

DOCUMENT RESUME**ED 096 073****RC 008 115**

AUTHOR Ray, Charles K.
TITLE Alaskan Native Education: An Historical Perspective. Research and Evaluation Report Series No. 18-A.
INSTITUTION Bureau of Indian Affairs (Dept. of Interior), Albuquerque, N. Mex.
PUB DATE Oct 73
NOTF 212p.; Not available in hard copy due to marginal legibility of original document

EDRS PRICE MF-\$0.75 HC Not Available from EDRS. PLUS POSTAGE
DESCRIPTORS Administrator Attitudes; *American Indians; Change Strategies; Contracts; Educational Finance; *Educational History; *Eskimos; *Federal Programs; Financial Needs; Legislation; *Program Descriptions; Rural Education; State Programs; Transfer Policy
IDENTIFIERS *Alaska; BIA; Bureau of Indian Affairs

ABSTRACT

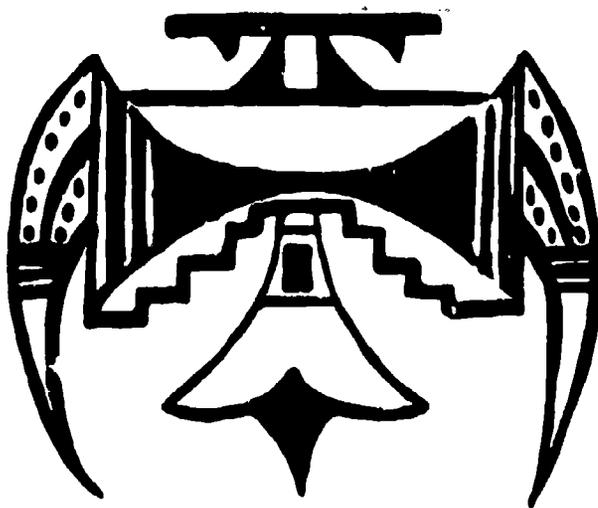
Designed to help Alaskan Native communities and organizations, State and Federal officials, citizens of Alaska, and professional educators in dealing with changing educational situations, the report provides a reliable and succinct history of Alaskan education from the time of the area's purchase from Russia in 1867. One of the major problems in Alaskan education has been its dual school system. The major impediment to the unification of these systems has been and remains a financial one. The 14 appendices, which comprise the majority of the document, cover: 1950 information about Alaskan Native Service Education activities; the 1970 agreement between Alaska and the Bureau of Indian Affairs (BIA) for the administration of Johnson-O'Malley funds; 1970 plans for the transfer of Federal schools to the State; 1954 information relative to financing contract schools; 1966 plans for rural Alaskan education; background on the William E. Beltz Vocational School (Nome); the 1971 Northwest Alaska Education Planning Project Proposal; the 1972 BIA Manual for education through Indian organization; a 1970 White House release rejecting the policy of termination in Indian affairs; and BIA schools transferred to the State. (KM)

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RESEARCH AND EVALUATION REPORT SERIES NO. 18-A

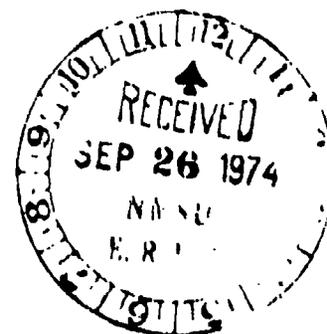
ALASKAN NATIVE EDUCATION: AN HISTORICAL PERSPECTIVE

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**A REPORT PREPARED FOR THE
ALASKAN NATIVE NEEDS ASSESSMENT
IN EDUCATION PROJECT**



ED 096073

RC003115

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OCTOBER 1973

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F O R E W O R D

These are important times in the education of Alaskan Natives as changes are taking place almost daily. New directions are being considered and new, dynamic forces are at work in Alaska and in Alaskan Native Affairs. In view of this, it is always helpful to have a reliable and succinct history or record available so that questions about what has gone on before can be answered with greater ease. The basic purpose of this booklet is to be helpful to Alaskan Native communities and organizations, State and Federal officials, citizens of Alaska, and professional education.

There is no one person better qualified to compile and write this brief historical sketch than Professor Charles K. Ray of the University of Alaska. Dr. Ray has been intimately involved in Native education for 25 years and has made basic contributions as a teacher, administrator and researcher. His early work, A Program of Education for Alaskan Natives (1959), was a benchmark in Alaskan Native Education, since then, he has continued to serve in a variety of capacities on behalf of Native Peoples. This booklet is a recent contribution and it is a pleasure for the Bureau of Indian Affairs to make it available to the general public.

I would also like to extend appreciation to Mr. Warren I. Tiffany and to Dr. Thomas K. Hopkins of the Bureau's Indian Education Resources Center (both former Alaskan teachers and administrators), who were instrumental in helping to bring the booklet to fruition.

If the reader wishes to make comments about the booklet or to inquire about additional information, they should feel free to do so.

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V

ALASKAN NATIVE EDUCATION - AN HISTORICAL PERSPECTIVE

The seventeen years following the American purchase of Alaska from Russia in 1867 marked a period of almost complete neglect of the new Territory by the United States government. No civil government existed. Nor were civil laws or procedures for settlement of disputes available.¹

While no system of public education existed, Alaska was not without schools during this period. The Alaska Commercial Company supported schools for native children on the Pribilof Islands, and the Russian Orthodox Church maintained educational programs in the Aleutians, Southwestern Alaska, and Sitka. The principal educational thrust in Alaska prior to 1884, however, was made by the Presbyterian Church which established mission schools for Indians at Sitka, Wrangell, and other sites in Southeastern Alaska. The purposes of the Presbyterian missions included not only the spread of Christianity but also instruction designed to ultimately develop independent citizenship on the part of Alaskan natives.²

¹Report of the Commissioner of Education for the Year 1875 (Washington: Government Printing Office, 1876), p. 465. Hereafter these reports will be cited as Report of the U. S. Commissioner of Education.

²Ibid., 1882-83, p. 281.

By 1884, the necessity for establishing a public system of education as well as providing for other governmental functions had become apparent in Washington. Consequently, Congress passed the First Organic Act which was signed into law in 1884. This act not only established a civil government for Alaska but also provided for the creation of a public school system. The Secretary of the Interior was directed to make "needful and proper provision for the education of children of school age . . . without reference to race."¹ Schools were to be administered by the United States Bureau of Education.

With the exception of minor educational activities carried out by the Russian Orthodox Church until as late as 1887, the Federal government, by establishing public schools as well as subsidizing mission schools, provided what education was available until 1900. In that year Congress enacted a statute providing for the establishment and local control of independent schools for white children within incorporated towns.²

In 1905 the Nelson Act was passed which provided for the establishment of schools in areas outside incorporated towns for "white children and children of mixed blood who lead a civilized life."³ These schools were under the jurisdiction of Alaska's Territorial Governor and

¹ Act of May 17, 1884, ch. 53, 23 Stat. 24, 27-28.

² Report of the Commissioner of Education for the Years 1918-1920 (Juneau: Juneau Daily Capital, 1920), p. 31. Hereafter, these reports will be cited as Report of the Alaska Commissioner of Education.

³ Act of January 27, 1905, ch. 277, 33 Stat. 616, 619.

provided the beginning of the dual system of public education--State and Federal--which exists today. Crystallization of the dual system was effected through the Uniform School Act of 1917 which established the Territorial Department of Education with a Commissioner of Education as its chief school officer. The Alaska Department of Education had legal jurisdiction over all schools not under the control of the U. S. Bureau of Education.¹

The dual system of education was never one that could be divided neatly into white and native schools. From its inception, Indian and Eskimo children were enrolled in schools operated by the Territory. However, as Alaska developed, and as its resources grew, it assumed a larger responsibility for the education of all its citizens--rural and urban alike.

Little philosophical disagreement exists concerning the desirability of a single unified school system for all children in the State. Conversely, the operation of two systems by two separate agencies has always been cumbersome and has raised the nagging issue of a system of education which is segregated (at least in the federal system) on the basis of race. Many attempts have been made to unify the two systems of public education under the sole jurisdiction of the State. However, several stumbling blocks to this unification continue to exist.

¹Report of the Alaska Commissioner of Education, 1918-1920, p. 31. Jurisdiction over Alaskan native affairs was administratively transferred from the Office of Education to the Office of Indian Affairs (later reorganized as a Bureau) within the United States Department of the Interior in 1931. (Annual Report of the Governor of Alaska to the Secretary of the Interior, 1931 /Washington: Government Printing Office, 19317, p. 96.)

The unique role of the Federal government to Indian groups in Alaska is still debated. Unlike Indian tribes in other regions of the United States whose leaders negotiated agreements with the Federal government, Alaska's Indian and Eskimo citizens have not been relocated by the Federal government to reservations or otherwise removed directly from lands they once occupied. Few treaties providing for specified services or protection were negotiated between Indian tribes in Alaska and the Federal government. Nonetheless, Alaska's Indian and Eskimo citizens have been included in legislation providing for services to the Indian population and are consequently affected directly and indirectly by the unique relationship which exists between the Federal government and the American Indian.

The United States Constitution provides that Congress shall have power "to regulate commerce with foreign nations, and among the several states, and with the Indian tribes."¹ In 1970 Congress passed the Indian Non-Intercourse Act which is essentially still in effect (with minor modifications). In essence this act prevents states from obtaining Indian land without consent of the Federal government.² Federal support to Indian groups has largely taken the form of services--typically in the areas of health and education.

Historically, court decisions have supported the legality of the Federal government's unique role in the governance of Indian affairs.

¹Article I, section 8, clause 3.

²Act of July 22, 1790, ch. 33, 1 Stat. 137.

In the hallmark case, *Cherokee Nation v. Georgia*, the United States Supreme Court outlined the relationship of Indian tribes to the Federal government. The Court held, in an opinion delivered by Chief Justice John Marshall, that Indian tribes did not enjoy rights of self-government afforded foreign states despite their authority to enter into treaties with the United States. Marshall added that while Indian tribes did hold rights to lands they occupied, they could be described as "domestic dependent nations" and were in a state of "pupilage". According to Marshall, "Their relation to the United States resembles that of a ward to his guardian."¹ Indian tribes still retain this role of "domestic dependent nations" with power to regulate the affairs of their own members within tribal territories (reservations) and as such are immune from laws of the states within which their reservations lie.

The Federal government continued to enter into treaties with Indian tribes until after the Civil War. However, because only the Senate ratifies treaties, the House of Representatives became concerned at its lack of involvement in Indian affairs. Consequently, Congress enacted legislation which specified that agreements with Indians would no longer be made by treaties but rather through acts of Congress. Since 1871, therefore, the method of providing for Indian affairs has been through the enactment of Federal statutes.

Pricked by public conscience, in 1924 Congress passed the Citizenship Act which proclaimed Indians to be United States citizens,

¹*Cherokee Nation v. Georgia*, 5 Peters 1 (1831).

without impairment of previously established property rights¹ It is interesting to note that Indians were made citizens without their consent, although a majority of the Indian population would undoubtedly have favored such status at the time this action was taken. However, refusal by some tribes to accept citizenship in their own minds has led to such ludicrous situations as the debate by the Iroquois in 1941 as to whether they would declare war on Germany.

Alaska made clear its intention toward Indian and Eskimo citizens in the State Constitution which proclaims, "This constitution is dedicated to the principles that all persons . . . are equal and entitled to equal rights, opportunities, and protection under the law; and that all persons have corresponding obligations to the people and to the State."² More specifically in the field of education, the Alaska Constitution provides that "the legislature shall by general law establish and maintain a system of public schools open to all children of the State . . ."³

Whether such action by the State absolves the Federal government from any legal obligation is not clear. That the Federal government has the authority to provide educational services is generally beyond debate. Authority to administer Indian school programs was granted to the Commissioner of Indian Affairs, subject to the direction of the Secretary

¹Act of June 2, 1924, ch. 233, 43 Stat. 253.

²Article I, section 1.

³Article VII, section 1.

of the Interior in 1908.¹ The well-known "Johnson-O'Malley" Act of 1936 makes clear the authority of the Federal government to contract with any state territory, political subdivision, institution, or even with a private corporation for education, medical, or social services for Indian citizens.² This act is commonly cited as authority for the Federal government's role in Alaska where treaties or other formal agreements are absent. But the question as to whether the Federal government can be compelled to assume financial responsibility for the Indian and Eskimo population of Alaska is typically answered from an emotional rather than a legal base.

Despite the legal cloud that remains concerning the Federal government's obligation to Alaskan native groups, the major impediment to the unification of the two school systems has been and remains a financial one. The State has simply not been able to assume financial responsibility for all schools operated in Alaska.

Serious efforts toward unification of the two public school systems in Alaska began during the 1940's and early 1950's. As of the 1948-49 school year, the Bureau of Indian Affairs estimated that approximately 8,500 children who were one-quarter or more Indian, Eskimo, or Aleut were enrolled in schools in Alaska. The breakdown enrollment by types of schools was as follows:

¹ Act of April 30, 1908, ch. 153, 35 Stat. 70, 72.

² Act of June 4, 1936, ch. 490, 49 Stat. 1458.

Territorial Schools	2, 948
Mission Schools	600
Government Schools (ANS)	5, 036

(Including 963 pupils in boarding schools and 4, 073 pupils enrolled in 83 day schools)¹

During the 1948-49 school year, estimates were that over 1, 800 pupils of school age were without school facilities. Typically, Federal schools were retained in the more isolated regions whereas the Territory generally operated schools in the more populated areas.

The recurring criterion to determine when schools would be transferred from Federal to Territorial responsibility was one of "readiness." According to an official statement by the Bureau of Indian Affairs, "As fast as schools and communities are ready, and the Territory can assume responsibility, schools will continue to be transferred to the Territory."²

Despite the vagueness of the term "readiness," nineteen schools were transferred from Federal to Territorial or local operation during the 1940's including Bethel, Hoonah, Kake, and Klawock.³ Additionally, most Federal schools located in communities where district schools existed were transferred to local operation. Federal school facilities in communities where local schools were in operation were leased to the Territory for its use.⁴

¹"Answers to Your Questions on Alaska Native Service Educational Activities," (Bureau of Indian Affairs, February, 1950), p. 1. (Xeroxed.) (Included as Appendix A.)

²Ibid., p. 4.

³Ibid., p. 3.

⁴Ibid., p. 4.

As the Territory assumed responsibility for schools in the more populated regions, the Federal government utilized its allotted resources to expand educational facilities into communities not previously served. Thirty to forty such communities were still without school facilities in 1950.

Viewing several alternatives for accelerating the merger of the two systems, the Bureau of Indian Affairs and the Territory of Alaska considered provisions of the Johnson-O'Malley Act of 1934 to provide the best opportunity for effecting a unified school system during the 1950's. This act allows the Secretary of the Interior to contract with "any state or territory, or political subdivision thereof . . . or with any appropriate state or private corporation, agency, or institution, for the education, medical attention, agricultural assistance, and social welfare . . . of children in such state or territory."¹

While periodic revisions have been made over the years in the specific provisions for transferring schools from Federal jurisdiction to State or local control, the currently operative agreement for the administration of Johnson-O'Malley funds is attached as Appendix B. Essentially, Johnson-O'Malley funds are considered to be transitional monies allocated until such time as the State or other political subdivision can assume full operation of these schools. When full responsibility for costs are assumed by the State, borough, or independent district, title transfer of facilities is made. Prior to the time title to schools is

¹ Act of June 4, 1936, ch. 490, 49 Stat. 1458.

transferred, funds are provided on a contractual basis and are supplementary to other revenues received for school support by the appropriate political subdivision.

The period from 1951 to 1954 was one during which extensive transfers from the Federal to the State school system took place. The following Bureau of Indian Affairs schools were contracted to the State for operational purposes:¹

Afognak	1951	Tyonek	1952
Alitak	1951	Chenega	1953
Copper Center	1951	Chitina	1953
Old Harbor	1951	Egegik	1953
Ouzinkie	1951	Ekwok	1953
Akutan	1952	Hydaburg	1953
Anchorage Chignik Bay	1952	Levelok	1953
Belkofski	1952	Newhalen	1953
Karluk	1952	Nondalton	1953
King Cove	1952	Pilot Point	1953
Metlakatla	1952	Tatitlek	1953
Nikolski	1952	Angoon	1954
Perryville	1952	Rampart	1954
Port Graham	1952		

By 1954 both the Territorial Department of Education and the Bureau of Indian Affairs had developed positions pertaining to the ultimate transfer of all Federal schools to Territorial control. By the end of 1954, Commissioner of Education Don Dafoe had developed cost figures required for the Territory to educate children enrolled in federal schools.

Commissioner Dafoe projected a minimum cost of \$1,750,000.00 for

¹Enclosure in a letter from Merle M. Armstrong, Director, State-Operated Schools, to Warren Tiffany, Assistant Area Director, Bureau of Indian Affairs, July 28, 1970. (Included as Appendix C.)

operating costs, without reference to capital outlay.¹ The amount required exceeded the budget of the Bureau of Indian Affairs for school operations in Alaska by approximately \$300,000.00.²

The revenues required for Territorial operation of Federal schools in Alaska were relatively insignificant by current standards. However, financial resources available for supporting even those schools under Territorial control were considered to be inadequate. The Territory could not assume costs for additional enrollments without obtaining additional revenues, an extremely remote possibility.

In addition to the pessimistic forecasts for income which would allow for the ultimate operation of all public schools by the Territory of Alaska, additional problems arose which temporarily halted school transfers in 1954.

Certainly not the least of these problems was the physical condition of Federal school facilities at the time transfer to Territorial operation occurred. Many of the schools, particularly in the Aleutian chain, were old and badly in need of repair. Maintenance costs were often extremely high.

A ubiquitous problem inherent in the early transfer agreements concerned the length of time that Federal support for schools would

¹"Information Relative to the Financing of Contract Schools in Alaska as Requested in Commissioner's Letter Dated September 29, 1954" (Included in a letter from William H. Olsen, Area Director, Alaska Native Service, to the Commissioner, Bureau of Indian Affairs, December 23, 1954), p. 18. (Included as Appendix D.)

²Ibid., p. 19.

continue. The Bureau of Indian Affairs sought a definite time-frame which would provide for a conclusion to its financial responsibilities for funding schools previously under its jurisdiction. Conversely, the Territory, facing an uncertain financial future, insisted that Federal financial support be continued until such time as the Territory had revenues adequate to support the additional burden of schools formerly operated by the Bureau of Indian Affairs. Territorial officials based their arguments on the concept that the education of Indian and Eskimo children was the responsibility of the Federal government.

With these as well as other obstacles, transfers of Federal schools to Territorial control came to a virtual standstill. With the exception of those at Tanana and Circle, transferred in 1958 and 1959 respectively, no additional schools were shifted from Federal operation to Territorial or State control from 1954 until 1967.

Following the advent of statehood in 1959, and bolstered by a state constitution which clearly stipulates state educational responsibility for all of Alaska's children, the Alaska legislature proceeded to assume an expanded role in educational planning. In 1960 it enacted a statute providing for issuance of general obligation bonds for a regional vocational school to be located north of the Yukon River, subject to approval by a majority of the qualified voters in the State. The electorate responded affirmatively.¹

¹ William R. Marsh, North to the Future (Juneau: Alaska Department of Education, 1967), p. 84.

While obligation bonds, not to exceed \$1,500,000.00, were authorized for the acquisition, construction, equipment, and capital outlay of this vocational facility,¹ the question of funds for current operation of the school was left essentially unanswered.

Since most of the students for whom the vocational school was planned were native, the State requested that the Bureau of Indian Affairs provide operating costs. In response, Bureau of Indian Affairs officials pointed out that they had had a minimal role in planning the facilities and were not entirely clear about the fiscal or curricular arrangements implied by the creators of a vocational high school. Consequently, the Bureau of Indian Affairs exhibited considerable reluctance to assume operating costs for what was considered to be entirely a state venture.

The authorization of the vocational boarding school (which was to become the William E. Beltz School located at Nome) brought to a head some of the persistent and nagging questions caused by the continuation of the dual system of education. Who was responsible for overall educational planning in Alaska? How were rural schools to be financed? What kind of education was to be provided for rural youth?

The impasse reached on these questions, resulting in large measure from the voters' mandate to proceed with a vocational school north of the Yukon, led to a meeting in Washington, D. C., on March 1, 1962, with officials in attendance from the Bureau of Indian Affairs, the State of Alaska, the University of Alaska, and the United States Office of

¹Ibid.

Education.¹ Emanating from this meeting was an agreement of understanding between the Bureau of Indian Affairs and the State of Alaska.² Of primary importance in this agreement was the provision that the State would assume a primary role in educational planning which would serve as a basis of coordination between the two governmental agencies.

To honor the State's commitment to comprehensive planning, a Governor's Committee on Education was created and given two broad charges. One was to prepare a broad comprehensive plan for rural school operation. The second charge was to chart a direction for the ultimate consolidation of the two school systems operating in Alaska.³ Needless to say, the first charge was fulfilled more effectively than the second.

The Governor's Committee became entangled in the same complex issues regarding consolidation of the Federal and State school systems that had plagued previous efforts toward this goal. The Committee was in agreement with the philosophical concept that the State should operate schools for all its citizens. But the question of Federal financing--for what duration and in what amount--remained unresolved.

The Governor's Committee on Education, after periodic meetings, developed An Overall Education Plan for Rural Alaska. This report has

¹Governor's Committee on Education, An Overall Education Plan for Rural Alaska (Juneau: Alaska Department of Education, May 25, 1963; Revised Report, February 28, 1966), p. i. (Included as Appendix E.)

²Ibid., Appendix C.

³Ibid., p. ii.

been revised as conditions have changed but still represents a broad, basic blueprint for rural education. However, the resolution of native land claims and emergence of regional native corporations, philosophical changes on the part of the State Board of Education concerning rural education, and recent legislative efforts to totally decentralize school control throughout the State have resulted in sharp conflicts with some of the concepts presented in this overall plan. Most noticeably, the plan for regional boarding high schools has been questioned. The general attitude in the State now seems to favor the development of smaller local high schools within larger communities which would require only a minimum number of pupils to attend school away from their home communities.

The guidelines contained in the memorandum of agreement emanating from the meeting in Washington, D. C., on March 1, 1962, did accommodate the questions pertaining to the vocational boarding school.

Item 11 in this agreement states, "It is especially to be noted that the Bureau in considering such plans as may be advanced by the State has no fixed objection to the location of high school facilities in any particular community, and it is hoped that State plans for school construction at Nome may be utilized within the overall program."¹ Subsequently, the William E. Beltz School opened in Nome in 1966.

More specifically, the Johnson-O'Malley Plan previously adopted by the Bureau of Indian Affairs and the State on November 15, 1965, was amended to include the following statement: "The Bureau of Indian Affairs

¹ Ibid., Appendix C.

will provide financial support, subject to the availability of funds, for dormitory operation and related expenses based upon budgets prepared by the Department of Education in accordance with Johnson-O'Malley procedures."¹

The questions raised by the authorization of the Nome-Beltz Vocational School brought into focus what has undoubtedly been the most perplexing and controversial issue in rural education in Alaska, that of providing education at the secondary level for children who reside in small, isolated communities. While in some localities education at the elementary school level has faced the expected problems of overcrowded classrooms, deteriorating facilities, inadequately prepared teachers, and the like, little doubt exists that children can be provided with basic elementary education in small rural schools. But at the secondary school level, the problems become far more complex. The opportunities to provide broad electives in a small high school are limited. Financial resources typically do not permit the employment of a large enough staff to present expertise in diverse areas of specialization. Physical facilities which are adequate for teaching basic academic skills will not suffice if vocational exploratory courses are desired.

The alternatives to the extremely small, local high school are similarly complex. Should children leave home during their adolescence to obtain a high school education, with all of the concurrent dilemmas

¹"Background Material on William E. Beltz Vocational School at Nome" (Alaska Department of Education, January, 1966), p. 3. (Xeroxed.) (Included as Appendix F.)

this approach to education entails--estrangement from home and community, regimentation, common group-living arrangements, etc.?

Historically the Bureau of Indian Affairs and the State have approached the problem of providing secondary education in rural Alaska from quite diverse directions. In 1947, the Bureau of Indian Affairs converted the former World War II naval base on Japonski Island near Sitka to a Federally operated boarding high school, Mt. Edgecumbe, for native students. For approximately two decades (until 1966 when the Nome-Beltz school opened), Mt. Edgecumbe was the only public boarding high school in Alaska which provided secondary school facilities for native youth from rural communities where local high school programs were not available.

The two options which the availability of a single boarding high school presented were simply for pupils to leave home to attend school or do without a secondary school education.

With improvements in the holding powers of schools for rural pupils, together with dramatic increases in the number of children of high school age, pressures for expanding secondary school opportunities increased enormously. Mt. Edgecumbe enrolled students in excess of its recommended physical capacity. Even so, many qualified students who applied for high school admission were rejected because of space limitations.

As a next step, the Bureau of Indian Affairs allowed qualified Alaskans to enter Indian boarding schools in other states. Chemawa, in Oregon, and Chilocco, in Oklahoma, received by far the largest

number of Alaskan students. For example, during the 1969-70 school year, 876 secondary school students were enrolled in Bureau of Indian Affairs boarding schools outside the State (233 in Chilocco and 643 in Chemawa).¹ During the 1971-72 school year, out-of-state enrollments had been reduced to 428, with further reductions apparent as students currently enrolled in Chemawa and Chilocco are graduated.²

However, it is doubtful that any educational decision generated more public outcry from native and non-native citizens alike than the practice of sending secondary school students out of the State for their high school education. Throughout the years concern was expressed about the deleterious effects of isolating children from their families and communities when they attended in-State boarding schools. But the practice of transporting students out of the State was psychologically offensive to the vast majority of Alaska's populace.

Difficulties are clearly inherent in establishing cause-and-effect relationships when dealing with political and behavioral phenomena. However, little doubt exists that the public outcry which accompanied the "deportation" of native high school students out of Alaska generated

¹ Warren I. Tiffany, Bureau of Indian Affairs Education Program (Juneau: Bureau of Indian Affairs, Juneau Area Office, January, 1971), p. 2.

² Alaska State Board of Education, The Big Picture on Small Schools (Juneau: Alaska Department of Education, July, 1972), p. 3. According to a Bureau of Indian Affairs official, no new Alaskan students had been sent to Chilocco since 1970, and those pupils attending Chemawa were there at their own option. (Memorandum from the Acting Assistant Director for Education to the Area Director concerning the Education Program in Alaska, July 25, 1972.)

rapid innovation in the provision of additional alternatives for secondary school education within the State.

For example, as previously noted, the Nome-Beltz Vocational School opened in 1966. Another option for providing secondary school opportunities included expanding the number of grades offered at the local school level. Junior high school programs were added to the elementary school grades in the larger communities of Barrow, Hooper Bay, Unalakleet, and Nunapitchuck. And Kotzebue developed a senior high school program as well as adding junior high school grades to the existing school.¹

In 1967, the Alaska Department of Education initiated a Boarding Home Program whereby rural students who reside in communities with no high schools may live with selected families in larger centers and attend local secondary schools.² Monthly stipends, available largely from Johnson-O'Malley funds, are paid to families who provide boarding facilities for students. This program is administered by the Division of Regional Schools whose director is responsible for screening applications, assigning students to communities and to specific foster parents, and making the necessary financial arrangements.³

In each local community liaison officers or coordinators are

¹ Tiffany, Bureau of Indian Affairs Education Program, p. 2.

² Coordinators' Guide to the Boarding Home Program (Juneau: Alaska Department of Education, February, 1970), p. 1. (Included as Appendix G.)

³ Ibid., p. 1.

available to supervise students, to provide communication with the students' parents in the villages, and to work with local school officials to ease the students' transition to a new school setting.

The Boarding Home Program was originally designed to last only until such time as adequate local or regional facilities were available to accommodate all eligible youth of high school age. Currently, its administration is in a state of flux; the State is considering the option of contracting with native organizations for the operation of the program. However, despite the fact that it was conceived as an interim or "stop-gap" measure over 1,200 students were participating in this program during the 1971-72 school year.¹

While many arrangements to provide secondary school opportunities for all youth were implemented or proposed, planning activities for the development of long-range guidelines for secondary education were intensified.

Perhaps the most influential study relating to secondary education in Alaska was conducted by the Training Corporation of America with headquarters in Falls Church, Virginia. The Alaska Department of Education commissioned this corporation to analyze educational problems in rural Alaska and to develop recommendations for their solution.

The TCA report is based on a number of assumptions which, if invalid, raise serious doubts about the validity of the recommendations

¹ Education in Alaska (Juneau: Bureau of Indian Affairs, Juneau Area Office, March, 1972), p. 4.

made by the principal investigators for the study. A basic assumption in this study was that rural youth should be integrated with students from varied racial and socio-economic backgrounds. And a key assumption undergirding the recommendations was that each child should attend a high school with a minimum enrollment of five hundred students and a staff of no fewer than twenty-five teachers.¹

From these assumptions, the recommendations logically followed that regional high schools be established in Fairbanks, Bethel, Anchorage, Nome, Kodiak, and Sitka. Dormitory facilities, as well as new schools or expansion of existing facilities, were to be provided for students residing in the regions of the proposed sites.²

In accordance with the recommendations outlined in the TCA report,³ the Bureau of Indian Affairs planned for the expansion of facilities at Mt. Edgecumbe High School to accommodate one thousand dormitory students. Construction funds were obtained, and the Bureau of Indian Affairs was ready to proceed with the project when public objections to the entire concept of large secondary boarding schools developed. Although such objections focused on plans to expand the capacity of Mt. Edgecumbe High School, several developments in the State brought into question the entire boarding-school concept.

¹J. Kenneth Cummiskey and John Garcia, "State of Alaska Regional Secondary School System: Implementation Plan," (Training Corporation of America, February 3, 1967), p. 1-2. (Mimeographed.)

²Ibid., p. 1-8.

³Ibid.

Under the Mandatory Borough Incorporation Act enacted in 1963, some rural schools formerly operated by the State were transferred to the jurisdiction of newly formed boroughs. Extensive leasing of mineral lands by oil companies brought new revenue to the State and held promise for the development of rural areas. Settlement of the native land claims provided additional impetus for local determination and emergence of native leadership.

Efforts to challenge the regional school concept intensified. In December, 1968, members of the Alaska congressional delegation scheduled a meeting in Sitka to discuss the regional school construction program.¹ The Congressmen heard extensive testimony, most of it in opposition specifically to major expansion of Mt. Edgecumbe School and generally to the perpetuation of boarding high schools. Statements favoring additional construction at Mt. Edgecumbe came primarily from residents of Southeastern Alaska where this facility is located.

The Sitka meeting resulted in a basic philosophical change in the approach to secondary schools in Alaska. The large regional school complexes recommended in the TCA report gave way to the concept of smaller school facilities, such as the sixty-to-eighty student high schools at Tok, Ft. Yukon, and Dillingham, to be located closer to pupils' homes.²

Despite the change in direction that resulted from the Sitka meeting

¹Alaska State Board of Education, The Big Picture on Small Schools, p. 8.

²Ibid.

State plans for regional facilities had either been completed or had proceeded too far to be altered in certain areas. The Kodiak-Aleutian Regional High School opened in 1968 and a third regional school was completed at Bethel in 1972 with boarding facilities for two hundred pupils.¹

However, resistance to the boarding school concept intensified. Rural parents joined together in a legal suit against the State to require that their children be provided with a secondary school education in their home community of Emmonak.²

Little doubt remains that prevailing public opinion today favors educational programs which enable the high school youth to remain in his home whenever possible, with a minimal amount of pupil relocation. A complete cycle in educational philosophy has occurred. The 1949 administrative manual published by the Territorial Department of Education outlined methods by which one teacher could provide the basic courses required in a small high school by rotating courses on an odd-and-even year basis.³ Small Secondary Schools, an administrative manual published by the Alaska Department of Education in September, 1971, details a similar plan for one- and two-teacher high schools.⁴

¹ Ibid., p. 2. (The Beltz School at Nome was the first regional high school operated by the State.)

² Hootch v. Alaska State-Operated School System, et. al. (Case no. 72-2450 in the Superior Court for the State of Alaska, Third Judicial District, October 5, 1972). (Xeroxed.) (This is still pending.)

³ Administrative Manual, Territory of Alaska (Juneau; Alaska Department of Education, 1949), p. 11.

⁴ Small Secondary Schools: Administrative Manual, First edition (Juneau: Alaska Department of Education, September, 1971), pp. 11-12.

Improved means of transportation, innovations in programmed instruction, and the advent of educational multi-media cause the small high school today to differ markedly from the school of the 1940's. Nonetheless, the maintenance of family and community ties is considered to be of greater importance to the student's educational development than his access to a large comprehensive school curriculum.

A gradual but accelerating change has occurred during the past two decades in the determination of educational policies for rural Alaskans. Traditionally, schools were established in remote areas by an outside governmental agency the policies of which determined largely what was taught and by whom. Since formal schooling was considered to be essentially a "white man's innovation," those who availed themselves of educational opportunities accepted them with varying degrees of enthusiasm.

Interviews conducted by Ray and others in the late 1950's and early 1960's revealed strong faith in education on the part of Alaskan natives, even though some expressed disillusionment with a particular school situation.¹ In fact, education was often viewed as a panacea to relieve unemployment, improve health practices, and provide a sense of identification which would enable citizens with multi-cultural backgrounds to participate actively in a modern society. When results failed to meet

¹ Charles K. Ray, A Program of Education for Alaskan Natives, Revised ed. (College: University of Alaska, 1959); Charles K. Ray and others, Alaskan Native Secondary School Dropouts (College: University of Alaska, 1962).

expectations, critical reappraisal of education programs began.

During the past decade several emerging factors have resulted in increased participation by rural Alaskans in formulating educational policies. Some of these developments have been referred to previously. Community Action programs financed by the Office of Economic Opportunity provided legal aid to local governmental bodies. The Alaska Federation of Natives, established in 1966, represented native interests in reference to their aboriginal property rights.¹ The settlement of the Alaska native land claims provided for the creation of local and regional native corporations to assume management of lands and monies provided under the Land Claims Act.²

New young native leaders from northern Alaska have exerted increasing influence on educational policy through attainment of elective and appointive offices. In 1970, William Hensley, a state representative, was elected to the Alaska Senate, and Charles Degnan and Frank Ferguson won seats in the State House of Representatives. Eban Hopson was appointed to a special post in the Office of the Governor.³

In 1969 the hearings of the United States Senate Subcommittee on Indian Education provided a forum for the public statement of Alaskan opinions. Native and non-native leaders expressed a wide range of

¹ Laurel L. Bland, The Northern Eskimos of Alaska (Juneau: Alaska Department of Education, June, 1972), p. 75.

² Ibid., p. 76.

³ Ibid., p. 77.

viewpoints; but if one theme emerged, it was the call for greater self-determination of educational policies by Indians and Eskimos in Alaska than had been permitted in the past.¹

Examples of the emerging role in policy-making assumed by native leaders are numerous. One dramatic illustration of militant native posture, more evident than in previous years, was that of the previously described Sitka conference, held in December, 1968. Speakers at this meeting openly challenged both State and Bureau of Indian Affairs leaders when official policies conflicted with citizen interests.

An educational planning proposal submitted to the Bureau of Indian Affairs by the Northwest Alaska Native Association (one of twelve regional native associations which will participate in the native land claims settlement) states the issue most succinctly: "Thus, the question now is not as to whether or not local control of schools can be given to the Village people, but rather deals with how can the State prepare itself and the regional corporations to accomplish this power transfer gracefully and smoothly without disturbing in any way the continuity of school programs."²

Partially as a response to the numerous calls for change and partially to initiate such changes, both the Bureau of Indian Affairs and

¹U. S. Congress, Senate Committee on Labor and Public Welfare, Hearings Before the Subcommittee on Indian Education, 91st Congress, 1st session, 1969 (Washington, D. C.: Government Printing Office, 1969).

²"Northwest Alaska Education Planning Project Proposal" (A proposal submitted by the Northwest Alaska Native Association to the Bureau of Indian Affairs, October 6, 1971), p. 4. (Included as Appendix H.)

the State have effected major innovations and structural reorganizations designed to provide a stronger voice in educational determination to native citizens.

The following statement expresses the intention of the Bureau of Indian Affairs to include native leadership in policy decisions: "It is the policy of the Bureau of Indian Affairs to promote maximum participation in and control of services to Native people by those whom the programs serve. In the field of education this is accomplished through one or more of the following procedures: (1) Transfer from Bureau of Indian Affairs to public school operation, (2) contracting for the provision of services, and (3) strengthening of School Boards."¹ The statement of intent to transfer schools was a reaffirmation of a long-standing commitment. But official Bureau of Indian Affairs encouragement to communities to contract for services and the expansion of local advisory school boards involvement in educational affairs came as later developments.

A recent example of a contractual relationship between the Bureau of Indian Affairs and a native corporation charged with providing educational services can be found at Wildwood, on the Kenai Peninsula. Wildwood was a former military base which was inactivated. The Kenai Native Association was authorized by the Bureau of Indian Affairs to utilize these vacated facilities to provide living accommodations for

¹ Warren I. Tiffany, A School to Serve the People: Guidelines for Community Control of Bureau of Indian Affairs School Operations (Juneau: Bureau of Indian Affairs, Juneau Area Office, January, 1971), p. 1.

students which would enable them to attend nearby local public schools. Other examples also exist in which this policy has been translated into practice. Contracting procedures for such practices are included as Appendix I.

The State also responded to the call for a stronger voice on the part of rural Alaskans in educational decision-making. Rural schools, which had previously been administered through the State Department of Education in Juneau, were transferred to a newly created Alaska State-Operated School System which was formed to provide for education in the unorganized borough of the State. The governing body of this school system is a seven-member board of directors appointed by the governor from the areas served. At least four of the seven directors are appointed from rural areas outside organized boroughs and off military reservations.¹

Additionally, in order to provide more effective local direction to school affairs, the Alaska legislature provided for local advisory school boards in communities where State schools were in operation.²

The move toward greater local control by both the State and the Bureau of Indian Affairs, in contrast to earlier centralized administrative systems, was but one of many apparent educational changes. As curricular innovations representing marked departures from earlier practices were gradually adopted, subtle changes occurred in the roles

¹Sec. 1, ch. 46, SLA 1970.

²Sec. 1, ch. 98, SLA 1966; Am. sec. 10, ch. 46, SLA 1970; Am. sec. 1, ch. 101, SLA 1971.

of the State and the Bureau of Indian Affairs as agents for change.

Traditionally, the Bureau of Indian Affairs had a deserved reputation as an enormous bureaucracy with most decisions affecting schools made by officials far removed from the problems. As a consequence of a complicated budgetary process, which required financial requests to be anticipated far in advance of expenditures, resources were frequently unavailable to meet unanticipated circumstances. Curricular guides for use in all Indian schools, from Window Rock, Arizona, to Barrow, Alaska, were issued from headquarters in Washington, D. C. And although education specialists attempted to work with teachers in providing for local innovation, distances, isolation, limited financial resources, and other factors caused instructional supervision to be far from effective.

With improved health practices and increased knowledge of disease control and treatment, infant death rates decreased while birth rates remained constant or increased. Consequently, enrollment pressures stretched the resources available for Bureau of Indian Affairs schools in Alaska so that additional handicaps were imposed on overburdened teachers. During the 1950's, it was not uncommon to observe one teacher instructing a class with forty or more elementary school pupils in attendance. And typically, classes included a wide range of grade and age levels.

But as the transfer of school from Bureau of Indian Affairs to State

operation progressed, it was State teachers and staff who became over-extended and needed to exert all energies and resources merely to cope with immediate pressures and problems. And the Bureau of Indian Affairs, with a decreasing number of schools for which it was directly responsible, became free to innovate. Doubtless, the intense criticism heaped upon the Bureau of Indian Affairs for its early failures to respond to local concerns contributed to a climate amenable to educational change. Nonetheless, the availability of resources, coupled with responsibility for fewer schools, permitted the initiation of innovative instructional practices not commonly found in the State system of rural education.

For example, in fiscal year 1973, the Bureau of Indian Affairs had budgeted eighteen million dollars for the education of six thousand native children in fifty-three village day schools, Wrangell and Mt. Edgecumbe Boarding Schools, and the Wildwood dormitory. In 1949, by contrast, the Bureau of Indian Affairs operated 102 day schools. The eighteen million dollars budgeted for fiscal year 1973 does not include monies provided to the State for boarding home and dormitory care for native students; nor does it include the two million dollars made available for special programs through Title I of the Elementary and Secondary Education Act.¹

A personal example of the improved resources made available to rural teachers in Federal schools in Alaska can be cited. In 1951, when

¹"Highlights of Bureau of Indian Affairs Programs," (Bureau of Indian Affairs, January 26, 1973), p. 1. (Mimeographed.)

the writer of this paper was a teacher at Savoonga, two teachers, an instructional aide, and a maintenance man were authorized for a school enrollment of some ninety pupils in grades one through eight. During the 1972-73 school year, Savoonga had an elementary school enrollment of approximately 105 pupils and a ninth-grade enrollment of fourteen.¹ The staff now includes a principal, four teachers, four education aides, two maintenance men, and a cook.²

Opportunities for educational innovation provided to the Bureau of Indian Affairs resulted in numerous pioneering efforts by this agency. Kindergarten programs now operate in ten rural communities where Bureau of Indian Affairs schools are located. In Akiachak, one of fifteen programs in the nation enrolling two- and three-year-old children has been initiated.³ Bilingual programs, whereby children are taught in Eskimo and English, have been implemented and evaluated. Teacher aides are utilized extensively in Bureau of Indian Affairs schools. Adult education programs were initiated as early as 1957.⁴

Despite improved student-staff ratios, educational experiments with promise for success, and heightened efforts at the State and Federal

¹ Enrollment Statistics, (Bureau of Indian Affairs, September, 1972), p. 1. (Mimeographed.)

² Juneau Area Directory (Juneau: Bureau of Indian Affairs, Juneau Area Office, November 15, 1972), p. 35.

³ Interview with John Turner, Project Designer, Akiachak Community Child Development Program, June 13, 1973.

⁴ Education in Alaska, p. 9.

levels to improve educational opportunities afforded rural Alaskans, serious problems remain unsolved.

Considering administrative problems first, policy regarding the responsibility of the Federal government to Indian citizens has vacillated from one of complete termination to the present policy which rejects termination of the government's role in Indian affairs. President Nixon's position, stated in a release from the Office of the White House Press Secretary on July 8, 1970, is as follows:

Because termination is morally and legally unacceptable, because it produces bad practical results, and because the mere threat of termination tends to discourage greater self-sufficiency among Indian groups, I am asking the Congress to pass a new Concurrent Resolution which would expressly renounce, repudiate and repeal the termination policy as expressed in House Concurrent Resolution 108 of the 83rd Congress. This resolution would explicitly affirm the integrity and right to continued existence of all Indian tribes and Alaska Native governments, recognizing that cultural pluralism is a source of national strength. It would assure these groups that the United States Government would continue to carry out its treaty and trusteeship obligations to them as long as the groups themselves believed that such a policy was necessary or desirable. It would guarantee that whenever Indian groups decided to assume control or responsibility for government service programs, they could do so and still receive adequate Federal financial support. In short, such a resolution would reaffirm for the Legislative branch--as I hereby affirm for the Executive branch--that the historic relationship between the Federal government and the Indian communities cannot be abridged without the consent of the Indians.¹

Nixon further reaffirmed the Federal government's responsibility to Indians by stating, ". . . We have turned from the question of whether

¹ "To the Congress of the United States," (Office of the White House Press Secretary, For Release at 12:00 Noon, EDT, July 8, 1970), p. 1. (Mimeographed.) (Included as Appendix J.)

the Federal government has a responsibility to Indians to the question of how that responsibility can best be fulfilled."¹ However, the means have yet to be determined.

The impasse in transferring Federal schools to State operation was broken in 1967 when administrative control of ten schools were transferred from the Bureau of Indian Affairs to the State. Eighteen additional schools were transferred to the State system in 1969 and 1970.² (See Appendix K for the names of specific schools, year of transfer, and pupil enrollments.)

Currently, schools can be transferred by four methods: (1) voluntary incorporation as a borough or first-class city, (2) mandatory incorporation as a borough or first-class city, (3) voluntary transfer to the State-Operated School System, and (4) contracting to native groups. Funding for schools transferred to State operation are provided through a combination of Public Law 874, State foundation support, and Bureau of Indian Affairs funding, with Bureau of Indian Affairs funding to terminate after a specified period of time.³

Instructional problems in Alaska's rural schools remain serious. There is no doubt that a gap exists between the average native student

¹ Ibid., p. 3.

² "BIA Schools Transferred to State of Alaska, 1967-1971," (Bureau of Indian Affairs, November, 1971), p. 1. (Xeroxed.)

³ "Meeting on Turnover of BIA Schools to State or Independent School System," (Statement for the Record by Acting Deputy Assistant Area Director for Education, Bureau of Indian Affairs, August 30, 1972). (Xeroxed.) (Included as Appendix L.)

and his caucasian counterpart. The Alaska State Commission for Human Rights visited the William E. Beltz School in Nome in 1969 and reported,

Students who come to Beltz are ninth graders in name only. Among the faculty whom the Commission consulted, estimates of the actual grade level of entering students ran as low as the second grade, with most students falling in the 5th-7th grade range. At present, teachers simply lower their standards and expectations and plunge ahead with their high school textbooks. Although no follow-up studies have been made on Beltz graduates, it is known that only two or three Beltz graduates have gone on to college, and none of them has stayed in college for longer than a year."¹

Similar conclusions have been drawn in other regions and from other schools.

As discouraging as achievement records of rural students may be, mental health problems give cause for even greater alarm. Pupil consumption of alcohol remains the greatest concern in boarding schools and boarding homes. Although incidences of drinking vary from school to school, estimates have been made that as many as seventy percent of students in any given boarding school drink in a socially unacceptable manner on occasion. Suicide attempts, periods of deep depression, and emotional stress with which pupils cannot cope are frequently reported. Judith Kleinfeld, who has engaged in intensive studies of boarding school and boarding home students, stated that initially she had considered school dropout as evidence of failure on the part of the school. But now, for some students, she considers school dropout as possible

¹ Alaska State Commission for Human Rights, "Study of William E. Beltz School, Nome, Alaska," (Anchorage: Alaska State Commission for Human Rights, December 11, 1969), p. 9. (Mimeographed.)

evidence of success if such students leave while still psychologically intact--for they have at least survived emotionally.¹

In summary, many questions remain unanswered and may be categorized under the title, "Where Do We Go from Here?" The dual system of education is still in existence, albeit the number of rural schools administered by the Bureau of Indian Affairs continues to be reduced. However, resistance by State legislators to the continuation of the two systems of education remains strong. As regularly as geese return to the North each spring, resolutions are introduced in the Alaska legislature to determine means to phase out Bureau of Indian Affairs educational activities in Alaska. The most recent example is House Joint Resolution No. 8, included as Appendix M. This resolution calls for yet another feasibility study. But little assurance exists that an additional study will provide the means for resolution of problems which heretofore have been insoluble and which impede the merger of the State and Federal school systems.

Future directions seem somewhat clearer in regard to the Bureau of Indian Affairs two boarding schools remaining in Alaska. As previously described, Mt. Edgecumbe is the only Federal government boarding high school in the State. As opportunities for secondary education have expanded, enrollments at Mt. Edgecumbe have declined steadily from a peak of 673 students in 1967-68² to a November, 1973, figure of 376

¹Interview with Judith Kleinfeld, Assistant Professor of Educational Psychology, University of Alaska, Fairbanks, June 1, 1973.

²Education in Alaska, p. 4.

enrolled in grades nine through twelve.¹ Evidence suggests further decreases in the number of students who will attend high school at Mt. Edgecumbe.

Since Mt. Edgecumbe was constructed to serve as a naval installation rather than a school, problems have persisted since its conversion. What was adequate for a military base (e.g. a hangar) was not necessarily desirable for an instructional facility. Similarly, military barracks, with minimal privacy, leave much to be desired when used as dormitories for adolescents. Maintenance costs have always been extremely high for the number of students served. And with many of these buildings now over thirty years old, costs have increased markedly.

Serious doubts can be expressed concerning the wisdom of retaining Mt. Edgecumbe as a public school facility. Equally questionable is the alternative of finding other uses for the deteriorating facility which can justify the high costs of maintenance.

Similar questions relate to the retention of Wrangell Institute, a middle ungraded school for children without access to other facilities or for pupils who are social referrals. As in the case of Mt. Edgecumbe, enrollments at Wrangell have declined steadily since 1966-67 when 250 pupils were in attendance.² In November, 1973, 142 pupils were

¹ "Total Enrollment in Bureau of Indian Affairs Schools," (Taken from November School Reports, School Year 1973).

² Education in Alaska, p. 4.

enrolled.¹ Clearly costs required to staff and maintain a boarding school for so few pupils are enormous.

Alternate uses for these two boarding schools have been considered. A memorandum dated October 4, 1972, included as Appendix N, outlines some preliminary suggestions. And, of course, the possibility that these facilities should simply be deactivated must also be considered.

The promising practice of shifting educational decision-making to those most directly affected--native citizens--gives rise to some measure of optimism regarding the educational future of rural Alaska. However, native citizens are no more homogeneous in attitude than are non-natives. Therefore, the naive assumption that greater involvement of rural citizens in policy determination will provide a consistent, uniform educational plan appropriate for all is totally unrealistic.

One might conclude that the wisest course to follow in planning is to make educational alternatives available, with the appropriate choices selected by children and their parents. For example, a child with strong emotional family ties should be provided the opportunity for an education in his home community if he chooses not to leave home. Conversely, many children (with the consent of their parents) want to leave the villages. And of course, schools with curricular specializations in various fields will be attractive to students with compatible interests. The well-conceived vocational education program available at the

¹"Total Enrollment in Bureau of Indian Affairs Schools," (November, 1973, School Reports).

Kodiak-Aleutian Regional High School may well attract students from various regions of the State. The Boarding Home Program can serve as a vehicle for permitting students from rural areas to attend schools in virtually any population center where the instructional program is appropriate for them.

Systematic evaluation of the effectiveness of various educational plans is essential. Sufficient evidence now exists to permit tentative hypotheses as to the types of children who succeed best in different school settings. Follow-up studies and objective evaluation based on "hard" data will assist in establishing or rejecting these preliminary hypotheses.

Education is not static, as a review of the development of Alaska's school systems and programs of instruction reveals. It is unlikely that future developments in the State will result in any greater degree of stability than has the past. A continuous appraisal and reappraisal of current practices is necessary. Additionally, more effective means must be developed to permit schools to reflect the society they serve. The voice of rural Alaskans has been too silent in the past. It must now be heard.

APPENDIX A

ANSWERS TO YOUR QUESTIONS ON ALASKAN NATIVE SERVICE
Education Activity

How many Alaska Native children are there?

It is estimated there are approximately 10,500 children of one-fourth Native blood or more in Alaska, consisting of Indians, Aleuts, and Eskimos.

Where do they go to school?

School Year 1948-49 had the following enrollments of Natives:	
Territorial Schools	2,948 (Est. fr Terr.)
Mission Schools	600 (Dept. of Educ.)
Alaska Native Service Schools	5,036 (Dept. of Educ.)
Total in all Schools:	8,584

ANS enrollment was 4,073 in 83 Day Schools and 963 in three boarding schools in 1948-49.

How many Alaska Native children lack school facilities?

It is estimated that approximately 1,800 Alaska Native children lack school facilities. During the school year 1949-50, the following ANS schools were re-opened: Kaltag, Chaniliut, Beaver, Northway, Pilot Point, Kivalina, Nondalton, Alitak, Tanunak. A new school was opened at Barter Island, and the school at Saxman closed, with the children attending at Ketchikan.

Where are these 1,000 children without school facilities located?

They are generally found in the very isolated sections of Alaska. Migta on Nelson Island; Chowhoctollk, Iuntatyliak, Kwiguk in the Kuskokwim; Koliganak, Togiak, Stuyuk in the Bristol Bay area; Arctic Village, Anaktuvuk Pass, Beechy Point, Cape Halhett in the Arctic regions; Chignik Lagoon, Port Moller, in the Aleutians; English Bay near Seldovia; Pedro Bay, Pile Bay, Lime Village, in the Illimmg area, are examples.

How many Alaska Native service schools are now in operation?

During the 1949-50 school year, the Alaska Native Service operated 93 Day Schools and three Boarding Schools, with an estimated enrollment of 5,200.

Where are the Alaska Native Service Day Schools located?

Three are located in Southeastern Alaska-- Angoon, Hydaburg, and Klukwan. Metlakatla supports its own school but is under

the supervision of the Alaska Native Service. Eighty-nine Day Schools are in the interior and to the westward; on the Yukon, in the Arctic, Norton Sound, Seward Peninsula, Bristol Bay, the Aleutians, the Kuskukwim, Kodiak Island, King Island, Diomedede Savoognga, Mekoryuk are on islands in the Bering Sea. Barrow has an enrollment of 253. Barter Island, Atka, Barrow, Metlakatla are in the extreme points in Alaska. All ANS Schools with but few exceptions are in isolated native villages.

Does duplication of Territorial and Alaska Native Service Schools exist?

The only duplication of schools is at Fort Yukon where the present buildings do not permit the Territory to enroll all the children. About 35 children can be enrolled in the territorial school and there are 96 children in the ANS school. When a new building is built, it is felt Fort Yukon will be under territorial jurisdiction.

Does segregation exist on a race basis?

No. Segregation is due to geographical reasons and not to who has jurisdiction of the school. There are a number of territorial rural schools having 100 percent Native enrollment. Regardless of who has jurisdiction of either territorial or Alaska Native Service Schools, the same children will attend the same school, with the schools in 100 percent native villages still being 100 percent Native in enrollment.

Is it feasible to expect Alaska Native School children to attend municipal schools?

No. It is no more feasible to expect children enrolled in Native Service Schools to attend municipal schools than it is to expect children in Territorial rural schools to attend municipal schools. The distance to municipal schools for either Territorial rural children or Alaska Native Service school children may extend from 100 miles to 1,500 miles. Since there is no duplication of schools now, children in a given locality, whether Native or other, attend the most accessible school.

What is the grade placement of Native children in territorial schools?

Native children attend all Territorial schools, the rural grade schools, small high schools, city grade schools, and city high schools. Figures from the Territorial Department of Education give the following for 1948-49:

	<u>Elementary</u>	<u>High School</u>	<u>Total</u>
Total Native children, $\frac{1}{2}$ or more	2,638	310	2,948
White and others	<u>6,171</u>	<u>1,771</u>	<u>7,942</u>
Total enrollment:	8,809	2,081	10,890
Percent Native	29.94	14.89	27.07

One reason for the smaller percentage of Native children in Territorial high schools is due to the fact that generally speaking Native population constitutes the isolated areas population with White and others in the cities. High schools are not as accessible to the majority of the Native population as they are to the majority of the White population.

Has the increase in Territorial School enrollment been due alone to Native children?

The following figures have been obtained from the Territorial Department of Education:

	<u>Total Native</u>	<u>Total Enrollment</u>	<u>Native</u>
1944-45	1,864	7,070	26.3
1945-46	2,109	7,826	26.9
1946-47	2,340	9,142	25.6
1947-48	2,793	10,578	26.4
1948-49	2,948	10,830	27.07

The percentage of Native children enrollment in Territorial Schools has remained relatively constant with the total enrollment.

What has been the policy of the Alaska Native Service in regard to its withdrawal in favor of Territorial operation of schools?

For a number of years, the Alaska Native Service has been withdrawing operation of schools in favor of Territorial operation. Eighty-nine of the percent Alaska Native Service Schools are in the Interior or to the Westward; only three in Southeastern Alaska, and Metlakatla, which is practically self-supporting. When communities have organized their own local government, when they have set up their own tax structure, when they no longer have need of Alaska Native Services other than education, the Alaska Native Service has withdrawn in favor of the Territory. Contingent on such withdrawal has also been the achievement of an economic base by the community that would permit it to carry its own responsibilities in the field of self-government.

What schools have been transferred from the Alaska Native Service to the Territory of Alaska? (1950)

<u>School</u>	<u>Year</u>	<u>Native Enrollment 1948-49</u>
Bayview	1942	87.87
Bethel	1947	93.57
Cordova	1947*	27.94
Haines	1947*	58.47
Iliamna	1946	100.00
Kake	1947	98.84
Juneau	1947*	16.77
Kanakanak	1947* (To Billingham - Snag Fort)	71.51
Kasaan	1947* (Territory did not re-open)	
Ketchikan	1947*	18.49
Saxman	1948 (Children to Ketchikan)	
Klawock	1948	93.91
Nome	1947*	71.51
Sand Point	1942	95.83
Sitka	1947*	29.64
Squaw Harbor	1945	75.33
Unalaska	1944	
Valdez	1945	48.64
Yakutat	1947	

*Duplication of schools existed. ANS Schools closed and buildings leased to the Territory.

At the present, what are the future plans of the Alaska Native service regarding withdrawals?

This may be stated in two parts: First, as fast as schools and communities are ready, and the Territory can assume their responsibility, schools will continue to be transferred to the Territory. There exists today a number of ANS schools that are ready, and where other ANS services are no longer required. Some of these may be listed as: Fort Yukon, King Cove, Afognak, Ouzinke, Angoon, Hydaburg, Klukwan; Second, the Alaska Native Service in turn will continue to extend educational opportunity to those children now denied them. An example is Barter Island, offered educational opportunity this year for the first time. Twenty students up to the age of 31 are enrolled. Only three had ever attended school before, and the majority of them could not speak English.

What plans does ANS have for increasing educational opportunity in Alaska?

- (1) Construction will begin this summer at White Mountain Boarding School providing facilities to increase the schools enrollment from 70 to 200. This school is for Junior High school students who do not have such opportunity in their home community.
- (2) Plans are in the making and have been submitted to Washington for the rebuilding of the Eklutna school at Palmer to care for 400 elementary grade students. This school will be for orphans, children whose parents are recuperating in hospitals, and for children in communities where there are no school facilities.
- (3) The construction and establishment of a 100 pupil opportunity school at Edgecumbe for orthopedic children is planned.
- (4) A two-year post-graduate school in commercial and vocational subjects is now being started at Edgecumbe.
- (5) Long-range planning also includes (a) building of 30 to 40 schools in communities where there are no school facilities; (b) replacement of existing plants where necessary; (c) providing improved dormitory facilities at Edgecumbe and Wrangell.

Do White children attend Alaska Native Service Schools?

All children are entitled to admittance to Alaska Native Service Day Schools if they live in the community. So totally Native are these communities, however, that less than 20 White children were enrolled in the 4,073 enrollment of last year.

What is the length of the school year in the ANS Day Schools as compared with the Territorial Rural Schools?

The standard for Alaska Native Day Schools is 180 days of actual school with no holidays included. This usually means a 37 week school year. In some communities, the people leave early in the spring for their trapping camps, and return late in the fall from fishing and trapping camps. Alaska Native Service figures and those from the Territorial Department of Education indicate the following:

	<u>1947-48</u>	<u>1948-49</u>
ANS average days in session for all schools	172	174
Territory average days in session for all rural schools	171	
ANS percentage of attendance	81.58	82.46
Territory percentage of attendance for all rural schools	77.41	

These comparisons compare Territory Rural Schools with Alaska Native Service Day Schools:

In 1948-49, 82 percent of all ANS Day Schools had more than 170 days in session and 76½ percent of them had 180 days or more of school.

In 1947-48, 83 percent of the Territorial Rural Schools had more than 170 days in session, while none had more than 180 days.

How do Alaska Native Service Day Schools and Territorial Rural Schools compare in respect to teacher load?

	(Average number of students per room unit)	
	<u>1947 - 1948</u>	<u>1948 - 1949</u>
ANS enrollment per room unit	30.1	32.53
Terr. rural enrollment per room unit	20.83	
ANS ADA per room unit	24.58	26.83
Terr. rural ADA per room unit	16.12	

What is the length of the school day for Alaska Native Service Schools?

The length of the school day is the same as for all public schools, 9:00 to 4:00 each day. During the short winter days, the school day may be shortened by having a 30-minute noon hour. Primary children have a shorter school day as is true in most schools.

What grades are taught in Alaska Native Service Schools?

Many of the one room schools go through the Sixth Grade. Most of the larger day schools go through the Eighth Grade. Graduates from the Sixth or Eighth Grade are eligible for White Mountain or Mt. Edgecumbe Boarding Schools.

How many personnel make up a one room day school staff?

Each one room day school has a full time teacher and a special assistant. Usually, the two are a married couple. The many duties at a day school in an isolated community make it necessary to employ a couple.

What are the duties of this teacher-special assistant team in the one room day school?

Teach the children during the school year in all phases of the curriculum.
Maintain the plant, and see that the janitor work is done.
Operate the 1½ KVA light plant and maintain it.

- Maintain daily radio communication schedules with the ACS and the clinic of the air (in the four areas where this exists).
- Act as an advisor and supervisor of the Native Cooperative or Native Store if one exists.
- Act as an advisor to the local community council and other clubs.
- Perform first aid and give prescribed medication and dispense medicine in accordance with instructions from the daily contacts with the doctor on the "Clinic of the Air".
- Prepare case information for the Territorial Department of Welfare and the ANS Welfare Division when applicable.
- Assist in the work of the Game Commission, Fish and Wildlife, Social Security, Federal Security, and other Agencies, making out forms, etc., when so required
- To act as postmaster when no local qualified person is available.
- To sponsor community recreation, community projects, such as gardens, sawmills, arts and crafts.
- To make all necessary reports for the community to all divisions of the Alaska Native Service.
- To sponsor the school lunch nutrition program and extend its educational value to the school and community.
- Submit requisitions for annual school supplies.

These and many other duties are required of this team on a year-round basis. One of the team, the teacher, conducts a full day of school. It must be remembered that almost in all cases, the only governmental functions, is this couple, the teacher and the special assistant. They serve not only Federal Agencies, but Territorial as well. There is no local law and order, no city council, no other representative of Territorial and Federal Agencies, no fire department, no street or highway department, no Justice of the Peace, or other judicial representative. Two, three, four, five and seven teacher schools also have a special assistant, and in some of these communities, a US Marshall may be found. In stations such as King Island, there is no outside contact for eight months except by radio. There is no mail or transportation in or out.

What text books are used in Alaska Native Service Day Schools?

The most modern, and the best available basic and supplementary texts are used. Generally Scott-Foreman readers are the basic text, Study Arithmetic for Arithmetic. Accepted texts are used for the other subjects. Teacher created materials applicable to the region are correlated with text material. Workbooks are used as a teaching aid. Achievement testing is carried on in most of the schools. The best accepted teaching materials are used, such as reading charts, flash cards, experience charts, etc. Methods and techniques are generally the best accepted practices. In-service training schools are usually held annually, and bulletins and circulars from the Washington and Juneau Office are frequently sent out.

Every school receives at least five or more magazines and such attention is given to library books. Practically all schools have the Junior Britannica reference set. Almost all schools receive at least two professional educational magazines for their teachers.

Does the Alaska Native Service have a course of study?

The Minimum Essential Goals serve as a guide for all Alaska Native Service Day Schools. These goals not only indicate the minimum requirements for each level in academic achievement, but also social achievement. Beatty's "Education for Action", serves as an interpretative guide for the Minimum Essential Goals and contains suggestions for their achievement.

It should be remembered that Alaska Native Service Day Schools represent 93 different situations over an area one-fifth the size of the United States. Cognizance must be taken of the facts that some areas represent non-English speaking beginners, others English speaking beginners, some represent children who have been in schools for many years, as well as their parents, while others having educational opportunity for the first time such as Barter Island; some represent nomadic people and others people from permanent homes; some represent very low standards of living and others of varying degrees of higher standard of living; many different economies are represented such as fishing, commercial and subsistence, trapping, hunting, arts and crafts; some represent Interior people, some coastal people; some children have never seen a tree, a horse, an automobile, a train, a ship. These and many other differentiating factors make it necessary for every community school to adapt its school program to the needs of the children and the conditions that exist. One general guide such as the Minimum Essential Goals can be used, but a definite course of study with every school teaching the same essentials or academic skills on the same chronological schedule is not too practical. Alaska Native children graduating from the Eighth Grade have acquired essentially the same formal foundation as the Eighth Graders from Territorial Schools.

Are the basic fundamentals taught?

The basic fundamentals are taught and receive much emphasis. More attention must be given to them than in the usual public school. Most public school children come to school knowing how to speak and understand English, but in the majority of the Alaska Native Service Day Schools, this ability must be taught before subsequent learning can take place. As a result of this, it is a practice in the schools to have the student spend his first year as a beginner, and the second year in the first grade. Fundamentals must of necessity receive more attention in Native schools than in public schools.

What is the basic profile of ANS education?

Generally speaking, the basic premise of ANS education is stated in the objectives of Indian Schools adapted to Alaskan needs:

- (1) To give students an understanding and appreciation of their own tribal lore, art, music, and community organization.
- (2) To teach students, through their own participation in school government, to become constructive citizens of their communities.
- (3) To aid students in analyzing the economic resources of their reservation and in planning more effective ways of utilizing these resources for the improvement of standards of living.
- (4) To teach, through actual demonstration, intelligent conservation of natural resources.
- (5) To give students first-hand experience in livestock management, use of Native materials in housing and clothing, in subsistence gardening, cooperative marketing, farm mechanics, and whatever other vocational skills are needed to earn a livelihood in the region.
- (6) To develop better health habits, improved sanitation, and higher standards of diet with a view to prevention of traucoma, tuberculosis, and infant diseases.
- (7) To give students an understanding of the social and economic world immediately about them and aid them in achieving some mastery over their environment.
- (8) To serve as a community center in meeting the social need and economic need of the community.

These goals of Indian Education indicate that there is more to education than the teaching of academic fundamentals. In any community, anywhere in the United States, you will find that a good portion of the inhabitants never leave their home community. Some leave for new communities and new situations. The same is true of Alaska Native people. Most of them remain in their home communities, others go out and seek new situations and opportunities. ANS or Indian education is no different than any other education in this respect. It not only prepares the individuals to remain in their home community, or so intends that all of them will remain there, but it also gives those who wish to continue their education those fundamentals necessary for continuing their education. Edgumbe offers the opportunity of college preparatory courses, or vocational work leading to employment upon graduation. One hundred twelve communities are represented at Edgumbe this year, these students from Alaskan communities either desiring vocational education or college preparatory work. The University of Michigan a few years ago, made a report entitled, "Some Went to College", which shows that only a small percentage of all high school graduates go to college. The essence of this report is applicable to all education, whether in public schools, mission schools, or Indian Education, and questions one type of education for all high school students.

How well are Indian children educated?

Dr. Shailer Peterson, University of Chicago, states the following from his report, "How Well are Indian Children Educated?", based on a summary of results from a three year testing program testing the achievement of Indian children in Federal, public, and mission schools. "In conclusion, in view of the fact that this evaluation program has been planned and executed to determine both weaknesses and strengths in the existing program, (Indian Service Education), it would seem that there are two general conclusions which can be drawn. First, the relatively high achievement of the Indian students in many areas is evidence that the present program of Indian education is effective. Second, the results point specifically to certain subject areas in which a higher level of achievement is desirable. Therefore the survey can be interpreted to include positive recommendations. Recognition that the problem of the Indian schools are much more complex in many ways than those of the average public school should explain to the critics of special educational programs that the same criteria of success cannot always be used, nor can the same levels of achievement to arbitrarily set up, as a guide or goal. The Indian Service is not competing with the public school system. Wherever public schools exist, the Indian Service has taken advantage of public education and placed the Indian children in the public schools. Where public school education has not been able to accept the responsibility of educating Indian children, the Federal schools have performed an effective job as indicated by the findings of this survey. The data available prove that Indian education has progressed far towards its goals which combine an understanding of and respect for the Indian's tribal lore and art with the full educational opportunities of the non-Indian."

What did the testing program consist of for all Indian schools and nearby public and mission schools?

- (1) Standardized tests
 - Gates primary reading, type I and II
 - Gates Basic Reading, type A,B,C,D
 - Preszey Vocabulary (Diagnostic reading)
 - Preszey English, part A,B,C,D
- (2) United States Indian Service tests developed by Indian Service educators in cooperation with the University of Chicago
 - Free Writing (a test to determine writing ability)
 - Spatial Relations (punched holes, visual imagery, drawings)
 - Number and Reasoning (Arithmetic, series completion, deduction)
 - Interest Inventory
 - Spelling - Form A,B,C
 - General Science, part A,B,C
 - Homemaking, part A,B,C
 - Nutrition, part A,B,C
 - Health and Safety, part A,B,C
 - Use of Resources, part A and B

Where is further information available on this study by the University of Chicago?

"How Well are Indian Children Educated?" by Shailer Peterson, Ph.D., University of Chicago, may be ordered from Haskell Institute, Lawrence, Kansas.

What is the nutrition program?

Every Alaska Native Service Day School serves a school lunch. Sometimes this may be in the form of a breakfast. The majority of the public schools in the United States have found it advantageous to serve hot lunches to growing children. The nutrition program not only provides a school lunch for the students, but is used as a medium to teach girls how to prepare, and serve food, and demonstrates to the community the value of the most desirable foods. Wide use of Native foods is made when possible. In most schools, mothers assume the responsibility of assisting with the nutrition program.

What is the source of provisions for the lunch program?

Much of the food comes from the United States Department of Agriculture surplus. Approximately \$400 per room unit is expended annually from appropriated funds. Not only does this program serve a nutritive purpose, but also an educational purpose as mentioned above. There is no charge for this school lunch though the community helps to assume the responsibility of preparing and serving it. All ANS schools participate. Requests to the Alaska Native Service from other schools in isolated areas, other than ANS schools, could not be given the opportunity to participate under the nutrition program.

What was expended for Alaska Native Service Education during the present fiscal year?

\$1,646,000 was appropriated for this fiscal year.

How do Alaska Native Service costs compare with Territorial Rural School Costs?

Individual child cost in average daily attendance was \$244.10 for ANS schools in 1947-48 and \$263.31 for Territorial Rural Schools. Cost per ADA day schools for the Alaska Native Service Day schools was \$1.42 for the same year, and \$1.53 for Territorial Schools. Due to the higher enrollment in the ANS Schools, the cost per room unit, ANS, (24.58 ADA x 244.10) was \$5,999.97 and for the Territory Rural Schools (16.12 ADA x 263.31) \$4,244.55. Based on the \$263.31 figure for the Territory the 24.58 ANS ADA would cost the Territory \$6,472.15 if the same pupil-teacher ratio were used. An ANS unit is 25 and Territorial rural 20.

How do ANS teachers' salaries compare with the Territorial salaries?

Salaries paid by the Territory are slightly higher than ANS salaries. Entrance salary for the Alaska Native Service is \$3,812.50 to \$3912.50 after six years Civil Service and for the Territory \$3,300 in District One to \$5,100 in the second and fourth divisions after 12 years service in Alaska and a M.A. Degree. The civil service has approved new standards for Indian Service teachers and if funds are provided ANS teachers will receive \$3,875 as a starting salary, increased to \$4,812.50 after six years of Civil Service. Head teachers in one room, two, three, four room schools will receive \$4,781.25 increased to \$5,718.75 after six years of Civil Service. The Special Assistant salary entrance is \$1,860 per year.

What other inducements are offered Alaska Native Service teachers?

ANS teachers serve on an annual basis. They earn 26 days annual leave each year (working days), 15 days sick leave, and may earn 30 days educational leave. Transportation for the employee, his family, and personal affects, is paid by the Government from Seattle, and return, if he remains a calendar year. Vacation travel to and from Seattle every two years awaits the availability of funds. Teachers are furnished quarters at a nominal rental. All utilities are furnished with the quarters. Rental for day school teachers average about \$25 a month including utilities.

How are teachers for the Alaska Native Service obtained?

Teachers are now taken from the United States Civil Service register established as a result of a Civil Service examination.

What are the necessary requirements for taking this examination?

The new examination will require a Bachelor's degree from a four-year educational college, 24 rather than 18 semester hours in education, including methods and practice teaching, an age limit of 44 years of age rather than 50, one year of experience for high school teachers, education or experience must be of five year recency, college must be accredited. The examinations are rated by a board of expert examiners consisting of the Directors of Education from Area Offices and Supervisors of Education.

Where do teachers in isolated day schools get their supplies?

Through the ANS, newly appointed teachers are able to purchase their annual grocery supplies from a Seattle wholesaler and they are shipped up in the summer. In rare instances is it possible to buy the years supplies locally. The majority of these supplies are brought in by the NORTH STAR, or deposited at a seaport for transshipment to isolated stations.

How much of the year do Alaska Native Service teachers serve?

ANS teachers are on an annual basis. The average is from 10 to 11 months actual duty in the community. Annual leave every two years, and educational leave reduces the annual employment to the 10 or 11 months. Summers are spent in assisting with community programs and projects, and the repair and maintenance of the buildings, as well as preparation for the next teaching year.

If ANS schools were transferred to the Territory would ANS teachers continue with the Territory?

This is a personal question that would be answered by individual employees. The majority of them have permanent Civil Service standing of many years. It is believed the majority of them would request Civil Service transfer to the Indian Service in the States in order that they would not lose Civil Service status. They would lose Civil Service status if they remained with the Territory.

What is the tenure of Alaska Native Service teachers?

During the past few years there has been a decreasing percentage of yearly turnover among ANS teachers. Several years ago, it was approximately 25 percent a year. It is indicated that there will be less than ten percent resignations at the end of this school year. Several Civil Service transfers between the Indian Service in the States and the ANS in Alaska will take place as usual.

Who may go to Mt. Edgecumbe?

Only the best students are encouraged to go to Mt. Edgecumbe. There are more applications than can be favorably considered. Students may not be committed to Mt. Edgecumbe and welfare delinquent children may not attend except when special consideration indicates they will not be a problem at the school. To attend Edgecumbe the student must fall in one of the following classifications:

- (1) The child is dependent, coming from a home which has been broken up because:
 - a. One or both of the parents are dead, hospitalized indefinitely, divorced, deserted, or imprisoned, or there is a serious communicable sickness in the home, no relative can care for the child, and aid-to-dependent children is not available.
 - b. Uncontrollable chronic alcoholism, vice or criminal tendencies exist in home, etc.
 - c. The children are abandoned or illegitimate and without homes.

- (2) *The family home is in a remote area with no nearby public or Federal day school, and not reached by school bus service.*
- (3) *The child is a high school student desiring specific vocational training which cannot be obtained in a local public high school.*
- (4) *Because of local or home conditions which cannot be controlled, the child has shown delinquent tendencies, has been before the Juvenile Court, or has been faced with confinement in a corrective institution, unless a suitable institutional environment may be found which may bring about an effective correction. Federal schools, however, are not "reform" or correctional institutions, and children may not be sent to such schools by court order. Their acceptability is determined by the school superintendent.*
- (5) *There is need for specialized care - the child is crippled or in poor health and cannot attend day school. Cases needing such care are usually contracted for with State or private institutions.*

What school program is offered at Edgecumbe?

Students may pursue a regular college preparatory program at Edgecumbe.

They may also take a predominantly vocational course leading to at least two years credit on their apprenticeship when going into a trade. Carpentry, Marine engines, welding, boat building, Diesel engines, auto mechanics, are a few of the vocational courses offered.

Edgecumbe is accredited by the Northwest Association of High Schools and Higher Schools.

What purpose does the M/S Edgecumbe serve?

The M/S EDGECUMBE is a training ship in the vocational program. Graduates are able, and do take employment as Seamen, engineers, etc., on commercial boats.

Who may go to Wrangell?

All children now admitted to Wrangell are admitted under Item One, "Who May attend Mt. Edgecumbe". Wrangell is for elementary children and has an enrollment of 200.

Who may go to White Mountain?

White Mountain, having an enrollment of 70, has the same eligibility requirements as Mt. Edgecumbe.

Who pays for the transportation of students to Mt. Edgecumbe?

Transportation is paid by the Government for welfare dependent children. Less than ten percent of the children at Edgecumbe have their transportation paid by the Government. A student at Edgecumbe who desires to go home for the summer must pay his own transportation.

Do students pay tuition at Mt. Edgecumbe?

Each student works a required number of hours before and after school and on Saturday mornings. School time is not used. No cash tuition is permitted by law to be charged Native students in Indian schools. Veteran's tuition is paid by the VA.

Do children get clothing furnished in ANS or boarding schools?

All students furnish their own clothing except welfare dependent children.

What is the ships service?

The Ships Service at Mt. Edgecumbe is a student activity enterprise selling school supplies, ice cream, candy, etc., to the students. Extensive student participation operates the store under an adult manager. Dancing and recreation is also provided at Ships Service.

What is the student bank?

Students deposit their money in the school bank, and are permitted to withdraw it in the form of checks honored by cash. All student activities deposit their funds with the bank. The 600 pupil boarding school deposits over \$100,000 a year in the school bank. Deposits are kept in a Sitka local bank and the Juneau Office IIA Account.

What athletic program is carried on at Edgecumbe?

An extensive intra-mural athletic program is carried on throughout the year for all students--boys and girls. Two basketball floors, one having a seating capacity of 1200 exist at the school.

What other extra-curricular activity is found there?

Many clubs exist. Student government and committees have an important purpose at the school. A bowling alley, the Ships Service, intra-mural athletics, school fire department, and others make life interesting at Edgecumbe--and educational.

What opportunities are offered for girls?

The Home Economics Department with its practice cottages offer extensive training in Home Economics. A post-graduate commercial course is being offered. Practical nursing, waitress training, cooks and bakers, will soon be added.

What is the Mt. Edgecumbe opportunity school?

Approximately 100 children of school age are being hospitalized in the orthopedic hospital and TB Sanitorium. Bedside teaching is now being carried on for these children.

How extensive is vocational training in ANS Schools?

Mt. Edgecumbe offers vocational training that actually prepares the student to enter apprentice training at about the third year level of apprenticeship training.

Vocational training is offered in an elementary form at all day schools. The fifth objective of Indian schools describes it as follows: "To give students first-hand experience in livestock management, use of Native materials in housing and clothing, in subsistence gardening, cooperative marketing, farm mechanics, and whatever other vocational skills are needed to earn a livelihood in the region."

What arrangement does the ANS have with Metlakatla for the operation of their school?

The Alaska Native Service performs the following:

- (1) Pays the salary of the Principal.
- (2) Buys the fuel for the Principal's cottage.
- (3) Provides professional direction and supervision.

The town of Metlakatla does the following:

- | | |
|---------------------------------------|-----------------|
| (1) Deposits with the ANS \$25,000 to | |
| Pay teachers salaries (five) | \$19,687.50 |
| Purchase of annual supplies | 2,500.00 |
| Provide reserve for appointment | |
| travel, miscellaneous expense, | |
| emergencies | <u>2,812.50</u> |
| TOTAL: | \$25,000.00 |
- (2) Provides janitor for the school building.
 - (3) Provides fuel, light, and water services for school building.
 - (4) Provides quarters for rental for all teachers with the exception of the Principal and his wife.

- (5) Any additional teaching services the town of Metlakatla feels necessary (one extra provided 1949-50).
- (6) Any service needed to serve school lunches. (One person provided a 1949-50 to serve milk twice a day, the milk being provided by the town.)

Is this situation unique in Alaska?

Yes. Metlakatla people pay income taxes, school taxes, boat taxes, the same as all other Alaska citizens. With its 250 enrollment it would be eligible for 80 percent support from Territorial funds for teachers' salaries, and supplies, but the Metlakatla people desire that the Federal Government continue to participate in the direction and financing of the Metlakatla school even if it means putting up most of the money from their own funds.

How does the Bureau of Indian Affairs assist Native students to continue their education?

Repayable education loans and tuition grants are most frequently used. As of March 1, 1949:

Loans granted		88
Haskell graduates		15
College graduates		16
Education	12	
Law	2	
Civil Engineer	1	
Business Admin.	1	
Registered Nurses		2

Are these the only Alaska Natives who have continued their education?

No. Others have gone to college and post-graduate courses at Haskell Institute.

What is the Indian Office Policy in regard to employment of Native people in Civil Service jobs?

If they meet the Civil Service requirements for the position they have preferential status.

How many Native people are employed by the Education Division of the Alaska Native Service?

Education Specialist	1	Janitors and laborers	31
Principal, Boarding School	1	Arts & Crafts Instructors	4
Principal teachers	3	Mechanics and guards	6
Teachers	23	Cooks, laundry, matrons	
Special assistants	20	seamstress	16

What is the stated policy of the Bureau of Indian Affairs in record to the unification of the two school systems in Alaska?

Dr. Willard W. Beatty, Chief, Branch of Education, Bureau of Indian Affairs, mentioned the following in a "Memorandum Proposal Governing Transfer of ANS schools to the Territory and Federal Assistance to Territorial Schools", October 1949.

The problem of the Alaska School system is complicated by several factors.

- (1) The present sources of Territorial revenue are not increasing with the same degree of rapidity as the demand on the Territorial schools for additional children.*
 - a. There is a continuing and increasing movement of people into the Territory from the Continental United States.*
 - b. Employment opportunities on the Alaska Railroad in the construction of Army, Navy and Air Force bases, CAA airports, etc., are responsible for major population movements within the Territory.*

As a result of these conditions, the Alaska Territorial schools are in need of a substantial Federal subsidy. It has been expressed clearly by the Inter-Departmental Alaska Development Committee that such a subsidy is necessary.

- (2) It is generally agreed within the ANS, the Indian Service, and the Department that the ultimate educational goal is a unified educational system under the Territory or Alaska State Department of Education; however, at the present time, the education program of the ANS embraces a considerable greater series of responsibilities to the Native People than is ordinarily rendered by Territorial school teachers. Until these responsibilities can be handled in other ways, it would appear essential for the operation of Native Schools, to continue as a function of ANS. There are increasing numbers of communities, however, where the school function may be limited to the education of children, in which case it would appear desirable that these schools be transferred to Territorial operation.*

There are a number of Native Villages in which there should be a replacement of existing school structures and there are still some Native villages where no schools are yet operating. It would appear to be a reasonable obligation of the Federal Government to furnish the buildings in each of these instances before the Territory is asked to assume responsibility for operation.

While it is recognized that the Territory is legally responsible for the education of all its youth regardless of race and that the Native people are entitled to all

privileges as full citizens, there is no present attitude within the Department of the Interior, or insofar as we know, within the Budget Bureau or the Committees of Congress to take advantage of this fact to arbitrarily terminate present Federal support for Native schools. It is, therefore, proposed that as rapidly as in the judgement of ANS, Native schools may, with advantage to the Natives and with their concurrence be transferred to Territorial operation, this be done. When the transfer is made, it is proposed that ANS enter into a Johnson O'Malley contract for payment to the Territorial Board of Education, for the support of each such school, the funds received from Congress for its operation as a Federal unit. If at a later date it is deemed desirable to do so, ANS and the Indian Service will cooperate with the Territory in having such funds transferred from the Indian Service budget to the Alaska school budget referred to in Number One, above.

In general, it may be said that there has been continual Congressional sympathy for the transfer of Federal Indian Service schools to public school operation where the Indians are ready for the transfer and where satisfactory arrangements can be made with the States and local subdivisions for the continuance of special services which appear to be necessary for adequate satisfaction of Native needs.

In Alaska, for example, it is believed that the school lunch program being carried on by ANS is essential to the maintenance of adequate nutrition and health of the Native children.... It would, therefore, be assumed that this service will be continued in ANS schools transferred to the Territory and that ANS would furnish to the Territory funds for this purpose. This is common practice throughout the United States.

In the Federal schools throughout the Native Villages where English is not the commonly spoken language, it has been found necessary to stress with beginning pupils the oral use of English as the basis for teaching the common branches. This is a practice not currently followed in Territorial schools. In exclusively Native schools such special instruction has been found to be essential, and in transferring such schools to Territorial operation, ANS would feel that it was essential to have the assurance of the Territory that such special aids would continue to be furnished.

We believe that there are two basic ideas which must be considered in approaching the merging of the Territorial and Native schools.

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- (1) *That the Territory receive adequate funds for the education of all children.*
- (2) *That none of its Federal aid be contingent upon its assuming responsibility for the education of Native children. Neither the ANS nor Indian Service can accept the status of second class citizen for Native children which would occur if their enrollment in Territorial schools is made contingent upon the payment of Federal aid for their education. However, as schools, heretofore operated by ANS, are transferred to the Territory, we believe it only reasonable that the Federal Government should continue some financial contribution to the expense of operating these schools until such time as the economic status of the Territory permits it to assume the full cost of educating all Territorial children.*

BEST COPY AVAILABLE

AN AGREEMENT BETWEEN
THE
STATE OF ALASKA AND THE BUREAU OF INDIAN AFFAIRS
FOR THE ADMINISTRATION OF JOHNSON O'MALLEY ACT FUNDS
(ALASKA STATE PLAN)

Purpose:

The purpose of this plan is to outline the policy and procedures to be used in the administration of Johnson O'Malley funds received by the State of Alaska or its political subdivisions through annual contracts with the Bureau of Indian Affairs.

Provisions:

A. Policy

1. This plan is in accordance with Federal laws and regulations pertaining to Federal grants and contracts for the education of the citizens of Alaska including the Johnson O'Malley Act of April 16, 1934 (48 Stat. 596), as amended by the Act of June 4, 1936 (49 Stat. 1458).
2. This plan is in accordance with State laws, regulations, and standards pertaining to the operation of public schools in Alaska and is consistent with the provisions of "An Overall Education Plan for Rural Alaska" as revised. (October 1, 1968)
3. It is recognized that Alaska Native children are entitled to the same opportunities for public education as are provided for any other citizen. Neither Native ancestry of students nor the Federal government's historical provision of services to individuals or locations is sufficient justification for the provision of Johnson

O'Malley funds. It is also recognized that extraordinary and exceptional circumstances currently exist in Alaska which can only be met through Federal assistance from the Bureau of Indian Affairs.

4. Special educational needs are a product of cultural, linguistic, and environmental differences. Failure to meet these adequately in the past has placed Alaska's Native people at a serious disadvantage. Different and more costly educational techniques, equipment, and facilities are required to overcome this disadvantage.
5. The combination of all available local, State and Federal resources is still not adequate to meet these special educational needs without further assistance from the Bureau of Indian Affairs. To make up for this deficit, Johnson O'Malley funds are to be provided on a need basis after all other sources of funding have been exhausted.

B. Procedures:

1. Plans and reports are to be submitted in the format and at times which are consistent with the needs of the budgeting processes of the State of Alaska and the Bureau of Indian Affairs. The current timetable is as follows:

Timetable

Preliminary Budget Request

on or before ^{JAN 1} ~~March 15~~
for second succeeding
fiscal year. For
example, requests for
programs for fiscal
1973 are due ^{JAN 1} ~~March 15~~,
1971.

Final revised budget request

on or before ^{JAN 1} ~~March 15~~
for the next year.

Annual report

following the close
of the school year
on or before October 15.

2. Budget requests will be initiated at the local school district level wherever possible. They are to be submitted by the appropriate school board or boards, or advisory school board, whose responsibility it is to insure community involvement and understanding of all educational programs being requested or supported under Johnson O'Malley funding. School superintendents and responsible program personnel should also be involved in the process of program development. Projects submitted by agencies providing services on a state-wide or regional basis (e.g., state

2. (continued)

operated schools, University of Alaska, Alaska State Museum) will also require significant and representative Native involvement in their development. It is the responsibility of the submitting agency to obtain and document such involvement.

3. Review and approval of proposals, dissemination of information and regulations pertinent to the Johnson O'Malley program, and technical assistance in proposal development will be provided by the Office of the Commissioner of Education in cooperation with the Juneau Office of the Bureau of Indian Affairs.
4. While no specific form is prescribed for proposal submission, an acceptable budget request will consist of four basis components:
 - a. A description of the educational program for which funds are sought. This will contain, in narrative form, a description of the needs of children (how it is proposed that they be met) and the number of children to be served. A statement of the techniques to be used in evaluating the success of the program should also be included.
 - b. The cost of the program by appropriate state budget category with sufficient detail to be able to identify the budget with the program.

4. (continued)
 - c. The availability of resources. Property, sales, and income tax efforts at the State and local levels need to be outlined and compared with the efforts of other State and local governments in similar situations. The availability of other Federal funding including Public Law 874 will also have to be taken into consideration. There should also be an indication of the attempts which have been made to obtain executive, legislative or voter support for programs under consideration.
 - d. The total of the budget less the amount available from all existing sources will provide a figure showing the difference to be made up from Johnson O'Malley support funds.
5. Johnson O'Malley funds, through the Bureau of Indian Affairs, will be provided under a yearly contract, subject to available funds, directly to the State of Alaska unless agreements have been reached calling for separate contracts with eligible political subdivisions, schools, institutions, agencies, or private corporations.
6. Contracts may provide for the use by school authorities of existing Federal school property and equipment.
Financial assistance under a contract shall be limited

6. (continued)

to operational costs and may not be used for the construction or major alteration and repair of facilities.

7. This plan may be changed by mutual consent of both agencies at such times and in such manner as may be found necessary or desirable.

8. Unused funds received by the State or other contracting entity through annual contracts under provisions of the Johnson O'Malley Act shall be carried over as a budget credit balance to the next contract period.

9. Bureau of Indian Affairs personnel shall have access to and the right to examine any directly pertinent books, documents, papers and records related to projects funded wholly, or in part, through Johnson O'Malley contract, and shall be granted access to make observations of the program in operation.

C. Transfer of BIA schools to State or local operation:

1. All transfers shall be arranged under the principle of mutual readiness on the part of the local community, the State or its political subdivision, and the Bureau of Indian Affairs and shall be consistent with the plans and procedures outlined in "An Overall Education Plan for Rural Alaska" subject to further revisions and agreements. Close coordination on school transfers

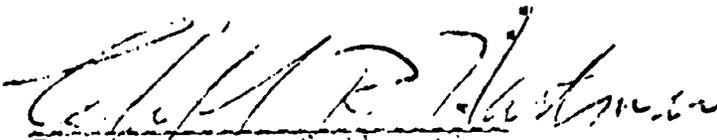
C. 1. (cont'd)

will be maintained between the State, the Bureau and the local community at all times to insure a smooth transfer of operational control and to maintain a high quality education program at each location. -

2. All supplies and equipment belonging to the station shall be transferred in ownership including the normal annual order for the first year of operation. The ordering of all additional supplies and equipment needed to carry on the school program shall become the responsibility of the State or borough as does all operation, maintenance, construction, and major alterations and repairs costs, with the exception of construction and repair programs agreed upon at the time of transfer. The Bureau of Indian Affairs will provide use permits for all facilities not transferred from Federal ownership. The Bureau of Indian Affairs will carry on the construction of all projects for which Congressional appropriations have been made. In order to permit maximum flexibility, including construction by the State or Borough, the State will initiate requests directly through its Congressional representations rather than the BIA for the construction of all projects at locations where the BIA is not currently operating, including regional dormitories and transferred day schools. The BIA will provide all available planning information to the State at the time of transfer.

3. The State or its political subdivision accepting the school transfer assumes responsibility for teacher recruitment and placement and agrees to give preference to all eligible, currently employed Bureau of Indian Affairs teachers who may elect to remain with the school.
4. In the first year of operation following transfer a school will be eligible for basic support under Johnson O'Malley after Public Law 874 and other funds are considered. In succeeding years only supplemental support based on procedures outlined in the first part of this plan will be considered.

APPROVED


 Commissioner of Education
 Alaska Department of Education
 Juneau, Alaska

9/29/70
 Date


 Acting Area Director
 Bureau of Indian Affairs
 Juneau, Alaska

OCT 12 1970
 Date

STATE OF ALASKA

KEITH H. MILLER, GOVERNOR

DEPARTMENT OF EDUCATION
DIVISION OF STATE-OPERATED SCHOOLS650 INTERNATIONAL AIRPORT ROAD
ANCHORAGE 99502

July 28, 1970

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Mr. Warren Tiffany
 Assistant Area Director
 Bureau of Indian Affairs
 Box 3-8000
 Juneau, Alaska 99801

Dear Warren:

Showalter Smith has communicated with you to arrange for a meeting to discuss the next group of schools to transfer. Showalter indicated you felt the meeting could not be held before September because the people you would like to have attend this meeting are on leave and will not be available until that time.

In order to relay our thinking on the next priorities, I would like to outline a suggestion for emphasis in the coming visitations.

In the North Slope area visitations should be made to Wainwright and Barter Island with Barrow encouraged to become a school district. With the Foundation Program set at the high rate it now enjoys, Barrow could become a district without a burden on the people there. In the Seward Peninsula area, Kotzebue should be encouraged to become a district on the same basis as Barrow. Visitations should be made to Kiana, Diomede, Brevig Mission, Golovin, Elim, and on St. Lawrence Island to Gambell and Savoonga. It is our understanding that Northeast Cape is closed.

If the above mentioned schools transfer for the school year 1971-72, this would provide a group of nine schools. Since we realize not all of the schools visited will transfer in any one year, we should attempt to pick up the rest of the interior area which are in two groups; Venetic, Beaver, Birch Creek if it opens, and Tetlin. A second group of two

Mr. Warren Tiffany

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- 2 -

July 28, 1970

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schools should be Shageluk and Grayling. This would make a total of around fifteen schools. If this is the figure that has been informally set, then it would meet the number for transfer in a given year. With the exception of Gambell and Savoonga, I think all of the schools mentioned have been visited this past year. Gambell and Savoonga were visited informally by Jim Harper and George White but not to speak with them specifically about the transfer of schools.

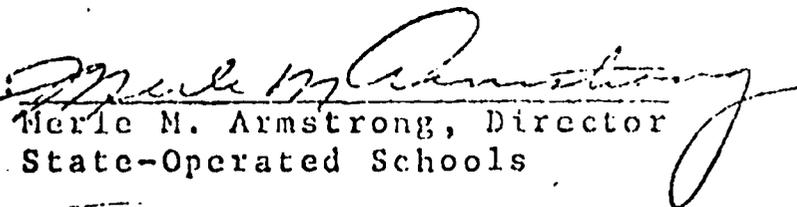
In order to keep to the schedule of two years preparation before transfer, we would like to suggest visitation this year of a group of coastal schools; Shaktoolik, St. Michael, Stebbins, Kotlik, Emmonak, Alakanuk, Sheldon's Point, Mt. Village, Pilot Point with Unalakleet encouraged to become a district school. Since we have made preliminary visitations, at the request of the people in Nelson Island and have talked with them about establishing a High School in that area, would like to include Tununak, Nightmute, Toksook Bay, Kipnuk, Chefornak in the group for visitations this coming year for possible transfer in the '71-'72 school year.

This is our thinking to date and solicit your reaction and recommendations. We realize there are problems in construction in some of the schools listed, just as there is in the group we transferred on July 1 of this year. However, if we are to continue the orderly transfer, we will have to leave those schools on contract which require extensive construction until such time as facilities are complete. I have attached a cap sheet to show the arrangements I have suggested.

We look forward to the September meeting where this proposal can be reviewed and future visitations finalized.

Sincerely yours,

CLIFF R. HARTMAN
COMMISSIONER OF EDUCATION

By: 
Merle M. Armstrong, Director
State-Operated Schools

MMA:vjp

cc: Cliff Hartman
Lee Hayes
Showalter Smith

Encl: 1 copy

A. North Slope Area

Wainwright
Barrow*
Barter Island

B. Seward Peninsula

Kotzebue*
Kiana
Diomedea
Brevig Mission
Golovin
Elim

and

St. Lawrence Island

Gambell
Savoonga
—Northeast Cape— close of

C. Interior--two groups

1. Venetie
Beaver
-Birch-Greek closed
Tetlin

2. Shageluk
Grayling

Next Two Major Areas

A. Coastal

Shaktoolik
Unalakleet*
St. Michael
Stebbins
Kotlik
Emmonak

Alakanuk
Sheldon's Point
Mt. Village
Pilot Point

B. Bethel Area

Scammon Bay
Hooper Bay
Pilot Station
Chevak
Kalskag
Mckoryuk
Tununak
Newtok
Nightmute
Toksook Bay
Nunapitchuk
Kasigluk
Akiachak

Kipnuk
Chefornak
Tuntutuliak
Oscarville
Lower Kalskag
Akiak
Kwethluk
Napakiak
Napaskiak
Eck
Quinhagak
Kwigillingok
Goodnews Bay

LOCATIONS WHERE EDUCATIONAL RESPONSIBILITY HAS BEEN
TRANSFERRED BY BIA TO TERRITORY, STATE, OR LOCAL SCHOOL DISTRICT

<u>School</u>	<u>Date</u>	<u>School</u>	<u>Date</u>
Afoynak (Port Lions)	1951	Kasaan	1947
Akutan	1952	Ketchikan	1947
Alitak	1951	King Cove	1952
Anchorage Chignik Bay	1952	Klawock	1948
Angeon	1954	Levelock	1953
Bayview	1947	Metlakatla	1952
Belkofski	1952	Newhalen	1953
Bethel	1947	Nikolski	1952
Cheneega	1953	Nome	1947
Chignik Lake	1960	Nondalton	1953
Chitina	1953	Old Harbor	1951
Circle	1959	Ouzinkie	1951
Cooper Center	1951	Perryville	1952
Cordova	1947	Pilot Point	1953
Douglas	1938	Port Graham	1952
Egegik	1953	Rampart	1954
Ekwoh	1953	Sand Pt.	1942
Ft. Youkon	1957	Saxman	1949
Fortuna Ledge	1939	Sitka	1947
Haines	1947	Squaw Harbor	1947
Haycock	1943	Tanana	1958
Hoonah	1947	Tatitlek	1953
Hydaburg	1953	Tyonek	1952
Juneau	1947	Unalaska	1945
Kake	1947	Valdez	1946
Kanakanak	1947	Yakutat	1947
Karluk	1952		

1967

Atka	Minto
Eagle	New Stuyahok
English Bay	Northway
Koliwanek	Tanacross
Manokotak	Togiak

1969

Chalkyitsik
Galena
Kaltag
Stevens Village

1970

Artic Village	Koyuk	Shishmaref	Wales
Buckland	Noatak	Selawik	White Mountain
Deering	Noorvik	Shungnak	
Kivalina	Pt. Hope	Sleetmute	

TRANSFER OF BIA PRIMARY SCHOOLS
 (The up-dating of A Prospectus For Rural
 Education In Alaska, January 1969)

Since 1952, thirty Bureaus of Indian Affairs day schools have been transferred to state or borough school district operation. Under the provisions of the "overall plan," the State will accept those BIA schools for direct transfer which meet certain standards; that is, adequate school facilities, available commercial transportation, and community readiness to accept State administration.

The following schools transferred to State operation beginning July 1, 1969 after having met the above criteria:

Chalkyitsik	Galena
Kaktag	Stevens Village

The following schools transferred on July 1, 1970:

Arctic Village	*Buckland
Deering	Kivalina
Noorvik	Point Hope
Koyuk	Noatak
*Golovin	Shiarenof
*Shungnak	Sleetmute
Wales	*White Mountain

Schools that are being considered at this time for transfer to State Operation beginning July 1, 1971 are:

- A. North Slope
 - **Barrow
 - Barter Island
 - Wainwright
- B. Seward Peninsula
 - Brevig Mission
 - Elim
 - Dienede
 - Golovin
 - Kiana
 - +Kotzebue
- and
 - St. Lawrence Island
 - Gambell
 - Savoonga

*Contract Schools requiring BIA construction
 **Encouraged to become a City School District

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C. Interior - two groups

- | | |
|-----------|-------------|
| 1. Beaver | 2. Shageluk |
| Tottin | Grayling |
| Venetie | |

D. Along with A, B, and C, the following schools should be considered:

- | | |
|-----------------|------------------|
| 1. Alakanuk | Mountain Village |
| Erimonac | Pilot Point |
| Kollik | Shaktoolik |
| Sheldon's Point | St. Michael |
| Stobbins | +Unalakleet |

E. The following are to be considered for transfer on July 1, 1972 and after:

- | | |
|---------------|--------------|
| Akiachuk | Akiak |
| Cheformak | Chevak |
| Eck | Goodnews Bay |
| Hooper Bay | Kalskag |
| Kasigluk | Kipnuk |
| Kwethluk | Kwigillingok |
| Lower Kalskag | Mekoryuk |
| Napaklak | Napaskiak |
| Newtok | Nightmute |
| Nunapitchuk | Oscarville |
| Pilot Station | Quinhagak |
| Seaman Bay | Toksook Bay |
| Tilulgak | Tuntutuliak |
| Tunurak | |

+Encouraged to become independent districts

-Any schools willing to transfer under B should be considered for July 1, 1971.

2. Transfer of Schools to Cities or Boroughs

It is assumed any community or village planning to incorporate as a first, second, third class city or borough will have fully investigated the education function and the procedures for acquiring existing school facilities within its proposed boundaries.

Upon incorporation, a borough or city automatically assumes the legal responsibility for the educational program within its boundaries in accordance with law. Cities and boroughs will succeed to the Department of Education in respect to ownership of any State-owned facilities and title will be transferred as soon as practical.

Similarly, the Bureau of Indian Affairs will transfer title to any BIA facilities to the city or borough.

Cities and boroughs will assume administrative control of transferred facilities within six months of the incorporation date, or any other date that may be mutually agreed upon. The Bureau of Indian Affairs or Department of Education will not be responsible for any capital improvements or maintenance after the incorporation date unless there is an agreement, in writing, to that effect.

VII. COOPERATIVE PLANNING FOR SCHOOL CONSTRUCTION

To facilitate consolidation of the two school systems presently in operation, close coordination in planning rural school facilities is essential.

School construction should meet no less than minimum space and safety requirements as established by the State.

To facilitate consolidation of the two school systems currently in operation, the Bureau of Indian Affairs, the Department of Education, and, to the extent applicable, cities and boroughs, should closely coordinate the planning and construction of school facilities.

No facilities should be transferred to the State, cities or boroughs unless they meet minimum standards for safety and the program to be offered by the date of the proposed transfer.

VI. PROCEDURE FOR TRANSFERRING BUREAU OF INDIAN AFFAIRS
SCHOOLS TO DEPARTMENT OF EDUCATION,
CITY, OR BOROUGH SCHOOL DISTRICTS

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In the implementation of a single system of elementary and secondary education for Alaska, certain criteria should be established to prepare a community for ultimate transfer of their school from the BIA to State operation and administration including, but not limited to, the following:

1. Transfer of Schools to the Department of Education

The Director of State-Operated Schools and the Education Director for the BIA shall:

A. compile basic data on all Bureau educational facilities and make evaluations of the school plant, the curriculum, related educational activities, and operating costs;

B. analyze any steps taken, agreements reached, and community attitudes which may affect transfer;

C. plan a program to inform and to develop community readiness which will involve parents, students, civic and tribal groups, and local school boards;

D. develop a ten-year transfer schedule for all elementary and secondary schools operated by the Bureau;

E. establish for each school a timetable of events two years in advance of the contemplated transfer which shall include proposed school construction and/or repair, teacher orientation and agreements respecting continued service, local and statewide publicity, school board training, and dates of transfer of administrative responsibility and physical plant;

F. develop agreements on transitional financing, curriculum, special services, staffing, evaluation, and continuation of financial and/or technical assistance following transfer;

G. arrange for transfer of all records, land titles, students, staff, inventory, etc.; and

H. review annually the status of schools being transferred in accordance with this section.

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Area Director

APPENDIX D

Alaska Native Service
Bureau, Alaska

C
O
P
Y

Via Air Mail

December 23, 1954

Commissioner, Bureau of Indian Affairs
Washington 25, D.C.

Dear Sir:

This has reference to your letter of September 29, 1954, in which a request for additional information was made relative to our proposed plan for accomplishing the transfer of Alaska Native Schools to the Territory of Alaska, which was transmitted to your Office by our letter of August 23, 1954.

Enclosed herewith is information which has been developed in response to your request. It is hoped that this information will assist in permitting a decision to be reached concerning the method of financing schools transferred in this Area.

Sincerely yours,

/s/ William H. Olsen

William H. Olsen
Area Director

Enclosures

INFORMATION RELATIVE TO THE FINANCING OF CONTRACT SCHOOLS
IN ALASKA AS REQUESTED IN COMMISSIONER'S LETTER
DATED SEPTEMBER 29, 1954

The following information, which is submitted in response to your request of September 29, 1954, has been developed with the assistance of Mr. George W. Rogers, Territorial Economist in the office of the Governor, Mr. K.F. Dewey, Territorial Tax Commissioner and Mr. I. M. Dafoe, Territorial Commissioner of Education and his staff who have given their fullest co-operation.

A. THE PER CAPITA INCOME OF THE TERRITORY*

The best estimator I can produce as to the comparative "per capita income payments to individuals" is the following:

	<u>ALASKA</u>	<u>CONTINENTAL UNITED STATES</u>
1950	\$1,450	\$1,436
1953	\$1,724	\$1,707

To best serve the purposes for which this question was probably asked, a comparison of gross national and Alaska products and income should be made. Although complete and reasonably accurate data exist for the United States as a whole and a few regions, Alaskan data is incomplete and it would require several months of intensive research to produce even a reasonable estimate. Furthermore, the income payments to individuals data is used in the regular reports of the Government Finances prepared by the Bureau of Census and is, therefore, a familiar and generally accepted index.

Alaska income payment data which might be comparable to similar data for the United States is scarce, but from certain scraps of data available, the above quoted approximation of a comparison of per capita income was computed.

(* Prepared by Mr. George W. Rogers, Territorial Economist)

Before describing the method of computation, however, a few comments on the limits of meaningfulness of comparisons between Alaska and United States per capita data must be made. The results also appear to contradict what one would expect as to the relative level of Alaska's per capita income in view of the highly publicized Alaskan wage and salary rates, and these require explanation.

The 1950 Census reveals the following general population characteristics for Alaska and the United States:

	ALASKA		CONTINENTAL UNITED STATES	
	<u>No. Persons</u>	<u>%</u>	<u>Thousands of Persons</u>	<u>%</u>
<u>Total</u>	<u>128,643</u>	<u>100.0</u>	<u>150,697</u>	<u>100.0</u>
Military	20,407	15.9	1,063	0.7
Civilian	<u>108,236</u>	<u>84.1</u>	<u>149,634</u>	<u>99.3</u>
Non-White	35,835	27.8	15,482	10.3
White	<u>92,808</u>	<u>72.2</u>	<u>135,215</u>	<u>89.7</u>
Median Age	25.8		30.4	

Alaskans are younger on the average than residents of the continental United States. The military accounted for almost sixteen per cent of total Alaska population as compared with less than one percent in the States. (The importance of military in total population has been increasing, 1953 population estimates placing this at 24.4% of total population.) Alaska's non-white population comprised about twenty-eight per cent of the total as compared with ten per cent in the States.

The general observer of the Alaskan scene is impressed with the extremely high level of income and wage rates in the more populated, boom centers of the Territory and is apt to guess that average income is extremely high as

compared with that of the United States in general. The population data, however, indicates contrary forces which would tend to pull down Alaska's average income. As a general rule, younger people are paid less than older people because of relatively less training and experience, and fewer are in the full-time labor market. Alaska's population is substantially younger than the average for the States. Military personnel and non-white persons are traditionally lower paid than civilian or white persons. These two generally low income groups in Alaska comprise together about half the total population. Not only does Alaska's population composition make general observations unreliable, it also demands caution in making comparisons as the composition is extremely "abnormal" as compared with the United States population composition.

There is another set of factors which further distorts the Alaska picture, and that is the abnormal seasonality of its civilian population. A recent study, based upon actual migration and vital statistics data, indicated the following degree of seasonal fluctuation in total civilian population for the four years 1950 through 1953, inclusive:

Estimated Civilian Population as of:

	<u>1950</u>	<u>1951</u>	<u>1952</u>	<u>1953</u>
January 1	101,000	112,000	123,200	142,000
August 1	123,900	140,900	162,500	174,300
<u>High Level as a Percentage</u> <u>of low level.</u>	122.7	125.9	131.9	122.8

Source: "Estimates of Alaska population, January 1, 1950-July 1, 1953."

Office of the Governor, Alaska Development Board, Bureau of
Vital Statistics, August 1, 1954

fluctuation within the United States as between its various regions, taken as a whole, the seasonal variation of the total United States population (differences in total persons entering and leaving the United States) is relatively unimportant and probably a negligible percentage. This places certain obvious limitations on the validity of comparisons of Alaska and United States data, and is a further force tending to reduce the per capita data in its level.

As a part of the 1950 Census enumeration, data was collected on income payments to individuals during the year 1949. From the tables presented in the reports (Series P-2-51 and P-60), the median income for persons 14 years old and over with income was given as \$2,072 for Alaska and \$2,346 for the continental United States. Some of the distorting effects of the factors discussed above are revealed in a comparison of the percentage distribution of persons 14 years old and over with income, by total money income.

<u>Total Money Income:</u>	<u>Percentage distribution of persons 14 years and older with income:</u>	
	<u>Alaska</u>	<u>Continental U.S.</u>
Less than \$500.	12.2	12.4
\$500 - 999.	12.3	10.7
\$1,000 - 1,999.	24.5	13.7
\$2,000 - 2,999.	12.6	23.3
\$3,000 - 3,999.	12.4	19.2
\$4,000 - 4,999.	9.6	7.7
\$5,000 - 5,999.	7.3	3.4
\$6,000 - 9,999.	7.8	3.0
\$10,000 - and over	<u>1.3</u>	<u>1.4</u>
	100.0	100.0
Median income for persons with income.	\$2,072	\$2,346

Although Alaska's average income is lower than that for the United States, 26% of the persons with income in Alaska earned \$4,000 or more as compared with 15.5% in the States. This group embraces the abnormally high paid worker who impresses the general observer so greatly. But the total distribution also reveals that 49% of persons with income in Alaska earned less than \$2,000 per year as compared with 51.8% in the States in these lower income brackets. This section probably embraces most of the heavier population distribution among military and non-white in Alaska and serves to cancel in part the effects higher paid workers' earnings have upon the average. So much for general interpretation and explanation of the results. The computation of the estimate started with the only scrap of data, the 1950 median income for persons with income. This median, of course, is not per capita income (although it might be in the limited sense of per capita for persons having income). An approximation was derived, by multiplying the median income figure by the number of persons with income and dividing by total population. This computation indicates the 1950 Alaska "per capita income payments to individuals" to be about \$1,450. In comparing this with a similar per capita figure for the United States, a further effect of the population composition must be noted. Of Alaska's total population, 47% were persons without income or dependents while for the States this category constituted 69% of total population. With a smaller proportion of Alaska's population in the "without income" class, there should be a tendency for the per capita income figure to be larger than in the States, other things being equal.

The issues of Survey of Current Business (Department of Commerce) provide data for the United States as a whole on income payments to individuals

and the government finances reports of the Government's Division, Bureau of the Census, convert this data which should be roughly comparable to this computation made for Alaska in 1950. There have been substantial increases in income payments reported since 1950 in the United States, but unfortunately we have no data for Alaska since 1950. By assuming the same rate of growth in Alaska income as was indicated for the States, a comparable Alaska estimate was made.

The following, therefore, represents the best estimate I can produce as to the comparative "per capita income payments to individuals."

	<u>Alaska</u>	<u>Continental U.S.</u>
1950	\$1,450	\$1,436
1953	\$1,724	\$1,707

B. THE TAX EFFORT MADE BY THE TERRITORY TO FINANCE ITS SCHOOL SYSTEM.*

Due to the lack of data, it is impossible to devise a direct measure of tax effort made by the Territory to finance its school system. It is possible through comparison of two sets of related data, however, to indirectly arrive at a general conclusion as to the probable degree of this tax effort. The following sections will present the steps used in this approach.

(a) Total Tax Effort:

A recent Staff Memorandum of the Alaska Legislative Council (September 9, 1954) makes a comparison of Alaska Territorial Tax Collections for the fiscal year ending June 30, 1954 with those of the States for the same period. This study indicates that tax collections for Alaska were \$77.47 per capita as compared with an average for the 48 States of \$70.31 per capita. Only fourteen of the 48 States had higher per capita tax collections than Alaska.

Perhaps a more appropriate measure of tax effort would be to make a further computation and compare the ratio of per capita tax collections to per capita income. Although our income data are inadequate, for what it is worth

(*) (Prepared by Mr. George W. Rogers, Territorial Economist)

a computation was made using the per capita income data estimated above. It appears that in Alaska per capita taxes were 4.5% of per capita income as compared with 4.1% in the U.S.

By either comparison, therefore, it can be safely concluded that the Alaska total tax effort is slightly greater than the average for the U.S. States.

(b) Comparative Distribution of General Revenues and General Expenditures:

Another Staff Memorandum of the Alaska Legislative Council (June 2, 1954) makes a detailed classification and analysis of receipts and disbursements of the Territory of Alaska for the 1951-1952 biennium (the latest for which we have complete and post-audited information) and a comparison with States averages for a comparable period. The following brief summary from the table of percentage distributions contains the pertinent information for present purposes:

	<u>Alaska</u> (% of total)	<u>U.S. Avg.</u> (% of total)
<u>GENERAL REVENUES -- By Source</u>		
Taxes.	75.4	73.4
Federal Grants-in-aid. .	19.3	18.5
Charges and miscellaneous	<u>5.3</u>	<u>8.1</u>
	100.0	100.0
<u>GENERAL EXPENDITURES - By Function</u>		
Education.	43.0	29.4
Welfare.	15.8	17.4
Health	12.0	9.2
Other Functions.	<u>29.2</u>	<u>44.0</u>
	100.0	100.0

As compared with the average for the 48 States, Alaska's percentage distribution of general revenues by sources is fairly close to the pattern for the average of the 48 States, being only slightly higher in the "taxes" and "Federal grants-in-aid" categories. The comparison of the distribution of general expenditures by functions, however, presents a different picture. Of Alaska's expenditures for the period, 43% were for education as compared with an average for the 48 States of only 29.4%.

(c) Indications of Tax Effort to Finance Schools:

If it is accepted that (1) the total tax effort by the Territory is greater than the average for the 48 States, (2) the relative distribution of revenues by sources (taxes, Federal grants-in-aid, miscellaneous) is approximately the same, and (3) the relative expenditures for education in Alaska are substantially greater than for the 48 States, it can be concluded that the tax effort on behalf of schools in Alaska is undoubtedly greater than in the States.

C. THE DIFFERENT SOURCES FROM WHICH SCHOOL REVENUES COME AND THE PLAN UNDER WHICH THE REVENUES ARE DISTRIBUTED TO SCHOOLS*

Territorial Sources of School Revenue

Of all moneys that the Territorial Legislature appropriates for the support of public schools, approximately 10.95 per cent is derived from earmarked funds (8.23 per cent from the Territorial school tax and 2.72 per cent from miscellaneous sources). The balance is derived from the general fund of the Territory.

Earmarked revenues--The Territorial school tax is in reality a head tax. It is a special levy of \$5.00 per year upon all men and all gainfully

(*) (Prepared by Mr. John Dapcevich, Chief Accountant, Department of Education, Territory of Alaska)

employed women between the ages of 21 and 55 years of age. In 1952-53 the amount provided by the school tax was \$344,637.09.

Territorial law requires that 50 per cent of the gaming licenses and other receipts of the Alaska Game Commission be paid into the Territorial school fund.

Of the money received by the Territory from the Federal Forest Reserve fund, 25 per cent is placed in the public school fund.

Legislative appropriations from the Territorial general fund--While it is true that Alaska schools have earmarked revenues such as the school tax, game licenses, and other miscellaneous sources, in practice these revenues are added to the Territorial general fund to make up the total legislative appropriation for schools. Actually the only source of income to the Territorial Department of Education for support of Alaska schools is from legislative appropriations, U.S. Office of Education, and from the Alaska Native Service.

In accordance with the provisions of Territorial law, the 1946 Legislature directed that from 75 to 85 per cent of current operating costs, depending upon the size of resident enrollments, be refunded to the independent and incorporated city schools. For the school year 1952-53 these refunds totaled \$2,655,777.73, which sum represents a 75, 80 or 85 per cent refund to these schools for the moneys they expended for current operational costs.

At the present time, approximately 76 per cent of Alaska's public schools and 28 per cent of its school population are located in areas outside incorporated cities and independent school districts.

The Territorial legislature appropriates funds for both building and operating costs of schools in unincorporated areas. The amount available for the a

operation for the school year 1952-53 was \$725,328. The amount made available for the construction and repair of rural school buildings was \$362,404.54, including rural school's share of tobacco tax.

The Territorial Legislature appropriates money to pay for transportation of pupils who reside at least one and one-half miles from established schools along regularly maintained highways. An appropriation is also made for the payment of the tuition of nonresident pupils in the schools of cities and independent school districts. The sum provided for pupil transportation in 1952-53 was \$300,000. Tuition payments in the same year totaled \$30,000.

Income from permanent school funds—An Act of Congress approved March 4, 1915, set aside and reserved from sale or settlement sections sixteen and thirty-six of each township of public lands in Alaska. The income from these lands is set aside in a fund known as the "permanent school fund." The act provides that this fund may be invested and the income used exclusively for school purposes. A 1921 Territorial law provided that funds derived from the sale of abandoned school buildings or other property of defunct schools shall be credited to the permanent school fund. On June 30, 1953, there was a total of \$20,000 invested in U.S. government bonds. Income from the invested permanent school fund goes into the public school current fund.

TABLE 1.--SOURCES OF TERRITORIAL SCHOOL REVENUE, 1952-53

Source	Amount	Per Cent
1. Earmarked revenues <u>a/</u>		
a. Territorial school tax.....\$ (45.00 poll tax)	344,637.89	8.23
b. Game licenses.....	86,914.60	
c. Forest reserve fund.....	1,912.71	2.71
d. Royalties, rentals, etc.....	24,752.73	
2. Legislative appropriations		
a. Support of schools within incorporated cities and districts.....	2,620,668.16	62.60
b. Support of schools outside incorporated cities and districts.....	725,328.00	17.32
c. Tuition.....	30,000.00	0.72
d. Transportation.....	300,000.00	7.17
e. Rural school buildings.....	250,000.00	5.97
f. Provision for teachers' salary increase		
	260,300.00	6.22
3. Income from permanent school funds <u>a/</u>	500.00	0.01
TOTAL.....	\$4,186,296.16	100.00

a/ Included in Legislative appropriations.

Apportionment of Territorial School Funds

Only a part of the total amount appropriated by the Territorial Legislature for school purposes can properly be termed Territorial aid for schools. This part consists of the appropriation for the support of schools in incorporated cities and incorporated districts. Payments to city schools for tuition of nonresident students might also be classified as Territorial aid.

Aid and expenditures for general school purposes--The support of schools in incorporated cities and incorporated districts is paid out in the form of reimbursements for maintenance of current operational expenses already incurred. In accordance with Territorial law in all districts with resident ADA of less than 150 pupils, 85 per cent of operational costs were to be refunded; in all districts with a resident enrollment of 150 but less than 300, an 80 per cent refund was to be made; and in all districts with a resident enrollment of over 300 pupils the refund from the Territorial Treasury was to be 75 per cent. The law authorizes the Commissioner of Education to reduce any item in the budget of a school or to refuse to pay the prescribed per cent of aid for any expenditure that does not meet the Territorial requirement.

The appropriation for schools in unincorporated areas is used to pay the entire school costs. For these schools the Legislature appropriates the money to the Territorial Department of Education which administers the schools, contracts for expenditures, and pays the bills.

Aid and expenditures for special educational purposes--Money appropriated by the Territorial Legislature is used to pay for the tuition of nonresident pupils who are attending schools in incorporated cities and incorporated districts. Territorial law charges the board of education of the Territory with determining the amount of tuition to be paid and seeing that the payments are actually made.

The law also directs the Territorial Board of Education to provide for the transportation of pupils, to draw up rules and regulations under which transportation services shall be furnished and to supervise the expenditure of the Territorial appropriation for this purpose.

It is the duty of the Territorial board of education to arrange for constructing, or renting of the necessary rural school houses and provide for maintaining and equipping of such buildings.

Tobacco tax receipts to be used only for construction, etc.--

The revenues from a tobacco tax which are earmarked for the construction, rehabilitation, and repair of public school buildings are not included in Tables 1 or 2. For the 1952-53 school year the incorporated city and incorporated district schools shared in the distribution of \$738,467.60 under a formula prescribed by the Territorial Board of Education.

Some school districts use these funds for amortization of bonds issued for school building purposes. Some districts are building up reserves of these funds to be used for matching Alaska Public Works funds for building purposes.

TABLE 2.--APPORTIONMENT OF TERRITORIAL FUNDS, 1952-53

Type and per cent of aid	Basis of distribution	Amount
1. Funds for general school purposes (36.1%)		
a. Support of schools within incorporated cities and districts	Refunds for 75 per cent to 85 per cent of expenses for operating	\$ 2,620,668.16
b. Support of schools outside incorporated cities and districts	Disbursed as direct expenditure of Territorial Department of Education	725,328.00
c. Provision for teachers salary increase		260,300.00
2. Funds for special educational purposes (13.9%)		
a. Tuition of non-resident pupils	As directed by Territorial Board of Education	30,000.00
b. Transportation of pupils	Discretion of Commissioner of Education	300,000.00
c. Rural school buildings		250,000.00
(Items 1 plus 2 equal 100%)		
TOTAL.....		\$4,166,296.16

During the school biennium ending June 30, 1954, the percentage of funds for the support of schools was as follows:

	1952-1953	1953-1954
Territorial School Tax.....	7.13	5.27

	1952-1953	1953-1954
Gaming Licenses, Fines, etc.....	2.07	1.75
Forest Reserve Funds.....	.05	.03
Royalties and Rentals.....	.59	2.79
Permanent School Fund.....	.29	.22
Territorial General Fund.....	<u>89.87</u>	<u>89.92</u>
	100.00	100.00

The support of all Territorial Rural Schools, all transportation and tuition, and the expense of the Department of Education are derived entirely from Territorial Appropriation.

D. UNDEVELOPED SOURCES OF REVENUE*

The September 9, 1954 Staff Memorandum of the Alaska Legislative Council again supplies the data upon which an answer can be presented to the question as to undeveloped sources of revenues, if any. This memorandum organizes the data on Territorial tax collections for the fiscal year ending June 30, 1954 according to the same classification system used by the Bureau of the Census in its regular reports on State Tax Collections in order that comparisons might be made. A direct comparison of rates of taxes and other provisions of the actual tax measures would be difficult, if not impossible, due to the wide range of variation in details of provisions and presentation. Some indication of the relative use of the various types of tax resources can be derived, however, from a comparison of per capita and percentage distribution data. The following table summarized the pertinent material from two of the tables in the Staff Memorandum:

(* (Prepared by Mr. George Rogers, Territorial Economist)

PER CAPITA AND PERCENTAGE DISTRIBUTION OF TAX COLLECTIONS, 1954

	<u>Alaska</u>	<u>Per Capita U.S. Avg.</u>	<u>% Distribution</u>	
			<u>Alaska</u>	<u>U.S. Avg.</u>
TOTAL COLLECTIONS	\$77.47	\$70.31	100.0	100.0
A. SALES & GROSS RECEIPTS.....	<u>26.74</u>	<u>41.74</u>	<u>34.5</u>	<u>59.4</u>
General sales or gross receipts.....	6.94	16.10	9.0	22.9
Motor Fuels.....	6.24	14.12	8.1	20.1
Liquor.....	7.64	2.94	9.8	4.2
Tobacco.....	3.94	2.95	5.1	4.2
Other.....	1.88	5.64	2.4	8.1
B. LICENSE AND PRIVILEGE	<u>9.66</u>	<u>10.81</u>	<u>12.5</u>	<u>15.4</u>
C. INCOME & INHERITANCE	<u>32.00</u>	<u>12.85</u>	<u>41.3</u>	<u>18.2</u>
Net Income.....	31.73	11.23	40.9	16.0
Death & Gift.....	0.27	1.57	0.4	2.2
D. PROPERTY.....	<u>0.02</u>	<u>2.41</u>	<u>0.01</u>	<u>3.4</u>
E. SEVERANCE.....	<u>7.66</u>	<u>1.98</u>	<u>9.9</u>	<u>2.8</u>
F. OTHER.....	<u>1.29</u>	<u>0.52</u>	<u>1.8</u>	<u>0.7</u>

Whether considered on a per capita or percentage distribution basis, Alaska is low on sales and gross receipts taxes as compared with the States. On the other hand, however, Alaska is outstanding in its dependence upon a net income tax for an important proportion of its tax revenues and the net income tax and sales or gross receipts taxes have always been considered together in the minds of the members of past sessions of the Legislature. It is doubtful that a general sales tax or an increase in the gross receipts tax (Alaska Business License Tax) would be considered without a corresponding decrease in the amount of net income tax. When the per capita or percentage collections of general sales and gross receipts are added to collections from net income, it will be seen that Alaska is well above averages for the States in both these categories combined.

Motor fuels taxes in Alaska are definitely low (2¢ per gallon) and an increase in collections could be easily made here by raising rates. These taxes, however, undoubtedly would have no effect upon schools as they are earmarked for roads, airfields and harbors in Alaska as they are in most of the States. At present there is no general property tax levied by the Territory and this constitutes perhaps the most important single undeveloped revenue source. Death and gift taxes are low, but at best represent only a small source of additional revenue.

E. THE PER PUPIL COST OF OPERATION OF THE EXISTING TERRITORIAL SYSTEM*

PER PUPIL COSTS ---- 1953-54

I. Territorial Rural Schools

Current Operating Costs 1953-1954

Instruction.....	\$ 688,771.04
Operation.....	114,558.33
Maintenance.....	18,026.56
Maintenance and Repair (Tobacco Tax Funds).....	36,226.56
Miscellaneous.....	14,632.74
Transportation.....	<u>102,201.45</u>
	981,421.68
Administration (5% of net costs).....	<u>42,071.08</u>
	\$1,030,492.76

A.D.A.....2137.09

Cost per pupil in A.D.A.....\$482.19

II. Incorporated District Schools

Current Operating Costs 1953-1954

Total, including Transportation	\$6,036,479.24
A.D.A.....	14526.29
Cost per pupil in A.D.A.....	\$419.00

(* Prepared by Mr. Don M. Daffoe, Territorial Commissioner of Education)

The above costs in Tables I and II do not include capital outlay. ⁹³

You will note that the per pupil cost in the Territorial Rural Schools is \$462.19. This cost figure includes all phases of the operation of these schools with the exception of capital outlay and the cost figure is consistent with those for previous years. The figures are based on those which are a part of the biennial report of this office for the school biennium ending June 30, 1954.

F. THE COST OF AN EXPANDED SYSTEM TO PROVIDE EDUCATION AT TERRITORIAL STANDARDS TO PUPILS NOW ATTENDING ALASKA NATIVE SCHOOLS

The following is quoted from Mr. Dufos's letter of December 14, 1954, concerning this matter.

"In answer to the question in item f., the cost of an expanded school system to include pupils now under the jurisdiction of the Alaska Native Service, it should be held in mind that because of the isolated location of many of the Alaska Native Service Schools with the resultant high costs of supplying these schools and the high cost of providing satisfactory supervision, the per pupil cost figure will be higher than that shown above. It is our estimate that the per pupil cost figure would be at least \$500.00 and would be higher if substantial salary raises are granted by the Legislature.

Assuming the A.D.A. of the Alaska Native Service Day Schools to be approximately 3,500 for the present year, the minimum cost to the Territory of an expanded system is estimated to be \$1,750,000.00 per year. This estimate includes only Day Schools presently operated by the Alaska Native Service and does not include Instructional-Aid Schools or Boarding Schools since there are no comparable programs offered by the Territorial Department

of Education at the present time. The above cost estimate includes only the type of program presently offered by the Territory.

This exceeds the amount allowed in the Alaska Native Service budget for the operation of the schools concerned during the 1955 fiscal year by \$292,497.00.

G. SUMMARY OF FACTS INDICATING THE TERRITORY'S ABILITY OR LACK OF ABILITY AS THE CASE MAY BE TO MEET THE COSTS OF AN EXPANDED SYSTEM

1. The best estimates available indicate that the per capita income of the Territory is greater than that of the Continental United States. The difference, however, is not significant as a source of additional revenue when the increased cost of living in Alaska is considered.

2. The total tax effort in Alaska is slightly greater than the average for the 48 States. However, the relative expenditures for education in Alaska are substantially greater than the average for the States.

3. Present sources of Territorial revenue are not adequate to meet present Territorial demands as indicated by the following information prepared by Mr. K. W. Dewey, Territorial Tax Commissioner.

So far this year (eleven months), the Department of Taxation has collected \$214,312.50 in School Tax and \$816,428.37 in Tobacco Tax. This represents a reduction of \$45,328.02 from the 1953 School Tax collections and \$3,501.21 from the 1953 Tobacco Tax collections. The figure on School Tax, interpreted in terms of employees, would indicate about 9,200 fewer employees in the Territory for this past year. Confirmation of these figures are obtained by the reduction in Tobacco Tax and the fact that the liquor taxes are \$67,275.74 less than the corresponding year of 1953, all of which would lead to the logical conclusion that, for one reason or another,

probably the reduction of defense contracts in the Territory, over-all economy is declining. Confirmation of this could be secured by obtaining from the Resident Engineer the amounts of the contracts let for the past three or four years.

In the absence of specific information regarding the volume of defense construction, it would be difficult to conjecture as to the probable increase or decrease of the relative economy for any future period. This office has predicted to the Board of the Budget that the revenue for the coming biennium would be approximately the equivalent of those for the biennium we are now completing. The following will indicate a comparison collection figure for the first eleven months of 1952, 1953, and 1954:
(See the following table)

DEPARTMENT OF TAXATION

Comparison of Gross Collections for the first eleven months of years 1954-1953 and 1952

BEST COPY AVAILABLE	1954		1953		1952		Difference 1954-1952
	Jan. 1 to Nov. 30						
Amusement & Gaming Dev.	43,925.00	40,812.50	65,000.00	65,000.00	-24,187.50	3,112.50	
Auto License Registrations	693,450.25	630,754.00	563,160.50	563,160.50	67,550.50	62,656.25	
Business Licenses	1,410,602.53	1,372,825.47	1,271,924.17	1,271,924.17	100,501.30	37,777.11	
Certificates of Ownership	67,359.00	70,824.50	79,337.50	79,337.50	- 8,513.00	-3,465.50	
Dog Licenses	2.00	—	36.00	36.00	-36.00	2.00	
Driver's Licenses	52,172.00	146,899.25	29,434.75	29,434.75	117,464.50	-94,727.25	
Fisheries:							
Cold Stor. Fish Proc. (Inc. Freezer ships)	63,738.87	67,360.22	69,869.54	69,869.54	-2,539.32	-3,621.35	
Fish Trap Licenses	226,800.00	359,100.00	62,100.00	62,100.00	297,000.00	-132,300.00	
Fish Lic. - Resident	36,172.00	36,455.00	39,676.00	39,676.00	-2,221.00	- 283.00	
Fish Lic. - Nonresident	46,335.50	56,610.00	32,776.00	32,776.00	23,834.00	-10,274.50	
Gill Nets	9,104.00	8,796.00	7,567.00	7,567.00	1,229.00	308.08	
Raw Fish Tax (#82)	1,529,707.86	2,020,937.90	1,959,936.78	1,959,936.78	61,001.12	-491,230.54	
Seines	15,491.00	13,945.00	17,931.00	17,931.00	-2,986.00	1,516.00	
Sport Fishing Stamps	31,805.06	24,536.00	19,975.00	19,975.00	4,661.00	7,269.06	
Inheritance Tax - Interest	2,295.99	1,059.41	1,401.73	1,401.73	- 342.32	1,236.58	
Inheritance Tax - Principal	46,866.00	29,415.93	22,671.70	22,671.70	6,744.28	17,450.62	
Liquor - Excise Taxes	1,527,804.27	1,595,080.01	1,539,900.36	1,539,900.36	55,173.65	-67,275.74	
Kinos and Mining	78,448.73	128,626.44	149,778.62	149,778.62	-20,152.18	-50,177.71	
Motor Fuel Oil	1,322,131.52	1,273,406.27	1,281,845.76	1,281,845.76	-8,439.49	49,725.25	
Net Income Tax	5,953,229.94	6,240,352.94	6,239,462.19	6,239,462.19	30,890.75	-287,123.00	
Profit Taxes on Prop. Sales	1,552.92	494.43	198.27	198.27	256.15	1,359.49	
Property Tax	49,017.80	51,041.52	158,930.44	158,930.44	-107,988.92	-2,023.72	
Punchboard Tax	1,640.00	1,928.00	2,370.00	2,370.00	- 942.00	- 222.00	
School Tax	214,312.50	258,580.00	203,849.20	203,849.20	-22,269.20	-44,267.50	
Tobacco Tax	818,428.37	821,929.58	798,166.80	798,166.80	23,762.78	-3,501.21	
Misc. Accts.	—	—	—	—	—	—	
Bus. Lic. - Mon. Al. Bev. - O. A.	—	23.60	—	—	23.60	-23.60	
Gross Sales & Services	375.70	5,065.00	—	—	5,065.00	-4,689.30	
Fee on Photo. copies Tax Stms.	42.20	—	—	—	—	42.20	
TOTALS	\$14,242,817.14	\$15,256,959.02	\$14,662,702.31	\$14,662,702.31	\$ 594,156.71	-\$1,014,041.88	

4. The Territorial appropriations for the support of schools the last biennium totaled \$10,689,000.00. The anticipated needs for the next biennium are \$14,193,000.00 which represents an increase of about 33 1/3 per cent. The above figures do not include the expenses of the Office of the Commissioner of Education, Vocational Education needs or Construction needs.

It appears from the above facts that the Territory will be hard pressed to meet the increased educational needs requested by the Department of Education and that the expense of an expanded educational program resulting from the transfer of Alaska Native Day Schools to Territorial operation will be a financial impossibility for the Territory to assume at this time.

H. YOUR IDEAS AND THOSE OF THE TERRITORIAL COMMISSIONER OF EDUCATION AS TO HOW THE FINANCIAL PROBLEMS CAN BE MET

In view of the expense involved in the operation of the present Territorial school program and in consideration of the effort of the Territory presently being made to tax itself in the support of the present program, we concur with the Territorial Commissioner of Education who gave his opinion concerning this matter in his letter of December 14, 1954 as follows:

"It appears to this Office that the only manner in which the Territorial Board of Education and the Territory of Alaska could agree to accept further Alaska Native Service Schools on a transfer basis would be with the expressed provision that complete and continuing financial support be made available solely from Federal sources".

By mutual agreement it is believed that an effective plan should accomplish the transfer on a gradual basis even if full support is provided by the Federal Government.

The orderly transfer of four or five of these schools each year will permit those concerned to better prepare the villagers for the problems of acculturation that arise from a program of this nature.

STATE OF ALASKA

WILLIAM A. EGAN, GOVERNOR

JUNEAU



AN OVERALL EDUCATION PLAN FOR RURAL ALASKA

Submitted
by
The Governor's Committee on Education

Approved
by
Governor William A. Egan

as the
OFFICIAL STATE PLAN

An overall plan for the operation of rural schools in Alaska has been developed which includes:

1. Long range plans for rural education;
2. A schedule for the gradual consolidation of State and Bureau of Indian Affairs (BIA) operated schools into a single State school system;
3. Provision for continued study and revision so that the plan may be adjusted to changing conditions.

In January, 1905, the Nelson Act was passed providing for the establishment of schools in areas outside incorporated towns for "white children and children of mixed blood who lead a civilized life." These schools were placed under the jurisdiction of the Governor of Alaska. They later provided the nucleus of the territorial system of schools when, in 1917, a territorial department of education was established with jurisdiction over all schools not under the control of the U. S. Bureau of Education.

With the passage of the Nelson Act of 1905, two school systems were established which still exist today. Clearly, the concept of two systems of education—one for native youth and the other for nonnative—is inconsistent with the tenets of a democratic nation and more specifically is in conflict with the Alaska Constitution, which states:

"The Legislature shall by general law establish and maintain a system of public schools open to all children of the State."

Alaska's total educational program should be under the jurisdiction of the State. However, providing school facilities for all children in Alaska and assuming complete control of schools now operating under the jurisdiction of the Bureau of Indian Affairs would create a financial burden which Alaska cannot assume at the present time.

The continued operation of two school systems creates a very real danger that educational programs disparate in philosophy will be developed so that further obstacles to consolidation will result. With full knowledge of this danger, an "Agreement of Understanding on Educational Policies" was developed during a joint meeting held in Washington, D.C., on March 1, 1962, with officials attending from the Bureau of Indian Affairs, the State of Alaska, the University of Alaska, and the U. S. Office of Education. The agreement commissioned the State of Alaska to "formulate an overall plan with local participation for (a) expansion of present high school educational facilities and (b) transfer of Bureau-operated schools to State management and operation."

Following the Washington agreement, Governor William A. Egan appointed a State education committee comprising the Area Director of the Bureau of Indian Affairs; the Alaska Secretary of State; the Commissioner of Education; the Dean of the College of Behavioral Sciences and Education of the University of Alaska; and a member of the Alaska Board of Education. The committee was directed to prepare an overall State plan for rural school operation and the ultimate consolidation of the two school systems now operating in the State.

It was agreed that the two issues should be considered separately, although clearly the development of a rural school plan must take into account the second objective which is the merging of the two systems. Since the transfer of schools from the Bureau of Indian Affairs to the State will be gradual in nature, there is an obvious advantage in obtaining agreement on general principles and guidelines in rural school expansion which can be followed by both agencies.

This plan can be considered as the State of Alaska's overall proposal for rural education with its recommendations to be used as guidelines to future investigations and implementation of the plan. It is important, however, that the analysis and recommendations set forth herein should not be considered final. This plan should be under constant review so that changes can be made in light of changing conditions and new information.

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P R E F A C E

The first printing of "An Over-All Education Plan for Rural Alaska," dated May 25, 1963, was well received, with the resultant demand for copies greater than expected.

Following subsequent meetings of the Governor's Committee on Rural Education, revisions and modifications have been made.

Additional copies of this report may be obtained by contacting the State Department of Education, 326 Alaska Office Building, Juneau, Alaska.

REVISED REPORT:

February 28, 1966

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I. DESCRIPTION OF ALASKA SCHOOLS

There are two school systems in the State of Alaska—the State system and the BIA system. The State directly operates schools through the Department of Education. These are called State-operated schools. In addition, 19 cities, 9 borough districts and one special district (Haines) operate schools under general State laws and are referred to as "district" schools.¹

Of 97 State-operated schools, 13 are operated entirely with Federal monies under Johnson-O'Malley contracts, and 8 are on-base schools for children of military-base personnel. Johnson-O'Malley schools within boroughs will be transferred according to a November 27, 1964 schedule of a agreement with Bureau of Indian Affairs to borough school systems. As prescribed standards are met, all other schools operated by the State through JOM contract funds will be transferred to State and borough operations.

During the 1964-65 school year 13,756 children were educated in State-operated schools—3,951 in rural schools, 383 in Johnson-O'Malley rural schools, and 9,422 in on-base schools. In addition, the State, through its political subdivisions, educated 42,891 children. Approximately 6,000 children were receiving education in 80 BIA schools.

With the implementation of the borough form of government, a number of schools formerly operated by the State Department of Education are now within the jurisdiction of borough school districts. This report is concerned primarily with rural educational problems and does not consider problems of on-base schools and schools operated by political subdivisions.

The State rural schools are generally quite small. They are located throughout the State, the majority being in Western and Southwestern Alaska. Typically, school enrollments range from 12 to 60 pupils, and schools employ from 1 to 4 teachers. Only the following State-operated schools provide secondary programs:

- | | | |
|-----------------|------------|--------------|
| Bethel | Glennallen | **Tarana |
| *Delta Junction | **McGrath | **Thorne Bay |
| Fort Yukon | Metlakatla | Tok |

* Grades 9 and 10 ** Special high schools

¹ All independent school districts, except the Haines Independent School District, were merged on or before January 1, 1964 into the various boroughs created under Chapter 146, SLA 1961, or Chapter 52, SLA 1963. The city school districts of Kenai, North Pole, Seward, and Girdwood also were merged into boroughs on or before January 1, 1964.

The State has recently constructed a 150-student regional vocational boarding school at Nome which will begin operation on July 1, 1966.

All State rural schools are administered by the Alaska Department of Education. Rural schools, including those under Johnson-O'Malley contract, operated by the State, are listed in Appendix A. Also listed is the average daily membership of each school during the 1964-65 school year together with the number of teachers employed in each school.

During the fiscal year 1964-65, the State appropriated \$1,189,625 to cover operating costs of rural schools; obtained \$1,981,375 in Public Law 874 Federal-impact funds, and \$600,016 in Johnson-O'Malley monies.

Bureau of Indian Affairs schools are generally small. The majority of enrollments ranges from 14 to 60 pupils. Six larger day schools enroll up to 500 pupils.

Most BIA schools are located in Northwestern Alaska. At the present time the Bureau operates a boarding high school at Mt. Edgecumbe which enrolls 672 children from all parts of the State. The BIA also provides ninth and tenth grade courses at Unalakleet. A few schools operated by the BIA offer directed study (correspondence) courses in high school work. Chemawa School in Oregon, which was attended by 775 Alaskan students in 1965-66, offers a full high school curriculum.

The BIA is constructing high schools at Kotzebue and Barrow. The objective is to provide high school instruction through Grade 12.

The BIA schools are listed in Appendix B. Also listed is the number of students enrolled in each school as of December, 1964, together with the number of teachers employed in each school.

Native children in Alaska lag behind the general population in educational opportunities. The authors of "A Foundation for Alaska's Public Schools," a survey report prepared in 1961 for the Alaska State Board of Education, point out that in 1960 only 1,832 out of 5,365 native children between the ages of 14 and 19 were enrolled in high school. An additional 1,941 from this age group were still attending elementary school, and 1,595 were not attending school. The most recent census figures indicate that only 34 per cent of Alaska's 5,368 native youths of high school age are enrolled in secondary schools.¹ However, many of these youths are in school but at a

¹ Erick L. Lindman (director), "A Foundation for Alaska's Public Schools: Report of a Survey" (prepared for the Alaska State Board of Education, September, 1961), p. 7 (mimeographed).

lower level. A recent survey of BIA and State-operated schools in approximately 200 villages indicated the following percentages of high school age students who were reported as not attending any school:

Survey of Rural School Enrollments, as of January, 1965

<u>Age</u>	<u>Per Cent by Age Out of School</u>
13	1%
14	2%
15	3%
16	6%
17	11%
18	24%

A survey of non-returnees to boarding schools operated by the Bureau of Indian Affairs reveals the following:

Survey of Non-Returnees to BIA Boarding Schools, 1965

Number eligible to return	1,120
Number returned (1965-66)	1,010
Number who enrolled in other schools	71 (estimated)
Number out of school or whereabouts unknown	39
Per cent of non-returnees (dropouts)	3.5%

Rapidly increasing enrollments, coupled with the need to educate a larger percentage of children in rural areas, have necessitated a rapid increase in expenditures for school operation and construction. State expenditures for rural schools have increased from \$2,540,134.89 in fiscal year 1959-60 to \$2,619,318.91 in 1960-61; \$3,586,798.99 in 1961-62; \$4,077,605 in 1962-63; \$3,171,000 in 1964-65. The decline for the last year is caused by the thorough assumption of responsibility for certain State-operated schools. Total expenditures for school construction, from all sources—State and Federal—have increased from \$3,028,017 in 1958-60 to \$3,686,051 in 1960-62, and \$7,584,000 in 1962-64. The latter amount included a \$5,000,000 bond issue for the State vocational school at Nome.

The BIA has accelerated its school construction program similarly. It has increased its budget from \$1,025,000 in 1959-60; \$1,025,000 in 1960-61; \$2,343,000 in 1961-62; and \$4,855,000 in 1962-63; and \$4,962,000 in 1963-64.

The State provides correspondence courses to approximately 300 children in their home communities and approximately 75 children leave their homes to attend schools operated by political subdivisions. The parents pay the tuition and the cost of these students' board and room.

Secondary education in the rural areas is especially limited. Several small communities with elementary schools are unable to support a high school. In the small communities where high school programs have been established, curricular offerings are of necessity extremely limited and the education obtained by students attending them is meager.

Although small elementary schools may be operated with only one teacher, considerably more difficulty arises in successfully operating small high schools. The remoteness and the small size of rural communities make nearly impossible the provision of adequate local secondary school programs. Of the 88 rural communities in which the State operates schools, 9 offer secondary programs, with 4 of these high schools enrolling more than 50 students (Bethel, Delta Junction, Glennallen, and Metlakatla).

The BIA provides free secondary schooling for approximately 1,650 Alaska native children at Mt. Edgecumbe boarding school, Wrangell Institute, Chemawa Indian School and Unalakleet Day School. For the school year 1965-66, approximately 150 students who have applied for admission to boarding schools could not be accepted due to lack of space.

Considering the figures cited and the fact that the State offers secondary programs in 9 of the 88 communities in which State rural schools are operated as of September 1, 1965, the lack of secondary school facilities is obvious.

II. GENERAL POLICY CONSIDERATIONS

In order to analyze Alaska's rural schools, three categories will be considered: (1) the very small school in which high school instruction cannot be provided, (2) the medium-sized schools which have enrollments sufficient to justify courses above the eighth grade level, and (3) day-boarding high schools designed to serve a geographical region.

Two major policy considerations govern decisions determining use of one type of school over the other: (1) the need to preserve home ties, and (2) the need to establish schools of adequate size to offer a full program.

POLICY CONSIDERATIONS, DAY-BOARDING SCHOOLS

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Possible Advantages

1. More adequate facilities made possible through larger enrollment.
2. Wider choice in curricular offerings.
3. Social and guidance services provided.
4. Regular school attendance sustained.
5. Medical services provided.
6. Learning situation extended into after-school hours.
7. Larger community provides laboratory for civic, cultural and business learnings.
8. Broader contacts with peer group promotes social development.
9. Regular hours and good food promote physical development.
10. Skills of living mastered through daily practice in guided situations.

Possible Disadvantages

1. May weaken home ties.
2. Homesickness if students too young.
3. Lessens students' opportunity to learn subsistence skills practices in the home community.
4. Living in two radically different situations may lead to temporary confusion on the part of some students.
5. Possibly some tendency toward regimentation with resultant loss of student initiative.

POLICY CONSIDERATIONS, SMALL HIGH SCHOOLS

- | | |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <ol style="list-style-type: none"> 1. Students retain home ties. 2. Personal relationships closer with the teacher. 3. Students may learn study habits more efficiently. | <ol style="list-style-type: none"> 1. Limited curriculum offerings. 2. Limited real-life experience related to modern world. 3. Teacher not qualified to teach all subjects. |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

POLICY CONSIDERATIONS, SMALL HIGH SCHOOLS (contd.)

Possible Advantages

Possible Disadvantages

- | | |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p>4. School facility contributes to local economy.</p> <p>5. Higher enrollment of high school age students.</p> <p>6. Students have opportunity to learn hunting, fishing and related skills.</p> | <p>4. Vicarious learnings limited because of cost of materials.</p> <p>5. Skills in social development are not learned.</p> <p>6. Communication skills limited.</p> |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------|

The Need to Preserve Home Ties

Ties with the family and home should not be destroyed. Where an adequate junior high school education cannot be provided in the home community, the student should have an opportunity to attend school in an environment not completely foreign to him. Requiring junior high school students from Northwestern Alaska to attend Mt. Edgecumbe Boarding School in Southeastern Alaska presents an adjustment problem to many children who find the environment quite unlike that of their home communities. Dormitory life may add to the frustrations of adolescents and be a cause of high school dropouts.

As a result, many Alaskan children may elect to attend small high schools where the curriculum is limited. Where children cannot attend school in their home communities because of inadequate enrollments, they should be given the opportunity to attend boarding high schools as near their home communities as possible.

In light of Alaska's unique problems in providing educational opportunities in remote areas, the following guidelines and criteria are suggested.

III. THE ELEMENTARY SCHOOL

Most schools operated by the BIA and the State are small elementary schools enrolling from 10 to 60 pupils and staffed by 1 to 4 teachers.

¹ Charles K. Ray, Joan Ryan and Seymour Parker, "Alaska Native Secondary School Dropouts," (College, Alaska: University of Alaska, 1962) pp. 318-22.

Seventy nine per cent of the State schools, including JCM schools, and 60 per cent of the BIA schools fall into this category.

School buildings constructed by the State and BIA are similar in many respects. Essentially, the agencies provide classrooms and teachers' quarters in communities which meet established criteria. However, schools constructed by the BIA are generally more extensive, i. e., additional facilities such as a lunch kitchen, health clinic, and quarters for visiting personnel may be included.

Classrooms in BIA schools usually are 900 square feet in area, and provide for a class size of 30 pupils. The standard State classroom is 750 square feet in area, and class size is 25 pupils per teacher.

Responsibilities of BIA teachers may include community services, lunch programs, and health care--although such duties are being shifted to health personnel as rapidly as possible. The State Department of Education does not provide comparable services; however, these types of assistance are made available by appropriate State agencies.

Elementary schools (Grades B-8) with minimum enrollments of 10 or more pupils should be operated in all villages.

Criteria for Establishing Elementary Schools

1. A minimum enrollment in Grades 1-8 of 10 or more pupils in State schools, and an anticipated minimum average daily attendance of 12 pupils in BIA schools is required.
2. Evidence of future population growth of the community should exist.
3. Other factors should be considered such as availability of funds and adequate transportation.

Special Preparation of Teachers and Instructional Materials for Alaskan Rural Schools

The University of Alaska, beginning in the summer of 1966, will establish a summer training institute for teachers who have been employed in Alaska's rural schools.¹ Instruction will include methods of teaching

¹ This project is financed by a grant from the Ford Foundation for a four-year period, after which time financial support will be assumed by the State and Federal governments.

English to bilinguals, courses in anthropology, and consideration of special problems in Alaskan education. Teachers who have completed courses in the institute will be employed by the BIA and State for placement in remote areas. Additionally, research will be conducted in the development of instructional materials appropriate for Alaskan schools.

IV. THE JUNIOR HIGH SCHOOL

Junior high schools (Grades 7-9) should be maintained in larger communities.

Criteria for Establishing Junior High Schools

1. A minimum enrollment of 90 in Grades 7-9 is recommended.
2. The faculty shall include at least five full-time teachers.
3. The curriculum shall be approved by the State and shall provide the basic subjects plus a choice of electives including music, home economics, and other courses in practical arts.
4. The school plant and facilities must meet State standards.
5. School furniture, equipment, and instructional materials shall be of sufficient quantity and quality to permit full student participation in the instructional program, including work in practical arts courses.

V. THE REGULAR (LOCAL) HIGH SCHOOL

Regular (local) high schools (Grades 9-12) should be of such size that an adequate program can be provided. A high school should be large enough (minimum enrollment of 150 pupils) to afford opportunities for some electives, including prevocational training. Conant's recommendation to the effect that no high school operate unless 100 students are in the graduating

class is necessarily unrealistic in Alaska.¹ Nevertheless, any rural school plan should include provisions for establishing high schools which will be sufficiently large to support a minimum program.

Criteria for Establishing Regular (Local) High Schools

1. A minimum of 150 students in Grades 9 to 12 is required to justify the organization of a high school.
2. Evidence of future community growth or decline will be weighed as heavily as present size. Certain communities show little population change since the economic base has remained static. Other communities have grown at an astounding rate.

VI. THE REGIONAL BOARDING HIGH SCHOOL

The regional boarding high school should be a comprehensive high school providing education to youth drawn from adjacent outlying areas who will otherwise be denied an opportunity for a high school education. The usual academic courses will be taught. In addition, the school will provide elective courses including occupational exploratory courses. General education which stresses oral and written expression, reading comprehension, and basic concepts in the field of mathematics and social studies is necessary for all students.

The curriculum and educational program for the State school at Nome and other contemplated boarding schools will be comparable to that planned for regular high schools.

The program will be comprehensive with a major emphasis on vocational curricula supported by basic educational courses presented in a manner designed to complement the vocational education received by the student and to the extent that the student may be eligible to receive a State high school diploma or certificate of course completion.²

Regional boarding high schools should take into account the availability of job opportunities in Alaska. However, despite the close ties between

¹ James B. Conant, "The American High School Today," (New York: McGraw-Hill Book Company, 1959) p. 37

² State Board of Vocational Education minutes, Nov. 1965, p. 14

education and employability, oversimplified solutions to economic problems through education must be avoided. Specialized vocational training cannot dominate the secondary school program without handicapping the employment potential of the students. Employers insist that as minimum requirements, students should be able to express themselves well, read with comprehension, understand instructions, and have a basic understanding in mathematics. Potential employers indicate they would prefer to train their recruits in the specific and technical aspects of their vocation rather than have the schools attempt this task to the sacrifice of basic skills.¹

As a long range goal, boarding high schools should consider post-graduate education and training to prepare rural residents for employment with the U. S. Air Force, the Federal Aviation Agency, the Bureau of Indian Affairs, the U. S. Public Health Service, the State of Alaska, and private businesses. The highly successful RCA program developed to give high school graduates 18 months of technical training to prepare them for electronic specialist positions is illustrative of the possibilities which should be explored. Qualified students should be encouraged to choose academic courses leading to college and professional employment.

Regional boarding high schools with a minimum enrollment of 300 pupils should be established to provide educational opportunities for pupils residing in communities without high school facilities. Advantages would include:

1. An increased opportunity for pupils to attend school in their home villages.
2. An opportunity for rural school children to attend an accredited secondary school with a curriculum sufficiently broad to provide for a wide variety of talents and abilities.
3. An enriched high school curriculum which can be developed on boarding school campuses and in adjacent urban centers but not in isolated villages.

Under no circumstances should a child be forced to leave his family against the wishes of his parents. Where local high schools are not available, correspondence courses should be provided as an alternative, but with the understanding by parents and children that such studies cannot provide the

¹ Constance F. Griffith, "The Need for Vocational Education in Alaska," (unpublished research study, University of Alaska, 1962), pp. 124-26.

opportunities for social and cultural development found in regular high school programs.

Criteria for Establishing Regional Boarding High Schools

1. In order to provide a broad curriculum including sufficient electives for the nonacademically- and academically-inclined student, a minimum enrollment of 300 students is necessary.
2. Where practicable, students should enroll in the regional high school nearest their homes, but schools should be open to all eligible children of the State.
3. Costs of construction and shipping must be taken into consideration so that the best school plant facilities can be obtained for the amounts expended.
4. The school should be located so that it is easily accessible to students and members of the professional staff. This criterion implies a location near a major transportation hub.
5. Wherever possible, existing school facilities should be utilized for regional boarding high schools.
6. Adequacy of existing community facilities such as water, sewers, and fire protection should be taken into account in determining school centers and sites.
7. The community should have a sense of responsibility and indicate active support for the youth residing in the community and for those students brought into the school from adjoining villages.
8. Consideration should be given to employment and cultural opportunities. The school should not be an isolated entity but should be a true community school. It is essential that a free interchange of activities between the school and the community be encouraged.

The organized districts should operate those boarding schools located within their boundaries. The State or the BIA would reimburse the school

district for the cost of educating the nondistrict students.

In the event that some of the smaller school districts have excess space, the State should explore the possibility of placing boarding school students from the rural areas in these schools. This may require, in some cases, placement of children in approved homes near the school location.

Representatives from the State Department of Education and the Bureau of Indian Affairs should make concerted efforts to insure that boarding school space is utilized effectively. Applicants for admission to any boarding school should be screened by officials from both agencies to help insure placement of students in schools nearest their homes (assuming space availability) and in schools providing programs most appropriate for a particular student in light of his abilities and interests.

VII. SPECIAL EDUCATIONAL PROGRAMS

Education for Overage, Undereducated Youth and Adults

Overage, undereducated youth and adults should be assisted through additional education. Wrangell Institute may in the future be utilized for this purpose. But at present, and until other facilities become available, Wrangell will be needed for elementary and junior high school programs. The type of education provided for these youths and adults would not be identical with that of a regular high school from which many withdraw. However, basic education would be available, although coupled with an occupational emphasis and supplemented by directed work experiences where feasible.

Education of the Exceptional Child

In Alaska, the law defines education for exceptional children as programs of training for the mentally retarded and the physically handicapped child.

The mentally retarded include those children who are considered to be educable and those who are trainable. The physically handicapped are classified as follows: (a) blind and partially sighted; (b) profoundly deaf and hard of hearing; (c) orthopedically handicapped; (d) neurologically handicapped; and (e) emotionally disturbed.

At this time statistics are not available to show the number of exceptional children living in rural Alaskan communities. As a beginning step, all handicapped children of school age should be identified and enumerated.

Secondly, a process of screening should be developed to determine the classification of handicaps.

Since highly specialized services are required for the screening of exceptional children, screening centers should be established in urban areas.

When such information is available, centers should be established to serve the needs of handicapped children in rural Alaska, assuming that parents desire such opportunities for their children. Where possible, special education programs should be operated in conjunction with existing schools, not in an institutionalized situation.

Special High Schools

The special secondary program is an interim program established to offer a secondary education to those pupils for whom regular high school facilities are not available. Basically, it is an ungraded program in which pupils acquire required courses and selected elective courses through classroom instruction and/or supervised correspondence study.

The staff may consist of only one or two teachers, and special consideration should be given to the selection of teachers to assure high quality in teaching. Not only should teachers chosen for special secondary programs have excellent training and experience in their teaching fields; they should possess good character, broad backgrounds of culture and information, and exceptional interest and ability for work with young people.

Such programs (presently at McGrath, Tanana and Thorne Bay) are established according to the following criteria. A special high school may be established, in connection with an existing elementary school, where there are 12 or more eighth grade graduates who have not reached their 21st birthdays, and whose parents give assurance that the pupils will enroll in and attend classes regularly.

In approving a special high school, the Commissioner of Education shall take the following factors into consideration:

1. Availability of existing or nearby high schools;
2. Availability of State-owned or rental facilities;
3. Adequacy of facilities, including teachers' quarters;
4. Availability of qualified teachers;

5. Estimated enrollments;
6. Availability of funds.

Special high schools may be closed or consolidated when:

1. The average daily membership drops below ten. (Should the ADM fall below ten during the first semester, the high school may be closed at the end of the semester and correspondence courses provided for the remainder of the year. If the ADM falls below ten, but not below eight during the second semester, the high school should be continued until the close of the school year.)
2. It becomes feasible for students to attend other secondary schools.
3. Funds or facilities are inadequate.

VIII. CONTINUING COMMITTEE ON EDUCATION

This plan should not be considered a static or final document. Experience, research, and changing conditions will indicate many areas where changes should be made in the current report, or where it should be supplemented. More research should be done on rural educational needs, and the results of this research should be reflected in future operations.

A permanent committee should be established to review and modify agency procedures. If the committee is established on a permanent basis, it should, from time to time, direct further research and investigation into specified areas. Preferably the work should be done by one or more individuals devoting full time to the project under the direction of the committee. Staff assistance of this kind would most likely be available during summer vacations.

IX. COOPERATIVE PLANNING FOR SCHOOL CONSTRUCTION

To facilitate consolidation of the two school systems presently in operation, close coordination in planning rural school facilities is essential.

School construction should meet no less than minimum space and safety requirements as established by the State.

Emergency School Construction Needs

BIA educational plants are presently overcrowded by more than 1,000 pupils. A large number of facilities now used are in desperate need of replacement. In addition to this, nearly 600 pupils must be sent from the State to guarantee them an education. The native population is growing at an unprecedented rate, with much of the increase in the school-age group. The recognition by the native people of the necessity for education through high school is creating additional pressure for classroom space. Alaska is faced with the necessity of formulating an emergency construction program to meet the needs of the students. An enormously expanded program of school construction has been projected. Unfortunately, the problem of providing sufficient space for all schoolchildren is complicated by the nature of the Alaska geography and the habits of its people. As a result of various factors, many villages are in a constant state of flux from the standpoints of population and site. Projections of populations for individual villages have not proven reliable. Area- and statewide projections, however, have attained much more reliability.

Of all the population studies attempted, the ones by George W. Rogers have been the most carefully done. Rogers' work has provided the basis for material presented here, using the low estimate which he has developed. The forecasts of need, therefore, must be considered as the minimum and a probability exists that more construction will actually be required to meet the emerging needs.

The provision of adequate space, when and where needed, is a challenge which cannot be met without incorporating into the construction program flexibility not hitherto found. The proposed program seeks to achieve this flexibility in three ways: (1) lower cost, quick-construction units would be built in communities which evidence some instability, i. e., population regression or site movement, (2) a higher percentage of boarding school space would be made available to permit enrollments of children from villages with overcrowded or nonexistent schools, and (3) transportable, panelized units would be available for shipment or removal to meet shifting requirements for educational facilities.

Because of the extreme urgency of need for school facilities, a school construction program should be initiated through cooperative action of State and Federal agencies. It is estimated that by 1970, in schools presently operated by BIA, more than 1200 additional spaces must be provided in 78 small elementary day schools and over 500 additional spaces in four larger elementary and junior high schools. In addition, more than 3000 spaces will

be needed in 1970 for students of high school age. Proposals for construction by State and Federal agencies of seven regional boarding high schools to meet this need are under consideration.

X. FINANCE

It is agreed that the State and the BIA should move toward a single school system to be operated by the State with provisions for continuing financial support by the Federal Government. The State, the BIA, and other Federal agencies shall develop a plan for transferring administrative responsibility of presently operated BIA day schools to the State. Financial support of up to 100 per cent may be provided through appropriate Federal agencies.

The State should exercise caution in assuming administrative responsibility over BIA schools which are in isolated locations, not served by commercial carriers or BIA ships, or are served under involved transportation arrangements that the BIA has been able to develop over the years.

The common goal of the BIA and the State is to provide the best possible education for rural school youth. It is agreed that this goal can best be accomplished through the establishment of a single system of public elementary and secondary education (see Memorandum of General Agreement, Appendix D).

The JOM contract is with the State rather than with a political subdivision of the State. Incorporation of cities and boroughs would therefore eliminate the BIA financial obligation for school operational costs. However, the BIA would retain the obligation to bring the physical plant up to State minimum standards or to standards which are acceptable to the State.

Finances of the boarding schools would be divided between State and Bureau of Indian Affairs with the following conditions:

State School at Nome: The State has constructed and will operate the classroom facilities; the BIA has constructed the dormitory. The operation of the dormitory and the school will be accomplished by one agency. The State will operate both the dormitory and the school to provide a uniform school program. The BIA will provide financial assistance for dormitory operations and liaison services.

Kodiak-Aleutians, Lower Yukon-Kuskokwim Area, Central Area: Construction and operation of regional boarding high school facilities at Kodiak have been approved by the State and BIA. The basis of negotiation for operation

should be the formula used in connection with the State school at Nome.

Mt. Edgecumbe: This school should continue to be operated by the BIA and should be transferred to the State for maintenance and operation when construction and financial arrangements can be made.

XI. RECOMMENDATIONS

1. The criteria set forth for establishing new schools should be adhered to as closely as possible.
2. - Every effort should be made to provide an elementary and secondary school education for all Alaska's children through local schools and boarding high schools or by placement of children in approved homes where schools are located.
3. The highest priority should be given to establishing and improving elementary schools where adequate education is not now being provided, with the second priority being given to the construction of local high schools in communities which can support them. Third priority should go to regional boarding schools to accommodate students for whom a high school program is not available locally.
4. The Alaska Department of Education and the Bureau of Indian Affairs should jointly determine where additional high school facilities can and should be established for eligible pupils and should investigate the feasibility of providing strong junior high schools in locations where enrollment does not justify a full high school program.
5. The Alaska Department of Education and the Bureau of Indian Affairs should cooperate closely in developing emergency and long range plans to educate all children in the State. This includes those students for whom boarding school space in local high schools is not available and students needing special education by the State. (See Chapter 14 of Alaska School Code.)

6. Adequacy of educational programs in the local and boarding schools should be under continuous review. In particular, the Alaska Department of Education should investigate the adequacy of educational programs in very small high schools and compare the achievement and adjustments of their students with that of boarding high school students.
7. Careful studies should be made of per-pupil costs at the two boarding schools. The possibility of increasing enrollments should be investigated as an alternative to establishing new boarding schools.
8. Where possible, the State should carry out a continuing program of prevocational and occupationally-oriented education which will realistically take into account the availability of job opportunities in Alaska.
9. A coordinating committee should be organized to develop joint State-Federal and village planning prior to relocation of villages. All requests for assistance from such villages should be referred to the coordinating committee.
10. Postgraduate technical or vocational training at high school sites, particularly at the boarding school locations, should be considered.
11. The possibility of assisting uneducated youth and adults through additional education and training should be explored.
12. The State and BIA should continue to arrange for an orderly transfer of BIA schools to State administration on a region-by-region basis under Johnson-O'Malley contracts.
13. Transfer of BIA schools to State operation should be effected as quickly as practicable. Supplementary financial support for operation of schools by the State will be obtained through applicable Federal laws.
14. The State, through its political subdivisions, should assume the financial burden of all elementary and secondary day schools when the areas in which these schools are located are incorporated into boroughs.

15. The possibility of locating suitable living accommodations in cities for students who cannot attend local or regional boarding high schools should be explored.
16. A continuing education committee should be established to review and revise the overall education plan and to direct research and investigation into areas specified by the committee.

AVERAGE DAILY MEMBERSHIP
Alaska Rural Schools
1964-1965

School	Organi- ation	Elementary		Secondary		Other* Instr. Staff	Total	
		Enroll- ment	Teach- ers	Enroll- ment	Teach- ers		Enroll- ment	Teach- ers
Akutani JOM	1-8	22	1	---	---	---	22	1
Aleknagik	1-8	43	2	---	---	---	43	2
Allakaket	1-8	41	2	---	---	---	41	2
Ambler	1-8	39	2	---	---	---	39	2
Anaktuvuk Pass	1-8	39	2	---	---	---	39	2
Anderson Village	1-8	54	3	---	---	---	54	3
Angoon	1-8	136	7	---	---	---	136	7
Andak	1-8	71	4	---	---	---	71	4
Annette	1-8	79	4	---	---	---	79	4
Anvik	1-8	36	2	---	---	---	36	2
Belkofski	1-8	14	1	---	---	---	14	1
Bethel	K-8-4	452	19	67	7	2	519	28
Bettles Field	1-8	7	1	---	---	---	7	1
Brown's Court	1-8	38	3	---	---	---	38	3
Cantwell	1-8	14	1	---	---	---	14	1
Cape Yakataga	1-8	15	1	---	---	---	15	1
Chignik JOM	1-8	21	2	---	---	---	21	2
Chignik Lagoon	1-8	28	2	---	---	---	28	2
Chignik Lake JOM	1-8	37	2	---	---	---	37	2
Chitina	1-8	8	1	---	---	---	8	1
Circle JOM	1-8	21	1	---	---	---	21	1
Clark's Point	1-8	39	2	---	---	---	39	2
Cold Bay	1-8	33	2	---	---	---	33	2
Copper Center	1-8	25	2	---	---	---	25	2
Crooked Creek	1-8	28	2	---	---	---	28	2
Curtis	1-8	9	1	---	---	---	9	1
Delta Junction	1-8-4	204	8	42	7	1	246	16
Dot Lake	1-8	8	1	---	---	---	8	1
Egegik JOM	1-8	43	2	---	---	---	43	2
Ekuk	1-8	10	1	---	---	---	10	1
Ekwok JOM	1-8	26	1	---	---	---	26	1
False Pass	1-8	12	1	---	---	---	12	1
Fortuna Ledge	1-8	52	2	---	---	---	52	2
Fort Yukon	1-8-4	152	8	42	4	1	194	13
Gakona	1-8	36	2	---	---	---	36	2
Galena	1-8	20	1	---	---	---	20	1
Georgetown	1-8	15	1	---	---	---	15	1
Glidersleeve	1-8	19	1	---	---	---	19	1
Glacier View	1-8	17	1	---	---	---	17	1
Glennallen	1-8-4	133	7	71	5	1	204	13
Gustavus	1-8	16	1	---	---	---	16	1
Healy	1-8	15	1	---	---	---	15	1
Hughes	1-8	28	1	---	---	---	28	1
Huslia	1-8	48	3	---	---	---	48	3
Kenny Lake	1-8	38	2	---	---	---	38	2
Kobuk	1-8	15	1	---	---	---	15	1
Kokhanok	1-8	21	1	---	---	---	21	1
Koyukuk	1-8	45	2	---	---	---	45	2

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APPENDIX A

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School	Organic ation	Elementary		Secondary		Other* Instr. Staff	Total	
		Enroll- ment	Teach- ers	Enroll- ment	Teach- ers		Enroll- ment	Teach- ers
Levelock JOM	1-8	13	1	---	--	--	13	1
McGrath	1-8	58	3	---	--	--	58	3
Manley Hot Springs	1-8	21	1	---	--	--	21	1
Mentasta Lake	1-8	18	1	---	--	--	18	1
Motlakatla	K-8-4	278	11	102	7	2	380	20
Nelson Lagoon	1-8	11	1	---	--	--	11	1
Newhalen JOM	1-8	33	2	---	--	--	33	2
Nikolai	1-8	27	2	---	--	--	27	2
Nikolski JOM	1-8	6	1	---	--	--	6	1
Nondalton JOM	1-8	75	4	---	--	--	75	4
Northway	1-8	43	2	---	--	--	43	2
Nyac	1-8	12	1	---	--	--	12	1
Pauloff Harbor	1-8	12	1	---	--	--	12	1
Pedro Bay	1-8	14	1	---	--	--	14	1
Perryville	1-3	39	2	---	--	--	39	2
Pilot Point JOM	1-8	13	1	---	--	--	13	1
Platinum	1-8	12	1	---	--	--	12	1
Portage Creek	1-8	21	1	---	--	--	21	1
Port Alice	1-8	14	1	---	--	--	14	1
Port Heiden	1-8	12	1	---	--	--	12	1
Rampart JOM	1-8	14	1	---	--	--	14	1
Ratz Harbor	1-8	14	1	---	--	--	14	1
Red Devil	1-8	13	1	---	--	--	13	1
Ruby	1-8	60	3	---	--	--	60	3
Russian Mission	1-8	34	2	---	--	--	34	2
St. George FWS	1-8	63	3	---	--	--	63	3
St. Paul FWS	1-8	86	7	---	--	1	86	8
Sand Point	1-8	71	4	---	--	--	71	4
Squaw Harbor	1-8	10	1	---	--	--	10	1
Stony River	1-8	27	2	---	--	--	27	2
Suntrana	1-8	11	1	---	--	--	11	1
Tanana	1-8-4	100	3	23	2	1	123	6
Tatitlek JOM	1-8	45	2	---	--	--	45	2
Teller	1-8	58	3	---	--	--	58	3
Tenakee	1-8	19	1	---	--	--	19	1
Thorne Bay	1-8-4	73	3	18	2	1	91	6
Tok	1-8-4	118	5	31	5	1	149	11
Usibelli	1-8	8	1	---	--	--	8	1
Wasilla Youth C.	7-12	7	1	14	1	--	21	2
Yakutat FAA	1-8	39	2	---	--	--	39	2
TOTAL		3934	207	410	40	11	4334	258

*incl librarians, nurses, counselors, principals and superintendents

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SCHOOL ENROLLMENT
Bureau of Indian Affairs Schools
December, 1964

APPENDIX B

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School	Organi- ation	Elementary		Secondary		Other Instr. Staff	Total	
		Enroll- ment	Teach- ers	Enroll- ment	Teach- ers		Enroll- ment	Teach- ers
Akiachak	B-8	68	2	---	--	--	68	2
Akiak	B-8	45	2	---	--	--	45	2
Alakanuk	B-8	99	3	---	--	--	99	3
Arctic Village	B-8	24	1	---	--	--	24	1
Atka	B-8	35	1	---	--	--	35	1
Barrow	B-8-S	463	17	7	1	2	470	20
Barter Island	B-8	35	2	---	--	--	35	2
Beaver	B-8	39	1	---	--	--	39	1
Birch Creek	B-8	16	1	---	--	--	16	1
Brevig Mission	B-8	33	1	---	--	--	33	1
Buckland	B-8	26	1	---	--	--	26	1
Canyon Village	B-8	10	1	---	--	--	10	1
Chalkyitsik	B-8	32	1	---	--	--	32	1
Chefornak	B-8	55	2	---	--	--	55	2
Chevak	B-8	140	4	---	--	--	140	4
Deering	B-8	11	1	---	--	--	11	1
Diomede	B-8	19	1	---	--	--	19	1
Eagle	B-8	21	1	---	--	--	21	1
Eek	B-8	58	2	---	--	--	58	2
Elim	B-8	54	2	---	--	--	54	2
Emmonak	B-8	111	4	---	--	--	111	4
English Bay	B-8	28	1	---	--	--	28	1
*Galena	B-8	66	2	---	--	--	66	2
Gambell	B-8	110	4	---	--	--	110	4
Golovin	B-8	26	1	---	--	--	26	1
Goodnews Bay	B-8	37	2	---	--	--	37	2
Grayling	B-8	33	1	---	--	--	33	1
Hooper Bay	B-8-S	159	7	32	2	1	191	10
Kalskag	B-8	55	2	---	--	--	55	2
Kaltag	B-8	63	2	---	--	--	63	2
Kasigluk	B-8	72	2	---	--	--	72	2
Kiana	B-8	71	2	---	--	--	71	2
Kipnuk	B-8	75	2	---	--	--	75	2
Kivalina	B-8	33	1	---	--	--	33	1
Klukwan	B-8	21	1	---	--	--	21	1
Koliganek	B-8	32	1	---	--	--	32	1
Kotlik	B-8	50	2	---	--	--	50	2
Kotzebue	B-8-S	399	15	35	2	2	434	19
Koyuk	B-8	40	1	---	--	--	40	1
Kwethluk	B-8	109	4	---	--	--	109	4
Kwigillingok	B-8	121	4	---	--	--	121	4
Lower Kalskag	B-8	29	1	---	--	--	29	1
Manokotak	B-8	50	2	---	--	--	50	2
Mekoryuk	B-8	82	2	---	--	--	82	2
Minto	B-8	49	2	---	--	--	49	2
Mt. Edge. Hosp.	B-8	9	1	---	--	--	9	1
Mountain Village	B-8	91	3	---	--	--	91	3
Napakinak	B-8	63	2	---	--	--	63	2

School	Organi- ation	Elementary		Secondary		Other Instr. Staff	Total	
		Enroll- ment	Teach- ers	Enroll- ment	Teach- ers		Enroll- ment	Teach- ers
Napaskiak	B-8	62	2	---	--	--	62	2
Newtok	B-8	61	2	---	--	--	61	2
New Stuyahok	B-8	53	2	---	--	--	53	2
Noatak	B-8	59	2	---	--	--	59	2
Noorvik	B-8	141	5	---	--	--	141	5
Northway	B-8	32	1	---	--	--	32	1
Nunapitchuk	B-8-S	131	4	12	1	--	143	5
Pilot Station	B-8	75	2	---	--	--	75	2
Point Hope	B-8	88	4	---	--	--	88	4
Quinhagak	B-8	89	2	---	--	--	89	2
St. Michael	B-8	54	2	---	--	--	54	2
Savoonga	B-8	81	3	---	--	--	81	3
Seamon Bay	B-8	45	2	---	--	--	46	2
Selawik	B-8	110	4	---	--	--	110	4
Shageluk	B-8	48	2	---	--	--	48	2
Shaktolik	B-8	58	2	---	--	--	58	2
Shishmaref	B-8	60	2	---	--	--	60	2
Shungnak	B-8	35	2	---	--	--	35	2
Sleetmute	B-8	22	1	---	--	--	22	1
Stebbins	B-8	62	2	---	--	--	62	2
Stevens Village	B-8	25	1	---	--	--	25	1
Tanacross	B-8	25	1	---	--	--	25	1
Tetlin	B-8	37	1	---	--	--	37	1
Togiak	B-8	117	4	---	--	--	117	4
Tuluksak	B-8	44	1	---	--	--	44	1
Tuntutuliak	B-8	40	2	---	--	--	40	2
Tununak	B-8	62	2	---	--	--	62	2
Unalakleet	B-8-2	136	10	23	2	1	159	13
Venetie	B-8	31	1	---	--	--	31	1
Wainwright	B-8	82	2	---	--	--	82	2
Wales	B-8	46	2	---	--	--	46	2
White Mountain	B-8	50	2	---	--	--	50	2
Wrangell	B-8-1	159	12	93	5	3	252	20
Mt. Edgecumbe	9-12	---	--	663	35	5	663	40
TOTAL		5588	210	865	48	14	6453	272

*Galena has a State teacher who reports to the BIA Principal-Teacher.

Memorandum of General Agreement
State of Alaska—Bureau of Indian Affairs

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1. Public education in Alaska is a primary responsibility of the State of Alaska. This responsibility extends to all children within the State.
2. The State Government will do all that its resources will allow in order to meet the educational requirements of all its children. In the State's continuing effort to do all that might be expected, close attention must be given local participation in the support of public school operations.
3. The educational effort of the Bureau of Indian Affairs in Alaska has been and will continue to be directed toward the attainment of educational goals to which the State and Federal governments are committed but which cannot be attained by the State alone because of financial limitations.
4. It is the mutual goal of the State and Federal governments to establish for all people in Alaska a single system of public elementary and secondary education.
5. All public schools in the State of Alaska should ultimately be included in the State educational system notwithstanding that Federal financial participation will remain essential for some time.
6. It is agreed that there exists today a serious deficiency in the overall educational program in Alaska, particularly with respect to children of high school age who, for lack of facilities, are not in school.
7. It is agreed that a closer coordination will be established between programs of the Federal Government which provide the State with financial aid for education. This will require cooperative planning by the State Department of Education, the U. S. Office of Education, and the Bureau of Indian Affairs. The Bureau of Indian Affairs intends to operate its schools or otherwise fulfill its commitments to the education of Alaskan natives in a fashion consistent with educational policy as it is developed by the State of Alaska. However, it is agreed that State policy should be formulated with full consideration of the limitations of law which govern Federal activities and financial contributions.
8. Although the Bureau has requested funds for planning new school facilities, the plan of the Bureau may be adjusted to conform as closely as possible to the comprehensive educational programs to be developed by the State.
9. It is agreed that the State of Alaska should formulate an overall plan with local participation for (a) expansion of present high school educational

facilities, and (b) transfer of Bureau-operated schools to State management and operation. This planning, of necessity, will include Federal financial participation.

10. Such plan as the State formulates will be the basis for further discussions looking toward agreements which will coordinate Federal and State efforts in the educational field.
11. It is especially to be noted that the Bureau in considering such plans as may be advanced by the State has no fixed objection to the location of high school facilities in any particular community, and it is hoped that State plans for school construction at Nome may be utilized within the overall program.
12. It is agreed that the Bureau of Indian Affairs and the State of Alaska consider the establishment of regional comprehensive high schools with necessary domiciliary facilities an acceptable approach in providing secondary education.
13. Nothing in this statement is to be interpreted as a commitment by either the State of Alaska or the Bureau of Indian Affairs to a particular approach in meeting the educational problems in Alaska which are of mutual concern. At such time as the State of Alaska provides policy guidelines for discussion with the Bureau of Indian Affairs it is hoped that a commitment to particular actions may be made at both the State and Federal levels.

STATE OF ALASKA

DEPARTMENT OF EDUCATION

OFFICE OF THE COMMISSIONER

APPENDIX D

WILLIAM A. EGAN, GOVERNOR

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ALASKA OFFICE BUILDING - JUNEAU 99501

ALASKA STATE PLAN

(COPY)

(For Administration of Johnson-O'Malley Act Funds)

November 15, 1965

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Purpose:

The purpose of this plan is to outline the policy and procedure to be used in the administration of Johnson-O'Malley Act funds received by the State of Alaska through annual contracts with the Bureau of Indian Affairs.

Provisions:

A. This plan is in accordance with:

1. State laws, regulations, and standards pertaining to the operation of the Public School System of Alaska and correlates with provisions of the "Over-All Education Plan for Rural Alaska of 1963" and subsequent revisions.
2. Federal laws and regulations pertaining to Federal aid grants and contracts related to the education of native and Indian children as administered by the Bureau of Indian Affairs.
3. Other Federal laws and regulations pertaining to Federal aid grants and contracts related to education of elementary and secondary students.
4. Laws pertaining to Federal Assistance in Federally Affected Areas. The Congress amended Public Law 874 on August 12, 1958, to include Indian children (Aleuts and Eskimos) on the same basis as other children whose parents reside on or work on trust lands. Funds thus provided under the Johnson-O'Malley Act must not duplicate Public Law 874 funds but may supplement when exceptional or extraordinary circumstances exist.

November 15, 1965

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- B. Bureau of Indian Affairs schools transferred to the State under this plan will be eligible and entitled to supplemental financial support under the provisions of the Johnson-O'Malley Act, provided a justifiable need exists after all other resources have been utilized, including applicable sections under Public Law 874, as amended.
- C. This plan may be changed by mutual consent of both agencies in the event some changes become necessary and/or feasible due to changes in Federal or State laws affecting financial aid for the subject schools.
- D. Unused funds received by the State or its political subdivisions through annual contracts under the provisions of the Johnson-O'Malley Act shall be carried over as a budget credit balance to the next contract period.
- E. Johnson-O'Malley funds through the Bureau will be provided yearly under a contract, subject to funds available, and in amount as defined by this plan. It is mutually understood that the State will submit a budget which will reflect the various sections of this plan and on which the total contract will be based. It is further agreed that the State will submit an annual report at the end of each school year consisting of a narrative and statistical analysis of the use of Government funds.
- F. The following schedule of transfers as outlined in November, 1964 represents agreements reached by the Bureau and the State and is part of the State Plan:

Transfer of title of all Johnson-O'Malley schools on Kodiak Island by July 1, 1966. Each school meets or will meet State standards on stated date.

Kodiak Borough:

- | | |
|------------|---------------|
| 1. Alitak | 4. Old Harbor |
| 2. Afognak | 5. Ouzinkie |
| 3. Karluk | |

We recommend transfer of title of schools in the Kenai Borough for the same reasons, by July 1, 1967.

Kenai Borough:

- | | |
|----------------|----------------------|
| 1. Port Graham | 3. English Bay (BIA) |
| 2. Tyonek | |

- (2) Staff the dormitory according to current Bureau standards;
(see attached Bureau of Indian Affairs staffing standards)
- (3) Utilize the services of the Bureau of Indian Affairs liaison officer in respect to the dormitory enrichment program, and such other services as may mutually be agreed upon;
- (4) Provide financial support for the school, including a pro rata share of dormitory expense for pupils not receiving financial support from the Bureau of Indian Affairs.

b. The Bureau of Indian Affairs agrees to:

- (1) Provide resident liaison and consulting services in respect to dormitory operation for three years;
- (2) Provide financial support for dormitory operation on a need basis after all local, State, and other Federal funds have been considered.

APPROVED:

/s/ William A. Egan
Office of the Governor
State of Alaska

November 15, 1965
Date

/s/ Selene Gifford
Assistant Commissioner
Bureau of Indian Affairs

Dec. 10, 1965
Date

/s/ Wm. T. Zahradnicek
Commissioner of Education
State of Alaska

Nov. 15, 1965
Date

/s/ S. W. Smith
Acting Area Director
Bureau of Indian Affairs

Nov. 29, 1965
Date

November 15, 1965

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The following State-operated Johnson-O'Malley schools meet the State standards, and we hereby recommend that the State Department of Education accept title by July 1, 1966.

- | | |
|-----------------|--------------|
| 1. Akutan | 4. Circle |
| 2. Chignik Lake | 5. Nondalton |
| 3. Egegik | 6. Tatitlek |

The following new school plants owned and operated by the Bureau of Indian Affairs meet State standards. The Bureau of Indian Affairs will follow its policy of mutual readiness in making transfers of schools. Transfer to titles for the following will be accomplished by July 1, 1968.

- | | |
|--------------|-----------------|
| 1. Atka | 4. New Stuyahok |
| 2. Koliganek | 5. Togiak |
| 3. Manokotak | |

The following Bureau-operated schools should be transferred to complete geographical blocks or schools operated by the State. We recommend that title to those schools be transferred to the State when mutual readiness can be attained.

- | | |
|--------------|-----------|
| 1. Klukwan | 4. Minto |
| 2. Northway | 5. Tetlin |
| 3. Tanacross | 6. Eagle |

Plans for transfer of other Bureau of Indian Affairs schools and other schools receiving support from Johnson-O'Malley funds to State or borough operation will continue in accordance with the provisions of the "Over-All Education Plan for Rural Alaska."

- G. Amendments to the State Plan may be made by mutual agreement between the State and the Bureau of Indian Affairs.
- H. Whenever titles to any Bureau of Indian Affairs schools are transferred to the State, no further Johnson-O'Malley assistance will be provided unless there are exceptional circumstances which will be justified separately in accordance with Item B. of the General Provisions.

- 1. It is mutually understood that Johnson-O'Malley funds provided will be paid through the State to each borough or school district.

APPROVED

/s/ William A. Egan
 Office of the Governor
 State of Alaska

November 15, 1965
 Date

/s/ Selene Gifford
 Assistant Commissioner
 Bureau of Indian Affairs

December 10, 1965
 Date

/s/ Wm. T. Zahradnicek
 Commissioner of Education
 State of Alaska

Nov. 15, 1965
 Date

/s/ S. W. Smith
 Acting Area Director
 Bureau of Indian Affairs

Nov. 29, 1965
 Date

STATE OF ALASKA

DEPARTMENT OF EDUCATION

STATE BOARD OF COMMISSIONERS

APPENDIX D

WILLIAM A. EGAN, GOVERNOR

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ALASKA OFFICE BUILDING -- JUNEAU 35801

(COPY)

November 15, 1965

Amendment to Johnson-O'Malley Plan
Dated November 15, 1965

1. Purpose:

It is the purpose of this amendment to outline operational and administrative procedures pertaining to Federally owned (Bureau of Indian Affairs) dormitory located on the site of the William E. Beltz School at Nome.

2. Basic Operating Principles:

- a. The dormitory, constructed by the Bureau of Indian Affairs, is an integral part of the William E. Beltz State-Operated School.
- b. The high school and dormitory will be operated and administered by one agency (the State Department of Education).
- c. The Bureau of Indian Affairs will provide liaison and advisory services to the State in connection with the "dormitory enrichment program."
- d. The Bureau of Indian Affairs will provide financial support, subject to the availability of funds, for dormitory operation and related expenses based upon budgets prepared by the Department of Education in accordance with Johnson-O'Malley procedures.
- e. School and dormitory student enrollment criteria will be mutually determined by the Bureau of Indian Affairs and the State and annual reviews and necessary revisions will be made.
- f. Bureau support for operational expenses will be supplied on a need basis to be determined by consideration of all available local, State, and Federal funds.

3. Specific Agreements:

- a. The Alaska Department of Education agrees to:
 - (1) Provide a qualified staff for school and dormitory (see attached position description);

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Sec. 452. Contracts for education, medical attention, relief and social welfare of Indians.

The Secretary of the Interior is authorized, in his discretion, to enter into a contract or contracts with any State or Territory, or political subdivision thereof, or with any State university, college, or schools, or with any appropriate State or private corporation, agency, or institution, for the education, medical attention, agricultural assistance, and social welfare, including relief of distress, of Indians in such State or Territory, through the agencies of the State or Territory or of the corporations and organizations hereinbefore named, and to expend under such contract or contracts, moneys appropriated by Congress for the education, medical attention, agricultural assistance, and social welfare, including relief of distress, of Indians in such State or Territory.

(Authority for establishment of Alaska State Plan for administration of JOM funds: Apr. 16, 1934, ch 147, sec 1, 48 Stat. 596; June 4, 1936, ch 490, 49, Stat. 1458. Library references: Indians (key) 24; CJS Indians secs 7, 18.)

BACKGROUND MATERIAL ON THE
WILLIAM E. BELTZ VOCATIONAL SCHOOL AT NOME

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It has been pointed out that the continued operation of two school systems creates a danger that two philosophies will be developed so that further obstacles to consolidation will result. With full knowledge of this danger, an "Agreement of Understanding on Educational Policies" was developed during a joint meeting held in Washington, D.C. on March 1, 1962, with officials attending from the Bureau of Indian Affairs, the State of Alaska, the University of Alaska, and the U. S. Office of Education. The agreement commissioned the State of Alaska to "formulate and overall plan with local participation for (a) expansion of present high school education facilities, and (b) transfer of Bureau-operated schools to State management and operation."

Following the Washington agreement, Governor William A. Egan appointed a State Education Committee comprised of the Area Director of the Bureau of Indian Affairs, the Alaska Secretary of State, the Commissioner of Education, the Dean of the College of Behavioral Sciences and Education of the University of Alaska, and a member of the Alaska Board of Education. The committee was directed to prepare an overall State Plan for rural school operation and the ultimate consolidation of the two school systems now operating in the State.

On June 4, 1963, a copy of "An Over-All Education Plan for Rural Alaska" was forwarded to the Honorable Stewart Udall, Secretary of the Interior in Washington, by Mr. Hugh J. Wade. In his transmittal letter, Acting Governor Wade indicated that the plan had been reviewed and accepted by Governor Egan as the official State Plan.

On Page 9 of the State Plan the comment was made that a boarding school provides a sufficient number of pupils to support a high school including a broad range of courses, and especially vocational exploratory courses.

On Page 12 of the State Plan, a description of a regional boarding high school appears, in which the statement is made that the regional boarding high school should be a comprehensive high school providing education to children drawn from adjacent outlying areas who will otherwise be denied an opportunity for a high school education. The usual academic courses would be taught. In addition, the school would provide elective courses including occupational exploratory courses. General education was seen as necessary for all students, stressing the ability to express one's self orally and in writing, reading with comprehension, and to have a basic understanding in the fields of mathematics and social sciences.

The curriculum and educational program for the state school at Nome and other contemplated boarding schools would be comparable to that planned for regular high schools.

Under an amendment to the Johnson-O'Malley Plan dated November 15, 1965:

- "2.d. The Bureau of Indian Affairs will provide financial support, subject to the availability of funds, for dormitory operation and related expenses based upon budgets prepared by the Department of Education in accordance with Johnson-O'Malley procedures.
- "e. School and dormitory student enrollment criteria will be mutually determined by the Bureau of Indian Affairs and the State and annual reviews and necessary revisions will be made."

~~These two paragraphs, 2.d. and 2.e., refer to the William E. Beltz School at Nome. This amendment was ultimately signed by Governor Egan, the Commissioner of Indian Affairs, the Commissioner of Education, and the Area Director, Bureau of Indian Affairs.~~

957 It should be pointed out that figures as developed by the Department of Health & Welfare, and the Department of Education, indicated that there will be some 2,000 people in the 18-25 age group in the area north of the Yukon River. A comparable number could be identified in the 14-to-20 age group. These two figures should be considered in light of the comments made to the education, vocational or otherwise, of the various age groups available in the area north of the Yukon. It becomes a matter of priority as to which of the two groups should be concentrated on at this time in the Nome school. It is necessary to state that, should one concentrate upon the age group 18-25 (in using the Nome facilities), it would represent a concentration which would entail two types of systems. First of all, in concentrating on the 18-25 age group, there would still be left for education purposes the 14-20 age group. If concentration, on the other hand, were made upon the age group 14-18, in the years following the needs of the age group 18-25 would have been met. This is not true if concentration is placed upon the age group 18-25. There are other programs for the age group 18-25; these would include the Area Relocation projects; MDTA programs; and others which should be investigated. These have not been developed sufficiently in the State as yet.

In considering correspondence relative to this subject, in reverse chronological order, the following may be noted from the folder provided, paged in the lower right-hand corner in red ink:

On December 2, 1965 the Governor indicated in the third paragraph of a letter to Mr. Arthur L. Nicholson that:

"The general high-school situation for rural Alaska is under continual study by my Committee on Rural Education. A plan developed by the

Committee in 1963 is currently in effect. However, the Committee is now working on a revision to provide more flexibility. . . so far we have enjoyed a good working relationship with the Bureau of Indian Affairs, and I am sure it will continue as long as we develop our State Plan logically and follow it consistently. . . in regard to the youngsters in the Bethel area who do not have immediate access to a high school, I am hopeful both the Federal Government and the State can at least partially resolve this problem with the opening of the Nome school as a high school next fall."

The Commissioner of Education, in a letter to the Honorable Pearse M. Walsh on September 17, 1965, indicated that funds for dormitory operation would be provided by the Federal Government under the Johnson-O'Malley Act. However, the school operation would be financed with a combination of State and Federal funds. He further indicated that a specific education program had not been developed at that time; that it would probably offer a general education program as well as vocationally-oriented courses; that the school would serve as a regional high school; and that its offerings would not necessarily be limited to either academic or vocational subjects.

On November 19, 1964, the Commissioner of the Bureau of Indian Affairs indicated to Governor Egan that the State of Alaska was to construct an academic and vocational facility at Kodiak adjacent to the Kodiak high school, and that the Bureau of Indian Affairs was to construct the necessary boarding facilities.

In November 1964 when the Board of Directors of Kodiak Independent School District met with the School Board of the Kodiak Island Borough School District, Dr. Hepler commented that he envisioned the State vocational school to be a four-year high school with emphasis on vocational subjects in the last two years. This, of course, refers to the Kodiak-Aleutians school; the same should hold true for both Nome and Kodiak.

Mrs. Mildred Foster, on May 5, 1964, indicated in a letter to Dr. Walter M. Arnold of the Washington Office of the Health, Education and Welfare's Office of Education, stated that the Nome-area vocational school was meant to serve people north of the Yukon, and that legislation had been passed for a future area vocational school in Kodiak.

A draft of the letter to Mr. James E. Officer, Assistant Commissioner for Community Services of the BIA, from Governor Egan, indicated that the State had learned that "BIA had reviewed and accepted the State's 'Over-All Education Plan for Rural Alaska'." This letter also stated that the State and the Department of Education were ready to take whatever steps were necessary to implement the Plan and its recommendations.

Mr. Officer, in his letter of September 3, 1963 to the Governor, reported that Secretary Carver had indicated in an earlier letter that the BIA had reviewed and accepted the "Over-All Education Plan for Rural Alaska," and found it to be acceptable as a working document upon which to base further negotiations. He further stated that whatever agreement was reached between the BIA and the State would involve both Johnson-O'Malley funds and funds available from Public Laws 815 and 874. Added to this was a statement that, with respect to school standards, there was also need to reach agreement. The establishment of standards would have a direct bearing upon the financial programming and the contribution required from the Federal Government; that there were other areas of great need; that they therefore accepted the recommendation concerning the establishment of a Nome comprehensive high school; that they would undertake to arrange for construction of boarding facilities.

Mr. Hugh J. Wade, Acting Governor, indicated to Secretary of the Interior Udall on June 4, 1963, that he was enclosing the official "An Over-All Education Plan for Rural Alaska"; that the plan had been reviewed and accepted by Governor Egan as the official State Plan; that when operative, this plan would go a long way to bringing all the children of Alaska under a single education system.

Mr. Gary Thurlow, in his report on the meeting of the Governor's Committee on Education, December 15, 1962 (Page 2), stated that it was agreed that regional high schools at the following locations would meet those criteria for adopting comprehensive high schools on a regional basis: (1) Nome; (2) Kodiak; (3) Lower Kuskokwim and Bristol Bay area; (4) Mt. Edgecumbe; (5) Central Alaska. On Page 3, in the discussion on the proposed regional high schools (relative to Nome):

"Everyone was very strongly of the opinion that all of the regional high schools, including Nome, should be comprehensive high schools. The usual academic courses would be taught. In addition, the school would provide elective courses, including what Dr. Ray calls 'vocational-exploratory courses.' Dr. Ray indicated that if the graduates of the Nome school are to be employable, they must be able to express themselves orally and in writing, read with comprehension, and have some basic understanding in the fields of mathematics and social sciences. These basic skills should not be sacrificed in order to provide specialized vocational training. The type of vocational electives to be provided might not conform to the common conception of vocational courses. Much of the demand for labor in Northwest Alaska would be for students trained in electronics, diesel motors, etc., instead of, say, manual training and carpentry. The Nome School will have an electrical classroom. Being a regional high school, it was agreed that Nome should draw its students from Northwestern Alaska."

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On Page 8 of Mr. Thurlow's report, Mr. Bennett stated that the BIA had no legal obligation to provide any educational services in Alaska whatsoever, and that all education provided by BIA in the "Lower 48" was done pursuant to treaties between the United States and Indian nations or tribes. Under Mr. Bennett's view, the existence of a treaty creates some sort of legal obligation on the part of BIA to provide for education, and the absence of a treaty eliminates such obligations.

In a telegram from Robert Isaac, Acting Commissioner of Education, to Senator Bartlett, on November 30, 1962:

"The Governor's Committee on Education recommends that the Nome Vocational School be the regional high school for Northwestern Alaska. There are large numbers of high school age children in this area who are denied an opportunity for a high school education. In addition, there are two hundred and thirty-five high school students from Mt. Edgecumbe, some of whom could be reasonably transferred. The Nome School would fit into the overall educational plan for Alaska, particularly Northwestern Alaska; and would supplement smaller local high schools in the area. The Nome school would be one of several regional comprehensive boarding high schools which would provide a fully accredited high school program including vocational courses."

Hugh J. Wade, Secretary of State, in a memorandum to Robert Isaac, then Acting Commissioner of Education, stated that enough of a plan had been decided upon at a meeting of the Governor's Committee that they could tell the Bureau in Washington, and the Secretary of the Interior, just how the Nome School fitted into the overall education plan for the natives:

"I hope this is correct because I am sure I will get no place fast with the Bureau unless we have such a plan, and the Bureau as well as the Secretary of the Interior will be perfectly justified in saying that they cannot justify a request for funds in the budget for their participation in this school without a plan as to how it is going to fit into the overall educational scheme in the state."

Wade also, in a memorandum to Governor Egan, reiterated that statement: "I am satisfied that the answer is going to be that the Bureau can't do much about it until the State gets its educational plan in to the Bureau and has it approved."

In a memorandum to the Office of the Governor from Theron Borden, Assistant Commissioner of Education, the following statements were made:

"For the purpose of clarification, vocational education is defined as courses which are terminal in nature and do not lead toward a baccalaureate degree. Further, the courses are less than college grade, and finally, the courses actually train the enrollee for gainful employment upon satisfactory completion of the courses. . . We know that many students of high school age, if permitted to explore, at first hand, in vocational experiences, might develop interests and talents which are at present completely unknown. . . This office recognizes the fact that far too many young people living in the rural and sparsely populated areas of the state are denied the opportunity of receiving more than an elementary education, and in our modern times this is not sufficient. We have advocated the establishment of regional boarding high schools with emphasis upon a curriculum heavily vocational. We have no reason to believe that the legislature would neglect or refuse to provide adequate funds to make possible the attendance of students from widely scattered areas of the state, even though it might mean the providing of properly managed boarding facilities for the students, and adequate housing facilities for the instructional staff."

COORDINATORS' GUIDE to the BOARDING HOME PROGRAM

DEPARTMENT OF EDUCATION
Cliff R. Hartman, Commissioner

Division of Regional Schools
James Harper, Director

February, 1970

The Boarding Home program was initiated in 1967 by the State Department of Education to provide an educational opportunity for those rural students who had no local secondary education program available to them. Essentially, the Program provides funds for students to live with families in communities with secondary programs and attend schools. Although it was developed as an interim measure until more regional high school facilities could be constructed, it has met with a great deal of success and will probably become an integral part of the State's educational plans during the next few years.

At the State level, the Program is administered by the Division of Regional Schools and Boarding Home Program through its Director, whose office screens the applications, assigns the students to communities, arranges the transportation, develops school participation, and takes care of the fiscal responsibilities involved with the Program.

At the local level, the State employs a "liaison officer" or a "home-school coordinator." Both of these persons perform essentially the same services, except that the home-school coordinator has a full-time responsibility for a greater number of students in a larger community; whereas the liaison officer has a lesser number of students, with part-time responsibility. Their duties include finding and approving homes, placement of students, and counseling for both students and boarding home parents. The following pages of this handbook describe in detail the function of the liaison officer and the home-school coordinator.

The liaison officer is usually selected from the staff of the school involved; however, occasionally an interested lay person in the community is employed. In the larger communities, involving many high schools or large numbers of students, a professionally-trained teacher or social worker is employed to administer the needs of the students.

Accompanying this book are the handbooks developed for the boarding parents and boarding students. Also included are examples of forms the home-school coordinators and liaison officers must work with throughout the school year. For a complete understanding of the Program, all of these papers should be reviewed very thoroughly.

DUTIES AND RESPONSIBILITIES

Selecting the Boarding Home:

Because the boys and girls to be placed in the Boarding Home Program are minors, care must be taken in selecting the homes. In general, the Department of Health and Welfare's foster home requirements are a good guideline. Their basic requirements are as follows:

The boarding parents should be in good physical and mental health. Boarding parents should be of good moral character, habits, and reputation.

A willingness to accept the child and help him be a part of the family.

Willingness to cooperate fully with the supervising agency. Possess the ability to understand and the capacity to meet physical, emotional, social, and spiritual needs of the child.

Be a normal family unit, with a father and mother—except in special circumstances.

Able to devote necessary time to the student.

Have sufficient family income to meet their own needs, before the student is placed in the home.

Each student should have a bed of his own or may share one with a sibling of the same sex. Boys and girls cannot share the same bedroom.

In brief, the elements of a good boarding home should include the motivation of sincere love for young people, sensitivity to their needs, ability to understand the child's behavior, and the flexibility to treat him with kindness and respect.

In selecting a boarding home it is necessary to make personal contact with the family. This is best done in the home involved. This contact should include giving the potential boarding parents all information possible.

Suggested topics to cover during the interview:

1. Explain how and where to obtain T.B. test—writing out complete information as to the address of clinic, and the hours. Explain that the clinic is to mail to this office (address) the results by a certain date.
2. Question whether the family is really flexible—perhaps by offering hypothetical situations. Feel them outright whether they would be willing to accept a problem student as a challenge. For examples state some common difficulties with students such as: drinking, late hours, sexual freedom, lack of initiative to study or go to school, shyness, noncommunication, refusal to do assigned chores, or other general inability to comply with family rules or the Law.
3. Feel them out as to their willingness to help the student find a suitable job, if appropriate, to find suitable social activities, provide a reasonable amount of transportation (that which they would provide to their own children).
4. Discuss the matter of allowance—that the \$10.00 arrangement of former years is now only a suggestion. Some families would prefer to give the student the \$10.00 allowance and ask that he take care of all his personal and recreational expenses out of the \$10.00 and not ask for more. Other families would prefer to not give the student a flat allowance but would handle requests for spending money as they come up.
5. Ask the family whether they would be willing to frequently correspond with the natural parents, even though the natural parents may never return their correspondence.
6. Explain that some students just don't work out in some homes. Explain discreetly that students must show good cause before the coordinator will move him to another home, but in rare cases the student's unhappiness may be reason enough to move him.
7. Explain the coordinator's relationship with the student: (1) It is the coordinator's duty and not the boarding home parent to assist the student in all legal and some medical matters. (2) Explain that City and State police, prosecutors and all Public Health officials are informed to work through the coordinators and not the boarding home parents in order to facilitate and expedite the paperwork and procedures involved. This also includes social workers, tutors, etc.
8. Explain the meal situation—that the monthly stipend is intended to provide the student three meals a day. If the student takes a hot lunch at school, the boarding parent should pay for it. Of course the decision regarding lunches should be a mutual one.
9. Explain the emergency clothing and glasses situation.

After the interview with the prospective boarding home parents, the coordinator should fill out the Prospective Boarding Home Parent Evaluation sheet (see sample form in back of this handbook).

The information given to the potential boarding parent at the first meeting should fully cover any general questions regarding the Program; such as finances, history, operation, etc. The family should be afforded the opportunity of asking any specific questions they wish. The main topics of the Boarding Home Parent Handbook should be covered. This is also a good time to answer other questions that may have occurred to them.

In cases in which the boarding families have been in the Program for one or more years, one interview should be sufficient. An assessment could be made as to whether any pertinent changes had occurred which might affect the family's participation in the Program. This might also be an opportune time to receive suggestions regarding possible revisions in policy, etc.

Placing the Student:

A student's placement is dependent upon the amount of information available regarding him. It depends first upon whether the student has made plans to live with a relative or friends during the school year. Secondly, the requests of the students to live with friends from the same village, who are also in the Program, should be considered. Third, there may be situations of brothers and sisters desiring to live with the same family.

Other considerations in placement might include religion, special needs of the student that can be fulfilled by a particular family, mutual interests, desire of the student to return to a specific school, and placement of students from the same village into the same area and school.

Careful study of all of the information should be made prior to a placement decision. Information obtained from the Bureau of Indian Affairs Boarding School records, Alaska Native Health Service reports, Boarding Home applications, and Upward Bound references, will all be helpful. Of course, it would be most desirable to personally interview each individual student before placing him; however, in most cases this is not possible, as students usually need to be placed the day they arrive in the community.

When the assignment has been made, the boarding home family should be contacted and as much information about the student as possible should be made available to the parent. Also, the student's home address should be provided so that the family can get acquainted with the student through correspondence, if there is time, before the student is due to arrive.

Financial Arrangements:

A monthly stipend of \$150.00 is paid to the boarding family for each assigned student. This amount was established from a study of the Division of Health and Welfare's payments for "foster" children. For accounting purposes, this amount is prorated at \$5.00 per day, based on a 30-day month. Payment begins on the day the student arrives in the home, but does not include the day he departs. Calculation is based on the number of nights the student actually was in the home. If a student is on an extended absence from the home (i.e., due to hospitalization or Christmas vacation), the coordinator must evaluate the situation and recommend whether or not a \$5.00 per day deduction should be made during this absence. Usually, for an absence of one to five days, no deduction would be required. However, for a prolonged time it is recommended—except in unusual circumstances. For example, if a student is hospitalized for more than five days and the boarding parent visits daily and takes care of the needs of the student, the deduction should not be made.

The monthly stipend is intended to provide the student three meals a day. If the student takes a hot lunch at school, the boarding parent should pay for it. Of course, the decision regarding lunches should be a mutual one.

Any other expenditures, such as for clothing, etc., must be authorized by the liaison officer

or home-school coordinator and purchased on a State of Alaska Department Purchase Authorization which is furnished to them through their local coordinator.

Clothing purchases should be kept at a minimum, and only basic articles should be permitted. Clothing the child is the natural parents' responsibility, and they should be encouraged to accept it. In many cases a letter to the natural parents will encourage them to help in clothing needs of the child. If any child requires complete outfitting which will exceed \$70.00 for that student, in any one year, this will require prior permission from the Director of Regional Schools and Boarding Home Program in Juneau. (See DOE Form 416 in back of this handbook.)

Students experiencing difficulty in school studies and needing additional help are entitled to tutorial services. The State will allow a maximum of three (3) hours per week, at a rate of \$2.00 per hour for the tutor. Usually an advanced high school student or college student is hired as a tutor, but any capable person in the community may be used.

On the first day of each month, the liaison officer or home-school coordinator will submit completed "Liaison Officer's Monthly Information and Expenditure" reports to the Director of Regional Schools and Boarding Home Program in Juneau. (See SOS Form 421 in back of this handbook.) Upon receipt of these reports they will be processed for payment to the boarding parents approximately the 15th of each month. As an illustration, if the September report is mailed on the 1st of October, the boarding home parents should receive their September reimbursement approximately the 15th of October.

In the back of this handbook are some illustrative examples of completed forms which can be used as guidelines. Each report should be filled out in quintuplicate—one to be placed in the student's file maintained by the liaison officer, the others mailed to the Director of Regional Schools and Boarding Home Program.

Contact with the Schools:

In many cases the liaison officer may be an employee of the school district. In such cases, contact with the student, as well as information regarding his problems and special needs is easily acquired.

In instances in which the coordinator or liaison officer is not directly connected with the school or schools, it is necessary to establish contact with school administrators or counselors. The school office will want a periodic report on the names of the students who are participating in the Program, as well as the names of those who have withdrawn. Various administrators will be interested in the possible changes in curriculum or special programs that are concerned with the Boarding Home Program. The school counselors will be concerned with the students' problems in school and in their boarding homes. They can help contact the students for meetings or periodic individual discussions, in private, at the school. The counselor in large schools might be helpful if the home-school coordinator or liaison officer would set aside one day weekly or biweekly to be at the school so the students could talk with them privately about any problems related to their boarding homes or school. The counselors will also be helpful in completing the State's records on the students' grades, attitudes, and achievement in school.

The school contact is also valuable in spreading interest in the Boarding Home Program. Often, teachers, counselors, and administrators will be interested in participating as boarding families themselves.

Maintenance of good working relationships with the school is essential to the success of the Program.

The liaison officer or home-school coordinator is required to submit the student's grades and a written progress report to the family of the student with a carbon copy to the Director of Regional Schools and Boarding Home Program at the end of each quarterly period.

Contact with the Boarding Parents:

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The liaison officer or home-school coordinator will have various reasons to contact the boarding home parents after the students have been placed. The subject of contact will, of course, be the students. These contacts may range from a short phone call to a lengthy interview in the office or in the home. Often, the boarding parents will initiate the contact; however, if they do not, the liaison officer or home-school coordinator should make periodic checks on student adjustments.

The basic topics of discussion will probably include the following:

- General student adjustment—especially early in the school year
- Ability of the family and the student to relate
- Student compliance with family rules or the law
- Grades and possible lack of initiative to study
- Information required for monthly reports—general money matters
- Medical and/or dental work for student
- Student vacation or travel
- Student revisions in the Program

Nearly all of these contacts with the boarding parents will result in some subsequent contact with the student, the school, and related authorities or resources.

Contact with the Students' Natural Parents:

Directly after the student's application has been received, and the student has been accepted into the Program, initial contact with the natural parents will be made through a form letter (see Exhibit A in back of this handbook). In addition, a prospective Boarding Home Parent Handbook will be sent so that the natural parents will understand better how Boarding Home parents are chosen and what their responsibilities are.

It is the coordinator's responsibility to notify the natural parents within seven (7) days of the student's arrival. Also in this notification it would be appropriate to give the natural parents the name and address of the Boarding Home parents if this information has not already been sent to the natural parents.

The family should be notified immediately if there is an accident or need for minor or major surgery. The same holds true should the student become involved with law authorities. A medical consent form, signed by the natural parents for emergency treatment, is on file in the Director's office (copies of the medical consent form are also sent to liaison and home-school coordinators along with the student's file). It is required before admittance to the Program.

The student's family should also be contacted if the student becomes discontented with the school or boarding family. Hopefully, this will prompt them to encourage the student to stay in school.

The student's family should be notified if he is returning to the village. This may be for Christmas, the end of the school year, or dropping from the Program.

In return, the student's family may correspond with the liaison officer or home-school coordinator. Relevant information and helpful insight into the student's behavior and attitudes may be acquired from such communication.

The liaison officer or home-school coordinator is required to submit the student's grades and a written progress report to the family of the student with a carbon copy to the Director at the end of each quarterly grading period.

Contact with the Students

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The amount of contact with each student will depend entirely upon individual needs, desires, and abilities. The initial contact, other than by correspondence, will be at the airport or depot. This can best be utilized in getting acquainted with the student and discussing the Program and boarding family. The boarding parents, if possible, should accompany the liaison officer when meeting the student upon his arrival.

The continuing contact with the students will be a matter of visiting them in the boarding homes, at school, and in the office if necessary. Because of the feeling of urgency the students often have, problems should be handled immediately. In cases where students appear to be adjusting well and functioning at an acceptable level, a periodic phone call and visit to the boarding homes will suffice. Potential problem areas with the students should be investigated as soon as they become apparent.

Other contacts could be in connection with special events or related programs. First are the events which the students can plan for themselves, with a minimum of supervision. These would include group parties, sports events, etc. For these, the students need some guidance and encouragement in taking the initiative and responsibility. Second would be informative meetings on various topics of general interest to the students and, possibly, the boarding parents. Third, the liaison officer or home-school coordinator may have occasion to contact students regarding special programs or related resource agencies. These might include obtaining and explaining information received regarding college or trade schools. They might also refer students to the Bureau of Indian Affairs, Alaska Native Health Services, or acquaint them with programs such as Upward Bound or Youth Opportunity Center.

Part-time employment has been helpful to many students in the past, especially those who need spending money or want to save to go home for Christmas. The Neighborhood Youth Corps offers a good employment possibility, as do grocery markets, etc. Employment should be discussed with, and agreeable to, both the boarding parents and the student.

Travel Arrangements:

The liaison officer or home-school coordinator is responsible for meeting all incoming students. In some areas they are also responsible for meeting and caring for the students who will pass through on their way to other cities where they will be participating in the Program. This includes making arrangements for the students' accommodations, if they spend one or two nights enroute. It also could mean making reservations, confirming them, and seeing that all baggage is checked and the students board the correct flights.

When a student departs from home, whether in mid-year or at the end of the school year, it is the responsibility of the liaison officer or home-school coordinator to see that he departs as scheduled. This entails making reservations, providing transportation, and arranging to have him met by the liaison officer at possible stop-over points. The student's family must be notified of his travel plans, and if at mid-year, the reason for the trip.

The student will be expected to pay his own way home if he leaves the Program by his own choice before the end of the school year.

On occasions, students will have to be sent home before the end of the school year. When this occurs, a phone call to the Director will expedite the student's departure as well as inform the Director of the circumstances. Also, the student's parents should be notified (by the most expedient method) of his impending return. This is very important, since the parents may be away from the village and there would be no one to look after the child. Students should always travel by scheduled carriers. Charter flights will have to be cleared through the office of the Director.

General Philosophy:

In all cases the Program is interested in what is best for each individual student. The home-school coordinators and liaison officers should be flexible with regard to each student and his problems. Pertinent information such as family background (social and economic), student personality, etc., should be carefully weighed when dealing with any problem, whether in the school, home, or community.

Liaison Officer Salary:

The person selected to act as liaison officer will receive \$100.00 per school year for the general administration of the program, and \$60.00 per year for each student assigned to his supervision. As an illustration, a liaison officer with six (6) students assigned would receive:

\$100	for general administration
<u>360</u>	for six students @ \$60/each
\$460	per year--payment made in two (2) installments, one in January and the other in June.

Home-School Coordinator Salary:

Home-School Coordinators will be placed on a teacher's contract and paid on the experience step for which they qualify.

This is a suggested letter to be mailed to the students' natural parents immediately after their child has been accepted into the Boarding Home Program.

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Dear Mr. and Mrs. _____

We are pleased to inform you that _____ has been accepted in the Boarding Home Program and will be assigned to a high school in _____. The Home-School Coordinator for this community is _____ will be placing _____

in a home there and will help him/her get registered in school. We will inform you of the family's name and address as soon as the Coordinator has made this decision. It may be August before we know the name and address of the family your child will be living with.

Enclosed is the handbook given to prospective boarding parents. You may want to look through it to get an idea of what is generally expected of boarding parents. Before boarding parents are accepted into the Boarding Home Program, they are thoroughly investigated and must meet certain guidelines established by the State Department of Health and Welfare. The Coordinator is continually in contact with both the boarding families and the boarding students.

Many students become homesick soon after they arrive at their new boarding home. This certainly is understandable. However, homesickness cannot be a valid excuse for returning home before the school year is over. Students will be expected to pay for their own transportation home if they leave school by their own choice before the end of the year.

Boarding home parents will help _____ pay for some personal expenses. _____ and his/her boarding parents should talk together and agree on how much money will be needed. In any case, funds for personal expenses or for allowance are limited. The Coordinator will help students find after-school jobs if they want to work in order to have additional spending money.

In cases of emergency, the Boarding Home Program will pay for any necessary hospital or medical care. We have been able to obtain reduced rates for eye glasses for students who need new prescriptions. However, the Boarding Home Program cannot afford to provide eye glasses for students, so you will have to pay for new prescription glasses if your child needs them.

You may want to look through the Student Guide that we have already sent to _____. Please note that the Boarding Home Program does not pay for students' transportation home for Christmas. We hope both you and your child understand this problem. Also in the Guide you will see suggestions on what clothing to bring, how to travel to school, how to apply for a part-time job, and other helpful information.

We hope you will freely write to the Coordinator and the school counselors as well as _____'s boarding parents as questions arise.

Sincerely yours,

STATE DEPARTMENT OF EDUCATION

HIGH SCHOOL BOARDING HOME PROJECT

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LIAISON OFFICER'S MONTHLY INFORMATION AND EXPENDITURE REPORT

Month of: December

Boarding Home Parents: Mr. & Mrs. John Doe

Address: 107 Strawberry Lane, Tanana, Alaska 99777

Student's Name: Lillian Bell

Period Covered: December 1, 1968 to December 24, 1968 inclusive.

Amount to be paid Boarding Parents @ \$150 per month.....	\$ 115.00
Note: <u>If less than 1 month, \$5 per day when student overnights.</u>	
Additional expenditures approved by liaison officer with receipts and charges attached:	
ITEM OR SERVICE PURCHASED	
Lillian left the boarding home on December 24th for	
Christmas vacation with her family and will be back on	
January 3. (23 days @ \$5 per day = \$115)	
TOTAL:	\$ 115.00

I certify that the student named above was living at the above home during the period indicated and that all expenditures incurred were attributable to the program and that no part has been paid heretofore.

Signed: _____
Liaison Officer

(Please submit this report to the State Department of Education not later than the first of each month, or at such time as the student is no longer in the program.)

ERIC Fund: _____

Approved by:

STATE DEPARTMENT OF EDUCATION
HIGH SCHOOL BOARDING HOME PROJECT
LIAISON OFFICER'S MONTHLY INFORMATION AND EXPENDITURE REPORT

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Month of: January

Boarding Home Parents: Mr. & Mrs. John Doe

Address: 107 Strawberry Lane, Tanana, Alaska 99777

Student's Name: Lillian Bell

Period Covered: January 2, 1969 to January 11, 1969 inclusive.

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SAMPLE

Amount to be paid Boarding Parents @ \$150 per month.....	\$ 40.00
Note: <u>If less than 1 month, \$5 per day when student overnights.</u>	
Additional expenditures approved by Liaison officer with receipts and charges attached:	
ITEM OR SERVICE PURCHASED	
Lillian left the John Doe home on January 11, 1969 to	
live with Mr. & Mrs. Jack Wright.	
(8 days @ \$5 per day = \$40.)	
TOTAL	\$ 40.00

I certify that the student named above was living at the above home during the period indicated and that all expenditures incurred were attributable to the program and that no part has been paid heretofore.

Signed: _____
Liaison Officer

(Please submit this report to the State Department of Education not later than the first of each month, or at such time as the student is no longer in the program.)

STATE DEPARTMENT OF EDUCATION
HIGH SCHOOL BOARDING HOME PROJECT
LIAISON OFFICER'S MONTHLY INFORMATION AND EXPENDITURE REPORT

153

Month of: January

Boarding Home Parents: Mr. & Mrs. Jack Wright

Address: 200 Pleasant Street, Tanana, Alaska 99777

Student's Name: Lillian Bell

Period Covered: January 11, 1969 to January 31, 1969 inclusive.

Amount to be paid Boarding Parents @ \$150 per month.....	\$105.00
Note: <u>If less than 1 month, \$5 per day when student overnights.</u>	
Additional expenditures approved by Liaison officer with receipts and charges attached:	
ITEM OR SERVICE PURCHASED	
Lillian moved into the Jack Wright boarding home on	
January 11, 1969. (21 days @ \$5 per day = \$105.)	
TOTAL	\$105.00

I certify that the student named above was living at the above home during the period indicated and that all expenditures incurred were attributable to the program and that no part has been paid heretofore.

Signed: _____
Liaison Officer

(Please submit this report to the State Department of Education not later than the first of each month, or at such time as the student is no longer in the program.)

nd: _____



STATE DEPARTMENT OF EDUCATION
HIGH SCHOOL BOARDING HOME PROGRAM

TUTORIAL SERVICES MONTHLY REPORT

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FOR MONTH OF November

NAME OF TUTOR: Betty Smart

ADDRESS: 650 Fireweed Lane, Valdez, Alaska 99686

NAME OF STUDENT: Shirley Witt

SCHOOL: Valdez High School

(Tutorial services are not to exceed 3 hours per week per student.)

Date		Time (Hours)		Total Time	Subject Area
Month	Day	From	To		
Nov.	11	4:00	5:00	1 hr.	Math
Nov.	13	7:00	8:00	1 hr.	Math
Nov.	15	7:30	8:30	1 hr.	History
Nov.	20	7:00	8:30	1 1/2 hrs.	Math
Total Hours				4 1/2 hrs.	@ \$2.00 Per Hour (Total) \$ 9.00

I certify that the student named above was tutored by me during the period indicated; that the expenditure incurred was attributable to the program and that payment has not been received heretofore for above rendered services.

Tutor

Betty Smart

Approved:

Liaison Officer or
Home-School Coordinator

DEPARTMENTAL
PURCHASE
AUTHORIZATION

FROM
STATE OF ALASKA
DEPARTMENT OF EDUCATION

BEST COPY AVAILABLE

1 - VENDOR

PURCHASE AUTHORIZATION NO.

PA- 1966

Division of State-Operated Schools

Pick-up

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Mrs. Lynn Jasmine
Home-School Coordinator
Anchorage - Palmer

Leigh Ann Davis
Boarding Home Student
1700 Gambell St., Anchorage

TO:

Sears, Roebuck & Company
Corner of Northern Lights Blvd.
& Seward Highway
Spenard, Alaska 99503

FOB POINT Anchorage	LOCATION NO 418990	DATE OF ORDER 2/29/68
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SPECIAL INSTRUCTIONS



THIS PURCHASE AUTHORIZATION IS ISSUED IN ACCORDANCE WITH:

CONTRACT AWARD # INFORMAL QUOTE EMERGENCY PURCHASE * LOCAL PURCHASE

QUANTITY	UNIT	ITEM OR SERVICE DESCRIPTION	UNIT PRICE	AMOUNT
1		Dress		8.98
1	pr.	Shoes		10.95
3	pr.	Stockings		3.50
1	pr.	Gloves		1.50
<p>S A M P L E</p> <p>Clothing purchases for boarding home student Leigh Ann Davis.</p>				

THIS SPACE FOR STATE USE ONLY

TRANS	DEPT	DIV & PROG	FUNCTION	SUB FUNCTION	OBJECT RECEIPT	ACTIVITY	PROJECT LEDGER	AMOUNT

TOTAL \$ 24.93

PURCHASE AUTHORIZED BY:

Mrs. Lynn Jasmine

TITLE Home - School Coordinator

BILLING INSTRUCTIONS

- SEND INVOICES IN TRIPLICATE TO:
 - DEPT. OF EDUCATION - POUCH F - ALASKA OFFICE BLDG. JUNEAU, ALASKA 99801
 - ADDRESS SHOWN AT TOP OF FORM UNDER "ORDERED BY."
- AUTHORIZATION NUMBER AND LOCATION NUMBER MUST APPEAR ON ALL DOCUMENTS RELATING TO THIS ORDER.

*COMMENTS

"REC'D.
10/6/71"

BEST COPY AVAILABLE

NORTHWEST ALASKA EDUCATION PLANNING PROJECT PROPOSAL

Submitted By

Northwest Alaska Native Association

INTRODUCTION:

The concern of the people for the education of their children has been the one compelling motivating factor in the development of democratic government in America. Government in America today is still anchored by local government, with an increasingly stronger federal government decentralizing its power into regions so as to serve local government better. In America today there is a contest between State and local government, with many observers predicting the ultimate strong relationship between regional federal and strong local government, with States acting as advocate and coordinator between local and federal government, and between the larger and smaller local governments. Throughout

all of this the predominate concern is and will continue to be education. Education has always been the primary responsibility and preoccupation of local government, and consumes by far the largest share of local tax revenue. Thus, the development of democratic government in America has been nurtured by popular concern for education, and by the insistence of the people since early colonial times that they make themselves such educational program decisions as were once made by church and state. The involvement of the people in education planning and policy formulation since Plymouth Rock has led to the development of the world's strongest and most competent and secure democratic tradition. It is a tradition in which every community in America has participated, and from which everyone has benefited - everyone, that is, except Alaska's Native people. In Alaska, the one most essential prerogative of American citizenship, the key element in the American democratic tradition: local control of schools, has been denied to thirty percent of her people, her Native people who are ninety percent of the people living on ninety percent of her land. This is a project proposal to use Johnson-O'Malley funds to turn this unhappy state of affairs around, and to secure for Alaska's Native people full exercise of their right to local community control over their schools, and over the growth and development of education in rural Alaska.

BACKGROUND

The denial of the people of Village Alaska of full democratic control over their schools was not so much intentional as it was the accidental consequence of Alaska's federal territorial status, and the paternalistic attitudes and policies of the Bureau of Indian Affairs, policies and attitudes that were accepted by the white community of Alaska, and adopted and perpetuated by the Constitutional Convention that failed to secure this right for the Village

people, and consigned democratic local government in rural Alaska to the limbo of an "unorganized borough", and by the State legislature and Department of Education, that continued old BIA policies in force. It was as though the right to democratic local control of schools was somehow necessarily connected to local ability to levy property taxes. Rather than organize for local control, both BIA and State Department of Education people organized Village "advisory" school boards to advise but not to consent. In retrospect, it can be seen that the creation of advisory school boards may have vitiated any natural desire or drive to exercise local control over schools and educational policy formulation. The small size and isolation of Native Villages was also a factor that kept the people powerless to do something about such terrible policies as the removal of children from their homes and villages to distant boarding schools; the proscription and suppression of Native languages for many years; the failure to use culturally relevant teaching materials, and other practices that added up to cultural alienation of the young and subsequent loss of pride and identity.

With the organization of Alaska's Native people behind the Native Land Claims issue, however, and the subsequent organization of regional Native Associations, Alaska's Native people began to develop regional communities that overcame the problems of village size and isolation. These regional Native associations, bound by cultural traditions and ethnic kinship, aided by community organization programs funded by the Office of Economic Opportunity, within the decade of the 1960's grew in strength and influence to the point that they have become politically powerful entities in Alaska, and will soon form corporations that will be capitalized by the Native Land Claims settlement, and will be among Alaska's most wealthy and powerful. These regional corporations will organize the unorganized borough. The stockholders of these corporations, all of the

Native people of Alaska, will elect representatives to the State Legislature who will form a powerful bush caucus and be able to effectively control the legislature; and these Corporations will enable the people to control their schools both democratically and economically. Thus, the question now is not as to whether or not local control of schools can be given to the Village people, but rather deals with how can the State prepare itself and the Native regional corporations to accomplish this power transfer gracefully and smoothly, without disturbing in any way the continuity of school programs.

The Northwest Alaska Native Association is one of the twelve regional Native Associations that will participate in the Native Land Claims settlement. Presently NANA is an association of the villages of Ambler, Duckland, Candle, Kiana, Kivaline, Kobuk, Kotzebue, Koatak, Noorvik, Pt. Hope, Selawik, and Shungnak.

PROPOSAL

Recognizing the role that regional Native Corporations will have in organizing rural Alaska into local governmental jurisdictions, the Northwest Alaska Native Association proposes to undertake a pilot planning program to develop protocol leading to the formal organization of regional school boards responsible to village-controlled schools for regional educational planning, evaluation, professional consultation and education, curriculum development, facilities maintenance and capital construction, and other services. The protocol developed from this planning project will be used as a prototype by other regional Native associations when local control of schools is desired by them. This plan will address itself to the entire spectrum of education, from preschool programs through to regional junior college programs, including vocational and adult basic educational programs. Local control of school construction will be programmed with a view of maximizing local economic impact through negotiated

construction contracts with locally owned firms. The use of public radio and television in the regional educational effort will be projected and planned. The result of this planning program will be a detailed plan outlining just how and when responsibility for school operations will be turned over to the Northwest Alaska Native Association by both the State Operated Schools and the Bureau of Indian Affairs.

In developing this plan, the entire NANA board of directors will meet with the people in all of its constituent villages throughout the 71-72 school year. Hearings will be held in each village, and regional hearings will be held in Kotzebue. Information gathered at these hearings, and from interviews with Village leaders as well as State and Federal Education officials, will be the basis of a regional plan for local control and operation of schools. The preliminary draft of this plan will be distributed to each Village Council and Village advisory school board for comment and suggested changes. Each NANA Village delegate will attend a final regional hearing on the revised draft, and the final draft, approved by the NANA will be filed with both the Alaska Department of Education and the State Operated School with a formal request that the plan be implemented.

In cooperation with Kotzebue Broadcasting Corporation and the Skyriver Project of the Community Enterprise Development Corporation, this process will be filmed for presentation over regional educational television networks, and used by other regional Native Corporations in organizing for local and regional control of schools and educational planning.

The budget for this program will total about \$40,000 for a 12-month period, details of which can be worked out between the Department of Education and the Northwest Alaska Native Association at the Kotzebue Education Conference in October.

APPENDIX I

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UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF INDIAN AFFAIRS
Washington, D. C. 20242

BIAM Release 20-2

April 24, 1972

Memorandum

To: Holders of 20 BIAM

From: Commissioner of Indian Affairs

Subject: Section 6, Education Services
Through Indian Organization

This release provides informational guidelines for the development and implementation of new and Bureau school programs through the contract medium.

Local operation of educational programs for Indian children and youth by tribal and other Indian groups is a major cornerstone of the Indian Involvement Program for self-determination. The implementation of contracted school operations provides one approach for total community participation.


Commissioner

Filing Instructions:

(a) Remove superseded material:
None

(b) Insert new material transmitted:
20 BIAM 6

(26 Sheets)

(c) Pen-and-ink changes:
None

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BUREAU OF INDIAN AFFAIRS MANUAL

OF 1884

INTRODUCTION
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- 6.10. Bureau Technical Assistance
- 6.11. Specific Incentive Provisions

Illustration 1

INDIAN INVOLVEMENT PROGRAMS
Education Services Through Indian Tribes

6.1 Introduction: The primary goal and function of Education, as a student-centered process, is to bring about relevant learning on behalf of all children and youth. This process--if it is to be universal--must be all-encompassing, creative, and realistic.

Indian education, before Columbus, was a family, community and tribally-centered activity. The family and community prepared the youth of the tribe for effective, productive adult life in many formal and informal ways. The transmission of cultural and life skills had the highest priority. In many ways, the Indian concept of community-centered control of the education process was duplicated by the educational system of the United States. In fact, the basic covenants of this Nation entitle each citizen to share in the development of those social and political institutions which determine his personal welfare and social well-being.

It is the intent of the Bureau to reestablish community control of the educational process among Indian tribes and groups. Indian parents and communities have seldom been permitted the right or opportunity to demonstrate and apply their own maturity and responsibility in helping decide how and for what their children are to be educated in Federal schools operated by the Bureau. It is the objective of the Bureau to give Indian parents this responsibility.

The manner in which Tribes/Advisory School Boards assume their responsibilities will largely determine the future of local operation of Indian Education in this country. Local Education functions, complex and challenging enough even at periods of stability, have become doubly difficult today with the steady growth in student enrollment, the activities of employee organizations, court decisions on student rights, and needed new patterns of school programs. As a Nation, we must provide the opportunity for more extensive and better qualitative education for Indian people than ever before in our history. The major responsibility lies in the hands of Indian and Alaska Native School Communities. It is in the national interest, and in the interest of individual children and youth, to place it there.

This Section reflects statutory references and the formal guidelines whereby Indian decision-making practice can be transformed into a vital process of education self-determination compatible with the structural and administrative patterns generally accepted for American Education. The guidelines are applicable to Indian Involvement Programs where Bureau schools are currently established, or for those situations where new and supplementary programs can be initiated. Some modification of these guidelines, in part, may be necessary due to the unique composition of Federal schools in Alaska.

Release 20-2, 4/24/72

INDIAN INVOLVEMENT PROGRAMS

Education Services Through Indian Tribes

1. Statutory Authority: Administration of the Indian school program is the responsibility of the Secretary of Indian Affairs, subject to the direction of the Secretary of the Interior by the Act of April 30, 1908. (35 Stat. 77; 25 U.S.C. 452)

2. Statutory Authority: The statutory authority under which Indian and Alaska Native groups can provide education services is the Act of June 4, 1958 (71 Stat. 1448; 25 U.S.C. Sec. 452), known by its popular name, the "Indian Self-Determination Act." The codification of the Act is as follows:

"That the Secretary of the Interior be, and hereby is authorized, in his discretion, to enter into a contract or contracts with any State or Territory, or political subdivision thereof, or with any State university, college, or school, or with any appropriate State or private corporation, agency, or institution, for the education, medical attention, agricultural assistance, and social welfare, including relief of distress, of Indians in such State or Territory, through the agencies of the State or Territory or of the corporations and organizations hereinbefore named, and to expend under such contract or contracts, monies appropriated by Congress for the education, medical attention, agricultural assistance, and social welfare, including relief of distress, of Indians in such State or Territory or of the corporations and organizations hereinbefore named, and to expend under such contract or contracts, monies appropriated by Congress for the education, medical attention, agricultural assistance, and social welfare, including relief of distress, of Indians in such State or Territory.

Section 2. That the Secretary of the Interior, in making any contract herein authorized, may permit such contracting party to utilize, for the purposes of this Act, existing school buildings, hospitals, and other facilities, and all equipment therein or appertaining thereto, including livestock and other personal property owned by the Government, under such terms and conditions as may be agreed upon for their use and maintenance.

Section 3. That the Secretary of the Interior is hereby authorized to perform any and all acts to make such rules and regulations, including minimum standards of service, as may be necessary and proper for the purpose of carrying the provisions of this Act into effect: Provided, that such minimum standards of service are not less than the highest maintained by the States or Territories within which said contract or contracts, as herein provided, are to be effective.

INDIAN INVOLVEMENT PROGRAMS

Education Services Through Indian Tribes

Proposals will be submitted, reviewed, and evaluated as previously described in 20 BIAM 3. The Bureau will make available its Education, Contract and other staff to assist under the provisions, terms and conditions outlined herein.

A. No new non-bureau school program proposals will be considered for funding to replace or supplant existing local public school programs.

B. Tribal authorities may choose to operate specific program components at their existing Bureau school facility. Such components include, but are not limited to: Elementary and Secondary Education Act Title programs (P.L. 91-230); maintenance programs; food service programs; pupil transportation programs, etc. These contractual components will be negotiated under current Federal regulations.

6.4 Purpose: The purpose of the above policy is to provide maximum involvement in the education process by the governing body of a tribe through advisory school boards, parents, students, and community in meaningful decision-making activities related to the local school program. When the Tribe/Advisory School Board assumes operation of a school program, the community is given an opportunity to influence the learning system in keeping with parental desires. However, each school program activity must remain within the scope of the education mission, as justified to the Congress when the Bureau's appropriations are requested along with such other conditions as the Congress may determine and specify. Functions unrelated to the academic purpose for which the fiscal appropriations were requested and obtained from the Congress cannot be undertaken without the Bureau first obtaining prior approval of the Congress. Reprogramming of Education funds for purposes other than those justified will be processed after mutual understanding is reached between the parties.

6.5 Definitions:

A. School Board: Means a legally established and elected policy-making body with certain authorities and responsibilities given to it by the governing body of the Tribe (or equivalent authority in Alaska). These authorities and responsibilities should be specifically listed in the school board's constitution, bylaws, amendments, and special guidelines.

B. School District: Means the geographic area over which the Indian School Board has jurisdiction for educational purposes to carry out the authorities and responsibilities given it by the governing body of the Tribe.

INDIAN INVOLVEMENT PROGRAMS
Education Services Through Indian Tribes

Section 4. That the Secretary of the Interior shall report annually to the Congress any contract or contracts made under the provisions of this Act, and the monies expended thereunder."

(1) Delegation of Authority: In Section 12(a) of Secretarial Order No. 2508, as amended, the Secretary of the Interior delegated to the Commissioner of Indian Affairs authority for the negotiation and execution of Johnson-O'Malley contracts. In 10 BIAM 3, the Commissioner redelegated this authority to the Area Directors.

B. Other Authority: The following other authorities could be used by Indians to become involved in the educational process that is provided by the Bureau. They would vary in scope and operation, depending upon the authority used. These authorities are mentioned briefly below.

(1) Tribal Direction of Bureau Employees: The conditions of the Act of June 30, 1934 (48 Stat. 737, 25 U.S.C. 46) under which a tribe may direct (with certain restrictions) Bureau employees are outlined in 10 BIAM 4. Under this Act, limited direction of Bureau school and staff on a reservation could be given only to a tribal officer, and teachers could be placed in tribal control for expenditures in its operation. The tribe, through an Advisory School Board, could, by its direction of Bureau employees, exert some influence on the learning process to more nearly reflect the desires of the community.

(2) Products of Indian Industry: Section 23 of the Act of June 30, 1934 (48 Stat. 807; 25 U.S.C. 47), known by its popular name as the "Indian Act," allows negotiations with Indian persons, tribes or groups on a noncompetitive basis. Further details are provided in 10 BIAM 5.

(3) By-Word for Incorporation: Indian Tribes or Advisory School Boards wishing to contract with the Bureau to provide educational services for eligible Indian children must be incorporated if the Johnson-O'Malley Act is used as the authority. Under this Act, Tribes or Advisory School Boards contracting with the Bureau must be private corporations. Indian Tribes incorporated under the Indian Reorganization Act or charter of the Federal Government, under laws of a State, or by the Indian Tribe of which the tribal entity is a part, meet this condition. Incorporation is not a requirement if any of the other authorities mentioned are used.

(4) Self-Starting: When a Tribe (or the equivalent in Alaska) initiates action to help to establish and elect school boards and to operate a school program currently being operated by the Bureau, or to start new school programs, it is Bureau policy to actively assist them in every possible way to develop and implement proposals for such an undertaking.

Revised 10-2, 4/24/72

INDIAN INVOLVEMENT PROGRAMS
Education Services Through Indian Tribes

6.6 Goals to be Achieved:

A. Goals: The following goals can be achieved by Indians operating local schools.

(1) Training: Provide meaningful training and personal development for school boards in the operation of the local educational system in serving their own needs.

(2) Community Development: Maximize community involvement in the local educational process by better understanding between the local school, the home, and the community.

(3) Responsibility: With appropriate preparation and support, encourage the school board to accept complete responsibility for the teaching-learning systems of the school and the efforts of its students.

(4) Student Participation: Increase meaningful student interest and participation as concerned coequals in the development and implementation of an effective and omnicultural school program.

6.7 Appropriations:

A. Use: Funds appropriated to the Bureau for educational purposes cannot be made available for any purpose other than the operation of schools and related services program.

B. Control: The accountability of all appropriations for educational purposes remain vested in the Bureau. Contractors must maintain an acceptable fiscal accounting system in order to account for the proper expenditure of contract funds and to render necessary reports to the Bureau at specified intervals.

C. Funding Levels: Appropriations (1740 funds) for the education of Indian and Alaska Native children are made available by the Congress for use in operating Federal schools or for schools operated under contract to the Bureau.

(1) Bureau schools that are operated under contract will, in the first 2 years, receive 1740 funds from the Bureau as part of the existing programmed budget cycle, and will receive 1740 funding allocations comparable to Bureau schools of similar type and enrollment levels.

(2) Non-Bureau new school programs that are operated under contract will receive 1740 funding levels similar to Bureau schools of comparable type and enrollment. Pupil costs, staffing patterns and

BUREAU OF INDIAN AFFAIRS MANUAL

INDIAN INVOLVEMENT PROGRAMS

Education Services Through Indian Tribes

salaries, and related factors will be budgeted accordingly, with appropriate and reasonable startup costs included, during negotiation of the contract. Program proposals would need to be submitted 18 months in advance for inclusion in the Bureau's budget requests to the Congress.

6.8 Limitation on Agreement:

A. General: Tribal/school Board operation of new or Bureau school programs can only be accomplished under the statutory authority cited above under Section

B. Specific: Contracts or agreements for operation of school programs are to be entered into in accordance with the statutory authority, regulations, policies, and guidelines applicable to these specific programs. It is important that Indian groups and community members fully understand and appreciate the distinct difference between the 1834 Act and the Johnson-O'Malley Act. The statutory authority of each Act is quite specific and each has its advantages and limitations which the Indian group must consider.

7. Contracting Procedures:

A. Contracting Authority: Agreements and contracts for tribal/school programs under Johnson-O'Malley or existing Bureau school programs may be entered into only when a program proposal has been submitted by an Indian tribe and it has been reviewed, as outlined in FO BIA 3.

B. Contracting Authority: Only a properly authorized contracting officer can contractually commit the Bureau to an expenditure of funds and may direct or authorize a contractor to proceed with work on the contract if a written contract is later entered. For this reason, extreme care must be used in any discussions with actual or prospective contractors. All Bureau personnel are to conduct discussions and not presume any assumption on the part of the prospective contractor that he will receive a negotiated contract from the Bureau.

C. Program Constraints: Various constraints must be adhered to in the provision of the school programs and activities, both prior to and during the contract period, and must be accepted by the Tribe/School Board. Specific Education Programs Office provisions (given in FO BIA 3) must also be considered by the Tribe/School Board and included as a part of the contract document before it can be executed.

D. Renewal of the Contract: Renewal of the contract is dependent upon the level of fiscal appropriation by the Congress, satisfactory performance of the terms of the contract by the contractor, and a willingness of the contractor and the Bureau to continue the contract, either in its same form or in a modified arrangement.

INDIAN INVOLVEMENT PROGRAMS

Education Services Through Indian Tribes

6.10 Conditions that Must be Observed: The following specific conditions, among others, must be observed by the prospective Indian contractor when interested in entering into a contract for performing educational services for the Bureau.

A. Tribal Council Resolution: As stated in 20 BIAM 3, a full tribal council resolution must be submitted to the Bureau authorizing the tribe, local Indian group, or school board to explore negotiating for the total or partial operation of the local school system.

(1) Where a number of tribal entities coexist in a particular school service area, there must be agreement expressed in the tribal resolution, such concurrence based on the Tribal Council Bylaws for support or rejection of a resolution.

(2) Election of School Board: The tribal resolution must include the legal designation of an elected and incorporated school board. The election of a school board should be conducted by the tribal authority, or in cooperation with the Agency Superintendent. Prospective Board members should be nominated from the local community and should not be restricted solely to parents of children attending the school.

(3) Qualification of School Board: When the contractor is a school board, the tribal resolution must include evidence that the elected school board qualifies under the Johnson-O'Malley Act authority as a private corporation, private agency, or private institution chartered under the existing laws of the State or under the Indian Reorganization Act Charter of the Federal Government. The Board should have the authority, responsibility, and powers delegated to it to discuss, negotiate, execute and implement a contract for school operation.

(4) Deadline: Tribal resolutions and letters of intent to operate a Bureau or new school program must be received by the Commissioner no later than January 1 prior to the desired fiscal year of school operation which year begins July 1. For new school programs, submissions must be made 18 months prior to the desired fiscal year of operation.

B. Program Proposal: In addition to and apart from the tribal resolution, a school program plan must be prepared and submitted to the Bureau, using the appropriate application form, Report 20-01 (See attached Illustration #1). The proposal provides the initial momentum and, more importantly, the logic and validity for a negotiated school contract. The Bureau's Education Programs Office bases its approval of the proposed activity on the information set forth in the proposal. The preparation of sound proposals is facilitated by open consultation and liaison between Tribe/School Boards and the Bureau's Education Programs Office specialists at all times during the planning and preparation phase.

INDIAN INVOLVEMENT PROGRAMS

Education Services Through Indian Tribes

6.12 Specific Education Provisions: The following provisions are to be included as specific items in contract documents relating to tribal/contract initiation and operation of new and Federal school programs.

These items are minimum elements which constitute a base rather than a ceiling that must be considered before the initiation, modification, and extension of quality educational programs to Indian and Alaska Native children and youth can be accomplished by contract. Viewed in this perspective, Indian contractors should consider these requirements as fundamental components for assuring:

- (1) the relevant education of students,
- (2) the integrity of Congressional appropriations, and
- (3) the continuing legal responsibility of the Bureau for providing education to Indian and Alaska Native children and youth.

Therefore, except in the most unusual circumstances, these provisions are to be considered as nonnegotiable items and will be included in all Bureau contract documents relating to school program operations.

A. School Board.

(1) An appropriate plan for development of School Board members to assume responsibilities in the operation of the school shall be developed. Minimum standards or guidelines recommended by the National School Boards Association, the State Education Department, and the Bureau should be used.

(2) No Tribe/School Board shall employ or approve the employment of any person in any capacity by the school if the person is related by consanguinity or affinity within the first degree to any member of the governing School Board.

(a) This section does not prohibit the continued employment of any person who is employed by a school on July 1, 1972, and who, on that date, is related within the prohibited degree to a member of the governing School Board.

B. Program Plan.

(1) The Tribe, School Board, or other organization designated by the Tribe shall submit a program plan on Report 20-01 (attached Illustration #1) to serve as a general basis to administer and operate a particular school or education program. This plan shall include these related parts:

INDIAN INVOLVEMENT PROGRAMS

Education Services Through Indian Tribes

(1) Deadline: The program proposal, using the appropriate application, Report 20-01, must be submitted and received by the Bureau's Education Programs Office no later than March 1, prior to the desired fiscal year of school operation, which begins July 1.

C. Parental Referendum: The contractual option for local operation of a new or existing Bureau school program shall ultimately be decided by a referendum vote of the beneficiaries, i.e., the Indian parents or guardians of the children currently attending the Bureau school in question; or, its local non-Federal equivalent where no local Bureau school currently exists.

(1) Appropriate Time for Referendum: The Tribe/School Board should have an opinion of community desires regarding the concurrence or opposition to the completed negotiated contract document. A referendum must be scheduled by the Tribe/School Board and completed prior to the formal signing of the contract.

(2) Referendum Results: To insure appropriate parental support for the negotiated contract option with the Bureau, the total vote cast shall not be less than 51 percent of those Indian parents entitled to vote in the school attendance area. A simple majority of the votes cast in support of the contract plan shall be required, or a greater majority as determined by the Tribal Council.

(3) Referendum Procedure: All aspects of the referendum shall be developed and implemented by the Tribal Council and School Board Chairman in accordance with the designated criteria.

D. Summary of Procedural Steps and Suggested Time-Line:
A suggested minimum time-line anticipated for the procedural steps is outlined:

- (1) Tribal resolution—7 days, or when Tribal Council meets.
- (2) Election of school board—30 days.
- (3) Incorporation of school board—30 days, if State chartering is required.
- (4) Development of school program proposal—30 to 90 days.
- (5) Negotiation of contract document—2 days.
- (6) Local parental referendum—30 days.
- (7) Processing of contract—21 days.

INDIAN INVOLVEMENT PROGRAMS
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Bureau Technical Assistance: Every society views the education of its children as one of the most important responsibilities entrusted to its members, whether these agencies be the home, the school, the church, or the community in general. The Bureau is most concerned with any and all types of arrangements that will provide Indian and Alaska Native children a year of the best education possible within the financial resources available for that purpose. Indian parents share this desire and have consistently supported school programs that provide quality education services in keeping with their cultural heritage and traditions.

To achieve, the Indian people and the Bureau should be viewed as equal partners striving to meet the learning needs of all Indian children—the normal, the gifted, and the handicapped. To insure effective and efficient school programs, Indian parents and the Bureau need to give any proposed contract arrangement for providing school services the most study and analyses as to what is presently being done and what could be done in the future. A Tribe/School Board needs to consider the proposed contractual undertaking in critical detail and to analyze precisely the mechanics that will be developed to provide for the education of their children.

In this respect, the Bureau at all levels will render maximum cooperation, consultative assistance and technical support in any phase related to the development of a contract for educational services. Based on the varied needs of local schools and communities, additional resources from the State, colleges or universities, other Federal agencies, and private corporations should be explored and mobilized by the prospective Indian contractor to provide supportive assistance as desired. The Bureau's professional assistance from its Education Programs Office is available upon request at any stage of the undertaking.

Initial requests for assistance should be directed to the Agency Superintendent, with information copies forwarded to the Area Director, and to the following Central Office activity:

Bureau of Indian Affairs
Office of Education Programs
Division of Legislation and
Policy Development
Washington, D. C. 20242

increase 10-2, 4/24/72

INDIAN INVOLVEMENT PROGRAMS
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(a) Identification of Problems, Assessment of Educational Needs, and a Statement of Educational Philosophy. The first step is to identify the problems based on documented needs. A need is defined as the discrepancy between "what exists now" and "what should be." When the needs are defined for the school program, certain problems have to be overcome in order to achieve resolution of needs.

(b) Determination and Statement of Goals and Behavioral Objectives. After the school needs have been identified, the program plan must proceed from the current state to the required state. To do this, program goals and objectives must be listed stating the intent for a proposed change. These program (or, behavioral) objectives include what is to be done, by whom it is to be done, under what conditions it is to be done, and what criteria will be used to determine their accomplishment.

(c) Selection of Solution Strategies and Tools. A plan to achieve school program objectives must include a series of specific, clearly described activities. These activities should contribute to desired changes that can be appropriately measured and assessed.

(d) Implementation. The section on implementation relates to the critical steps needed for operation of the school program. Basically, it refers to the "how-to-do-it" portion of the proposed program. Detailed and itemized listings of staff positions and salaries, equipment and supplies, materials, inservice training and development, transportation, food program, etc., are required which establish and continue the educational environment for the students.

(e) Determination of Performance Effectiveness. A major question for the Tribe/School Board will be to determine how well or how poorly the school program has achieved the behavioral objectives and reduced or eliminated the stated needs. Testing and evaluation procedures are natural tools for determining the extent to which the school program has achieved that which the school board set out to achieve by operation of the school. Hence, evaluation (both internal and external) of effectiveness is ongoing and summary in scope. It reveals not only weaknesses; but, the strengths of the school program which can be emphasized the following year are also highlighted.

C. Records and Reports.

(1) The school shall maintain complete permanent records of all students. Such records shall include academic marks, attendance, health, and other pertinent information, and shall be filed so they will be safe from fire and theft.

INDIAN INVOLVEMENT PROGRAMS
Education Services Through Indian Tribes

(2) Transcripts and permanent records of students, when transferred from the school to another, shall be forwarded as soon as a written request has been made by the receiving school.

(3) An official transcript, a current health certificate, and a copy of the certification of all professional personnel shall be kept in a safe and secure location.

(4) All employed and student personnel records which are of a personal nature shall be kept confidential.

(5) Records of all school funds shall be kept as prescribed by existing applicable Federal regulations and School Board policies.

(6) The school shall maintain inventories of Federal property as prescribed by existing Federal regulations and School Board policies.

(7) Pupil accounting and assessments shall be in accordance with procedures established by the Bureau. Accreditation reports shall be submitted to the State Department of Education as required.

(8) Preliminary budget estimates shall be submitted covering the anticipated cost of operating the school, including all support activities, for use in negotiations. These estimates shall be specific line-item units.

(9) A periodic progress program report and a fiscal report, both certified by the School Board President, shall be submitted on September 30, December 30, March 30, and June 30 to the Bureau. The program reports are to reflect student enrollment by age and grades; average daily attendance; progress toward program goals; program self-evaluation; personnel development; and, student-community participation. The fiscal reports are to reflect programming and use of all funds.

In addition, there will be an annual review, evaluation, and report of the total school program. The evaluation team will consist of persons designated by the tribe or School Board, the Bureau Contracting Officer, and a mutually acceptable third-party member. As many members as are desirable to be designated so long as each of the contractual parties are equally represented.

(10) Other reports shall be provided as required by the Bureau Contracting Officer.

INDIAN INVOLVEMENT PROGRAMS
Education Services Through Indian Tribes

D. Facilities Operation and Maintenance.

(1) The buildings and grounds shall be kept clean, attractive and in good repair to protect the health and welfare of the occupants, to provide an adequate educational environment, to insure minimum depreciation, and to protect the Government's investment where Government facilities are being used.

E. Personnel.

(1) The professional and supportive school personnel shall meet employment standards and certification requirements as prescribed by the State Department of Education or the qualification standards of the Civil Service Commission, without regard to the source of financial support.

(a) Certain positions may be filled by individuals not holding such certificates provided they possess particular qualifications for the positions held and are approved by the School Board with the concurrence of the Tribal Council.

(2) All personnel, serving in academic supervisory capacities, shall hold valid certificates in the areas of their supervision.

(3) Counselors who spend 2 or more periods in counseling parents or students shall hold current valid certificates for counselors or meet State Department of Education standards. Other pupil personnel workers—school psychologists, school social workers, educators of handicapped children, et al.—shall meet acceptable professional or State certification standards.

(4) Inservice programs for staff development shall be provided to stimulate continued improvement of the school program.

F. Food Program.

(1) Food programs shall conform with the minimum nutritional requirements prescribed by the United States Department of Agriculture, and/or the State Department of Education, and/or the requirements used by the Bureau in the schools it operates.

G. Pupil Transportation.

(1) The school principal shall keep records of transportation costs and the number of pupils transported on a monthly basis.

WYOMING INDIAN STATES MANUALINDIAN INVOLVEMENT PROGRAMSEducation Services Through Indian Tribes

(2) School bus equipment shall be kept in condition to operate safely at all times, shall conform to local public school and State Education Department specifications and State inspection requirements as applicable.

(3) All school buses purchased with contract funds shall meet all State requirements. The purchase of vehicles other than regular State Department transportation purposes must have prior approval from the Contracting Officer if contract funds are used.

(4) School bus drivers shall meet qualifications and physical standards required by the State License Agency.

h. School Health Program.

(1) The School Health Program shall provide those services which will enable a child to achieve optimum health, to develop and to learn unimpeded by any physical or emotional disability, and to acquire the ability to become responsible for his personal health, that of his family, and of his community.

(2) All persons employed by the school shall present to the governing authority of the school where employed, upon their initial employment and once each succeeding year thereafter, a certificate to the effect that they are free from communicable diseases. The certificate must be signed by a licensed physician and must be secured annually, not more than 90 calendar days prior to the opening of the yearly fall school term.

1. Compulsory Attendance, Length of School Year and Day.

(1) State Education Department or Tribal compulsory age and attendance requirements shall be adhered to.

(2) The school year shall be a minimum of 180 teaching days or not less than the State Education Department regulation.

(3) The minimum length of the school day shall not be less than the State Education Department regulation.

d. Teaching Load and Class Size.

(1) The Contractor shall maintain a teaching load and class size consistent with the current education requirements of the State Department of Education.

K. Curriculum.

(1) The Contractor shall provide a curriculum which is designed to attain the goals and objectives of the school program, and shall meet the current State Department of Education standards. The Contractor shall strive for State Education accreditation.

(2) If special circumstances warrant a deviation from the above standards, the Contractor may make such deviation provided the Contracting Officer approves of the change.

L. School Site, Building, and Equipment.

(1) All school buildings shall meet the minimum standards for their purpose. First consideration shall be given to the health and safety of pupils and employed personnel. Due consideration shall be given to space requirements and comfortable seating for all pupils in each classroom.

(2) The Area Office and the Tribe/School Board shall work cooperatively for long-range school construction planning and funding methods of Federally-owned facilities.

(3) Buildings and facilities shall meet minimum Bureau or State Education Department requirements for their particular use.

M. Contract Term-Termination-Renewal-Modification.

(1) This Contract shall be for the period beginning July 1 and ending June 30 of the following year, subject to renewal and termination of the Contract as provided in the negotiations.

(2) Either party may terminate the contract by first giving the other party sixty (60) days written notice of its intention to do so.

(a) In the event of such cancellation, or in the case of retrocession, any unobligated funds previously advanced to the Contractor by the Bureau will be returned within a reasonable period of time, but no later than June 1 of the current school year.

(3) The Contract may be modified at any time in writing by mutual consent of both parties.

N. Consultative Services.

(1) Upon reasonable request, the Bureau shall provide any available planning, training, consultative, and technical expertise in educational services, training, research, development, and evaluation

areas which enables the Bureau to carry out legal obligations and trust responsibilities for the education of Indian and Alaska Native children and youth.

O. Access to Facilities and Acceptance.

(1) The Contract Officer and the Contracting Officer's Representative shall have access to the school facilities at any reasonable time for the purpose of observing, monitoring, and evaluating the educational program.

(2) Acceptance of all the work required to be done by the Contractor under this contract, including but not limited to the approval of any and all reports, shall be by the Bureau Contracting Officer.

P. Waivers and Exceptions.

(1) The Bureau may waive or modify, prior to the execution of a contract, any of these provisions if it seems advisable because of factors which might improve the total school program.

(2) Any other minimum educational provisions not included herein shall not be less than the highest maintained by the applicable State Department of Education.

INDIAN INVOLVEMENT PROGRAMS
Education Services Through Indian Tribes

ILLUSTRATION I

INTRODUCTION

Report 20-01 is to be used by the Tribe or School Board when submitting a proposal for contractual operation of a school under the Indian Involvement Program.

Applicants should familiarize themselves with the contents of 20 BIAM, the reference document for Indian Education Programs, before submitting a proposal.

The timing of the initiation of a contract for operation of a school shall be as follows. First, Tribal Council resolution and a letter of intent—expressing an interest in the operation of a school under contract—must be submitted by January 1 prior to the intended fiscal year of operation. Second, Report 20-01 must be submitted on or before March 1 prior to the intended fiscal year of operation.

Six (6) legible typewritten copies of Report 20-01, fully completed, including required attachments, should be submitted. The tribal resolution and letter of intent and Report 20-01, signed by the authorized official, shall be submitted to the Agency Superintendent who will forward them to the Area or Central Office, wherever the contract is to be negotiated. Technical assistance in developing and preparing the Form may be requested from the Bureau whenever needed, either before the submission of any documents or after they have been submitted. To save time, requests for assistance should be made directly to the Agency Superintendent and Area Director. Assistance may also be coordinated by the Central Office Education Programs.

INDIAN INVOLVEMENT PROGRAMS

Education Services Through Indian Tribes

FORM 5-2001

SCHOOL PROGRAM OPERATIONS PROPOSAL

Date of Submission _____

PART I - SUMMARY COVER SHEET

A.	Applicant Identification Legal Name:
B.	Address (Include ZIP Code):
C.	Area Code - Telephone Number:
D.	Congressional District:
E.	Contract School Location: Name of School, Center, etc.
F.	Address (Include ZIP Code):
G.	Area Code - Telephone Number:
H.	Congressional District:
I.	Status of Proposal: <input type="checkbox"/> New <input type="checkbox"/> Continuing Start Date <u>7</u> / <u>1</u> / <u> </u> End Date <u>6</u> / <u>30</u> / <u> </u>
J.	Typed Name and Title of Authorized Official:
K.	Signature of Authorized Official:

INDIAN INVOLVEMENT PROGRAMS
Education Services Through Indian Tribes

FORM 5-2002

PART II - CUMULATIVE ENROLLMENT

GRADE	CURRENT FISCAL YEAR	FUTURE FISCAL YEAR
Kindergarten*		
Grade 1		
Grade 2		
Grade 3		
Grade 4		
Grade 5		
Grade 6		
Grade 7		
Grade 8		
Special Elementary		
Grade 9		
Grade 10		
Grade 11		
Grade 12		
Special Secondary		
GRAND TOTAL		

* Half-day sessions by pupils in kindergarten are counted as full-day enrollment.

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Education Services Through Indian Tribes

Below are definitions for use in completing the material required under the "Staff" tables below:

A. Instructional Staff - Professional.

1. Staff member assigned as administrative head of school.
2. Staff member assigned as educational head of school.
3. Staff members assigned to assist the head of a school.
- 3a. Staff members performing leadership and expertness activities in a specialized field to improve the performance of teachers and other staff members.
- 4a,
4b. Self-explanatory.
- 4c,
4d. Teachers of grades higher than eight should not be reported as elementary and teachers of grades lower than seven should not be reported as secondary. Where a teacher is teaching at both the elementary and secondary levels, prorate the assignment between the levels in terms of FTE.
- 4e. Staff members assigned to special programs designed to assist students who are mentally, physically, emotionally, or socially handicapped.
5. Staff members assigned to teach specialized courses, e.g., cultural studies, traditions.
6. Staff members responsible for organizing and managing school libraries.
7. Staff members responsible for counseling pupils regarding their abilities and aptitudes, educational and occupational opportunities, personal and social adjustments.
8. Psychologists and psychometrists responsible for providing psychological services to pupils.
9. Staff members responsible for preparing, caring for, and making available aids which assist teaching and learning.

INDIAN INVOLVEMENT PROGRAMS
Education Services Through Indian TribesB. Instructional Staff - Paraprofessional.

10. Staff members performing nonteaching activities which are not classified as professional educational, but who assist a teacher to perform professional educational teaching assignments.
11. Staff members working in the school library who perform paraprofessional activities, e.g., distributive functions for materials loan, assistance with organization and use of materials.
12. Secretaries and clerks assisting the professional staff reported in 1-9 above. Exclude any reported in 10-11.

C. Noninstructional Staff - Professional.

13. Deputy, associate principals, school business officials, and other professional administrative staff employed by the school. Exclude any reported in 1-3.
14. Staff members who provide services in the field of physical and mental health, e.g., school nurses, speech clinicians, reading therapists.
15. School social workers, community workers or attendance officers.
16. Attorneys, engineers, and other professional noninstructional personnel employed by the school system not included above.

D. Noninstructional Staff - Paraprofessional.

17. Staff members performing services for students in resident facilities.
18. Paraprofessional assistants to professional school health personnel, such as nurse's aides or first aid assistants.
19. Staff members performing housekeeping and servicing functions, such as janitors and maintenance personnel.
20. Staff members transporting pupils.
21. Secretaries and clerks assisting the noninstructional professional staff. Do not include those reported above.
22. Staff members responsible for the planning, preparation, and serving of meals.
23. Paraprofessionals having an assignment not included in the above classifications.

INDIAN INVOLVEMENT PROGRAMS
Education Services Through Indian Tribes

Form 5-2003

SCHOOL STAFF

	NUMBER AND FTE			
	Current FY		Future FY	
	Number	FTE	Number	FTE
A. Instructional Staff - Professional.				
1. Superintendent -----				
2. Principal -----				
3. Assistant Principal(s) -----				
a. Supervisors of Instr. -----				
4. Classroom Teachers -----				
a. Prekindergarten -----				
b. Kindergarten -----				
c. Elementary -----				
d. Secondary -----				
e. Special Education -----				
5. Other Teachers -----				
6. Librarian -----				
7. Counselor Staff -----				
8. Psychology Staff -----				
9. Audio Visual Staff -----				
B. Instructional Staff - Paraprofessional.				
10. Teacher Aides -----				
11. Library Aides -----				
12. Secretarial, Clerical, and Other -----				
C. Noninstructional Staff - Professional.				
13. Administrative Staff -----				
14. Health Staff -----				
15. Social Workers -----				
16. Other -----				
D. Noninstructional Staff - Paraprofessional.				
17. Dormitory Aides -----				
18. Health Aides -----				
19. Custodial Workers -----				
20. Bus Drivers -----				
21. Secretarial and Clerical -----				
22. Food Service Staff -----				
23. Other -----				

GRAND TOTAL -----

INDIAN INVOLVEMENT PROGRAMS
Education Services Through Indian Tribes

PART III - SCHOOL STAFF

Count only full- and part-time staff members. For each position assignment category, determine the full-time equivalency (FTE) of each staff member as follows:

1. Each person assigned full-time to a position category should be counted as 1.0.
2. A person employed full-time, but assigned to more than one position category, should be counted part-time in each category, e.g., a person who spends 3 days per week as a counselor and 2 days as a classroom teacher should be counted 0.6 as counseling, and 0.4 as teaching.
3. For part-time employees, base FTE on an 8-hour day for paraprofessionals and a normal working day for professionals. Enter the sum of the equivalencies within an assignment category in the appropriate space on the form.

4*

INDIAN INVOLVEMENT PROGRAMS
Education Services Through Indian Tribes

PART IV - PROPOSED SCHOOL PLAN

In brief narrative form, provide information on the proposed educational program to be developed and implemented under contract status to the Bureau. Attach extra sheets if necessary. Refer to 20 BIAM, Section 6.10 and 6.12(B) for an explanation of the items indicated below.

- A. Provide a statement of educational philosophy for the school program as developed by the community, its elected School Board, faculty, and student body. Discuss how the operation of the contract school program will provide unique or innovative services in meeting the learning needs of students.
- B. Provide a statement of school program goals and objectives for the next school year as target activities under contract status. Identify problems and needs of the students.
- C. Provide a statement of the methods, tools, strategies, and approaches to be used to work toward achieving the school program goals during the next school year under contract status and resolving the student problems and needs.
- D. Provide a statement of evaluation criteria and procedures appropriate to the school services to be provided and consistent with the stated goals and objectives. Describe dissemination activities to be carried out in connection with the school program.

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INDIAN INVOLVEMENT PROGRAMS
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FORM 5-2004

PART V - SCHOOL FINANCES REPORT

Budget information in this section will provide an itemization of the costs to operate the school program this current fiscal year (July 1-June 30) and estimated costs for the next year of proposed contract operation. Before completing this section, refer to 20 BIAM, Section 6.7(C).

Purpose of Expenditure	FISCAL YEAR	
	CURRENT	FUTURE
I. ADMINISTRATION		
A. Salaries for Administration		
(1) Secretary to School Board ----		
(2) Superintendent -----		
(3) Admin. Asst. to Superintendent		
(4) Secretaries and Clerks -----		
B. Contracted Services		
(1) Legal Services -----		
(2) School Census -----		
(3) Other -----		
C. Other Expenses of Administration		
(1) School Board Expenses		
(a) Travel -----		
(b) Supplies and Expenses ---		
(c) School Elections -----		
(d) Dues and Fees -----		
(e) Training -----		

DEPARTMENT OF INDIAN AFFAIRS MANUAL

INDIAN INVOLVEMENT PROGRAMS

Education Services Through Indian Tribes

FORM 5-2001 (Cont'd) (Page 3)

IV. HEALTH SERVICES

- A. Salaries -----
- B. Supplies -----
- C. Other Expenses -----
 - (1) Examinations -----
 - (2) Contracted Services -----

TOTAL EXPENDITURES - HEALTH SERVICES --

V. PUPIL TRANSPORTATION

- A. Salaries of All Transportation Staff
Full-Time or Prorated -----
 - B. Contracted Services -----
 - C. Replacement of Vehicles -----
 - D. Pupil Transportation Insurance ----
 - E. Other Expenses -----
- Operation
- (1) Gasoline -----
 - (2) Oil, Grease, Gear Lubricants -
 - (3) Tires and Tubes -----
- Maintenance
- (4) Of Vehicles by Private Garages
 - (5) Rent for Pupil Transportation
 - (6) Supplies and Expenses for
Garage Operation -----

FISCAL YEAR	
CURRENT	FUTURE

INDIAN INVOLVEMENT PROGRAMS

Education Services Through Indian Tribes

FORM 5-2004 cont'd (Page 4)

	FISCAL YEAR	
	CURRENT	FUTURE
(7) Garage and Garage Equipment Repairs -----		
(8) Other -----		
F. GSA Rental -----		
TOTAL EXPENDITURES - PUPIL TRANSPORTATION		
VI. OPERATION OF PLANT		
A. Salaries -----		
B. Contracted Services -----		
C. Utilities Operation -----		
(1) Fuel -----		
(2) Electricity -----		
(3) Water and Sanitation -----		
(4) Telephone and Telegraph -----		
(5) Other Utilities -----		
D. Custodial Supplies -----		
E. Other Expenses and Supplies -----		
TOTAL EXPENDITURES - OPERATION OF PLANT		
VII. MAINTENANCE OF PLANT		
A. Salaries		
(1) For Grounds Upkeep -----		
(2) For Building Repairs -----		
(3) For Equipment Repair -----		

APPENDIX J

BEST COPY AVAILABLE

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FOR RELEASE AT 12:00 NOON, EDT

JULY 8, 1970

Office of the White House Press Secretary

THE WHITE HOUSE

TO THE CONGRESS OF THE UNITED STATES:

1. Rejecting Termination

Because termination is morally and legally unacceptable, because it produces bad practical results, and because the mere threat of termination tends to discourage greater self-sufficiency among Indian groups, I am asking the Congress to pass a new Concurrent Resolution which would expressly renounce, repudiate and repeal the termination policy as expressed in House Concurrent Resolution 108 of the 83rd Congress. This resolution would explicitly affirm the integrity and right to continued existence of all Indian tribes and Alaska Native governments, recognizing that cultural pluralism is a source of national strength. It would assure these groups that the United States Government would continue to carry out its treaty and trusteeship obligations to them as long as the groups themselves believed that such a policy was necessary or desirable. It would guarantee that whenever Indian groups decided to assume control or responsibility for government service programs, they could do so and still receive adequate Federal financial support. In short, such a resolution would reaffirm for the Legislative branch -- as I hereby affirm for the Executive branch -- that the historic relationship between the Federal government and the Indian communities cannot be abridged without the consent of the Indians.

2. The Right to Control and Operate Federal Programs

In my judgment, it should be up to the Indian tribe to determine whether it is willing and able to assume administrative responsibility for a service program which is presently administered by a Federal agency. To this end, I am proposing legislation which would empower a tribe or a group of tribes or any other Indian community to take over the control or operation of Federally-funded and administered programs in the Department of the Interior and the Department of Health, Education and Welfare whenever the tribal council or comparable community governing group voted to do so.

Under the proposed legislation, Indian control of Indian programs would always be a wholly voluntary matter. It would be possible for an Indian group to select that program or that specified portion of a program that it wants to run without assuming responsibility for other components. The "right of retrocession" would also be guaranteed; this means that if the local community elected to administer a program and then later decided to give it back to the Federal government, it would always be able to do so.

Appropriate technical assistance to help local organizations successfully operate these programs would be provided by the Federal government. No tribe would risk economic disadvantage from managing its own programs; under the proposed legislation, locally-administered programs would be funded on equal terms with similar services still administered by Federal authorities. The legislation I propose would include appropriate protections against any action which endangered the rights, the health, the safety or the welfare of individuals. It would also contain accountability procedures to guard against gross negligence or mismanagement of Federal funds.

This legislation would apply only to services which go directly from the Federal government to the Indian community; those services which are channeled through State or local governments could still be turned over to Indian control by mutual consent. To run the activities for which they have assumed control, the Indian groups could employ local people or outside experts. If they chose to hire Federal employees who had formerly administered these projects, those employees would still enjoy the privileges of Federal employee benefit programs--under special legislation which will also be submitted to the Congress.

Consistent with our policy that the Indian community should have the right to take over the control and operation of federally funded programs, we believe every Indian community wishing to do so should be able to control its own Indian schools. This control would be exercised by school boards selected by Indians and functioning much like other school boards throughout the nation.

This Johnson-O'Malley money is designed to help Indian students, but since funds go directly to the school districts, the Indians have little if any influence over the way in which the money is spent. I therefore propose that the Congress amend the Johnson-O'Malley Act so as to authorize the Secretary of Interior to channel funds under this act directly to Indian tribes and communities. Such a provision would give Indians the ability to help shape the schools which their children attend and, in some instances, to set up new school systems of their own. At the same time, I am directing the Secretary of the Interior to make every effort to ensure that Johnson-O'Malley funds which are presently directed to public school districts are actually spent to improve the education of Indian children in these districts.

* * * * *

The recommendations of this Administration represent an historic step forward in Indian policy. We are proposing to break sharply with past approaches to Indian problems. In place of a long series of piecemeal reforms, we suggest a new and coherent strategy. In place of policies which simply call for more spending, we suggest policies which call for wiser spending. In place of policies which oscillate between

the deadly extremes of forced termination and constant paternalism, we suggest a policy in which the Federal government and the Indian community play complementary roles.

But most importantly, we have turned from the question of whether the Federal government has a responsibility to Indians to the question of how that responsibility can best be fulfilled. We have concluded that the Indians will get better programs and that public monies will be more effectively expended if the people who are most affected by these programs are responsible for operating them.

The Indians of America need Federal assistance -- this much has long been clear. What has not always been clear, however, is that the Federal government needs Indian energies and Indian leadership if its assistance is to be effective in improving the conditions of Indian life. It is a new and balanced relationship between the United States government and the first Americans that is at the heart of our approach to Indian problems. And that is why we now approach these problems with new confidence that they will successfully be overcome.

RICHARD NIXON

THE WHITE HOUSE,

July 8, 1970



UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF INDIAN AFFAIRS

BIA SCHOOLS TRANSFERRED TO STATE OF ALASKA, 1967-71

<u>Year Transferred</u>	<u>Name of School</u>	<u>Enrollment</u>	<u>Number of Teachers</u>
1971	None		
1970 (14)	Arctic Village	28	1
	Buckland	30	1
	Deering	34	2
	Kivalina	50	2
	Koyuk	30	2
	Noatak	100	4
	Noorvik	153	6
	Point Barrow	115	4
	Selavik	129	4
	Shishmaref	70	3
	Shungnak	50	2
	Sleetmute	27	1
	Wales	39	2
	White Mountain	43	2
1969 (4)	Chalkvitsik	32	2
	Galena	107	3
	Kaltag	63	2
	Stevens Village	25	2
1968	None		
1967 (10)	Atka	32	1
	Eagle	10	1
	English Bay	22	1
	Koliganek	24	1
	Manokatak	57	2
	Minto	99	2
	New Stuvahok	54	2
	Northway	43	2
	Tanacross	10	1
	Topiak	138	4

Prepared: 11-1-71

LOCATIONS WHERE EDUCATIONAL RESPONSIBILITY HAS BEEN TRANSFERRED BY BIA TO TERRITORY, STATE, OR LOCAL SCHOOL DISTRICT

<u>School</u>	<u>Date</u>
Afognak (Port Lions)	1951
Akutan	1952
Alitak	1951
Anchorage Bay	1952
Angoon (Chitina)	1954
Bayview	1947
Belkofski	1952
Bethel	1947
Chenega	1953
Chitina	1953
Circle	1959
Copper Center	1951
Cordova	1947
Douglas	1938
Egogik	1953
Ekwok	1953
Pt. Yokon	1957
Fortuna Ledge	1939
Haines	1947
Haycock	1943
Hoonah	1947
Hydaburg	1953
Juneau	1947
Kake	1947
Kanakanak	1947
Karluk	1952

See page 127-130

1960

<u>School</u>	<u>Date</u>
Kasaan	1947
Ketchikan	1947
King Cove	1952
Klawock	1948
Lovelock	1953
Metlakatla	1952
Newhalen	1953
Nikolski	1952
Nome	1947
Nondalton	1953
Old Harbor	1951
Ouzinkie	1951
Perryville	1952
Pilot Point	1953
Port Graham	1952
Rampart	1954
Sand Pt.	1942
Saxman	1949
Sitka	1947
Squaw Harbor	1947
Tanana	1958
Tatitlek	1953
Tyonek	1952
Unalaska	1945
Valdez	1946
Yakutat	1947

1967

- Atka
- Eagle
- English Bay
- Koliganek
- Manokatak
- Minto
- New Stuyahok
- Northway
- Tanacross
- Togiak

1969

- Chalkyitsik
- Galena
- Kaltag
- Stevens Village

1970

- | | |
|----------------|----------------|
| Arctic Village | Point Hope |
| Buckland | Selawik |
| Deering | Shishmaref |
| Kivalina | Shungnak |
| Koyuk | Sleetmute |
| Noatak | Wales |
| Noorvik | White Mountain |

LOCATIONS WHERE EDUCATIONAL RESPONSIBILITY HAS BEEN TRANSFERRED BY BIA TO TERRITORY, STATE, OR LOCAL SCHOOL DISTRICT

<u>School</u>	<u>Date</u>	<u>School</u>	<u>Date</u>
Afognak (Port Lions)	1951	Kasnan	1947
Akutan	1952	Ketchikan	1947
Alitak	1951	King Cove	1952
Anchorage Chignik Bay	1952	Klawock	1948
Angeon	1954	Levelock	1953
Bayview	1947	Hotlakahtla	1952
Belkofski	1952	Newhalen	1953
Bethel	1947	Nikolski	1952
Chenega	1953	Nome	1947
Chignik Lake	1960	Nondalton	1953
Chitina	1953	Old Harbor	1951
Circle	1959	Ouzinkie	1951
Cooper Center	1951	Perryville	1952
Cordova	1947	Pilot Point	1953
Douglas	1938	Port Graham	1952
Egegik	1953	Rampart	1954
Ekwok	1953	Sand Pt.	1942
Ft. Youkon	1957	Saxman	1949
Fortuna Ledge	1939	Sitka	1947
Haines	1947	Squaw Harbor	1947
Haycock	1943	Tanana	1958
Hoonah	1947	Tatitlek	1953
Hydaburg	1953	Tyonek	1952
Juneau	1947	Unalaska	1945
Kake	1947	Valdez	1946
Kanakanak	1947	Yakutat	1947
Karluk	1952		

1967

Atka	Minto
Eagle	New Stuyahok
English Bay	Northway
Koliganek	Tanacross
Manohotek	Togiak

1969

Chalkyitsik
Galena
Kaltag
Stevens Village

1970

Arctic Village	Koyuk	Shishmaref	Wales
Buckland	Noatak	Selavik	White Mountain
Deering	Noorvik	Shungnak	
Kivalina	Pt. Hope	Sleetmute	

/.

<u>NAME OF SCHOOL</u>	<u>ESTABLISHED</u>	<u>REMARKS</u>
Afognak (Port Lions)	1939	
Akiakchak	1930	
Akiak	1911	
Akutai	1930	
Alitak	1909	
Anchorage Bay (Chignik)		From Terr. 1939
Angoon	1920	
Arctic Village	1947	
Atka	1910	
Attu	1941	Closed in 1942 when captured by Japanese
Barrow	1890	
Barter Island	1949	
Beaver	1926	
Belkofski	1919	
Bethel	1885	Closed in 1947
Bettles		Closed
Buckland	1912	Closed 1949-Changed to Elephant Point 1949
Cantwell		Closed to Territory
Chaikyitsik (Fishhook Town)	1941	Closed 1947
Chandalar	1937	Closed 1944
Chanega	1927	
Chaneliak	1939	Changed from Kotlik 1939
Chevak	1949	
Chignik (See Anchorage Bay)		
Chitina	1920	
Circle	1907	
Chogiung		Closed Reindeer Camp
Copper Center	1920	
Cordova	1923	Closed 1947. Now Operated by City.
Cutoff	1941	Closed
Deering	1926	
Diowede	1907	
Douglas	1887	Closed 1940 Combined with Juneau
Eagle	1906	Closed 1944
Eek	1916	
Egegik	1928	
Ekwak (Ekwok)	1932	
Elephant Point	1949	Changed From Buckland 1949
Elim	1916	
Eklutna	1924	Closed 1944
Fort Yukon	1904	
Fortuna Ledge	1917	Closed 1941 Operated by Terr. Prior to 1939 Replaced by Napaskiak in 1941
Galena	1927	
Gambell	1894	
Golovin	1937	
Goodnews Bay	1910	Closed 1937
Ikinis	1883	Closed 1947 Transferred to Terr. 1947
Hamilton	1908	Closed 1936 School burned

<u>NAME OF SCHOOL</u>	<u>ESTABLISHED</u>	<u>REMARKS</u>
Nanana		Closed
Napaklak	1940	
Napaskiak	1941	Substituted for Fortuna Lodge 1941
Newhalen	1907	
Nikolski	1939	
Noatak	1908	
Nome	1900	Closed
Nondalton	1930	
Noorvik	1915	
Northway	1941	Originally called Moose Creek. Closed Hospital since 1925
Nulato		?
Nunachuk	1939	
Nunivak	1924	Closed 1940 Replaced by Mekoryuk 1940
Nunapitchuk	1937	
Old Harbor	1926	
Ouzinkie	1908	Operated by Terr. prior to 1940
Paimiut	1941	Closed 1946
Perryville	1922	
Petersburg	1904	Closed 1937 Natives attend public school
Pilot Point (Ugashik) (See Ugashik)		
Pilot Station	1910	
Point Ellis		Closed Cannery School
Point Hope	1906	
Point Lay	1932	
Port Graham	1939	
Quillingok (Kwigillingok)		
Quinhagak (See Kwinhagak)		
Quithlook (See Kwethluk)		
Rampart	1904	
Russian Mission	1906	Closed
Sand Point		Operated by Territory prior to 1940 Trans. to Territory in 1943
Saxman	1895	Closed 1940 Consolidated with Ketchikan 1940
St. Michael	1910	Operated by Terr. Prior to 1940
Savoonga	1928	
Scanmon Bay	1949	
Selawik	1908	
Seldovia		Trans. to Territory.
Shigeluk	1909	
Shakan		Closed Natives moved to Klawock
Shaktoolik	1912	
Shishmaref	1906	
Shungnak	1909	
Sinuk		Closed Natives moved to Nome
Sinruk	1930	Closed
Sitka	1883	Closed 1947. Trans. to Terr. in 1947
Sitkoh Bay		Closed Cannery school
Steitmute	1921	
Snag point		Substituted by Kasaan
Solomon	1935	

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<u>NAME OF SCHOOL</u>	<u>ESTABLISHED</u>	<u>REMARKS</u>
Squaw Harbor	1924	Operated by Terr. prior to 1940 Trans. to Terr. in 1947
Stebbins	1923	
Stevens Village	1936	
Susitna		Closed
Tanacross	1932	
Tanana	1907	
Tanana Orphanage	1930	
Tanunak (Tununak)	1925	
Tatitlek	1926	
Tee Harbor		Closed Natives moved to Juneau
Teller		Operated by state since 1918
Teller Mission	1893	
Tetlin	1924	
Togiak	1910	Closed 1936
Tuluksak	1930	
Tundra	1921	Changed to Nunachuk in 1939
Tyonek	1908	
Ugashik (Pilot Point)	1909	
Umnak	1920	Changed to Nikolski in 1939
Unalakleet	1889	
Unalaska		Operated by Terr. prior to 1940 Trans. to Terr. in 1945 Closed 1946 Trans to Terr. 1946
Valdez	1928	
Venetie	1938	
Wainwright	1904	
Wales	1890	
White Mountain	1924	
Wrangell	1933	
Yakutat	1889	Closed 1947 Trans. to City in 1947

<u>NAME OF SCHOOL</u>	<u>ESTABLISHED</u>	<u>REMARKS</u>
Haycock		Originally operated by Terr.; then trans. to ANS & later substituted by Longwood
Holikachuk	1940	
Hoonah	1884	Closed 1947 Transferred to Terr. 1947
Hooper Bay	1911	
Hydaburg	1911	
Icy Cape		Closed Natives moved to Point Jay
Igloo (Mary's Igloo)	1906	Closed 1948
Igloo (New Igloo)		Closed
Illiama	1906	Closed 1932. School Burned Rebuilt 1926
Jackson		Closed moved to Hydaburg 1911
Juneau	1883	Closed Trans. to Dist. 19
Kake	1899	Closed 1947 Trans. to School Dist. 1947
Kaltag	1924	
Kanakamak		Closed 1947. Taken over from Terr. 1939
Kantak	1924	Closed 1943
Kalskag	1931	
Karluk	1924	
Kasaan		Taken over from Terr. 1939. Trans. back to Territory 1947.
Kashega	1926	Closed 1933
Kenai		Trans. to Terr.
Ketchikan	1923	Closed 1947 Trans. to school Dist. 1947
Kiana		Trans. from Territory 1940
Killisnoo		Closed 1928 School burned 1928
Kinak		Closed
King Cove		Trans. from Terr. 1940
King Island	1929	
Kipnuk	1932	
Kivalina	1905	
Klawock	1902	Closed 1948. Trans. to City in 1948
Klinquan		Closed
Klukwan	1903	
Kogiung		Closed
Kokrines	1907	Closed 1947
Kotlik	1928	Closed 1939. Changed to Chanaliak 1939
Kotzebue	1901	
Koyuk	1926	
Koyukuk	1908	Closed
Kulukak	1910	Closed 1936
Kwigillingok (Quillingok)	1924	
Kwinhagak (Quinhagak)	1903	
Kwethluk (Quithlook)	1922	
Levelock	1940	
Longwood		Closed 1944. Operated by Terr. prior to 1940
Louden		Closed
Meade River		
Mekoryuk	1908	
Metlakatla	1887	
Minto	1936	
Mount Edgumbe		
Mountian Village	1908	

APPENDIX L

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For the Record

8/30/72

Acting Deputy Asst. Area Director (Education)

Meeting on Turnover of BIA Schools to State or Independent School System

We met at 1:30 P.M. on August 28th in the State Office Building to discuss procedures for the turnover of BIA schools. Participants included:

1. Bob Thomas, State Department of Education
2. Nat Cole, State Department of Education
3. Bob Isaac, " " " "
4. Jim Horner, State Boarding Home Program
5. Stan Fricse, State Operated School System
6. Ernest Polley, Governor's Planning Committee
7. Emil Kowalczyk, BIA
8. Charles Richmond, BIA, Albuquerque
9. Fred Fisher, BIA

The transfer of BIA schools can be accomplished by:

1. Voluntary incorporation as a borough or first class city.
2. Manditory incorporation as a city or borough.
3. Voluntary transfer to State Operated School System.
4. Contracting to Native groups

Funding for schools transferring to State Operation would be a combination of P.L. 874, State Foundation support and BIA 1740 funds, with BIA funding to terminate after a given period of time.

We also discussed the necessity for village support of any attempt to set up transfer procedures. We set up a committee to draft up procedures for a renewed effort to effect a schedule for transfer operations. This committee will include Ernest Polley from the Governor's Office, Fred Fisher from BIA, and a third member from State Operated Schools. Mr. Polley will do the first draft of the procedures for consideration of the committee as soon as possible. Attached is a position paper written by Bob Isaac of the State Department of Education.

Attachment #1 Fisher: 000

11-1

Introduced: 1/17/73
Referred: Health, Welfare &
Education and Finance

1 IN THE HOUSE

BY BEIRNE

2 HOUSE JOINT RESOLUTION NO. 8

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 EIGHTH LEGISLATURE - FIRST SESSION

5 Relating to a feasibility study of
6 the eventual transfer of BIA schools
7 to state operation.

8 BE IT RESOLVED BY THE LEGISLATURE OF THE STATE OF ALASKA:

9 WHEREAS, with the advent of statehood, it was contemplated that ultimate-
10 ly elementary and secondary schools operated by the Bureau of Indian Affairs,
11 U.S. Department of the Interior, would be transferred to the State of Alaska,
12 with the state becoming responsible for the operation of these schools; and

13 WHEREAS since 1969 there has been little progress toward this end, and
14 no feasibility study by the affected parties -- the State Department of Educa-
15 tion, the State-Operated School System, or the Bureau of Indian Affairs --
16 has been made;

17 BE IT RESOLVED that the Legislature of the State of Alaska respectfully
18 requests the Governor to direct that a feasibility study be conducted jointly
19 by the Department of Education, the State-Operated School System and the
20 Bureau of Indian Affairs to (1) establish a timetable for the eventual trans-
21 fer of all BIA schools in Alaska to state operation and control; (2) determine
22 if BIA physical facilities, instructional personnel and educational programs
23 meet state standards and if they meet the needs of the communities they
24 presently serve; (3) provide for a means whereby the BIA schools' physical
25 plants, instructional personnel and educational programs can meet state
26 standards before transfer to the State of Alaska; and (4) provide for a for-
27 mula whereby the federal government would continue to fund the operation of
28 the former BIA schools for one year after the transfer is effected; and be it

29 FURTHER RESOLVED that the Department of Education, State-Operated School

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1 System and the U.S. Bureau of Indian Affairs report their findings and recom-
2 mendations to the Alaska Legislature not later than the 10th calendar day of
3 the Eighth Legislature - Second Session.

4 COPIES of this Resolution shall be sent to Governor William A. Egan;
5 Dr. Marshall L. Lind, Commissioner of Education; Dr. Stanley Friese, Super-
6 intendent, State-Operated School System; the Honorable Rogers C. B. Morton,
7 Secretary, U.S. Department of the Interior; and to the Office of the Commis-
8 sioner, Bureau of Indian Affairs.

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APPENDIX N

Acting Asst. Area Director (Education)

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10/4/72

206

Secondary Curriculum Specialist

Future of Mt. Edgecumbe and Wrangell

Attached you will find a copy of an earlier suggestion concerning methods of phasing out the programs at Mt. Edgecumbe and Wrangell.

If this should become necessary, I was hoping you might be interested in alternative programs we could promote that

- a) Would not cause the political problems that a shutdown would bring.
- b) Would provide a contract operation that could be administered by AFN, local ANB, Regional Corporation, etc.
- c) Would provide an educationally sound, politically desirable alternative use plan.

Sounds good so far, right? Well, here goes:

One thing that no area or Indian group anywhere in the nation has is an Indian Education Center. What would an I.C.E. be? It would be a facility providing:

- A production center for culturally relevant and bilingual education materials.
- A teacher training program specifically designed for Native teachers and others planning to work with Native youngsters.
- A research and development program designed to improve curriculum and teaching strategies.
- An experimental school such as are associated with most colleges of education.
- Training programs for educational support personnel from bush schools e.g., cooks, maintenance men, education aides, health aides, and etc.
- Seminars and minicourses related to Native educational programs such as Alaska school architecture and construction, alternative sources of funding, educational programs, etc.

Such a program should qualify for funding from ESAA [Emergency School Aid Act] and/or ESEA [Elementary and Secondary Education Act], and could be contracted out to a Native organization. Three places spring to mind:

WILDWOOD, after the present secondary program has run its course. has the capacity to serve as a statewide center.

MT. EDGECLIFF: If only a portion of the existing facility is utilized, (due to high operational costs) could also serve as a statewide center.

WRANGELL: A good location, but perhaps too small unless it is limited to Southeast Alaska Native educational programs.

The value of funding an alternative use for these facilities is obvious in light of the increasing demand and likelihood of developing local secondary programs. If we take this approach we provided a unique, and needed educational service for Natives, maintain a good deal of local employment, and increase Native involvement in, and control over, educational programs.

If this sounds feasible and desirable, I think we should:

- A. Investigate sources of funding.
- B. Contact interested groups.
- C. Work with these groups in writing up a proposal and seek funding.

C. McDowell:ma