see that it is carried out.
2. The need for a school psychologist.

3. Upgrading the staff by:
  - a. hiring qualified employees
  - b. pre-service training
  - c. in-service training
4. The need for counselors in the dormitories after school hours
5. Counselors to provide in-service training in techniques of:
  - a. behavior modification
  - b. individual and group counseling
  - c. etc.
6. The staff should become more involved with the students.  
Reasons they weren't:
  - a. working for pay checks
  - b. lazy
7. The need for more male instructional aides.
8. The need for consistency and objectivity in the treatment of employees and students.
9. More cooperation between the dormitory and the school
10. Better communications
11. More on the spot counseling done by Instructional Aides
12. More structured and planned activities equipment and areas
  - a. physical
  - b. arts and crafts
  - c. intra-murals
  - d. etc.
13. A need for background information on the students upon entering the school.

14. The need for group therapy and individual counseling
15. A ratio of one staff member to ten students during the unstructured hours.
16. Cleaner and brighter living areas

In discussions with Indian groups and individual Indian parents and Tribes on the closing of Pierre Indian School.

1. They felt the B.I.A. was going to carry out a special education program to give special assistance to our Indian students with learning disabilities;
2. They felt that the Area Director would make all efforts to provide special educational services be made at the Pierre Indian School.
3. A great concern was expressed for full approval and support up grade the school.
4. A lot of concern was during the course of one year. They can see a lot of improvement in the students that went to Pierre Indian School.
5. There will always be a high per capita cost figure for the special student if they are not helped now. It would be a higher cost to someone later. The general public and Federal services.
6. Serious concern is: Decrease the number of handicapped students who drop out of school and increase the number of students who will be able to lead a normal productive lives as a result of special educational services.

7. One of the first changes in off-reservation schools during the years of 1883 thru 1972, when Pierre Indian School and Aberdeen Area came up with new special education program, the big concern. Why close now? Or is it because the B.I.A. would not want to help the special students.
8. They are in process of closing the Pierre Indian School which is not good for our students and to provide special services at Pierre Indian School.
9. What is the enrollment criteria? It was told to them any children ages 10 thru 16, whose behavior is unacceptable to their parents, guardians as the community in which they reside and for whom there are no appropriate existing resources to meet their needs. Pierre was the only answer for those children.
10. They felt that one year program at Pierre Indian School was ~~not justification for evaluation of such a program of special education services.~~
11. All the discussions with concerned individuals and tribes, parents throughout South Dakota and the neighboring states protest the closing of the Pierre Indian School because of shortage of special education centers all over. There is a need.

## INTERNAL EVALUATION

### Introduction

Internal evaluation is the process of measuring the progress, non-progress or retardation of the program as designed. The evaluation should reflect the methods used, the location, data and time; who was involved, the purpose for the measurement, and the results.

The policy statement for the Pierre Indian School stated that evaluation would be a continuing process at all levels of the school's processes. This is a general statement that gives leeway to design the instruments or purchase instruments as needed.

### Approach

Administration, teachers, students, and other personnel were interviewed with reference to specific areas for data pertaining to internal evaluations. The original program, Title I proposal, Title I final report, school board meeting reports and other materials were used as references.

### Findings

The internal evaluation research fails to show a systematized approach for the Pierre Indian School.

The Title I academic and resident living behavior modification programs show an ongoing daily and weekly evaluation as displayed by charts in both programs as designed for Title I. They are pre and post test data for the above-named program as revealed by the California Tests of Basic Skills in Reading, Language, and Mathematics.

There was an ongoing evaluation of personnel in each separate department by the department administrators.

There was a questionnaire by the social services at the end of school designed to determine students' likes and dislikes about the school, the number of different schools the students had attended and their encounters with the law.

Several changes in academic programming indicate attempts at individualizing the curriculum for students.

There were no indications that the original program as designed for a planning committee (the administrator, teachers, diagnostician, social services, and medical personnel) was operationalized into a plan of action.

There are no indications that individualized academic programs were planned for the different students in programs other than in reading in the Title I EDL programs.

There are no indications that the administration initiated any coordinated program for internal evaluation. There are no indications of student involvement in planning academic programs other than shop.

The Title I reading program and the resident living behavior modification program maintained daily logs and progress charts on all students. One teacher had been terminated and other personnel have been counseled with reference to performance and certification.

#### Summary

The initial program as planned for the Pierre Indian School was not implemented as designed. The main thrust was the implementation of the Title I program. All evaluations with the exception of the personnel and the social services questionnaire were based on the Title I program. Data showed that the personnel and students preferred to work in the self-contained classroom rather than in the departmentalized program. Teachers report that school work of the students was enhanced and progress improved

in all academic areas.

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Editor's note: summary statements of the resident living behavior modification evaluation, the social services questionnaire, and Title I testing data are planned for inclusion in the appendices

see Appendix I

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#### Recommendations

1. That a diagnostic team be formed from the social services, resident living personnel, academic personnel (including a diagnostician), school nurse, and administrator to offer a planned program for each student.
2. That a planned program of evaluation be initiated in all departments that can be used by the diagnostic team. Plan and see that all personnel are thoroughly trained in its purpose and use.
3. That planned weekly meetings (or as needed) for student evaluation be initiated, to discuss students' growth rates (all students, not just problems that students exhibit).
4. Initiate a communication system that will keep all personnel informed of the uses of the evaluation program as well as of other measurement tools that can be used.
5. Initiate a staff training program that will promote understanding as well as skill in evaluation.

## SCHOOL AND COMMUNITY RELATIONS

### Introduction

School and community relations involves school-community interaction, based on mutual understanding of the purpose of the school, its objectives and the clientele it serves.

The Pierre Indian School's community has a broad scope, as the clients come from the Aberdeen Area which includes North and South Dakota and Nebraska as well as those who have moved from the reservation to the distant cities.

An assessment was made in 1971 (unpublished) soliciting the assistance of the BIA state and county employees in social services, educational, and medical personnel to identify children ages five through twenty-one who had handicapped conditions.

Another survey was made in 1973 canvassing tribal council members and tribal judges as to the need for special services for exceptional children, such as the Pierre Indian School and career education.

### Statement of the problem

There is a lack of understanding by the tribal personnel as to the purpose of the Pierre Indian School program.

School personnel have not promoted a program of communication with the different reservations to offer a clear understanding of the Pierre Indian School's intended program and purpose.

### Approach

The information was gathered by the questionnaire and personal interview with tribal council members and tribal judges.

## Findings

The questionnaire reveals that all (10) tribal judges are in favor of keeping the Pierre Indian School going for children who should be removed from their present environment to help correct antisocial behavior.

All tribal councilmen and women contacted (26) at this date favor keeping the Pierre Indian School open, but they stipulated that they wanted to have special education programs in their schools on their reservations.

Only two of the (36) tribal personnel interviewed stated that these needs were discussed in any meetings such as school board meetings, district meetings, or tribal council meetings. None had talked with school administrators about these desires.

All (36) tribal personnel indicated a need for career education (?) programs in their schools and most stated that this is needed now. One tribal judge stated, "We need both kinds."

## Summary

Tribal council members and tribal judges from nine reservations feel there is a need for special education in the Bureau-operated schools. Three from different reservations wanted to know if there was money for these programs now. All tribal personnel contacted saw a need and would like career education implemented in the school system.

## Recommendations

That Pierre Indian School consider a program designed on career education for students with antisocial behavior.

That school personnel develop a communication system with the reservations to inform tribal people about the major thrust of Pierre Indian School.

That a staff be selected who have the academic preparation and special interest to work with children who have problems.

## CONCLUSIONS

While a more detailed analysis could certainly be useful, certain conclusions concerning the 1972-73 special education program focus at Pierre Indian School are possible at this time.

- (1) There is general agreement between Area, school, school board, and others that the Pierre school facility is not needed for general education of Indian children in the Aberdeen Area. That is, there is more than enough space available in other Area schools.
- (2) Almost all students enrolled today in off-Reservation boarding schools are admitted under social criteria, reflecting learning handicaps in large numbers. Boarding school programs and staffing in general have not adapted to these special needs. Many of the more serious of these handicaps require extraordinary treatment facilities and services (with emphasis on social-psychological as well as special education programs) which Pierre school proposed to provide.
- (3) The 1972-73 program was considered by most of the people involved (e.g. staff, school board, Area administrators, BIA Title I administrators) to have been less than successful in terms of its formal, overall design, yet there were several reported student successes. (A number of students remained for the entire school year for the first time in their recent school histories.)

- (4) While a complex of factors may be cited which contributed to the many difficulties encountered, adequate lead time and resources for essential planning were not available. (The adoption of the "special education" focus was not accomplished until mid-July.)
- (5) The program plan which was approved did not contain a clear statement of the specific learning handicaps which would be addressed, nor did it contain a statement of philosophy and broad program goals specific to a "special education program for Indian children".
- (6) Lacking adequate definitions and specification of goals in terms of student behavioral outcomes, the curriculum became that of the Title I program: a compensatory education program.
- (7) The students enrolled in the Pierre 1972-73 program were almost all referred and admitted under criteria specifying anti-social and disruptive behavior unacceptable to their communities and families. An attempt to establish a behavior modification methodology as the treatment basis encountered difficulty in:
- a) gaining the cooperation of home agencies and courts in abiding by the admission agreement, thereby undercutting its credibility in the eyes of the student.
  - b) gaining the assistance of local public courts.

- c) establishing an approved set of discipline policies and corrective measures necessary to that methodology in the face of BIA manualized statements on social control and discipline. (see appendix \_\_\_\_\_, 62 IAM 9.3 and 9.4)
- (8) The administrative structure for the Pierre school was cumbersome and confusing, and responsibility for operational decision-making was unclear. This factor combined with lack of an operationally defined special education program resulted in the school staff apparently making independent decisions.
- (9) An early emphasis was placed on the critical need to bring together professional competencies essential to staffing a "special education program." This was not accomplished, nor did efforts to retrain the existing staff meet with significant success. Inability to employ a psychologist was seen as a major gap in staffing. Without adequate program definition and appropriate staffing the program was a "special education" program in name only.
- (10) Lack of a limited, operational definition of "learning handicap" within the context of the projected program resulted in a confusion as to criteria for admission of students. Neither the admissions committee nor the Agencies and referring schools could be certain of their grounds for recommending that a child be admitted or rejected.

- (11) The per-pupil cost for the Pierre 1972-73 program was, as reported, the highest of all BIA operated schools. Gearing up for a highly specialized program involving intensive treatment might well require extraordinary expense, but again the lack of program definition disallows this line of argument.
- (12) The Aberdeen Area Office of the BIA reached a defensible decision to close the Pierre school in May of 1972, a decision supported by extensive data. The subsequent rescinding of that decision and the plan to operate the Pierre School on a "limited basis" for school year 1973-74 may now provide the opportunity to fill the planning gaps if it should be decided to pursue further the important matter of a program for the socially-emotionally handicapped.

## RECOMMENDATIONS

1. Serious effort should be made by the Aberdeen Area Office of the Bureau of Indian Affairs to design and install a program to meet the needs of children with severe social-emotional learning handicaps.
2. In view of the nature of those handicaps the possibility of multiple funding (e.g. Social Services; Education Programs; Judicial, Prevention, and Enforcement) should be given serious consideration.
3. The effort and experience of the 1972-73 program should be used to advantage in any systematic planning and task analysis.
4. First priority must be given to clarification of the administrative structure of such a program. Staff and line relationships must be explicit, and responsibilities for development of program design and specifications must be made. Factors which have splintered the line of authority must be corrected.
5. Sufficient lead time and appropriate consultant assistance must be made available. Mid-1973 is none too soon to begin designing a program for 1974-75. The 1973-74 school year has already begun, thus it would be difficult to respond to these recommendations for the current term. The alternative of shutting down the school for this year to provide needed planning time has already been precluded.
6. Careful definition of the learning handicaps to be addressed must be agreed-upon and form the basis for a sound program rationale as well as clarification of admissions criteria.

7. Every effort must be made by all concerned parties (e.g. Aberdeen Area Office, home agencies, school board) to approve policies aimed at correcting the following detrimental practices encountered during 1972-73, i.e.:
- a. failure of home agencies and courts to abide by the admission agreement, thereby undercutting its credibility in the eyes of the students
  - b. failure of the local courts to perform their duties to the fullest when alleged infractions concern students of the Pierre Indian School (i.e. refusal of court to provide for due process of law via legal assistance)
  - c. failure to establish and support an approved set of policies and corrective measures necessary to the implementation of a behavior modification program, though it may appear to conflict with BIA manual statements on social control and discipline. ( see Appendix J)
8. Needed staff must be identified and staff qualifications and competencies must be specified by the program designer(s). If it is not possible to select necessary staff there is no point in considering new program directions under BIA administration.
9. If the necessary restructuring of staff cannot be accomplished under BIA administration it is recommended that the entire program and school facility be contracted to a qualified and legally responsible Indian organization.

10. While the other boarding schools in the Aberdeen Area have ample space to accommodate this year's Pierre enrollment attempts to design appropriate treatment programs in each of them for the socially-emotionally disturbed rather than at Pierre would multiply each problem several times. This alternative is not recommended unless the entire future role of boarding schools should be studied in depth and necessary program and staffing modifications made accordingly. There is considerable evidence that those schools are not able to respond to the more serious social-emotional learning handicaps at the present time.

11. The above-mentioned study is a legitimate evaluation activity. Evaluation at Pierre Indian School involving the Area Office, the School Board, and the School staff should be a continuing activity.

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 TYPES OF SCHOOLS
 

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2. Eligibility for Admission. Children otherwise eligible who meet one or more of the criteria listed below may be admitted to Federal boarding schools:

A. Education Criteria.

- (1) Those for whom a public or Federal day school is not available. Walking distance to school or bus transportation is defined as one mile for elementary children and 1-1/2 miles for high school.
- (2) Those who need special vocational or preparatory courses, not available to them locally, to fit them for gainful employment. Eligibility under this criterion is limited to students of high school grades 9 through 12 *and post-high school grades 13 & 14.*
- (3) Those retarded scholastically three or more years or those having pronounced bilingual difficulties, for whom no provision is made in available schools.

*(4) See 415 ... 62-1 3-3-58*

B. Social Criteria.

- (1) Those who are rejected or neglected for whom no suitable plan can be made.
- (2) Those who belong to large families with no suitable home and whose separation from each other is undesirable.
- (3) Those whose behavior problems are too difficult for solution by their families or through existing community facilities and who can benefit from the controlled environment of a boarding school without harming other children.
- (4) Those whose health or proper care is jeopardized by illness of other members of the household.

3. Admission Procedures. Form 5-192 (Revised 1961), Application for Admission to Boarding School, will be used throughout the

Release 62-17, 11-2-64

re: Future use of  
Pierre Boarding School

— APPENDIX B —

Education

Honorable James Abourezk  
House of Representatives  
Washington, D. C. 20515

Dear Mr. Abourezk:

This is in response to your letter of August 12, 1971, concerning the possibility of using the Pierre Indian School as a vocational school to serve both Indian and non-Indian students in the Pierre Area as suggested in a letter you received from Ruth Olson.

Although some planning had taken place in 1959 to have the Pierre Boarding School students integrated with the students in the Pierre Public Schools, the plan was not implemented when it was learned that the Pierre Public Schools would need \$421,300 to expand their facilities to provide space for the enrollment of approximately 150 students. A contributing factor also was the uncertainty of the number of students that would make application for enrollment at the Pierre Boarding School during the next few years.

Enrollment at the Pierre Boarding School has decreased each year since 1965 when it was approximately 300. During the last school term, the enrollment was 135. We feel certain that this decrease is due largely to the better housing now available to the parents of the Indian students and some increase in employment opportunities made possible by Federal programs. The Boarding school enrollment at other locations in the Aberdeen Area has also decreased in a like manner.

Presently, the United Sioux Tribes of South Dakota are considering alternatives for the future use of this school. However, they have made it clear that as long as it is serving Indian children, they desire the school to retain its present role.

On July 27, 1971, Commissioner Bruce initiated Project ORBS, a study to determine the future utilization of off-reservation boarding schools. The Pierre Boarding School will be a part of this study.

APPENDIX B

2

This office will keep you informed of its conclusions and recommendations as it affects schools in this Area.

We thank you for your interest and concern for the education of Indian children. If I can be of any further assistance to you, please do not hesitate to contact me.

Sincerely,

(Sgd.) W. D. Babby

Area Director

cc:  
Superintendent, Pierre Agency

Education

MAY 2 1973

Memorandum

To: Bureau of Indian Affairs  
Attention: Director of Education Programs

From: Area Director, Aberdeen Area

Subject: Pierre Indian School

*Handwritten initials and date: J.H. 5/1/73*

Attached is a draft of a memorandum concerning the closing of the Pierre Boarding School. If you concur in this action, we plan to send this memorandum to all Superintendents and Tribal Chairmen in the Aberdeen Area. Please note that the memorandum includes plans for distribution of the savings that will be realized as a result of this action.

By this memorandum, we are also requesting authorization from your office to reprogram positions and funds to other locations in this Area where school enrollments have increased and program expansion is required.

(Sgd.) Alfred DeGray

DEPUTY Area Director

Attachment

Subject  
Chrono  
Education: PPSchmidt:bid:5/1/73.

R  
A  
F  
T

-APPENDIX C-

Memorandum

To: All Superintendents and Tribal Chairmen, Aberdeen Area  
From: Area Director, Aberdeen Area  
Subject: Pierre Indian School

This memorandum is to inform you that we propose to close the Pierre Indian School. The target date for discontinuing the school and dormitory programs is June 30, 1973. Reasons for this action are:

1. The sharp decline of student enrollment since the 1968-69 school year.
2. The high cost per student, which exceeds \$9,800 this year, per student, per school year, when considering all Bureau of Indian Affairs and ESEA Title I funding.
- ✓ 3. An anticipated decrease of Bureau education funds for fiscal year 1974.
- [ 4. Declining trends in student enrollment for all boarding schools in the Aberdeen Area.

A survey of the current boarding school enrollment indicates that space to house additional students is available at the following locations:

Cheyenne-Eagle Butte School	200 spaces
Oglala Community School	200 "
Rosebud Dormitories	50 "
Standing Rock Community School	20 "
Wahpeton School	150 "

It appears to us that none of the 84 students now enrolled at Pierre would be denied an opportunity to enroll in a Bureau-operated boarding school.

It is our plan to use some of the savings resulting from this action to upgrade and improve the capabilities of the remaining boarding schools in the Aberdeen Area. Other savings realized would be used to improve the school programs at those locations in this Area where Bureau high school programs have been initiated during the past three years. Personnel ceiling and adequate funding have not been available to provide fully accredited school programs at some of the new high schools.

In making this decision, it is realized that it will cause a hardship for some of the employees who will want to continue their employment with the Bureau of Indian Affairs. Be assured that this office will make every effort to work out satisfactory placements at other Bureau schools in this Area as well as in other areas. Those employees who do not wish to pursue employment elsewhere and who are not eligible for retirement will be entitled to those benefits provided employees affected by reduction in force.

We are grateful for services provided by the dedicated staff and board members who have contributed time, work and effort toward educating and guiding students at the school.

Area Director

cc:

Each School Board Member, Indian Board of Education for the Pierre Indian School, Inc.  
Area Director, Billings Area  
Area Director, Minneapolis Area  
Assistant to the Secretary for Indian Affairs, Washington, D. C.



# United States Department of the Interior

BUREAU OF INDIAN AFFAIRS  
WASHINGTON, D.C. 20242

IN REPLY REFER TO:

5/15/73

Memorandum

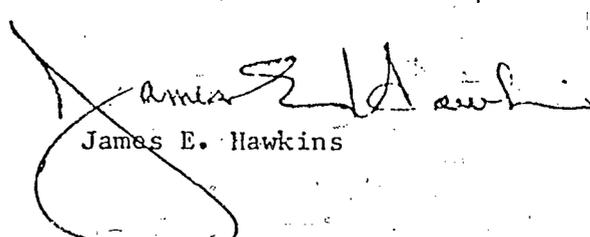
To: Aberdeen Area Director

From: Director of Education Programs

Subject: Pierre Indian School

The Office of the Assistant to the Secretary of the Interior for Indian Affairs and I concur on your decision to close the Pierre Indian School. It appears that we cannot justify continuation of the high per pupil expenditures at Pierre.

We will be very happy to work with you on reprogramming positions, employment ceilings and funds. We will need to have all pertinent data related to these factors so that we can obtain reprogramming clearances.

  
James E. Hawkins

RECEIVED

MAY 18 1973

DIVISION OF EDUCATION

*See P. 200  
Mend*

May 23, 1973

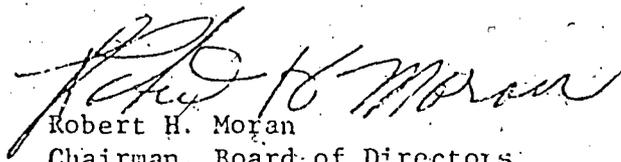
Mr. Wyman D. Babby  
Area Director  
Bureau of Indian Affairs  
Aberdeen Area Office  
820 South Main  
Aberdeen, South Dakota 57401

Dear Mr. Babby:

We are enclosing information which states our position regarding the Pierre Indian School. It is our sincere desire to work with your office in providing this service to Indian youth. We feel strongly that there are no other resources which are adequately prepared to deal with these students at this time.

Your diligent review of this material is expected. We propose a mutual re-evaluation of the program to be offered at Pierre and exploration of alternative funding resources. Your continued assistance toward this objective is earnestly solicited. If we may be of further assistance in answering questions please advise.

Sincerely,

  
Robert H. Moran  
Chairman, Board of Directors  
Indian Board of Education  
for the Pierre Indian School, Inc.

Enclosures

WHEREAS: The Indian Board of Education for the Pierre Indian School, Inc. adopted the proposal for a new education program at the Pierre Indian School on July 12, 1972, and

WHEREAS: The Board is vitally interested in the unique services for emotionally handicapped Indian youth provided by the program at Pierre Indian School, and

WHEREAS: The Board has recorded its strong desire and intent by previous resolution to be involved in decisions concerning the educational program at Pierre, and

WHEREAS: The President's national policy stresses Indian involvement and self-determination particularly concerning educational programs for Indian youth, and

WHEREAS: The Board has requested through the Program, Planning, and Evaluation (PPE FY 74 and FY 75) submissions that it be given full control of its education program at Pierre by contracting.

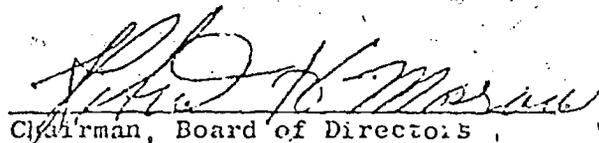
NOW THEREFORE BE IT RESOLVED: That the Indian Board of Education for the Pierre Indian School, Inc. vigorously protests the decision announced on May 18, 1973 to close Pierre Indian School,

BE, IT FURTHER RESOLVED: That the Board expresses great concern that they have not been consulted in making this decision, and

BE, IT FURTHER RESOLVED: That the Board urges in the strongest terms that this action be rescinded and the program at the Pierre Indian School be fully funded for FY 74 and continued indefinitely.

We do hereby certify: That the Indian Board of Education for the Pierre Indian School, Inc. on this day, May 19, 1973, with a quorum present passed this resolution at Pierre, South Dakota.

  
Chairman

  
Chairman, Board of Directors

May 18, 1973, 1:15 p.m., indian school board for Pierre, indian school incorporated, informed by Peter Schmidt, Aberdeen Area office that BIA Central office, Washington, D.C., decided to close Pierre Indian School end 1973 school year. Decision made without previous consultation with recognized legal school board. Board protesting lack of consultation and closing school. Appreciate help. Letter follows.

Pierre Indian School Board, Inc.  
Gertrude wolf, Chairman

5-18-73 Sent via W.U. Nite letter

RECEIVED  
MAY 21 1973  
DIVISION OF EDUCATION

Honorable Jim Abdnor  
U. S. House of Representatives  
Office Building  
Washington, D. C.

Honorable Frank Denholm  
U. S. House of Representatives  
Office Building  
Washington, D. C.

Honorable Jim Abousezk  
U. S. Senate Office Building  
Washington, D. C.

Honorable George McGovern  
U. S. Senate Office Building  
Washington, D. C.

Marvin Franklin  
U. S. Dept. Interior  
B. I. A. Office Building  
Washington, D. C.

Dr. Ben Reifel  
Special Consultant to President Nixon  
White House, Washington, D. C.

Director of Education Programs  
Bureau Indian Affairs  
Dept. Interior  
B. I. A. Office Building  
Washington, D. C.

HERMAN E. TALMADGE, GA., CHAIRMAN	CARL T. CURTIS, NEBR.
ASHLAND, MISS.	GEORGE D. AIKEN, VT.
JOVERN, S. DAK.	MILTON R. YODINO, N. DAK.
ALLEN, ALA.	ROBERT DOLF, KANS.
A. HUMPHREY, MINN.	HENRY BELLMON, OKLA.
W. D. HULLSTON, KY.	JESSE HELMS, N.C.
A. CLARK, IOWA	

COTYB M. MOUSER, CHIEF CLERK

# United States Senate

COMMITTEE ON AGRICULTURE AND FORESTRY

INTERIOR DEPT. WASHINGTON, D.C. 20510

May 24, 1973

MAY 31 1973

3135

Dear Mr. Secretary:

I have just been informed of a proposal to close the Pierre Indian School in South Dakota at the end of this school year, June 1st, and to disperse in the next session the students to other schools in the State.

The reason given for the closing is the anticipated reduction in general federal Indian program financing which makes painful choices necessary to fit within an inadequate budget.

It is inconceivable to me that the reduction anticipated could be put into effect considering that some of the funds have been used to train and care for those Indian youngsters who need remedial or compensatory education or who have emotional problems. The closing of this and other schools means simply that the displaced must be parceled out next fall to other schools where it will be difficult, if not impossible, to give them the specialized attention they need.

In a period when lip service is given to the needs for education and when the problems of youngsters needing special care are more and more discussed, such a move as this seems cruel. The arbitrary moving about of children is not the way one paves the way for their useful future.

I am further disturbed that such a proposal should be made with such short notice, and with no consultation with the Pierre Indian School Board, faculty and parents. A move of this magnitude would surely call for a six month to a year preparation period.

I trust that this proposal, after due consideration of its effects upon the Indian children served by this school, will remain just that, and the school will not only stay open but will be expanded or improved or whatever is necessary to help the Indian youngsters of the area it serves.

With every good wish, I am

Sincerely,

George McGovern

Rogers C. B. Morton, Secretary  
Department of the Interior  
Washington, D. C.

INTERIOR-INDIAN  
Aberdeen Area Office  
Aberdeen, S. D.

3A00-01-1740-1200

BUREAU OF INDIAN AFFAIRS  
ATTENTION: DIRECTOR OF EDUCATION PROGRAMS  
1951 CONSTITUTION AVENUE, N. W.  
WASHINGTON, D. C.

THE ABERDEEN AREA HAS DETERMINED THAT IT WILL TAKE NO ACTION AT THE PRESENT TIME TO CLOSE THE PIERRE BOARDING SCHOOL. THE FACILITY WILL OPERATE AT A LIMITED LEVEL PENDING THE OUTCOME OF A SEARCH FOR ADDITIONAL FUNDING AND IN DEPTH EVALUATION OF THE PROGRAM. CONSULTATION WITH THE PIERRE INDIAN SCHOOL BOARD AND INDIAN TRIBES CONCERNED WILL CONTINUE. SHOULD A DECISION ULTIMATELY BE MADE TO CLOSE THE PIERRE FACILITY, WE WILL BE CONSIDERING JOINTLY ALTERNATIVE MEANS FOR MEETING SPECIAL EDUCATION NEEDS OF INDIAN CHILDREN AND ALTERNATIVE PROGRAMS FOR THE USE OF THE PIERRE BOARDING FACILITIES.

(KSG) W.D. Babby

AREA DIRECTOR

-APPENDIX D-

AN EVALUATION PROJECT: THE PIERRE INDIAN SCHOOL

Wyman D. Babby  
Area Director

Peter P. Schmidt  
Director of Educational Services

Aberdeen Area Office  
Bureau of Indian Affairs  
Aberdeen, South Dakota

June 7, 1973

CONTENTS

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Introcution and Background	1
Objectives of the Project	2
Evaluation	3
Discussion	4
Flow Chart	7

## INTRODUCTION AND BACKGROUND

Pierre Indian School, located in Pierre, South Dakota, was established by the Bureau of Indian Affairs (BIA) as an off-reservation boarding school for Indian children in 1883, and has provided a variety of programs during the intervening ninety years as needs in Indian education changed. A significant factor in these changes, especially in recent years, has been the general lessening of need for off-reservation boarding schools everywhere as public school facilities have become more plentiful and transportation has made them more accessible to Indian people.

The off-reservation boarding school has truly come to a crossroad at which serious concern must be given to the role it might continue to play in Indian education.

Pierre Indian School found itself at such a crossroad in 1972, and after considerable deliberation arrived at a plan to depart from the general educational program it had provided in the past, and to provide, instead, a special education program for Indian young people from 10 to 16 years of age who have learning disabilities.

During the course of the 1972-73 school year the new program was implemented. Also, at the close of the 1973 Fiscal Year, the Aberdeen Area was informed that it could expect less funds in education for the 1974 Fiscal Year. In relationship to an Area-wide reduced budget, and a corresponding high per capita cost figure for Pierre Indian School

for the 73 FY, it was proposed that the facility be closed. Consideration was given to revising the program designed for Pierre in such a manner that would allow its continuation in other schools within the Area.

#### PIERRE INDIAN SCHOOL BOARD

The proposal to close the school was quickly followed by strong protests which resulted in 1) reconsideration regarding the proposal to close the school, 2) confirmation that the facility will operate during the coming 1973-74 school year, but at a limited level, 3) a commitment by the Area Office to:

- a. Allow time for the school board to seek additional funding
- b. Bring about an in-depth evaluation of the program
- 4) a request to the Director of Education Programs of the BIA from the Aberdeen Area Office for assistance in designing and directing an in-depth evaluation of Pierre Indian School. This evaluation design is in response to the request made to the Director of Education Programs.

The following is a proposed design for accomplishing the evaluation objectives implied.

#### OBJECTIVES OF THE PROJECT

The proposed evaluation project will be conducted within the framework of three major objectives, each of which may be elaborated into a number of sub-objectives. Evaluation reports as product outcomes will be prepared and presented.

Objective One: The 1972-73 Pierre school program will be examined thoroughly in two parts as follows:

- A. An audit of evaluation activities
- B. A five stage evaluation of the program
  - 1. Adequacy of the educational needs assessment, including specification of goals and objectives
  - 2. Adequacy of the program planning, including staff preparation, orientation, academic leadership, etc.
  - 3. Adequacy of the program implementation
  - 4. Internal evaluation of program progress
  - 5. Evaluation of end-of-year student behavior outcomes

Objective Two: The second major objective for the evaluation activity may be characterized as the "back-up and start-over" assessment. This objective will have as its major product outcome a needs assessment report which will address itself to a range of possible program directions, among which may be included the present operation.

Objective Three: A third major objective for this evaluation calls for the preparation of a range of possible alternatives which may be derived from the first and second objectives.

#### EVALUATION

The process of evaluation as undertaken by the Division of Evaluation and Program Review and that which will be used in the Pierre evaluation is viewed as:

- a) The identification of decision areas of concern. That is, what kinds of decisions will be required.

- b) The identification of decision-makers. That is, what individuals or decision-making groups will be responsible for making required decisions?
- c) Selection of appropriate information categories, from all possible information available, and of appropriate data sources.
- d) Gathering, sorting, and analysis of selected information.

-- in order to --

- 3) Report summarized data which will be useful to the decision-makers in selecting a defensible course of action from among alternative possibilities.

It is important to note that the evaluator is not a decision-maker in this instance, but rather a provider of valid information.

#### DISCUSSION

The evaluation of Pierre Indian School will consist of a number of specific activities, and will<sup>be</sup> conducted by an evaluation team which will be tentatively composed of the following members:

1. Evaluation Team Chairman
2. Representative of the Aberdeen Area Office
3. Representative of the Pierre Indian School Staff
4. Representative of the corporate school board of Pierre Indian School
5. Representative of the student body
6. Representative of the BIA Social Services, Agency level

The evaluation will concern itself with inquiry and data gathering at several levels. In addition to the major focus on an area-wide

educational needs assessment, the evaluation team will examine the Bureau-wide role of off-reservation boarding schools, and enrollment realities as they may be reflected at Pierre Indian School.

Another Bureau-wide concern, really inseparable from the first, is the factor of cost-effectiveness. This too will be a consideration or part of the evaluation activity.

At the professional level such matters as the operational definitions and guidelines for the specialized program initiated last year at Pierre Indian School will be examined, particularly the working concepts of learning disabilities, special education, diagnostic and admissions procedures, and especially the approach to program design. Assumptions and rationales for program planning to meet social-psychological needs will be reviewed, as well as the curriculum design as the vehicle for attaining pedagogical objectives.

At the institutional level the evaluation will also review, among other things, the administrative structure and staffing pattern.

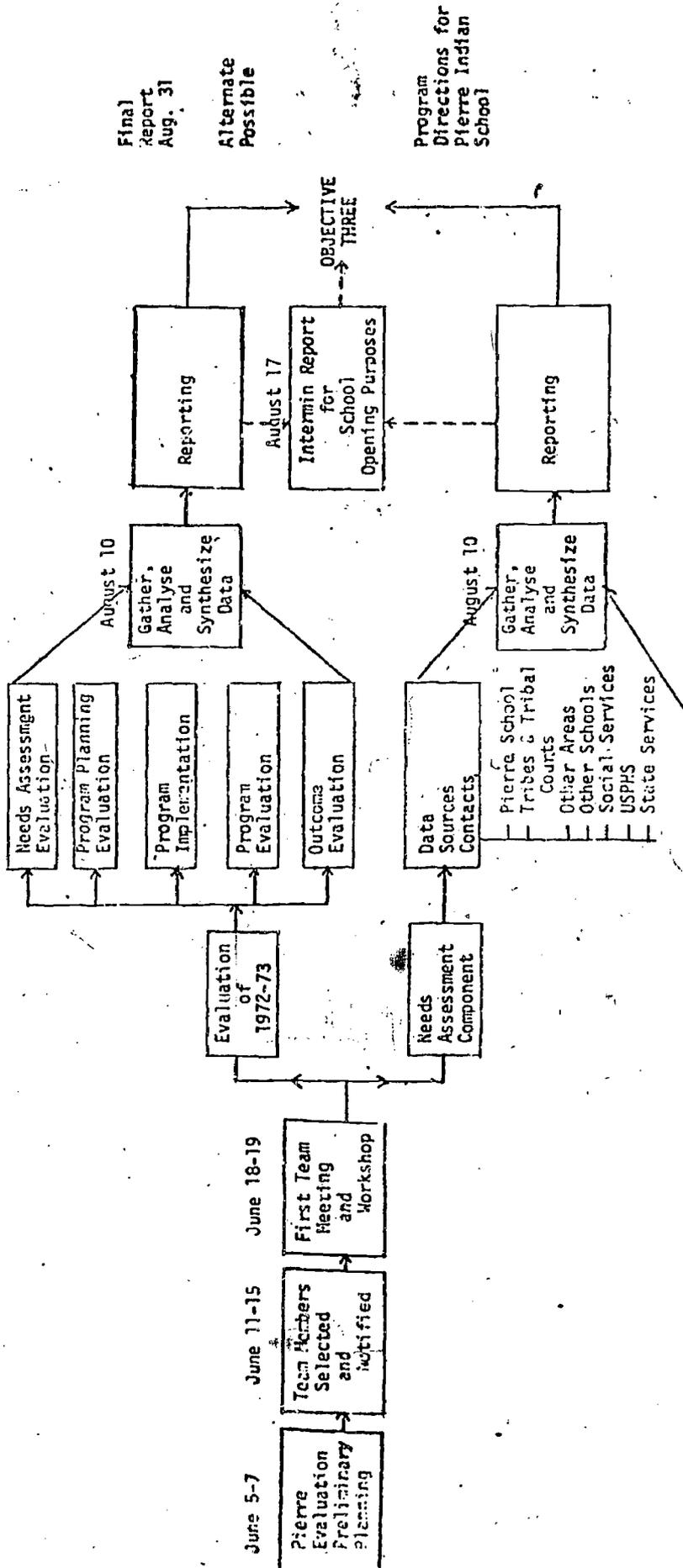
The nature and extent of involvement of various groups in the determination of goals and objectives and in program planning will be of interest, especially parents, staff, and students.

The foregoing are preliminary concerns that have been gleaned from the written record of the 1972-73 school year and in discussions with various individuals who have been associated with the Pierre program. Other concerns will be included as they emerge from further

discussions with concerned individuals and groups. It will be the aim of the evaluation team to maintain an objective and professional approach to the evaluation task, and it will be the responsibility of the team chairman to maintain that posture.

FLOW CHART  
PIERRE INDIAN SCHOOL EVALUATION

June 20, 1973 - August 9, 1973



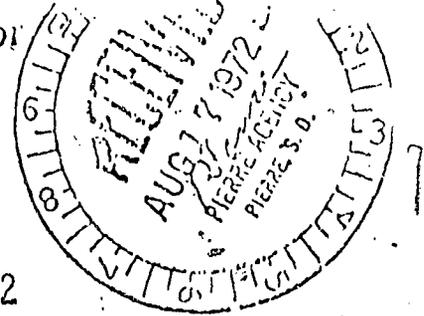
United States Department of the Interior

BUREAU OF INDIAN AFFAIRS

ABERDEEN AREA OFFICE

820 SOUTH MAIN

ABERDEEN, SOUTH DAKOTA 57401



AUG 17 1972



IN REPLY REFER TO:  
Personnel

Memorandum

To: Employees, Pierre School

From: Area Director

Subject: Redirected Education Program for the Pierre Indian School

On Wednesday, July 12, 1972 the Pierre Indian School Board adopted the proposal for a new education program at the Pierre Indian School. At an earlier meeting the Board recommended that general Reduction in Force not be utilized to implement the program.

We have given careful consideration to their recommendation, to the needs of the students, and to the welfare of the staff. As a result of our deliberations no general reduction in force will be issued.

It is of vital importance to the success of the program and to the welfare of the students that teachers have some background in Special Education. Every opportunity will be given the existing staff to obtain the skills necessary to work with the students who will enroll at Pierre.

Consequently, teachers will be required to have taken at least 12 semester hours in Special Education by the end of the Fall Semester in 1973 and to participate in all inservice training offered. Those who have not obtained these required semester hours will be reassigned to another location. Any employee who does not wish to remain at the Pierre Indian School will be given every assistance possible to locate a suitable reassignment.

*[Signature]*  
Area Director

*Anyone  
take this  
up?*

*7*

*will  
this  
happen  
where do people  
stand right now?*

*(Comments  
P.R.S.)*

CHART 1

ABERDEEN AREA  
Handicapping Areas

Reservations	BIA							Multi-Handicap	Total		
	Enroll	Visual	Hearing	Speech	Physical	Personal	Mental			Emotional	Academic
Turtle Mountain	1,586	11	36	72	89	76	66	86	272	122	708
Fort Totten	285	0	2	2	1	2	9	4	46	2	66
Fort Berthold	650	1	6	14	25	32	10	24	117	28	232
Standing Rock	838	20	30	46	66	112	Included in personal		39	39	274
Cheyenne River	1,609	15	18	26	21	115	79	79	127	46	401
Pine Ridge	2,894	53	52	86	64	171	Included		226	291	943
	5,012										
Crow Creek	276	2	2	21	18	15	6	9	20	13	93
Lower Brule	221	4	4	8	6	20	6	16	43	17	107
Sisseton	62										
Pierre Hdg. Sch.	153	3			3			16	37		59
Flandreau Hdg Sch.	578	(Estimated 50 to 60% of total student body needs special services.)									
Maupretton Hdg. Sch.	340	(Estimated 50 to 60% of total student body needs special services.)									
	109	150	275	293	543	97	460	953	437		

TOTAL NUMBER RESERVATION WIDE - NOT INCLUDED

- Rosebud
- Omaha
- Santee
- Rapid City (Urban)
- Flandreau
- Yankton
- Winnipeg

2053

2,683

## Survey for Special Education Needs.

This survey was completed in 1971 of the Aberdeen Area by John K. Ballou, Education Specialist to be used for program planning in the different schools. The survey was unpublished but was used as an assessment of needs for area and Bureau guidelines for Special Education.

### Participants in Survey

1. B. I. A. Education Program Administrators
2. " " " Education Specialist
3. " " " Principals
4. " " " Teacher Supervisors
5. " " " Teachers
6. " " " Teacher Aides
7. " " " Social Workers, Agency
8. " " " Social Workers, School

### Indian Health Service

9. I. H. S. Medical Doctors
10. I. H. S. Public Health Nurses
11. I. H. S. Mental Health Nurses
12. I. H. S. Community Health Service Aides

## State + County Employees

13. Superintendents, County
14. Superintendents, School
15. Principals
16. Teachers
17. County Welfare, Directors
18. State Social Service
19. County Social Workers
20. County Public Health Nurses
21. County Health Representatives
22. School Health Nurses

## Tribal Operations

23. Tribal Chairman
24. Community Health Directors
25. Head Start Directors
26. C.H.R. Coordinators
27. Head Start Teachers
28. Head Start Teacher Aids
29. C.A.P. Directors
30. N.Y.C. Directors
31. Juveniles Directors

Exhibit I

APPENDIX G

UNITED STATES  
DEPARTMENT OF THE INTERIOR  
BUREAU OF INDIAN AFFAIRS  
Pierre Boarding School  
Star Route #3  
Pierre, South Dakota 57501

Education  
322  
A02

June 13, 1969

Dear Parents and Guardians:

The future of Pierre Boarding School is going to be determined by need. As shown by our enrollment, we have had a number of vacant beds during the school year 1968-69. There has been a steady decline since 1964 in enrollment. During the year just passed, enrollment has been reported at 284 total with an average daily enrollment of 225.

Tentative discussions have been held with the Pierre Independent (Public) School District Superintendent and Board of education to determine the possibilities of enrolling students in their schools. They are favorable and talks are proceeding. It is possible some Pierre Indian students could attend the Pierre Public Schools as early as September, 1970. More likely it will be the fall of 1971 before a significant number are enrolled there.

By that time, it may be determined to limit enrollment at Pierre to students whose residence is South Dakota. This factor has been considered but not finally determined.

If students successfully attend school through the eighth grade at Pierre Public Schools then why not the ninth, tenth, eleventh, or twelfth? The public schools have a Junior High (new in 1970) and Senior High system. Perhaps by 1975 the first group of Pierre Indian students will graduate from Pierre Riggs Senior High.

In the meantime, we continue to enroll as in the past. We will accept all applications properly approved for the school year 1969-70. School starts September 8, 1969. We hope to see you then.

Sincerely yours,

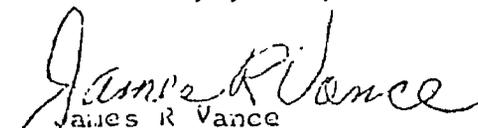
  
James R. Vance  
Principal

Exhibit II

Education  
400

JAN 8 1970

Memorandum

To: Commissioner of Indian Affairs  
Attention: Education

From: Area Director, Aberdeen Area

Subject: Pierre Boarding School

*St. Amel*

During the past year this office was requested to explore the possibility of integrating the instructional program at Pierre Boarding School with the Pierre Public School system. Several meetings were held with the members of the Board of Education of the Pierre Independent School District. These meetings resulted in the Pierre Public School officials' acceptance of the proposal providing that the Bureau of Indian Affairs would agree to furnish the necessary school facilities as well as the total cost of the education of the students enrolled. This proposal was an alternative to the original construction plan which provided \$1,227,000 in Project No. LA02-046 for construction of classrooms and other school facilities at Pierre Boarding School.

Because the enrollment at the Pierre Boarding School continues to decrease, we believe that we should not pursue further the proposal involving the Pierre Public School system. This enrollment trend began three years ago and is, we believe, the result of better housing and an increasing desire on the part of the Indian people to keep their children at home. The current enrollment at Pierre Boarding School is 188. In January, 1969, it was 228; January, 1968, 286; and January, 1967, 300.

We believe this trend will continue and for this reason, it is recommended that the Pierre Boarding School be phased out entirely by June 30, 1975. It is recommended also that the funds that have been appropriated for new construction at Pierre Boarding School be reprogrammed to expand the facilities at Fort Yates, Fort Thompson, and Lower Brule.

These locations are being designated because 55 per cent of the total enrollment at Pierre Boarding School comes from these places. The students from the other Aberdeen Area tribes could be provided for in existing facilities at Wapeton, Rosebud, Pine Ridge, or Eagle Butte. The students from the Milling Area will continue to have space available to them at Wapeton. Since a large number of these students are of junior high age, it would be possible to provide for their education at the Flandreau Indian School which also has room for approximately 100 additional students. The following is a breakdown by reservation of the total current enrollment at Pierre Boarding School:

- PIERRE BOARDING SCHOOL ENROLLMENT  
January 8, 1970

Choyonee River Agency	4	Red Lake Agency	2
Crow Agency	11	Rosebud Agency	12
Flathead Agency	1	Sac & Fox Agency	5
Fort Belknap Agency	3	Sisseton Agency	6
Fort Berthold Agency	9	Standing Rock Agency	50
Fort Peck Agency	11	Turtle Mountain Agency	7
Fort Totten Agency	1	Wind River Agency	2
Fort Thompson Reservation	36	Winnabago Agency	3
Lower Brule Reservation	14	Yankton Agency	7
Pine Ridge Agency	7		

School facilities at Fort Yates, Fort Thompson, and Lower Brule are extremely overcrowded and will need additional facilities before the Pierre Boarding School closes. Since no boarding facilities are now available at Lower Brule and Fort Thompson, it may be necessary to construct some type of housing for the students.

With your permission, we will discuss the above recommendations with the three tribes that enroll the majority of the children.

*Stanley Martin H. S. Helm*  
Area Director

Education: PPSchmidt: lbw: 1/9/70

UNITED STATES  
DEPARTMENT OF THE INTERIOR  
BUREAU OF INDIAN AFFAIRS  
Pierre Indian School  
Star Route #3  
Pierre, South Dakota 57591

South Dakota  
Exhibit III

August 2, 1972

Dear Friends:

The Pierre Indian (Boarding) School is under going dramatic program review. We hope to announce details soon concerning enrollment procedures, program schedules and services to be offered to Indian youth at Pierre.

The Indian Board of Education for Pierre Indian School has been meeting frequently during the past few months to insure the new program will be relevant to the critical needs of Indian youth in this area. There are several tasks yet to be accomplished including recruitment of additional key staff members, staff training, and physical plant improvement.

In the meantime, a review of former students is being made by a student admissions committee to determine their interest in returning to Pierre. In addition, new applications, approved at the local agency and with all supporting documents attached will be screened for completeness and appropriateness to the new program. Parents and/or local agencies will be quickly informed concerning the status of their students enrollment application. These facts will govern acceptance at Pierre for the interim period until the complete new proposal is announced and implemented.

1. Students must be 10 years of age by September 1, 1972, and not over 16 years of age.
2. Justification for enrollment must be clearly stated and all supporting documents, with appropriate approval signatures affixed, must be attached.
3. Initial enrollment will be limited to the capability of the present staff to provide complete service. Ultimate enrollment will not exceed 150 during fiscal year 73.
4. Beginning September 1, 1972, enrollment will be considered on a continuing basis and each student will have an individualized program prescription suited to his particular needs.
5. Program services will be offered on a year-round basis with periodic vacation of periods of two weeks or less.
6. If the application for enrollment at Pierre is not approved, an alternate educational plan will be suggested by the admissions committee.

As further plans and details are developed, they will be announced and forwarded to you. If you have further questions, we invite your letters, comments, and suggestions.

Sincerely yours,

*James R. Vance*

James R. Vance

Education Program Administrator

Exhibit IV

I. Child In Family on Assistance

Public Welfare - 60                      BIA general Assistance - 9  
  S. Dak. - 33  
  Neb. - 11  
  No. Dak. - 9  
  Mont. - 2  
  Ill. - 4  
  Minn. - 1

II. Custody

DPW - 8  
Tribal Court - 19  
Parent - 64  
Mother - 42  
Mother & Father - 10  
Grandmother - 8  
Father - 4.

III. Students previously spending time in jail - 52

IV. Failure to attend previous school - 61

V. Failure in public school - 35

VI. Expulsion from: - 31

Wahpeton - 8    1 Wahpeton, Macy, & Walthill  
St. Joseph's - 2  
Fort Totten - 2  
St. Agustine & Macy Public - 1  
Macy - 5                      1 Macy & Winnebago    1 Macy & Walthill  
Spring Creek - 1  
Standing Rock - 1  
Fort Thompson - 1  
Catholic school in Montana - 1  
Walthill - 2  
Red Shirt Table - 1  
Poplar Montana - 1  
Boys Town Nebraska - 1  
Eagle Butte - 1  
Worthington Minn - 1  
Hays, Mont. - 1  
Cherry Creek - 1

VII. Previous Foster Home Placement - 25 (27)\*

1-Group Home, Foster Home and Detention Center  
1-Foster Home, Belcourt  
1-Charles Hall Home  
3-Morman Placement  
3-Chicago, Ill.  
1-Sol. Dak. State Training School  
3-Nebraska Youth Division

- 2-So. Dak. Adolescent Unit
- 2-Rosebud Attention Center
- 2-Rapid City Detention & Attention Center
- 3-Ft. Thompson Social Services
- 1-Child Saving Institute, Nebraska
- 2-Winnebago, Macy Social Services

\* 1 Child in 3 previous foster home placements

VII. School Previously Attended:

<u>Schools</u>	<u>Students</u>
0	3
1	19
2	23
3	14
4	14
5	9
6	4
	<hr/>
	86

LUTHERAN SOCIAL SERVICES *Exhibit II*  
OF SOUTH DAKOTA

YOUTH DEVELOPMENT CENTERS  
ADMINISTRATIVE OFFICE

May 21, 1973

Mr. Dave Cahill  
Pierre Boarding School - Star Route 3  
Pierre, South Dakota 57501

Dear Dave:

Following is a breakdown of the numbers of Indian youth in our four facilities during the past two years as well as answers to some of the other questions which you posed to me. I was unable to get information on all the items about which you asked in the period of time that I had.

Here is the breakdown:

- 1) 50 children who have been in our care the past two years have been Indian.
- 2) 40% of the total number of children in our care the past two years have been Indian.
- 3) 35 referrals of Indian children have not been accepted during these two years.
- 4) 1 Indian child was referred somewhere else.
- 5) We presently have 11 Indian children on the waiting list.

Sincerely,

*Ron Krause*  
Ron A. Krause, ACSW  
Director  
Centers for Youth Development

RAK: jh



GENERAL OFFICES  
600 WEST 12TH STREET  
SOUX FALLS, S.D. 57104  
PHONE (605) 336-3347

SOUTHEAST AREA OFFICE  
600 WEST 12TH STREET  
SOUX FALLS, S.D. 57104  
PHONE 336-3347

WEST RIVER AREA OFFICE  
1510 500 SAN DRIVE  
RAPID CITY, S.D. 57701  
PHONE 348-0477

CENTRAL AREA OFFICE  
P.O. BOX 476  
PERRIE, S.D. 57501  
PHONE 224-7337

NORTHEAST AREA OFFICE  
BERKSHIRE PLAZA  
ABERDEEN, S.D. 57401  
PHONE 229-1500

WATERTOWN SERVICE CENTER  
27 S. SOUTH BROADWAY  
WATERTOWN, S.D. 57201  
PHONE 886-3069

YOUTH DEVELOPMENT CENTERS  
ADMINISTRATIVE OFFICES  
600 WEST 12TH STREET  
SOUX FALLS, S.D. 57104  
PHONE 336-3347

WOODFIELD CENTER  
P.O. BOX 232  
BERESFORD, S.D. 57004  
PHONE 957-4151

ROSWIT DARG CENTER  
329 50 SUMMIT AVENUE  
SOUX FALLS, S.D. 57104  
PHONE 336-9102

GROUP HOME  
124 50 WALTS AVENUE  
SOUX FALLS, S.D. 57105

VALLEYVIEW CENTER  
111 NORTH HEMLOCK  
PERRIE, S.D. 57601

A.) July 71 through July 72

130 Total patients discharged  
28 Indian patients discharged or 21.5% Indian.

(130 patients is 6% of the total student population of South Dakota, there was 350% more Indian patients discharged than patients of the general population).

B.) January 1, 1972 through May 23, 1972 (discharges)

169 total number of patients that have been or are in program.  
36 Indian patients.  
21.3% Indian patients.  
169 total number of patients that have been admitted to program.  
41 Indian patients (5 not discharged, admitted to other wards)  
24.3% Indian patients.

South Dakota State Training School Plankinton

Jan. 71 through Dec 71

	Total student population	Total Indian population	% of total that are Indian	Boys		Girls		Total	
				I	N	I	N	I	N
Jan	142	57	37.5	40	71	17	24	57	95
Feb	163	59	36.3	39	78	20	26	59	104
Mar	148	54	36.5	33	70	19	24	54	94
Apr	146	47	32	32	74	17	24	47	98
May	136	43	31.5	27	70	16	23	43	93
June	140	47	33.5	91	71	16	22	47	93
July	127	44	34.5	32	59	12	24	44	83
Aug	121	40	33	30	60	10	21	40	81
Sept	136	45	33	33	69	12	22	45	91
Oct	142	42	30	33	77	9	23	42	100
Nov	120	30	25	24	67	6	23	30	90
Dec	107	26	24	20	61	6	20	26	81

135.7 Ave  
44 Ave  
32.4 % for year.

South Dakota State Training School cont'd

Jan 72 through Dec 72

	Total Student population	Total Indian population	% of total that are Indian	Boys		Girls		Total			
				I	N	T	I	N	T		
Jan	111	27	24	20	63	80	7	21	28	27	84
Feb	119	32	29	24	60	84	8	17	25	32	77
Mar	112	27	24	20	68	88	7	17	24	27	85
Apr	84	19	23	11	54	65	8	11	19	19	65
May	67	22	23	15	36	51	7	9	16	22	45
Jun	63	22	35	15	31	46	7	10	17	22	41
July	57	20	35	15	29	44	5	8	13	20	37
Aug	63	21	33	18	34	52	3	8	11	21	42
Sept	69	27	39	21	36	57	5	8	14	27	42
Oct	69	28	41	22	30	52	6	11	17	28	41
Nov	65	27	42	22	27	49	5	11	16	27	38
Dec	52	21	40	17	24	41	4	12	16	21	31

77 24

33.1%



UNITED STATES  
DEPARTMENT OF THE INTERIOR  
Bureau of Indian Affairs  
Pierre School, Star Route 3  
Pierre, South Dakota 57501

-APPENDIX H-

October 26, 1972

Dear Friends:

The Pierre Indian (Boarding) School is now accepting applications for students under the new program adopted by the Indian Board of Education for the Pierre Indian School Inc. Students who meet the enrollment criteria will be enrolled on a nongraded basis. They may continue in school until they are accepted as a 10th grade student in an appropriate high school program or until July 1 following their 17th birthday.

Program:

The program will be structured to accommodate students who are known to be educable, emotionally mal-adjusted and have learning difficulties. The initial efforts, restricted by time and financial limitations, will not provide services for those students with severe mental or physical deficiencies.

Purpose:

The fundamental purpose of the program at Pierre will be the same as that for regular education.

The optimum development of the individual as a skillful, free and purposeful person, able to plan and manage his own life and to reach his highest potential as an individual and as a member of society.

Enrollment Criteria:

Children ages 10 (as of December 1) through 16 whose behavior is unacceptable (i.e. activities over which their parents have no control) to their parents, guardians or to the community in which they reside and for whom there are no more appropriate existing resources to meet their needs.

Enrollment Procedure:

The Branch of Education and/or Social Services of the local BIA agency may initiate preparation and submission of an application (Form 5-6215) for a student to attend Pierre Indian School. Both branches, however, must concur with the plan.

Enrollment will be on a continuing basis up to a maximum of 150 students. A complete program of social, academic, pre-vocational, psychological and medical service will be offered year around.

Periodic vacations will be scheduled to include the Christmas season and July 4th. Shorter vacation periods or home visitations may be scheduled as transportation funds permit or to provide for emergency leave.

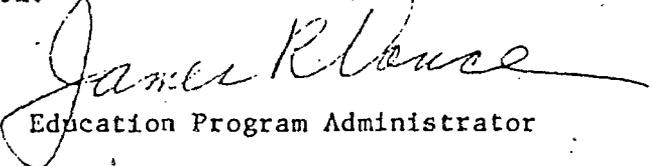
Applications must be made on BIA Form 5-6215. Applications must be approved by the BIA agency officials where the student is enrolled.

Each application must be accompanied by up-to-date supporting documents as listed in Aberdeen Area Office, BIA memorandum #62-526 dated June 2, 1971 and memorandum #66-246 dated August 3, 1972. They include school history and transcript, PHS #2603 Medical Report, Immunization Record, Form HSM 47-2 Consent for Health Services, Social History with clear statement of justification for enrollment at Pierre, Court Order (if applicable), psychological/psychiatric evaluations (if applicable), Statement of Religious Preference and Parental Agreement form. (Note: copies of all these forms or documents are available upon request.)

All applications will be screened for completeness upon receipt. Incomplete applications will be held pending receipt or completion of missing documents. When all documents are complete the application will be reviewed by an admission committee and the parent or guardian notified by mail of it's decision. A copy of the response will go to the referral BIA agency for their information. Transportation arrangements will be completed between the referral agency or case worker and Pierre school officials.

We are attaching to this letter a Statement of Policy adopted by the Indian Board of Education for the Pierre Indian School and a Statement of Agreement to be signed by parent or guardian upon approval of an application.

If you have any questions concerning our program, please phone 605-224-8661 or write Pierre Indian School, Superintendent's Office, Star Route 3, Pierre, South Dakota 57501.

  
Education Program Administrator

TO: JAMES R. VANCE, SUPT  
FROM: BERLE JOHNSON, HOME LIVING DIR.  
SUBJECT: TITLE I EVALUATION OF ACTIVITY VI.

The objective of Activity VI was to provide a home structure which would eliminate emotional frustrations caused by anti-social life styles due to parental neglect and break down of family structure.

Twelve parent figure aids were hired as substitute parents to provide care and guidance during out of school hours. This number of substitute parents provided a child-parent ratio during our of school hours of 1 to 10. The parent figure aids assisted the children with selection of rooms and roommates, personal problems, personal belongings, and general guidance through life's conflicts.

#### Rooms and roommates

Children were allowed to choose their own room and roommates with two children being the limited number per room. Housing two per room gave each child the feeling that the room was more his; and when clean room occupants were rewarded, the reward was more personal. Two occupants per room eliminated many conflicts created by closeness.

#### Personal Problems

Parent figure aids were able to assist with more personal problems this year than ever before because of the excellent child-adult ratio. The good ratio allowed more individual time and more possibilities for a close relationship and these are needed for individual problems. Less minor and more major problems were referred to the guidance counselor, supervisor, and school nurse. This year then in years past because aids were more available to assist with the minor problems and refer the major problems.

#### Personal Belongings

Parent Figure aids were extremely involved with purchasing and helping to retain personal items. Aids being available at the ratio of 1 to 10 allowed more personal tastes to be satisfied with individual purchases rather than mass purchases. The physical presence of more adults within the home living area created a setting where someone was always available to help find lost or stolen personal items.

### Life's Conflicts

Boy-friend girl-friend problems, roommate problems lack of movie money, home sickness, and puberty problems are tremendous traumas to adolescents. Parent figure aids were able to assist more children this year than in years past because they were there. Parent figure aids consistently being available created a concerned atmosphere in which children were free to talk about conflicts that they could'nt see through.

Parent figure aids were assigned specific duties and duty stations to assist the children with play and work assignments.

### Play

The children like to be outside bicycling, playing softball basketball, tennis, tag, etc. so parent figure aids were assigned outside duty to umpire and assist with the games. The children participated in the adult supervised games in much greater numbers than the unsupervised games.

### Work Assignments

Children were assigned working hours for discipline and for payment of personal items purchased. Parent figure aids were assigned to supervise and assist with these work assignments. The counseling sessions that took place while aids were assisting children work were invaluable and personal relationships between adults and children were bonded tighter.

The parent figure aids were instrumental in carrying out a behavior modification program which placed emphasis on hygiene, work assignments, and general behavior. Students were awarded weekly a two dollar allowance if their participation and growth in the above areas was satisfactory. The included charts show that:

### BOYS

69 % of children who were enrolled at least 6 months improved their inappropriate behavior of awol, sniffing, fighting.

11 % of children who were enrolled at least 6 months worsened their inappropriate behavior.

20 % of children who were enrolled at least 6 months and did not change their behavior. \*

44 % of children who were enrolled at least 3 months improved their inappropriate behavior of awol, sniffing, fighting.

12 % of children who were enrolled at least 3 months worsened their inappropriate behavior.

44 % of children who were enrolled at least 3 months and did not change their behavior. \*

6 % of children who were enrolled less than 3 months improved their inappropriate behavior of awol, sniffing, fighting.

18 % of children who were enrolled less than 3 months worsened their inappropriate behavior.

76% of children who were enrolled less than 3 months and did not change their behavior. \*

\* not changing behavior could be consistently good or bad.

#### GIRLS

76 % of children who were enrolled at least 6 months improved their inappropriate behavior of awol, sniffing, fighting.

3 % of children who were enrolled at least 6 months worsened their inappropriate behavior.

21 % of children who were enrolled at least 6 months and did not change their behavior. \*

54 % of children who were enrolled at least 3 months improved their inappropriate behavior of awol, sniffing, fighting.

15 % of children who were enrolled at least 3 months worsened their inappropriate behavior.

31 % of children who were enrolled at least 3 months and did not change their behavior. \*

0 % of children who were enrolled less than 3 months improved their inappropriate behavior.

20 % of children who were enrolled less than 3 months worsened their inappropriate behavior.

80 % of children who were enrolled less than 3 months and did not change their behavior. \*

<sup>9.3</sup>  
Section ~~903~~. Corporal or Degrading Punishments Prohibited.  
The principal or teacher who can anticipate pupil reactions and forestall difficulties is in a far stronger position than the one who attempts to punish delinquency after it has occurred. This emphasis upon constructive discipline is made because corporal punishment of all kinds, and solitary confinement, or anything which smacks of imprisonment or punishment calculated to bring shame and humiliation upon pupils, is prohibited and may be made the basis for charges with a view to possible dismissal.

May 14, 1951 - 22

<sup>9.4</sup>  
Section 901. Social Controls. It is becoming generally recognized that the school is an agent of society for the development of desirable social attitudes. This demands that the school program be operated with a clear recognition of realities. No longer can it be assumed that dismissal terminates responsibility for youngsters who prove annoying, difficult to direct or control, or who appear to be exerting a demoralizing influence on other students. To send such apparently recalcitrant or incorrigible youngsters out into society assumes that an unsupervised, unregulated environment is better capable of directing their activities or protecting their associates from contaminating influence than is a school in which there is close supervision of group and individual activities. If the destructive influence of an incorrigible youngster upon his associates is stronger than the constructive influence which his associates can exert upon him, it is evident that standards of social behavior within the school are imposed by the faculty without general acceptance by the students rather than being representative of a community sentiment. Reformation or regeneration of potentially wayward children may be more rapidly and successfully effected in a desirable social environment than in one made up solely of maladjusted children. If right action is accepted as a desirable objective by the students as a whole, it inevitably appeals as desirable to all but the most abnormal members of the group. Efforts should be made to transfer such abnormal students to suitable institutions which can exercise continuing supervision over their actions, rather than to turn them loose on society.

May 14, 1951 - 22