A Senate committee hearing received testimony about high dropout rates and other problems at seven off-reservation boarding schools operated by the Bureau of Indian Affairs (BIA) or by tribal groups under BIA contract. The schools are Pierre Indian Learning Center (South Dakota), Sequoyah Indian High School (Oklahoma), Wahpeton Indian School (North Dakota), Chemawa Indian School (Oregon), Flandreau Indian School (South Dakota), Riverside Indian School (Oklahoma), and Sherman Indian High School (California). Together, these seven schools enrolled 2,623 students at the start of the 1993-94 school year, but had only 1,557 students in attendance at the end of the year. In addition, persons associated with the schools had expressed concern that inadequate funding made it impossible for the schools to deal with rising numbers of court-referred students and students with serious social and emotional problems. Testimony from BIA and Indian Health Service administrators, school administrators and board members, tribal leaders, and students discussed the feasibility of the therapeutic community school model, whether the model can be developed for implementation in off-reservation boarding schools, per-pupil funding at the seven schools compared to funding at comparable state residential institutions, needs for psychiatric and other mental health services, substance abuse, parent participation, school monitoring and evaluation procedures, and inadequate dormitories. An appendix of additional materials includes school mission statements, descriptions of service delivery models, a review of the Indian School Equalization Program (ISEP) suggesting that ISEP funding is inadequate, investigations of student criminal activities, profiles of student needs and problems, concept papers on the development of alternative schools, data on academic achievement and mental health indicators, federal boarding school evaluations, research reports on student tobacco use, and a summary of identified school strengths and needs based on correlates of effective schools. (SV)
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PERFORMANCE OF BUREAU OF INDIAN AFFAIRS OFF-RESERVATION BOARDING SCHOOLS

FRIDAY, JUNE 10, 1994

U.S. SENATE,
COMMITTEE ON INDIAN AFFAIRS,
Washington, DC.

The committee met, pursuant to notice, at 9:40 a.m., in room 485, Russell Senate Office Building, Hon. Daniel K. Inouye (chairman of the committee) presiding.

Present: Senators Inouye, Dorgan, Hatfield, and Conrad.

STATEMENT OF HON. DANIEL K. INOUYE, U.S. SENATOR FROM HAWAII, CHAIRMAN, COMMITTEE ON INDIAN AFFAIRS

The CHAIRMAN. The committee convenes this morning to receive testimony on the subject of seven off-reservation boarding schools operated or funded by the BIA. These schools, located in five States in the Midwest and West, enroll children and youth from 229 tribes.

Three of the schools are operated as grant schools by the tribal government or specially constituted multitribal boards. They are the Pierre Indian Learning Center in Pierre, SD, enrolling children in grades 1 through 8; Sequoyah Indian High School in Tahlequah, OK, enrolling youth in grades 9 through 12; and Wahpeton Indian School in Wahpeton, ND, enrolling children in grades 2 through 8.

The other four Federal schools are administered and staffed by BIA employees. They are the Chemawa Indian School in Salem, OR, enrolling youths in grades 9 through 12; Flandreau Indian School in Flandreau, SD, enrolling youths in grades 9 through 12; and Riverside Indian High School in Anadarko, OK, enrolling children in grades 3 through 12; and the Sherman Indian High School in Riverside, CA, grades 9 through 12.

Together, these seven schools enrolled 2,623 students when the current school year began. When the school year closed, only 1,557 were still in attendance. A dropout rate of such magnitude could be sufficient reason for this committee to have serious concerns about the performance of the schools. But there are additional reasons, some of which may account for the high dropout rate at most of the schools.

Over the past 2 years, there has been a growing concern among persons associated with the boarding schools that at least some of the schools were facing ever more serious problems in providing courses of study and support services appropriate to their student
bodies. The number of court referrals was continuing to rise. An inadequate level of funding was reportedly resulting in course cancellations and preventing the hiring of needed counselors and staff.

It was 25 years ago that a special subcommittee of the Senate reviewed the Bureau's off-reservation boarding school program and concluded:

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

The following year, consultants recommended that boarding schools be converted to special purpose institutions, some becoming academic high schools and others as remedial or special education centers rather than, in the words of the consultants:

Continuing their roles as dumping grounds for children and youth not fitting into the community school program.

Are the off-reservation boarding schools still dumping grounds, or is this an inappropriate characterization? What are the characteristics of students attending the schools today? What are the missions of the schools and what factors are affecting their accomplishments? Is the issue of special purpose institutions still being considered? What is required to ensure that boarding schools are effective components of the Bureau's educational program?

These are the kinds of issues and others that the committee looks forward to reviewing today.

Before I call the first panel, we have our very distinguished Senator from Oregon, Senator Hatfield.

Senator HATFIELD. Thank you, Mr. Chairman. I would like to have my full statement placed in the record and then I would like to highlight it briefly.

The CHAIRMAN. Without objection, your prepared statement will appear in the record.

STATEMENT OF HON. MARK O. HATFIELD, U.S. SENATOR FROM OREGON

Senator HATFIELD. Mr. Chairman, I don't think there could be any more important mission than that which is performed by these schools which are entrusted with 24 hours a day of care, training, help, assistance, and educating these young Americans. I think that we also recognize that it is something far more than just an educational curriculum and educational program to be pursued, but rather it is a matter that involves the entire student—his environment, his background, whether he has been mistreated at home, neglected, emotional suffering he may be going through, problems of alcohol. In other words, we deal with multiple parts of the individual and not just the intellectual stimulation of education.

The second point I would like to make is that we are not providing the resources to take care of students in these schools, such as Chemawa in Salem, OR. I grew up in that community in my own youth.

Let me just say that on these off-reservation boarding schools, my staff tells me that we are spending approximately $10,000 to $15,000 per year per student. To make a bit of a comparison, the
amount spent per child at private residential child-caring institutions range from $2,000 to $5,000 per month. It illustrates a little bit about the underfunding of our commitment to these students.

I think also we must realize that about 2,600 students enter at the beginning of the school year and about 1,500 on the average are there at the end of the school year—meaning that up to 50 percent drop out during the school year. This is one of those statistics that we cannot ignore.

I would like to indicate also that we figure that about 15 percent of these students are what we would consider gifted students, students that should be given additional challenge and special challenge. If we are paying this average amount per student, it is obvious that we are looking at the lowest common denominator rather than each student as an individual to meet his or her particular needs.

I am also very pleased to see that the administration is looking at establishing a new model for these schools—the therapeutic community school model—and I am very anxious to hear from the administration on this.

Then, Mr. Chairman, as a fellow member of the Appropriations Committee, I want to note the evisceration by this administration of the budget request for fiscal year 1995 of account after account after account from Indian Health and many other Indian programs. It is unconscionable what the administration has done in stripping the resources down at the same time that we have these special programs that are being proposed to meet the needs of the Indian students.

I think that I will cease my introductory remarks and I look forward to hearing from the witnesses.

Thank you, Mr. Chairman.

[Prepared statement of Senator Hatfield appears in appendix.]

The CHAIRMAN. I thank you very much, Senator.

May I now call upon Senator Dorgan of North Dakota?

Senator DORGAN. Thank you very much, Mr. Chairman.

I want to thank you very much for holding this hearing. It is a hearing that is very timely. I listened with interest to Senator Hatfield's opening statement and your opening statement. I think the question before us is, What is the mission of these schools and how well are these schools working?

If one looks at the changing roles of off-reservation boarding schools, one has to conclude that it is really time for us to reevaluate what we are doing and decide to do it right or do it differently.

Senator Hatfield has talked about the number of students who start and the number of students who are there at the end of the school year. Interestingly enough, I think that relates to a funding mechanism. The funding is keyed on how many students you get in at the beginning. That determines how much money you get. There is probably an incentive to have as many there as possible at the beginning, then wash out a bunch so that you have more money to spread out over fewer students to try to accomplish some mission.

One of the observations I have about these schools—and this comes, incidentally, from the Wahpeton Indian School—is that I think we have sort of mixed the mission. Often these schools are
the recipients of very troubled children with very difficult back-
grounds who have lived in very disruptive conditions. It is not un-
usual even for the tribal courts to say to a youngster, "Well, we are
going to send you to the boarding school." Then off they go and
they have problems. The receiving boarding school now has a child
for whom they have a responsibility not just to educate but to pro-
pvide a whole range of other kinds of social services to respond to
difficult problems.

The Wahpeton Indian School was slated to be closed by Secretary
Jim Watt back in 1981. He precipitously decided that he was going
to close it. I, without modesty, say that I played a significant role
in deciding that that was not the thing to do. We have a lot of won-
derful students and youngsters who need the opportunities these
schools give them. But I must say that we have plenty of problems,
even in Wahpeton. In part, this is because of more troubled back-
grounds. We have to decide what the mission is. How are we going
to meet the more demanding needs of these kids.

Are we going to send them there to get help for a lot of difficult
challenges they face? If so, then let's have the resources to help
them.

If we are sending troubled kids to an institution and saying that
the job of the institution is only to educate, that isn't going to work.
You must do more than educate; you must respond to the myriad
needs these children have. To do so, we must provide therapeutic
resources, redefine the mission of the schools, and oversee the man-
agement of new missions. So I really think that this hearing is an
excellent way to start this discussion.

I want to say that we have a tribal chairman with us today,
Richard LaFramboise, who is not only an excellent tribal chairman
but a friend with whom I have worked on a lot of Indian issues.
He is on the board of the Wahpeton Indian School and you will get
an interesting perspective from him as well.

I know that we have a vote in awhile. I am hoping that I will
be here for the third panel, but I want to welcome Chairman
LaFramboise.

Again, Mr. Chairman, thank you for holding this hearing.
The CHAIRMAN. Thank you very much.

Now may I call upon the first panel, the director of the Office of
Indian Education Programs of BIA, Dr. John Tippeconnic, who will
be accompanied by Mr. William Mehojah, the Deputy Director of
the Office of Indian Education Programs and Mr. Charles Geboe,
Director, Elementary and Secondary Education, BIA; and Dr. Scott
Nelson, Chief of the Mental Health Programs branch of the Indian
Health Service, Department of Health and Social Services.

Dr. Tippeconnic, welcome, sir.
STATEMENT OF JOHN TIPPECONNIC, DIRECTOR, OFFICE OF INDIAN EDUCATION PROGRAMS, BUREAU OF INDIAN AFFAIRS, DEPARTMENT OF INTERIOR, ACCOMPANIED BY WILLIAM MEHOJAH, DEPUTY DIRECTOR, OFFICE OF INDIAN EDUCATION PROGRAMS; AND CHARLES GEBOE, DIRECTOR, ELEMENTARY AND SECONDARY EDUCATION, BUREAU OF INDIAN AFFAIRS, DEPARTMENT OF INTERIOR, WASHINGTON, DC

Mr. TIPPECONNIC. Thank you, Mr. Chairman.

Good morning, Mr. Chairman and members of the committee. It is a pleasure to be here today to discuss our mutual concerns regarding the off-reservation residential schools. As has already been stated, the BIA funds seven of these off-reservation schools serving 229 tribes. Each school is accredited by either a regional or State accrediting agency. Three schools are operated through grants. The remaining four are operated by the BIA.

For the 1994 school year, there were a total of 2,623 students in these schools. In our total system, we have 184 schools that enroll 45,185 students.

Three of the schools have elementary grade level students; five of the schools have middle school and high school students. Mr. Chairman, 90 percent of the students are in grades 7 through 12; 58 percent of the students are enrolled in our intense residential guidance program; 46 percent receive chapter 1 services; and 13 percent are in gifted and talented programs.

Despite the distance between the schools and their relative isolation from each other, their student populations are more similar to each other than to other BIA-funded and public schools located on Indian reservations. The majority of the students are considered high risk. These students tend to have more significant mental health problems stemming from physical, sexual, emotional abuse, neglect, and dysfunctional families, which result in conduct disorders, depression, suicide attempts, grief, anger, addictions, racism, gang violence, and we could go on.

These students are inherently not bad kids, but far too many of them have had traumatic experiences profoundly affecting their physical and emotional development, how they see themselves, and how they think the world sees them.

Many of these students are shifted from local BIA-funded or public day schools to on-reservation boarding schools or to our peripheral dorms, and then on to the off-reservation boarding schools. At each turn, the student's needs become more acute. Many of their needs are more than even a residential school can expect to provide.

However, these schools are needed. Closure is not an option at this point if we are to serve these schools who suffer from the lack of resources. Our immediate concern is to determine how to improve the off-reservation residential schools by restructuring and redefining their purpose and mission and programs and looking at their organization, staffing, and integration of services to meet the special needs these students have.

Due to the drastic shift in the student population profile over the past few years, these schools are facing many non-educational problems. Unfortunately, we have not kept pace with this change
and now find ourselves in the same situation in which many public schools find themselves. How do we restructure our schools to meet the student needs when students are suffering from the effects of alcohol addiction, substance abuse, parental neglect or abuse and when tribes and communities have extremely limited resources to provide prevention or intervention programs for juveniles?

What have we done? Because of the similarity in student population and the special nature of their social problems, we have begun to work with these schools collectively as a system rather than looking at them individually. The Office of Indian Education Programs holds quarterly meetings with the off-reservation boarding schools on various school campuses, providing an opportunity for the schools to share and exchange information and to discuss student needs.

The off-reservation boarding school staffs met on the campus of Hampton Institute in Richmond, VA in February 1992 and formed a Consortium of Effective Residential Indian Schools, called CERIS. This organization was first intended to address the needs of the off-reservation boarding schools but was then expanded to include all BIA residential programs. CERIS provides a meaningful opportunity to address the many pressing issues in the residential schools.

The Indian Health Service's social services, mental health, alcohol, and substance abuse programs have worked closely with several of the off-reservation boarding schools, providing technical assistance, training, and program support. We appreciate their efforts and we will continue to work together to provide treatment and support services for students and training opportunities for staff.

The BIA encourages the off-reservation boarding schools to participate in various system-wide educational initiatives, such as school reform activities through the Effective Schools Programs within the BIA and specific training. Training is also offered to the academic and residential school staff to upgrade their schools, training to achieve and maintain regional and State accreditation, and onsite evaluation teams visit the schools.

The boarding schools have an intense Residential Guidance Program designed for students needing special residential services due to truancy problems, expulsion from the previous school, referrals by psychologists or social workers, or a court order. The drug-free school program within the Bureau has been operating since 1987. The off-reservation boarding schools receive a total of $435,600 for alcohol and substance abuse, prevention, intervention, and training.

On April 1 and 2, 1993, OIEP conducted a meeting here in Washington, DC, to discuss two issues: first, whether a therapeutic community school model is feasible; and second, whether the model can be developed for implementation in the off-reservation boarding schools. The first meeting included representatives from the off-reservation boarding schools, from the BIA, IHS, and several professional groups. The group concluded that a therapeutic community school model is feasible and can be developed for implementation.

The therapeutic community school model is basically a process. It provides a consistent approach and process to create a supportive atmosphere and a community of caring that will prepare staff
to work with high-risk students in a residential setting. The working mission statement and goals include academic, residential, and mental health components and nine core lists which identify issues which must be addressed for formulating and implementing the model.

The off-reservation boarding schools presently have an academic and residential program, but the mental health component is missing. This model requires a mental health staff that would supplement the academic and residential programs and provide training and program support to students and staff. By combining these components, we can begin to create a place far different from what we have today.

We believe it is critical to deal first with the social and mental health needs in order to successfully meet academic needs. Basically, we have come to realize that it is ineffective to focus on academic needs when students are distracted by personal or family concerns or mental health needs.

Our new approach is meant to supplement existing services with mental health education, prevention, intervention, and support services. This model expands support and restructures the residential and academic programs to better meet student needs.

Each school will be required to write an improvement plan detailing how they will restructure to implement the therapeutic community school model. A team of experts has continued to meet with the schools to develop this model.

In April 1994, we commissioned Dr. k St. Germaine of the University of Wisconsin to write a review of our off-reservation residential schools. He reviewed past studies and current data, he visited the schools and talked to a lot of people. His final report includes a number of recommendations. We took his report into consideration in coming up with some recommendations that I would like to offer.

First, we need to implement the therapeutic community school model at our off-reservation boarding schools. All staff at these schools must comprehend and fully understand the therapeutic community school model and become active change agents. Therefore, the selection and training of staff are critical.

The schools must focus on team building and shared management, which involves all stakeholders in the educational process and outcomes. Each school must define its purpose and limitation and then use that information so that students who cannot be adequately served will be referred elsewhere. We must continue the interdisciplinary approach with teams to assist the implementation of the therapeutic residential community school model.

If the schools are to be successful, we must restructure and do something completely different from what we are doing and what we have done in the past. We welcome the assistance of Congress in providing a more carefully defined partnership between the BIA and the Indian Health Service, the tribes to be served and Congress in developing a successful off-reservation school program.

I would like to thank the committee for conducting this hearing and putting the panels together. The individuals on the panels represent valuable information and experience in the off-reservation
boarding schools. I will remain throughout the hearing to listen and hear what they have to say.

With me is Bill Mehojah, the Deputy Director in the Office of Indian Education Programs, and Charlie Geboe, Chief of the Elementary and Secondary Education Branch.

This concludes my statement. I will be glad to answer any questions you might have.

[Prepared statement of Mr. Tippeconnic appears in appendix.]

The CHAIRMAN. I thank you very much, Dr. Tippeconnic.

Dr. Nelson.

STATEMENT OF SCOTT NELSON, CHIEF, MENTAL HEALTH PROGRAMS BRANCH, INDIAN HEALTH SERVICE, DEPARTMENT OF HEALTH AND SOCIAL SERVICE, ALBUQUERQUE, NM

Dr. NELSON. Thank you, Mr. Chairman and members of the committee.

My name is Scott Nelson. I am the psychiatrist and a Chief of the Mental Health and Social Service Programs Branch of the Indian Health Service. I would like to submit my written testimony for the record, Mr. Chairman, and paraphrase my testimony, if that is acceptable.

The CHAIRMAN. Without objection, your prepared statement will appear in the record.

Dr. NELSON. Thank you.

As Dr. Tippeconnic has said, I think the Indian off-reservation residential schools have had more and more children and adolescents with serious emotional, substance abuse, and behavioral difficulties, and also more children with nowhere else to go.

We in IHS have worked closely with the BIA on behavioral health issues in several of the off-reservation residential schools. We have provided direct service to students; we have provided training for staff; we have provided mental health program consultation; we have been involved in the Chemawa special mental health project and the development of the therapeutic residential school model.

We plan to continue and increase our work with BIA in these efforts. We spent much of yesterday morning actually talking with Dr. Tippeconnic and some of the school principals about doing that very thing.

In terms of recommendations from our perspective to meet some of the specialized behavioral health needs of students, we have several recommendations, many of which I think are consistent with Dr. Tippeconnic's. We very much support also the implementation of the therapeutic model in the residential schools, primarily by adding adequate onsite mental health, substance abuse, and health services in the schools that are substantial enough to meet the needs of the children. I think the comparison with the residential treatment center model is a good comparison, Mr. Chairman.

Second, we believe that there needs to be adequate staffing of the residential schools. There is some evidence that the staffing of the schools is not adequate to provide the kinds of services and the level of services that are needed by the children and adolescents who attend those schools.
I think that every student should have a health and behavioral health assessment to define their needs. I would include in that their cultural needs. I think this is part of the plan and it is already done at some of the schools. I think that can perhaps be expanded.

Training for residential staff, particularly on behavioral health issues, I think needs to be increased. We have already provided some of that, but I think more extensive and intensive training for staff to accomplish the therapeutic model is something that Dr. Tippeconnic mentioned and we would certainly support if he planned to try to work with the BIA and the schools to try to implement.

We believe that the involvement of families—where there are families to be involved—is a very important principle that should be included in the therapeutic model as well. Ultimately, I guess we believe that more educational and behavioral services really need to be provided in Indian communities directly so that perhaps with more family support and specialized homes, perhaps residential treatment in local communities, fewer of the troubled students would need to go to boarding schools over a period of time.

Our perception is that there is progress that is being made by the BIA in the residential schools. We are very committed in the Indian Health Service to working with the BIA, the schools, and the tribes in every way that we can. Our resources are somewhat limited with regard to that, but I think we have tried to target some of our resources to this effort, particularly where our services are located close to the schools.

This completes my testimony, Mr. Chairman. I would be glad to also answer any questions that we can answer.

[Prepared statement of Dr. Nelson appears in appendix.]

The CHAIRMAN. Thank you, Dr. Scott.

As my opening statement indicated, we began the school year with 2,623 students. We ended the school year with 1,557; a dropout rate of over 40 percent, which is unheard of in any State, any district, or for that matter in any country.

What was the dropout rate last year? I am certain you people have statistics.

Mr. TIPPECONNIC. I would say that the dropout rate has been pretty consistent at about that over the past few years.

The CHAIRMAN. What was it 10 years ago?

Mr. TIPPECONNIC. I don't know what it was 10 years ago. I know that the dropout rate has always been high for American Indian students across the board. When we look across the board, 2 years ago a national effort said that the dropout rate was 36 percent for all Indian students, regardless of public or BIA school. I would say that it stayed right around 40 percent and would fluctuate around that for the past few years.

The CHAIRMAN. Would it have been the same 5 years ago?

Mr. TIPPECONNIC. I would say that it was probably close to that. If you are focusing in on the residential schools, which we are; I don't have the data, but I would think that the drop-out rate may have increased a little bit also. That is just based upon the changing nature of the students that these schools have to educate. The
The student profile has changed over the years and changed since the 1969 study that was cited earlier.

The CHAIRMAN. So we have had this problem before us for many, many years?

Mr. TIPPECONNIC. Yes, sir.

The CHAIRMAN. It is nothing new?

Mr. TIPPECONNIC. It is not new.

The CHAIRMAN. Why are we so excited now and why were we not concerned 5 years ago?

Mr. TIPPECONNIC. I think we have reached the point in these schools when something has to be done. It can be argued that we were at that point 5 years ago and in a lot of senses we were, but the nature of the student today in these schools I think dictates that some immediate action take place. We need to do something. We can't go on the same course we have been on because we are not meeting the needs of the students in these schools.

The CHAIRMAN. You mean that the characteristics of students now differs from that 5 years ago?

Mr. TIPPECONNIC. Yes, sir; we are seeing more students in residential schools that come to these schools with special problems, as I stated in my opening statement, who have been abused in various types of ways or who have come from dysfunctional families. They either are addicted to alcohol and substance abuse or come from families who have that kind of condition associated with them. More and more students need that type of help and assistance.

The CHAIRMAN. We have articles that indicate that that was the situation 10 years ago.

I am trying to suggest that all of us are guilty of sitting on our hands and not doing anything about this. Every time we ask the question, Do you have adequate funding? The answer is always, "We can live with it."

Now I am going to ask you, Do you have adequate funding?

Mr. TIPPECONNIC. Do we have adequate funding to meet the needs of these students? I would have to say that we do not.

The CHAIRMAN. How much more do you need?

Mr. TIPPECONNIC. If we are to implement the therapeutic community school model that we are considering and proposing, we have a rough estimate that it is probably going to cost an additional $500,000 per school. That would mean that we would need an additional $3.5 million. I think that is the minimum we need.

The CHAIRMAN. Are these schools going to be academic institutions or therapeutic care institutions?

Mr. TIPPECONNIC. They are going to be both, but the focus is going to——

The CHAIRMAN. Or juvenile detention centers?

Mr. TIPPECONNIC. No. We are looking at a therapeutic community school model where they will have both components; an academic and a residential component, and a mental health component. It will be both. These students who have these special problems must be addressed through mental health activity. We need to get their thinking straight before we can teach them math, science, and other academics.

The CHAIRMAN. Do these schools have psychologists and psychiatrists on their staff, as well as social workers?
Mr. TIPPECONNIC. Few of them, if any, have psychologists or psychiatrists. That doesn't mean they don't have access to that type of service. They may contract out for that type of service.

We are proposing in our model that they have those individuals on staff.

The CHAIRMAN. I am just curious. How do these schools get accredited when their funding is obviously less than what we find in a comparable neighborhood, causing cancellation of courses? How do you achieve it? Do they automatically give you accreditation, close their eyes, and forget about it?

Mr. TIPPECONNIC. No, sir; I don't think that happens. I think the schools go through the same rigorous process that any other school would go through to be accredited. I think it is an attribute and the schools are to be commended for being accredited.

Accreditation is usually based on the academic program. By virtue of being accredited, they meet the standards that are there for States and regional accrediting agencies. Somehow, they do it. As I said, they find ways to meet the accreditation standards and are to be commended for that.

The CHAIRMAN. We began the school year for these seven schools with 2,623. Of that number, 1,066 dropped out, which left a remainder of 1,557. Of the 1,066, what happened to them?

Mr. TIPPECONNIC. It varies. The panels that follow—the people representing the schools themselves who have worked with these students—I am sure could respond to that a lot better than I could. There are a variety of reasons why they leave and where they go. Some of them probably have no alternative beyond the school they leave and probably do not go into a school setting anywhere. Some might go to jail.

The CHAIRMAN. I realize that, but you have no idea where they are?

Mr. TIPPECONNIC. I can't say for a fact that I know where they are. I have some ideas, yes.

The CHAIRMAN. Of the number that remained and got their diplomas or certificates, how many went off to college? Of that number, how many are high school graduates?

Mr. TIPPECONNIC. I don't have that information as to how many graduated this year yet.

The CHAIRMAN. What percentage of Indian boarding school students go off to college?

You are telling me that part of this is academic, so I presume that some must go off to higher education.

Mr. TIPPECONNIC. Yes, they do. Some do go off to higher education.

The CHAIRMAN. What number?

Mr. TIPPECONNIC. I don't have a percentage. I would venture to say that it is a small percentage that go off to college beyond the boarding school.

The CHAIRMAN. How do we know the scope of the problem when you don't know what it is?

What number are involved with substance abuse?

Mr. TIPPECONNIC. A very high percentage are involved in substance abuse, depending upon the type of abuse and so forth.
Mr. Chairman, we are at the present time putting together a student profile that has that type of information in it that identifies it in a lot more detail with collected information from the schools. That is not complete yet. We are verifying some of that information. So I cannot respond to you right now with those particular percentages until we finalize that.

The CHAIRMAN. I don't care what your particular percentage is, just give me round figures.

Dr. Nelson, you seem to have involvement in mental health. What percentage of these students have been victims of abuse of one sort or another, whether sexual, psychological, et cetera?

Dr. Nelson. I don't have that data with me at the moment, Mr. Chairman.

The CHAIRMAN. Then how can we say that they are victims of such when you don't know how many there are? Or do you just guess that there are some?

Dr. Nelson. There have been studies. I know there have been some studies in a couple of the boarding schools. I don't have that data specifically with me. But in general, the abuse has been found to be somewhere between 20 and 50 percent in most of the studies.

The CHAIRMAN. Of the 1,066 young men and women who dropped out, were they at-risk students or academic students?

Mr. Tippeconnic. I think you will find both types of students.

The CHAIRMAN. Do you have any percentages?

Mr. Tippeconnic. I don't have any percentages, no. But I would say that both types of students leave the school to go on to another school or may go on to some other type of treatment.

The CHAIRMAN. I don't wish to be critical, but anyone can give that answer. Obviously there are some with academic problems and some with substance abuse problems. But if we are to act upon this, we would like to know what the problem is.

Can you provide us—both of you—with that information?

Mr. Tippeconnic. Yes, we can.

The CHAIRMAN. What percentage of students are involved in substance abuse? How many have been sexually abused? I think that would help a lot.

Mr. Tippeconnic. As I said, we are gathering that information. We have it in its preliminary form. We are verifying it and will be glad to provide the committee with that.

The CHAIRMAN. When will that preliminary form be presented to us?

Mr. Tippeconnic. In about 4 weeks.

The CHAIRMAN. The model that you speak of—the therapeutic community school model—when did this idea come about?

Mr. Tippeconnic. Mr. Chairman, I would like to defer the answer to Charlie Geboe, our branch chief in elementary and secondary education who has been a member of the team that has conceptualized and developed the therapeutic community school model to this point.

Charlie.

Mr. Geboe. The therapeutic community school model has been discussed at different times. I remember that we would talk about trying to develop a model like this back in 1978 when I used to be at Intermountain School in Brigham City, UT. April of this past
year was the first time the schools and professions sat down and began to formulate what this model would be and what it should not be. In the process of several meetings, which included all the off-reservation boarding schools plus professionals, we have developed, identified, and described what this model would be.

I think that prior to that it has always been that no one was really sure what should be done or how one would develop that kind of a model. I think for the first time we have a partnership with all the schools being active participants in developing this model.

This model has probably been in formation for the last year. We have had more intense work on it in the last 6 months.

The CHAIRMAN. But from your experience, a need for such innovation was present in 1978?

Mr. GEBOE. In 1978, we would talk about it. But across the country and across a lot of the schools we weren't really sure how to do it. One has to look at the kinds of staff the schools have. We are finding this across the board our educators are really not trained to deal with high-risk students. Most teachers are trained to deal with students that are at moderate risk or no risk. When one finds itself in a situation where one has a lot of young people who are at high risk, special training is needed. It just takes time for us to recognize that.

The CHAIRMAN. How do the teacher pay rates compare with those in State schools or other district schools?

Mr. GEBOE. I can't really respond to that because I don't deal with that at all. I am sorry.

The CHAIRMAN. Do you have any idea?

Mr. TIPPECONNIC. The pay schedules depend on the type of school. If it is a BIA-operated school, then they are required to pay the Department of Defense [DOD] salary schedule. So those schools generally have a higher salary than schools in the immediate area, except for Sherman. I understand that the California salary schedule, even though it is DOD, is still less than public schools in that immediate area. The contract schools can set their own salary schedules. Generally, they are set lower than the DOD.

The CHAIRMAN. Are you telling me that ETA school teachers get better pay than public school teachers in the area?

Mr. TIPPECONNIC. Yes, in most cases that is true.

The CHAIRMAN. We have grant schools and BIA schools?

Mr. TIPPECONNIC. That is right.

The CHAIRMAN. Which school system does better?

Mr. TIPPECONNIC. First of all, I would say that there are good schools in both systems. There are other factors that relate to doing better and whether or not schools are effective in meeting the needs of students. We have good BIA schools and good grant schools.

If we say better in terms of the curriculum; if we say better in terms of parental involvement and support; if we say better at emphasizing the American Indian language and culture; if we say better in tribal support and good tribal relations and so forth; then I think the grant schools probably provide that. BIA-operated schools have some good schools but they also have some problems in those schools as well.
However when we compare academic achievement scores, both systems score around the 30th percentile and close to the 40th percentile. We look at the 50th percentile as the national norm, so we are still below when it comes to academic achievement, but academic achievement is not the only factor of success.

The CHAIRMAN. The dropout rate is 40 percent. How does it compare with the dropout rate of the neighboring public schools?

Mr. TIPPECONNIC. Again, that is difficult to answer. The dropout rates vary so much across-the-board. We really have to go to a school and look at their particular situation to determine what their dropout rate is. I would venture to say that if the school is located near a public situation, or even a BIA day school with a lot of Indian students, then probably the dropout rate is similar or higher.

The CHAIRMAN. In a public school?

Mr. TIPPECONNIC. Yes. Nationally, as I said, the dropout rate for public schools was 36 percent a couple of years ago. But that varies across-the-board. There are some places with virtually no dropout and there are other places that probably have close to an 80-percent dropout. It is difficult to give a general answer to the question.

The CHAIRMAN. Dr. Tippeconnic and Dr. Nelson, I have technical questions I would like to submit to you.

I want to continue this dialogue with you because there is no one who should take all the blame. I think all of us have been short in our action and short in our concern, but this situation cannot continue. If I were a father of some child, I would hate to think that my promising son or daughter had to go to a dumping ground school. So let's do something to change this.

Mr. TIPPECONNIC. Yes, sir.

The CHAIRMAN. I thank you both very much.

Our second panel consists of the following: the chairman of the Coalition for Effective Residential Schools and chief school administrator of the Chemawa Indian School of Oregon, Mr. Gerald Gray; the program coordinator of the Pierre Indian Learning Center of Pierre, SD, Ms. Shirley Gross; the chief school administrator of Flandreau Indian School, Flandreau, SD, Mr. Jack Belkham; the chief school administrator of the Sherman Indian School of Riverside, CA, Mr. Ken Taylor; and the superintendent of the Santa Fe Indian School, Santa Fe, NM, Mr. Joseph Abeyta.

May I now call upon Chairman Gray?

STATEMENT OF GERALD GRAY, CHAIRMAN, COALITION FOR EFFECTIVE RESIDENTIAL SCHOOLS, AND CHIEF SCHOOL ADMINISTRATOR, CHEMAWA INDIAN SCHOOL, SALEM, OR

Mr. GRAY. Good morning, Mr. Chairman and honorable Senators. My name is Gerald Gray. I am the superintendent of the Chemawa Indian School located in Salem, OR. I also have the honor of being the chairman—or president, as we termed it a few meetings ago—of the Coalition of Effective Residential Indian Schools. This particular organization is made up of school administrators, school board members, and staff of the schools to work together diligently to advocate for and assist one another in doing what we can to share information to improve our schools. This particular organization was started back in 1992 in Hampton, VA.
I would like to start off my oral statement by highlighting some of those things that I think are important from testimony I have heard here this morning.

First of all, I think we all realize that our off-reservation boarding schools are not responding to the many special needs of the students, presumably for the needs for which they are sent to the school. This was pointed out in the 1969 study. I came to the Chemawa School in 1982 and I brought that particular document with me. I have been using it as my bible in an attempt to try to change the school system and to work toward improving the school system.

I am a contract employee with the Bureau of Indian Affairs. In one sense, I am a Bureau employee and in another sense I am not. I answer to the school board, who is the policy-setting group for our school.

I would like to continue my statement by saying that in a letter back on April 25, 1994, of the North Dakota Attorney General Heidi Heitkamp, regarding the Wahpeton Indian School—she states:

The WIS board cannot be expected to immediately solve all the problems at the school. It is the board's position that the conditions at the school, though less than they ought to be, are still superior to the conditions many of these students experience at home.

I would like to emphasize, unfortunately, that our Indian families on our reservations, due to many complex reasons and issues—and I am by no means a member of AIM, but I think that particular group had some very sound principles they wanted to advocate for concerning Indian people.

It is a shame—I know this hearing is not concerning what this Nation and Government has done to our people, but what they have done overall has affected what is going on in our boarding schools.

Until a better alternative is available for these students, the board's position is that the school must remain open. Public scrutiny threatens that probability.

We share the WIS board's concerns that public scrutiny may stigmatize the school and its students. However, it is our belief that WIS is in the current dilemma partly because of problems that BIA's boarding schools have been swept under the rug.

I think many studies point out in the past 20 years that IHS and BIA needed to work together in a joint effort and establish common goals to work toward improving these schools. I believe that that effort has really begun in earnest. At Chemawa we are very fortunate to reap some of the benefits of our efforts of working together to better the schools and develop a program headed toward this therapeutic model.

Administrators of off-reservation boarding schools throughout the Nation have previously expressed concerns regarding adequate funding levels and student needs to the BIA and to Congress. It is important that these previously identified and presented concerns be addressed.

I would like to say that BIA-funded and operated off-reservation residential boarding schools are drastically underfunded when one compares the total amount of funding we receive as compared to
other residential schools in the five States in which our remaining seven off-reservation boarding schools are located. Please refer to the chart in my testimony which shows this illustration of underfunding.

I have prepared a chart regarding the funding levels of these schools. We looked at the State residential institutions and we have found that in the five States of Oregon, California, Oklahoma, North Dakota, and South Dakota, where our BIA schools are located, the average range of funding for the students in these institutions ranges anywhere from $15,494 to $47,450. When I computed the average, the average funding is $32,258 per student in the State institutions. BIA funding is $12,953. So you can see by this chart that State institutions receive $19,305 more per student, although we are educating, in many cases, some of the same kinds of children.

I also took a look at the annual operating cost for the State adult institutions and what they receive per inmate in these State institutions. The range of funding in these five States ranges anywhere from $11,983 in the State of Oklahoma to $20,525 in the State of Oregon. Once again, the average is $16,464. BIA receives $12,953. So you can see that the State adult institutions still receive $3,511 more than we receive.

This is sad in my estimation because when you find State institutions where adults are being served and they receive more funding than our schools do to try to work with and educate children, it is a sad state of affairs.

I look at it in this fashion. Do we want to put in the funding for these schools now with a chance to turn the lives of these children around? And we have been able to do that in many cases, despite the many obstacles and shortcomings that we have. Or do we want to take and invest the money over a number of years by incarcerating a number of these youths or watching them become a death statistic or become an institution statistic in some mental health institution?

There was a study done by the Portland Area BIA/IHS Joint Committee on Children's Issues, submitted on January 1, 1987. On this particular committee there are a number of individuals from the area office level and also from the local level at the school. This report recommends that beyond the need for more staff dealing children's issues from both IHS and BIA, there is a need for long-term strategy to address the problems of Indian children’s mental and physical health now in an attempt to minimize the future impact on the welfare, criminal justice, alcohol and drug, and health systems just a few years from now. There is a need for both an area and national strategy to deal with this crisis at both the IHS and BIA levels for the coming years.

The report also recommends that a first step in helping to address this problem would be undertaking a major needs assessment study for the Indian children's population in the area. Included in the study should be identification of resources needed overall, resources actually presented, whether these resources are able to be used, and if not why not. There is a need in the overall system of services for Indian children for institutional placement procedures
for evaluating purposes and the need for interagency agreements among BIA and IHS and the States.

One of the things I would like to submit for the committee is a compilation of studies going back about 20 years on BIA schools. I don't think we need any more studies or assessments. I think there is enough information there to go ahead and start working with IHS and BIA to design a plan to improve our schools.

If I may take a moment—I don't want to scare everybody with the document, but I would like to leave the document so that hopefully it could be reproduced and given to each member of the committee for their library or future use. Let me just set that on the table so that I can present that at this time.

Here is a list of a number of studies that have been done over the past 20 years with regard to the needs in off-reservation boarding schools.

I would like to take just a moment and talk about a roundtable conference on Indian adolescent wellness in a holistic context. The consensus statement in the final report of November of 1991 developed by the Indian Health Service in Rockville, MD—this whole report addresses off-reservation boarding schools. The roundtable participants were in agreement that a stigma exists around mental health services. This stigma should be addressed. The IHS tribes and Indian organizations need to become more creative and culturally sensitive when attempting to address the mental health needs of Indian adolescents.

Specifically, the roundtable makes the following recommendations related to mental health. Developing service for Indian adolescents must incorporate the ongoing input and involvement in Indian adolescents themselves. They know what the problems are—incest, violence, alcoholism, and the community—and are more willing to break the denial process about these and many other issues. Adolescents are also less likely to be swayed by politics or jurisdiction in developing an innovative process.

The roundtable strongly recommends that IHS and the National Indian Health Board seek consultation from traditional Indian people and spiritual leaders on ways to improve cultural and spiritual values in the delivery of health care.

The five off-reservation boarding schools funded by BIA receive many Indian children who have been abandoned by providers at home. Of the Indian children attending off-reservation boarding schools, 80 percent come from alcoholic homes, 67 percent are clinically depressed, and 73 percent are actively drinking. The therapeutic support needed by these children is not available.

The roundtable takes the position that IHS and BIA should work together to create model institutions at these schools which will meet the educational, mental health, physical health, and cultural well-being of these troubled children. A joint agreement between IHS and the BIA should provide the sharing of information such as health records and other resources to begin to address the holistic needs of Indian adolescents attending off-reservation boarding schools.

If a demonstration project is needed prior to a larger undertaking, then the roundtable encourages IHS and the BIA to develop this concept.
I believe that the time is now that we must get on with the large scale restructuring of our programs which is required to meet the educational, social, and mental health needs of the other 50 percent of the students that we are not adequately serving. I believe I heard this morning that the drop-out rate was somewhere around 40 to 50 percent or more. I believe a number of these children are leaving because we are not providing adequate services at the school for the kids. Those services relate to the social and mental health services.

We need adequate resources. We need some more funding. It is critical that we have it. There is no time to waste. The lives of our students are precious and we need to get on with the mission of helping these students.

Speaking of mission, we really need to change the mission of these schools. We need to update the mission. Unfortunately, we are receiving a number of very troubled children. But take a look at the public school systems. On the television the other night in my hotel room here in Washington, DC, there were children bringing guns to school. There is concern about the drinking and drug problems throughout public school systems. I think our off-reservation boarding schools are caught up in what society is doing also.

We need to act decisively now to correct some of these things. I think with IHS and BIA working together and starting to do so more diligently now we are going to be able to really reach more of our children and provide a greater program to them.

I don’t want to take the time to go into the therapeutic model unless I can answer questions later. I am one of the persons who has been asked to sit on this task force to come up with this model. I will be happy to answer questions later, but I very strongly endorse all of us working diligently together. And when I say all of us, I mean from the President to Congress to the parents to the States. The States have some responsibility also. I think everybody needs to work with our children.

The recommendations that I have are that we update the mission of our off-reservation boarding schools. We are in the process now at Chemawa of updating the mission and the philosophy statement. From that we will be involving others and also establishing goals. We really need to get on immediately with restructuring our schools.

I would like to recommend that the subcommittee acknowledge this need for support and support a request for $3.5 million each year for the seven off-reservation boarding schools to begin the implementation of the therapeutic residential model.

Our budget request of $3.5 million per year for the seven off-reservation boarding schools has been based upon the fiscal information provided to us from the chief of the mental health programs branch of the Indian Health Service. In discussions with the chief of the mental health programs branch of the Indian Health Service, I have learned that IHS used an average of $50,000 per related mental health staff when they are compiling a staff budget for mental health programs.

It was also recommended that for every 100 students you should have 1 day per week of psychiatric care for that population. You also should have one mental health-related staff per 50 students.
So the estimation earlier from central office and from myself as a superintendent at Chemawa Indian School and as the chairman of the Coalition for Effective Residential Indian Schools would be based on the fact that we need about six mental health-related staff for our schools. I am sure that we can figure the averages out according to the size of the school, but I think six would be your average, whether they be a psychiatrist, psychologist, social worker, nurse, mental health technician, or a contract psychiatrist.

I would like to say also that some of our off-reservation boarding schools are fairly fortunate. We have Indian health services on our campus. I have been very fortunate because we have established a real strong working relationship at Chemawa. They have made a psychiatrist, a psychologist, some mental health social workers, and a trauma specialist available to me. We have established what we call the Eagle's Nest, two dorms that are beginning to work on this therapeutic model in dealing with the students' emotional and mental health needs.

With that, I will conclude my testimony. I will be happy to answer any questions after the panel is concluded.

[Prepared statement of Mr. Gray appears in appendix.]

The CHAIRMAN. Thank you very much, Mr. Gray.

Senator DORGAN. Mr. Chairman, I won't be able to stay for the entire panel. Might I ask Mr. Gray one question?

The CHAIRMAN. Please do.

Senator DORGAN. Your testimony is very compelling and it is testimony that could be given by a number of administrators of different schools.

I sort of concluded that either we should do these schools right and provide adequately for the needs of the students or we should not have these schools any longer. I would like to ask how you feel about those choices.

You make a compelling case for reform. You say that we should not warehouse kids, but bring them to a point, provide for their education and provide for the special needs they have in an effective way. I understand that and accept that. I believe that is critically necessary.

But what if somebody says that the resources don't exist and the choice is, Shall we continue the schools as they now are?

My impression is that we should either change these missions and make these schools effective to satisfy the needs of these kids, or let's just discontinue and do something different on the reservations.

Mr. GRAY. Senator, I am not being smug, but I would like to ask you, Where would these children go if we closed the schools?

I sat on the IHS/BIA task force back in 1986 and 1987. We have found that in many cases the county doesn't want to provide any services to the kids in the area because they say you are a BIA institution. The State doesn't want to provide any services, although we may have children from those reservations in those States in those schools. In some cases, the BIA says that it is part of the State's and tribe's responsibility also. The tribes are saying that it is the BIA's and State's responsibility.
Everybody is pointing the finger and wanting to shift the kids onto somebody else. We have found that these kids are falling through the cracks.

Senator DORGAN. But they are falling through the cracks at the school at the present time.

Mr. GRAY. No, they're not, sir. They are not, sir. You have many kids who are succeeding.

At Chemawa, although we have the average dropout rate that the other schools have, we have about 50 students graduate each year. Without those schools, sir, those kids probably would not have graduated.

Senator DORGAN. When you start school with 280 kids and end with 130 kids, there is something radically wrong. And what is radically wrong is that the mission of these schools does not match the needs of the kids.

Mr. GRAY. That's right, sir.

Senator DORGAN. And you have made that point in a very compelling way. I am just asking whether if the choice is to continue as we now are or close those schools and provide the resources to the tribes that now go to the schools—

Mr. GRAY. In our meetings, I think the administrators at these schools have really come to the conclusion that if we had 50 percent of the population that we were designed for and the current level of funding we have, we could do a very effective job with these kids. Also, a few years back I conducted a study—I kept hearing about the dropout rate. It really isn't a true figure. Some of these kids transfer. We found that 78 percent of these kids were transferring into other tribal schools or public schools or back into them.

Also, I think we have to take a look at our boarding schools as being very successful in some cases of turning children around as to where they feel comfortable and can perform and do choose to go back into a public school or tribal school.

I think we would be doing Indian children in this Nation—especially this special needs group—a very grave disservice. I think it would be very professionally irresponsible and morally irresponsible to say that they need to be shut down if we can't provide the adequate resources.

Sir, I am not referring to you as being—

Senator DORGAN. I understand that.

My choice is to say that these kids have special needs. The problems they exhibit in life—it is a problem that comes from within. They are crying out for help and we need to help them. We either help them now or we will pay a dramatic cost much later. My point is that we have institutions whose mission doesn't match the resources. So the fact is that we have kids who are put there with the expectation that they are going to be helped and a whole lot of them aren't helped at all.

I want the conclusion of this to be a conclusion in which we say that those kids are our responsibilities. Let's make darn sure that we meet our responsibilities. That means establishing a mission statement for these schools that work for these kids and providing the resources to make it happen.

Mr. GRAY. I agree with that, sir.

The CHAIRMAN. Thank you very much.
Ms. Gross.

STATEMENT OF SHIRLEY GROSS, PROGRAM COORDINATOR, PIERRE INDIAN LEARNING CENTER, PIERRE, SD

Ms. GROSS. Thank you.

My name is Shirley Gross and I represent the Pierre Indian Learning Center, which is located in Pierre, SD. We are an elementary school, grades 1 through 8. The Pierre Boarding School began its existence in 1898 and served as an elementary and secondary school until 1972. The Bureau then decided they were going to close the boarding school and a group of parents from four or five different reservations got together and said, "We would like to begin a contract school there in Pierre and use those facilities and start a special needs school." This was in 1976.

The school is represented by 15 tribes in North Dakota, South Dakota, and Nebraska. We have 15 members on our board of education and Cheyenne River Agency is our agency superintendent.

We are accredited by the State of South Dakota and our academic program exceeds the qualifications for the State. Our main source of funding is from the Bureau of Indian Affairs.

Our enrollment has remained fairly stable at the Pierre Indian Learning Center, between 160 and 180 children. We do not see the high dropout rate there. We stay in the 90 percent for our children. We do track our children once they leave our school to see where they go to make sure they get into another school system. If they don't, we go ahead and ask the county authorities to press educational neglect against the parents.

Mr. Chairman, 100 percent of our students at the Pierre Indian Learning Center are social referrals. We do not get any academic referrals for our students. This was the wish of the board when they began this school in 1976 that this be a special needs school for children who had fallen through the cracks on the reservation. The reservations had the academic program, but they did not have a safe environment for the students.

We also have a student profile on our students. I didn't bring that with me here today, but that student profile shows our children's problems in every area of sexual and emotional abuse, substance abuse, all of the areas where they lack their skills. I will submit it to this committee for the record.

Our boarding school profile shows 100 percent of our students in most need of academic, socialization, emotional, physical, self-esteem building—all of those skills. They run the 100 percent.

Many of the complaints that are heard across the country right now are on the test scores and that the children are not achieving in these boarding schools. The kids who are sent to our boarding school have so many problems that their academics are not of a real high importance to them. They are so preoccupied with what is going on at home that is very hard for them to be in the classroom and pay attention to the teacher and do their work. This is where we need to start, helping them emotionally and physically to become strong and start a healing process with them.

We do have success from our students at the Pierre Learning Center. Although our kids only go from grades one through eight, we do try to track the kids into the high school and see what their
success rate is there. We do not have a tracking system for after high school. Some of our graduates from our school do come back and visit our school and tell us that if it had not been for our school they would not have been the counselors and teachers that they are now today.

We had an OIEP evaluation of our school done in October 1993. On a scale of 1 to 5 with 5 being the highest, the lowest number we received was 3.9. That dealt with everything on the services we provide to our children plus how the children felt about our school. Our children feel very safe in our environment. They feel good about being in our school.

With the number of problems that we have—the problem we have is that we can't help them in all the areas where they need help. We do not have the psychologists. We don't have psychologists on our staff and we are not close to a facility that can give us those services. We take about $60,000 of our regular program money and hire people to come into our campus to help us therapeutically determine what the child's needs are. But from then on, it is hard for us to provide the counselors and the services these children need.

In OIEP's evaluation, they said that the Pierre Indian Learning Center should be considered as a special needs school and that additional resources may be necessary in order to develop the learning center into a model residential therapeutic school. The time has come for this concept and it should be given serious consideration.

Each one of us at the table today have our own unique problems and concerns, yet we share a common bond; we all have a residential boarding school. We have found out through this past year in working with one another on a therapeutic model that we just do not have the resources to meet our children's needs. We hear quite often about these residential schools becoming dumping grounds for kids that nobody else wants.

I know it is very hard for people to realize, but these little children from 6 to 15 years of age who have serious problems have also become very delinquent from where they are at, but we still have to deal with that child. That child still needs to be dealt with. We feel that we are doing a good job at the learning center, but we have used every resource we have on hand to do our job.

There was a question on the pay scale. We are a grant school and our starting teacher's salary is $18,900 per year. If our funding remains the same that is, then we are going to have to figure out how we are going to give 3 percent or 4 percent raises for our staff. Our residential staff are paid $6.50 per hour for the starting wage. They are dealing with children that they are not trained to deal with. They are in a high-risk area themselves. Those children are in a residential setting for 16 hours a day, 7 days a week. They are to provide the parenting, the counseling, and the recreational activities. We just do not have enough resources to do that. But with what we do have, I feel we do a very good job.

I will submit the student profile so that this committee will have an idea of what our students are. Our dropout rate is not high. We do followup on the kids who leave our school. We are accredited. We have written our own curriculum for our school.

I thank you for giving me the opportunity to appear before you.
[Prepared statement of Ms. Gross appears in appendix.]
The CHAIRMAN. Thank you very much, Ms. Gross.
Mr. Belkham.

STATEMENT OF JACK BELKHAM, CHIEF SCHOOL ADMINISTRATOR, FLANDREAU INDIAN SCHOOL, FLANDREAU, SD

Mr. BELKHAM. Mr. Chairman and members of the committee, I am Jack Belkham, superintendent at the Flandreau Indian School. It is a pleasure for me to be here today to tell you a little bit about Flandreau Indian School and suggest ways in which you may help us.

The Flandreau Indian School is an off-reservation boarding school for grades 9 through 12 with up to 600 students. We are accredited by the State of South Dakota and by the North Central Association of Colleges and Schools.

Our student body population has changed over the recent years in that we now have more students who have a social reason for attending. As our student body has changed, we need greater flexibility to change to meet the needs of these young people. We feel our funding needs to be increased considerably so that we may be able to add more professionals to the home living staff. Our academic department is funded on the Department of Defense pay scale. Our home living department is funded on the Public Law 95–561 pay scale, which is considerably lower, even for those in the professional positions. Consequently, we have a pretty high turnover in the home living, and that is the area in which we are having most of our problems.

We have some good programs within the home living that are successful to a degree, but we need the therapeutic model to add to it.

The $509,000 per school that was mentioned certainly would be a start, but I think it will probably take double that amount to do the job as we would like to do it. As it is, we are able to graduate between 70 and 100 students each year. If we had some additional funding in the home living area, I think we could definitely increase that.

Our dropout rate at the Flandreau Indian School is in the 40 to 50 percent range, but that doesn't necessarily mean that they are a true dropout. Most of these students—about 30 percent of those—are transfer students. They go back to the city or reservation they are from and continue their education. We don't know how successful they are, but we do know they get a transcript and enter the other school. Then we are not able to track them.

The reason for that is that on the application there are two categories, one for academic reasons to attend an off-reservation boarding school and one for social reasons. At least 80 percent of ours are social reasons. Sometimes that social reason at home changes. A one-parent family may get back on their feet and request that student to come home. In that particular case, neither the student nor the school has failed. However, that student leaves and in the end will be in that statistic when you take it across the board.

We have tried to set our academic program up so that when students who come in behind and are older we try not to put them
in a position where we are asking them to catch up in 1 school year. We are telling them that it is OK if they don't graduate in the traditional 4 years. They may take 5 if necessary and then look for something after they leave us.

On the other hand, we do have some gifted students. Those students who want to, we try to work with them so that they can graduate in less than the traditional 4 years. We do have a few of those each year that do graduate in less than 4 years.

But again, going back to those others in the area where we need additional help is professional people. We do lose some of those students. They go back and they do not go to school. A few of them do come back to Flandreau after they have been absent and are sometimes successful the second year. Some of them are not.

But when we compare our costs with the other costs in the State, as Mr. Gray did earlier, it looks about $20,000 per student that they are spending more than we are in educating their young people and trying to meet their home living needs. Our students come from quite a distance. There are very few students who check out on the weekends. They are with us pretty much from August or September until Christmas. We send the buses home and they come back in January and are there until graduation in May or June.

With that, I will conclude and be glad to answer any questions you may have.

[Prepared statement of Mr. Belkham appears in appendix.]

The CHAIRMAN. Thank you very much, Mr. Belkham.

Mr. Taylor.

STATEMENT OF KEN TAYLOR, CHIEF SCHOOL ADMINISTRATOR, SHERMAN INDIAN SCHOOL, RIVERSIDE, CA

Mr. TAYLOR. Mr. Chairman and committee members, thank you for the opportunity this morning to address you. I am Ken Taylor, the chief school administrator at a school in Riverside, CA, called Sherman Indian High School.

I want to give you a little background about myself because I am going to give you my opinion in a few minutes. I am a full-blooded Creek Indian from Oklahoma. I am also a Haskell graduate. Before Haskell became a college it was a high school at one time.

I started working at Sherman Indian High School in 1973 as a teacher and a coach and I have gone through the entire administrative system at all levels. During that time I have seen 14 principals and/or assistant principals come and go from that school. All of that time, the need for more money was there. When I was at Haskell the need for more money was there.

I say all that to tell you that this need that we see in the Bureau schools has not just popped up on us. It has always been there. I am under the opinion that we, as schools, are going to have to become student-oriented. I agree that we need to restructure, but the restructuring has to come from within us. We need to involve the total learning community, which starts with the students and works up through the staff, the parents, the unions, the school boards, the tribal people, and the local community. The whole total learning community must be involved. I have only been in this position for 1 1/2 years.
If we don’t move forward in the education of our young people, we might be on the right track but we will get run over. In California, the surrounding school districts pay a lot more as far as their teachers are concerned. But we made a drastic effort to go out and offer them—we got the top two teachers in Riverside County to come to our school this last year. It is something that we must do if we are to move forward.

I will be real brief and just tell you that the need for more money will always be there. But we need to do things as a school to make sure that we are attempting to meet the needs and to show that we are involved. This all starts with the students. We must be creative with our budgets. We need to utilize the local resources that are around us, such as the local colleges, junior colleges, the adult education programs, the GED programs that are around us, the unified school districts around us, the local service organizations that are around us. We must do that.

Again, we need to use something called common sense in dealing with everybody that is involved in the learning of our young Indian people.

Thank you very much.

[Prepared statement of Mr. Taylor appears in appendix.]

The CHAIRMAN. Thank you very much, Mr. Taylor.

Mr. Abeyta.

STATEMENT OF JOSEPH ABEYTA, SUPERINTENDENT, SANTA FE INDIAN SCHOOL, SANTA FE, NM

Mr. ABEYTA. Mr. Chairman, my name is Joe Abeyta and I am here on behalf of the Santa Fe Indian School in Santa Fe, NM, and the 19 pueblos of New Mexico that have formed a corporation and contract with the Bureau of Indian Affairs for the operation of the program.

For the record, I would like to introduce you to three of the students I brought with me from the Santa Fe Indian School. Melissa Chavez is from San Juan Pueblo and she graduated this year; Matt Abeita is from Isleta Pueblo and he graduated this year also; Jonathan Teba is from Santa Clara Pueblo and he graduated this year also.

Senator, before we left we had an opportunity to meet with a number of people from our pueblo community. They asked that before I start my testimony that I extend to you their best wishes. They are certainly aware of your concern for Indian people, have personal knowledge of the interest you take in our school, and as a matter of fact the interest you have had on behalf of our pueblo community. For that, they are very, very appreciative.

I think it is quite obvious from the results of the comments so far that we are all different. At the same time, there are similarities. In the opinion of the Santa Fe Indian School, it all boils down to community; what the community comes together on with regard to identification of needs, and what the community decides on in terms of solutions.

Historically, in the area of Indian education there have been lots of people with different opinions. As good as those opinions are and as organized and as smart as they are, they have not been as effec-
tive as the definition of needs which comes from the community itself.

Critical to any solution is a commitment on the part of people that something needs to get done. A commitment on the part of the Government is part of it. A commitment on the part of tribal officials is another part of it. But commitment on the part of parents and commitment on the part of students is an absolute must, an identifiable constituency, a sense of ownership that translates into a sense of responsibility.

Mr. Chairman, you are aware that in 1977 the 19 pueblos of New Mexico chose to contract under a brand new piece of legislation called the Self-Determination Act. You will probably also recall that we were in Albuquerque, NM, and that school was defined by the Bureau of Indian Affairs itself as the worst in the entire system.

In terms of our statistics, there were better than 50 percent of our kids who were leaving, a lot like today. The turn over in regard to staff was unbelievable. The attitude of the kids was very negative. There were occasions in our early days, Mr. Chairman, when there were students who were shot in the neighborhood. Any number of threats from our community that the place should be shut down because there is no good that can possibly come out of that institution.

There were young girls that were raped. There were frequent rock-throwing contests with the boys school adjacent to our school in Albuquerque. Vandalism was crazy. Every morning we were repairing broken windows and replacing light bulbs. There was no sense of responsibility and very, very little commitment regarding school and success.

Very early on, Mr. Chairman, when we traveled with our students we wouldn’t tell anybody where we were from. It was an embarrassment.

There were other schools in New Mexico that wouldn’t allow us on their campus because they were concerned that our kids would start fights and we would vandalize their school.

It is honestly amazing when people accept a definition of who they are. It is amazing how they behave because there is a relationship. I think very early on it was quite clear to us that we needed to redefine our school. We needed to do that. We needed to accept responsibility for that.

Third, we need the help of everyone who is available to help. Certainly, there is a role and a responsibility for Government; there is a role and a responsibility for State governments; there is a role and a responsibility for tribal governments. But essentially it starts with the school community and an attitude that there is a change that needs to be made, there is a desire to get that accomplished, and there is a sense of responsibility that goes along with it.

For the first 8 to 10 years it was a day-to-day issue with regard to survival. There were lots of criticism and lots of threats regarding our accreditation. There were lots of threats from any number of people. But thank God we had the support of our tribal officials who acted on our behalf and defended us when push came to shove and gave us that opportunity to turn the school around.
Gradually, and little by little as the result of some hard work, we gained more and more of the absolutely crucial community support. We had people coming to our campus and assisting us without any kind of compensation; everything from planting trees to working in the dorms and working in our academic program. The students began to realize that in fact there was an interest in them.

Historically, they were sent away from home. It doesn’t take long, Mr. Chairman, for a youngster to realize that they are not wanted. When you have it in your head that you are not wanted, it is predictable that they are going to act up and cause difficulty and be an unbelievable problem. In many cases, that is the only way they know how to respond. Little by little, we have developed a more positive attitude.

With our kids from Santa Fe and our kids in the pueblo community, athletics is very important. I love athletics myself. Those kids play ball all summer long in their communities. We worked on an athletic program and very recently we have won State baseball championships and we have won State basketball championships. I will tell you that Indian people, more than any other group I am familiar with—if you have a team that is winning, they will come from miles around to support the team. Once you have them in your school and you have them following your program it is much easier to involve them in other things that have to do with curriculum development and that have to do with more particular roles in regards to strengthening the school program.

You are familiar with our exchange program, an opportunity for our kids to go to Hawaii and be part of the Kamehameha School and for those kids to come to our school; for our kids to go to India and have some of the Dalai Lama’s kids come to our school. This develops a sense of similarity between students. It develops a sense also of differences. I have had kids who have come to the east coast to participate in summer school programs and when they come back they tell me, “Mr. Abeyta, our school is a joke. Do you know have any idea of the number of hours that students at Andover have to study to prepare for an assignment?”

Just a few years ago we had a school walkout because we were demanding 1.5 hours a day of study hall. I think that once students see what other students are doing and understand more clearly that work is a critical part of success that you begin to see people buying in—when you get to a point of students seeing other students going out and succeeding—an opportunity for students to come to hearings like this one to hear of the difficulties we are confronted with—they are stimulated with a desire to work harder.

Mr. Chairman, 70 percent of my kids are going on to college. The students that are here are not the valedictorians or the salutatorians of our graduating class this year. In my opinion, they are typical of our senior class. We had 93 kids that graduated. There were better than 3,000 people who came to our graduation. There is a sense of pride that is emerging.

The 19 pueblos that contract for the operation of the school had their governors in attendance. Senator Dominici has been a speaker at our graduations. Congressman Richardson has been there. Senator Bingaman has been there. The governor from our State has been there. All that comes together in a way that kids begin
to sense that there is a responsibility. There are people that in fact care. But basic to it all is that I must make a difference. I need to make a commitment.

It is not easy. And I don't want for a second to pretend or have anybody think that it is a perfect place. Yes, we still have difficulties. As a matter of fact, very recently at one of our parent meetings when I was talking about things we want to propose for next year, one of the parents was quick to point out, figuratively, that the Albuquerque and Santa Fe Indian School was a truck going out of control downhill and that our initial task was to put on the brakes and stop it, and then to carefully turn the truck around, but not too fast, because it would be likely to turn over, and that presently we are just getting to point zero with what we have. We are just at the horizon and somehow or other we need to keep in mind that the tasks are still tremendous and that there is a tremendous need for support and help.

In my opinion, the help that we need more than anything else is the encouragement of students, to help in getting everyone to realize that they have a responsibility. Once again, Mr. Chairman, I think the Federal Government has a responsibility, but I think that parents have a responsibility also. When my kids get into trouble, I usually send them home and require that the parents come back with the kids so that we can all sit down together.

I am a little confused about my designation. Some people say I am on-reservation, but in fact I am not on-reservation. People say you are off-reservation and in a sense we are. We are very, very fortunate in Santa Fe. We have kids coming from Zuni 3 or 4 hours away; we have kids coming from Towson and north; I have Hopi youngsters coming from Arizona; as a result of some intervention by Congressman Richardson, I have some Navajo kids coming to our school; we have quite a variety. But in regard to all of them, when a parent can't come, we try to find a couple dollars so that it is possible, if they choose.

But the whole point of it—and I don't mean to make it sound like an oversimplification—I have for the record testimony that is in a bit more detail—but what it boils down to is responsibility, acceptance of that responsibility, and execution of that responsibility by everyone concerned. Once you are able to turn that truck around and get it to point zero and you begin to shift the balance—at one point I think it was 80 percent of our kids drinking every day, coming into the office drunk making demands—shifting that to a point where we have 80 percent that are trying hard and the 20 percent are beginning to follow. I think over a period of time we are going to look at even more success.

With regard to needs that we have, funding is important. It is critical. But in my opinion, it is more important how it is administered. I don't have fault with Mr. Tippeconnic and how the Bureau funds our programs, but there must be something done. At the present time, I have hired staff for the next year, but we have no idea about the amount of money we are going to receive. As a matter of fact, we won't have an allocation that is definite until January, February, or March of next year.

If you want consistency with regard to staff—and people agree that staff is a critical part of an organization—you have to be able
to provide some kind of security that you're going to be around. That is very difficult to do now. We project budgets, we do our best to estimate what our costs are going to be, but in fact that system is inadequate and it compromises all of us with regard to how a program should be run.

I wish there was a system within the Bureau where incentive money might be set aside and allow people locally to come up with some ideas. It is not my agenda to compete or conflict with anyone with regard to needs as they see them and solutions as they perceive them. We have our set of problems. We have some ideas about things we would like to do. We need some support in terms of an efficient system for administering the budget. We need more money for our program to succeed.

A concept of site-based research is something we have been promoting and something we are doing now that has produced some success. Essentially, that means that teachers and people who work in the dormitory—who to this point, in my opinion, have really been neglected in terms of having any kind of sense for what might work—those people need to be given an opportunity to define a problem, to look at some strategies, and be encouraged to solve it onsite.

I think those initiatives need to be supported by colleges and universities. Our guys don't have to go away to a university across the country. The universities need to have some incentive to come to us and to work with us on issues that are important to us onsite. If those solutions work, they need to be shared with the rest of the schools and to anyone else who wants to take a look at them.

Right now we have an extraordinary relationship with the University of Illinois. As part of our graduation ceremony this past year, seven people received their master's degree, and they did it in Santa Fe on our campus working on topics and issues, preparing papers that related to the needs of our school. You would be surprised what that does for morale.

If we are not able to pay people, there are programs of incentive that encourage people and conversations concerning interest in professional development and real respect with regard to the ideas and opinions of staff and faculty. We don't need people from across the country to come down and tell us what they think might be the solution. We need to take some responsibility. We need to accept some responsibility and we need to assert ourselves in regard to addressing some of these needs that are important.

In conclusion, Mr. Chairman, let me simply say that every school is a little different. Indian people across the country are different. I don't know that there is any particular solution that is going to solve the problem for us all. I think that the responsibility is local and I think it is the responsibility of each of us to recommend things that might be a solution to us and get people to respond and help us, and give us a period of time to do that.

I hope that there would be agreement that the days of people coming from the outside and saying "This is what you need to do and this is how you need to do it" are gone. I hope that more and more Indian people are respected as being capable, that Indian people are appreciated as having insight regarding the education of their children.
Throughout the country, certainly in the pueblo community, the language and the culture is alive. It may be struggling a little, but it is alive. It is directly related to the fact that there is an education program in our communities that has existed for hundreds of years. There are principles of education that we need to open ourselves to so that when kids come through our school program there is a familiarity and something they recognize and our communities can see that there is value.

Parental involvement isn't inviting them to a meeting once a month and sitting down and drinking coffee and having donuts and reporting to them about what we are going to do. Community involvement has to do with making people feel that they are a part of the school community, that they have a responsibility, and that if they neglect that responsibility we are not going to succeed. No one can succeed by themselves. There must be a commitment by everyone involved regarding the education of our children.

Thank you very, very much for this opportunity. We appreciate it.

[Prepared statement of Mr. Abeyta appears in appendix.]

The CHAIRMAN. I thank you very much, Mr. Abeyta.

About 5 or 6 years ago I was on your campus at a time when your school was selected as the No. 1 school in the Nation. I gather that it still continues to bear that distinction.

Mr. ABEYTA. Mr. Chairman, every year our seniors leave us and a new group of kids come in. Every year is a challenge. I would like to think that we are still continuing in the tradition of those kids that have left us, but every year—as all these people will attest to—is a challenge. We have new kids coming in each year.

I have good kids with me today. I would hope there would be an opportunity for them to have a chance to visit with you.

The CHAIRMAN. My first question to the panel is, Which is better? Grant or BIA schools?

Mr. ABEYTA. There is no doubt in my mind that if you consider ownership as a condition for responsibility that a grant and contract school lends itself to that sense of responsibility and ownership.

I think historically a lot of Indian people have looked at the school system as belonging to someone else and therefore there is not a role for them there. Through a contract and through a grant, a tribe accepts responsibility that is laid out in a document. At the end of the year there is an evaluation done and either it has succeeded or it has failed.

I believe that there is no doubt that ownership and thus a sense of responsibility makes for a positive institution.

Mr. GRAY. Mr. Chairman, I would like to agree with that. I think that ownership in the school certainly does make a difference. I would dare to say that some of the off-reservation—Mr. Abeyta is very fortunate that most of his students come from within a 150-mile radius, which lends itself to a very effective situation where he can communicate and bring parents in. Many of our kids come from hundreds or thousands of miles away.

But I think that ownership with everybody involved—the tribe, the staff, the students—makes a great deal of difference. And that can be done. There are some things like that happening within our
off-reservation boarding schools that are operated by the Bureau also.

The CHAIRMAN. Any other comments as to which is preferable, grant or BIA?

Mr. BELKHAM. Mr. Chairman, I think that is probably the call that the school board makes. They have the option to go for a grant school if they so desire. In some cases, like Flandreau, they have not opted to exercise that option mainly because of the distance the school board members come from and the student body.

By the same token, they are working for the ownership that we all agree is so important to an institution, but it is the school board's call whether to go for a grant or BIA school.

The CHAIRMAN. Do you think it is important to compare Santa Fe with the Flandreau?

Mr. BELKHAM. There are some comparisons you could make. There would be some that would be difficult to make. I think it goes back to the profile of the student body which makes the comparisons difficult to carry out.

The CHAIRMAN. I gather that all of you will suggest that the funding is a basic problem.

Ms. GROSS. May I make a statement?

The CHAIRMAN. Please do.

Ms. GROSS. We are thoroughly committed to our program and we have gone through all our resources and networked with everybody we can network with. Parents are a problem where we are from because many of our children either don't have parents or are wards of the court or have been placed there by social services for one reason or another. We have exhausted all our resources.

I feel sometimes in hearing comments made that if we just go back and tighten our belts a little harder and lift ourselves up a little higher, if we can just work a little harder we could accomplish more. We are at that point where we are accomplishing as much as we can with our kids. We need to invest all our energy and time into these children so that they can go out and become working adults in the community. We do not have enough resources at our disposal to accomplish that. We do not have enough resources to heal them emotionally and physically. We are using everything that we have over 100 percent.

The CHAIRMAN. Is there an admissions policy that would compel you to take every student that applies, or do you have the flexibility of denying admission?

Mr. BELKHAM. We have the flexibility of denying the admission.

Mr. GRAY. Mr. Chairman, let me read you the criteria for admission.

Under the social criteria, the child will be accepted if he is rejected or neglected, the well-being was in peril due to family behavioral problems, has behavioral problems too difficult for solution by family or local resources, or has siblings or other close relatives enrolled who would be adversely affected by separation. Those are the social criteria.

If you take a look at those, in many cases, it is pretty difficult to deny a great majority of the students under those social criteria if the child is being referred. Very few of the children are being re-
ferred for educational criteria. Some of these educational criteria are kind of outdated, I believe.

If the school is severely overcrowded, they are accepted if they do not offer the student's grade—for example, if there is not a ninth grade at their community—exceeds 1.5 walking distance to a school or a bus, do not offer special vocational preparatory training necessary for gainful employment, do not offer adequate provisions to meet the academic deficiencies or linguistic cultural differences.

The CHAIRMAN. So most of your students have been admitted for social reasons?

Mr. GRAY. I would say that 80 to 90 percent are admitted for social reasons.

The CHAIRMAN. Ms. Gross, what is your policy?

Ms. GROSS. Our policy is to accept children on social reasons. We do not accept children for academic reasons only.

Mr. ABETYTA. Our only criteria is that a kid wants to come here. There are no admission criteria. I might point out that the number of special ed kids is going up and up and up at our school. But still the fact is that there is no criteria.

The CHAIRMAN. Mr. Taylor.

Mr. TAYLOR. We have an admissions committee cross-section across campus, and we only admit those kids that we think we can help.

The CHAIRMAN. As part of your policy, do you have the right to reject a child and dismiss him?

Mr. BELKHAM. Back to the admissions, we also have a committee that looks at them. Last year I think it was between 45 and 50 applications that we reviewed and sent back and told them that we did not feel that at the particular time they applied that we could meet their academic or social needs. In most cases, it was a social need.

The CHAIRMAN. Can you dismiss a student?

Mr. BELKHAM. We can suspend a student for a period of time, and we do that occasionally after they have had due process.

The CHAIRMAN. But no dismissal?

Mr. BELKHAM. It could be a permanent dismissal if they do something like a felony or something like that. Then we might go for an expulsion rather than a suspension.

The CHAIRMAN. Mr. Gray.

Mr. GRAY. Going back to the admissions criteria, in many cases, the referring social workers and education staff on the reservations—whether they be BIA or IHS or tribal employees—often don't give us the adequate information we need to make some decision as to whether to accept or reject a student. Often they will give us just enough information to accept the kids, then once they get there and the student gets into mischief, we will see that they have a lot of other needs. We find out that they aren't always truthful with us.

In some cases, some of the kids are referred to the school by a court system or a juvenile probation officer. They will give them the choice of reform school or a boarding school. So in many cases, it is a sort of dumping ground.
I would like to agree with Mr. Bentham. Yes, we can suspend students. In some cases, if the situation is serious enough we can expel a student. We do give that information to our school boards.

In our situation, with our drug and alcohol program, we have a policy that says that if the student is in non-compliance with his drug and alcohol program, then he is administratively released, or sent home. I have a system whereby if a kid keeps drinking, fighting, and raising cain on campus, then we send him home. But I have a program whereby we contact the drug and alcohol agency in the local community and get the student plugged into that program.

We have had children sent home as many as five times. We have a number of children who have dramatically changed the behavior, attitude, academic standing—the whole bit—because of our policy with our drug and alcohol program. We have had kids who have been failing all their classes and go through our drug and alcohol program and therapy and so forth and come back. If they don't comply with the program, they are sent home. We allow them to come back if they can maintain verifiable sobriety or are off drugs for a semester. We have been very successful in many of those cases with many of those students.

The CHAIRMAN. Ms. Gross, do you have a policy of expulsion?

Ms. GROSS. We have a policy on admissions, suspension, and expulsion, which is required. We don't expel our students. If we find that we have a student that we cannot work with, we contact the sending agency on the reservation and work with them in placing the child someplace else, usually a residential treatment center of some type or mental health services. These children are far and few. I think this process has been used on five or six children over the last 5 years. But we do work with the sending agency, they are just not expelled.

The CHAIRMAN. Mr. Abeyta.

Mr. ABETTA. We dismiss kids. We dismiss them if we get to a point that through their behavior they are demonstrating that they don't want to be a part of our program. But the interesting thing is that within a semester they are eligible to reapply. And we do get kids that reapply. As a matter of fact, I have had kids 10 and 12 years that we dismissed that are now bringing their kids and saying, "I want my son or daughter to be a part of your program."

We do dismiss kids. This last year I suspect we dismissed about seven kids. But they are all applying for readmission this next year.

The CHAIRMAN. Mr. Taylor.

Mr. TAYLOR. We have a policy of expulsion, suspension, and probation. We have a review board that the students sit on along with staff members. Depending on the severity of the violation, normally anything that is detrimental to that student or the students around them—violence, weapons, anything of that nature—will normally come up before that review board and they will be suspended.

The CHAIRMAN. Do all of your schools have waiting lists for admission?

Mr. GRAY. We do at Chemawa. We don't admit every child. This last year we accepted 414 students and we turned a number away for the mere fact that our facility can accommodate approximately
400 students. Some of the kids that we turned away, we did discover had problems that we couldn't address with the programs we had at the school.

Ms. GROSS. We have a waiting list. Our enrollment went from 161 a year ago to 181 this year. We had a waiting list last year and there were students we couldn't take in. We do screen our students as best we can, but social services and other officers on the reservations have a unique way of writing these social summaries up so that we don't know the whole story on the child.

Mr. ABETYA. At the present time, we are full for next year. There is no space available. We do have a waiting list and it will grow between now and the beginning of school and August.

Mr. TAYLOR. This last year we had 710 applications to attend Sherman Indian High School and we only accepted 450. We could have accommodated about 510. As soon as the enrollment was closed, we established a list of applications for this coming fall. We have approximately 40 applications on file right now for next fall.

The CHAIRMAN. Ms. Gross and gentlemen, I thank you all very much for sharing your wisdom with us. We hope that as a result it will improve the situation.

Now may I call upon the following: the vice president of the BIA Council of the Portland Area, Mr. Patrick Melendy; the chairman of the Turtle Mountain Tribal Council of North Dakota and board member of the Wahpeton Indian Boarding School Board, Hon. Richard LaFramboise; a student of Sequoyah Indian High School of Oklahoma, Ms. Tammy Lowe; a student of Riverside Indian High School of Oklahoma, Mr. Sheldon Holder; and board member of the Flandreau Indian School Board of Flandreau, SD, Ms. Cynthia Kipp.

Mr. Melendy.

STATEMENT OF PATRICK MELENDY, VICE PRESIDENT, BIA COUNCIL (PORTLAND AREA), NATIONAL FEDERATION OF FEDERAL EMPLOYEES; AND HOME LIVING ASSISTANT, CHEMAWA INDIAN SCHOOL, CHEMAWA, OR

Mr. MELENDY. Mr. Chairman and members of the committee, allow me to introduce myself. I am Patrick Melendy, an enrolled member of the Hoopa Tribe of northern California. I currently serve as the vice president for the Bureau of Indian Affairs Council of Consolidated Locals of the National Federation of Federal Employees and as the president for the Oregon Federation of Federal Employees.

During the regular school year at Chemawa, where I work, I am employed as a home living assistant working in the residential program. I worked in the school's dormitories briefly in 1972 and have returned to work in the dormitories since December 1985. I am one of those employees that work right in the trenches every day with the kids from 3 to 12 midnight in the residential program. It is interesting to hear some of the comments that have been set forth so far this morning.

The purpose of my statement is to help this committee assess the performance of boarding schools in accomplishing their missions. This hearing could not come at a more opportune time for the four
remaining off-reservation boarding schools are at the crossroads of survival. 

In terms of the mission of the schools, I agree with many of the comments that have been brought forth this morning. The mission of ORB schools is changing dramatically. We have an increasing number of at-risk students that are now attending our schools. But there seems to be some confusion in which path we should take. I know, for instance, at my school that we have struggled over the last 4 years to determine whether we were going to remain a 4-year high school, become an alternative school, or go in a different direction. And during that time period there was a lot of controversy, a lot of conflict, and a lot of dissention.

Fortunately for us, our mission is now directed at becoming an alternative school in order to meet the needs of at-risk students. The new mission resulted from many employee meetings, training sessions, and workshops. The school’s mission had to be narrowed to focus on a particular type of student needs. It is clear to many people that programs and services required to meet the at-risk behavior of students must become more specialized, they will cost more, command more resources, and require cooperative labor-management relations.

ORB schools are going through a difficult transition as they enroll an increasing number of students who are identified as at-risk and at a time when money for programs is limited. Budget constraints and student needs are forcing all ORB schools to redefine their missions and redesign their academic and residential programs. The union’s recommendation on the subject of school missions would be that ORB schools narrow their mission statements in order to focus on the most important educational and residential needs of those students.

In terms of assessing the performance of ORB schools in accomplishing their missions, I understand that assessing the performance of ORB schools is an activity regularly carried out by the Office of Indian Education Programs. This assessment process is conducted via a monitoring and evaluation of each ORB school. The school that I work at has had three such monitoring and evaluations over the last 4 years. These monitoring and evaluation reviews are conducted by individuals who are respected educational professionals, many of them Indian people themselves. They provide good information regarding the performance of ORB schools. The recommendations in these reviews describe remedial actions that can help to clarify a school’s mission and provide direction in the redesigning of the programs for students.

However, what happens with the recommendations made in the OIEP evaluations? How do ORB schools show that they prepare and implement comprehensive plans to meet such recommendations?

One recent monitoring and evaluation report stated:

Whether this review impacts changes or brings about improvements in existing processes will remain to be seen. Given the history of past reviews conducted within the last 5 years, the tendency has been that there have been no gains or recommended changes have been stuck within the bureaucratic process.
If the problems which existed in 1980 are still one and the same as problems voiced in January 1994, any review conducted is merely an exercise in futility.

Does self-monitoring by OIEP work? Or should the process be revised to assure that findings and recommendations receive proper response? The union would recommend in this point that all ORBS monitoring and evaluation findings be mandatorily followed up on by the evaluating team that did the evaluation within 12 months after a monitoring and evaluation report has been released to assure that a report of findings has been prepared.

Most recently, the Affiliated Tribes of Northwest Indians passed a resolution regarding monitoring and evaluation at the school where I work. They have a concern. I know that you are familiar with the Affiliated Tribes of Northwest Indians. They do not pass resolutions unless they have researched the situation and feel secure in what they are doing. As I said, they have expressed major concerns. Copies of the resolution will be made available to the committee.

There have been other reports—and Mr. Gray mentioned this—that have been done over the last 10 years. They are very thorough. Some of those I have looked at give many recommendations. When those of us who work in the trenches become aware of these reports, we always have anticipation that there will be change, that improvements will be made, that working conditions will become better, that we can more effectively serve our students. And when those changes don't take place after we are aware that such work has gone on, we tend to get very disillusioned. Some of us become somewhat apathetic about believing that there is going to be any change in the future.

So I think it is extremely important for OIEP and for the committee to take a look at what happens when so much effort, money, and time is spent during the monitoring and evaluation process and what happens to those recommendations.

In terms of the academic and residential programs, students who are at-risk and behind academically need a longer school day accompanied by specialized programs outside the traditional school hours. At least one ORB school has adopted a 21st century boarding school program which includes a school site-based council that has broad employee and student representation. That is the school I come from.

This site-based council is now in the process of developing an alternative education program that will integrate traditional academic services with nontraditional academic settings and work toward an outcome-based educational model. Such a program provides a realistic approach for meeting the social and educational needs of at-risk students.

Indian education specialists have recognized the need to improve student services in residential programs. We have heard much of that already this morning. In years past, residential program staff were expected to provide only the most basic of services such as student accountability, teaching a student about room care, personal hygiene, or settling a minor dispute.

Today, the duties of a residential employee are complex and demand more education and skill development related to adolescents
and how to respond to at-risk behavior. The 16 hours the dorm staff spend with students today demands that they are able to recognize, counsel, document, followup, report, and refer at-risk behaviors. Incidents of drug use, alcohol abuse, fights, assaults, damage to school property, and student absenteeism are common occurrences in some ORB schools. And we have heard a little bit about that in earlier testimony.

If you can imagine a single staff being in a dorm with up to 50 students at one time, it becomes quite overwhelming. The employees end up feeling as if they are only warehousing students. Because adequate staffing and programs are unavailable in academic and residential departments, ORB schools often lose a dramatic number of their total enrollment before the end of each school year. We must ask: What happens annually to the hundreds of students who leave ORB schools before the school year is completed? How will they impact the future of their tribes and tribal resources? Granted, we have our success stories. But we also lose a tremendous amount of our students.

In reference to a report on the mental health needs of students in ORB schools, a psychologist for the Portland Area states that many of these students return to their home environments lacking any new skills to deal with their environment. Many students will end up with a marginal existence. Many will continue inappropriate behavior until they become institutional patients or inmates in our jails and prisons. This is a sad commentary on Indian youth if we are unable to reform and revitalize programs within the off reservation boarding schools.

Residential programs for ORB schools are woefully short of trained staff and resources. While residential staff are expected to be accountable for students up to 16 hours a day, we are the least trained and the lowest paid of all ORB employees. Higher education and certification requirements must be set for new hires in residential programs.

All existing residential staff must have the opportunity to obtain education and certification in order to improve skills in working with at-risk students. Salary scales for residential staff must be set at a fair level so as to recruit and retain qualified individuals.

Residential staffing ratios are currently unacceptable. BIA standards allow for one staff to 50 students. At some schools, maybe that is not so bad when they have a dormitory or a barracks-type setting. Maybe they can adjust their handle to that. But in our situation, we are set up in a cottage style dorm with three different levels, a dorm style more like you would have at a community college. It is very hard to monitor and be aware of what is happening with the students.

An average ratio during peak enrollment can run as high as 1 staff to 40 students, occasionally reaching 1 to 50, as I mentioned. One ORB school staff has stated that her school's residential program has ratios as high as 1 to 80. If residential programs are to be effective, adequate staffing levels must be established and enforced.

The union would recommend in these instances that the sidebar agreement under article 40 of the educational personnel system of the master agreement between the union and the BIA be imple-
mented immediately. The union also recommends that standards for dormitory staff to student ratios be changed to a minimum of 2 dorm staff and 1 counselling tech for every 30 students.

The side bar would allow development of a sequential curriculum plan to upgrade the knowledge, skill, and ability levels of BIA employees who work with at-risk students in the residential program. The side bar would also provide dorm employees an opportunity to increase salaries in accordance with educational attainment. Improved staffing ratios would allow residential departments to effectively carry out the goals, therapeutic, and other specialized programs.

The union believes that the 21st century program approach will allow at-risk students to obtain the type of individualized open enrollment education required to meet their needs. Therefore, the union recommends the establishment of 21st century boarding school programs and site councils for each school.

Site councils are important. They would provide the employee and student representation that is needed to allow them to participate in fulfilling its school’s mission.

Appropriation and allocation of funds is an extremely important area for everybody. The authorization and appropriation of funding by Congress for Indian education and the internal allocation of funds by the BIA are key to the future existence of ORB schools. The questions must be asked.

How much additional money will it take in order for ORB schools to meet the new demands resulting from the growing at-risk student population? We have heard one figure of an additional $3.5 million and another comment that we need to double that. I don’t think we are totally certain how much money is needed until we understand the problem and how we are going to remedy the problem.

How can Congress assure that money appropriated for specific educational programs will be properly allocated within the Bureau of Indian Affairs?

What is the best funding formula to assure that funding for schools is established by student needs and not student head counts?

These financial questions must be answered if we expect to meet the educational needs of Indian students attending ORB schools.

In my experience in working in the residential program, at the beginning of the year we load the dorms up. After October 1— which is count week, I believe—we rapidly begin to lose our enrollment. Until October 1st and for the remaining month or two after that, it can be a nightmare in the residential programs, especially in the school I work at. When we have one-fourth of our student body that are on some type of probation from the court system, we have situations that can get out of hand very rapidly. That carries over and influences the behavior of other students.

Fights in the dorm are common. Incidents involving damaged school property are common. Incidents with the neighboring communities and people living near the school are common. I don’t say that this applies to all ORB schools, but when I do consult other individuals they seem to have similar problems.
The union would recommend that the ISEF formula process be changed to program funding for ORB schools and that adequate consideration be given to funding of the administrative cost factor. As I understand it, under the ISEF formula, the administrative cost factor for administrative positions is taken out of that ISEF money. In terms of contract and grant schools, they receive additional money for those administrative cost factors. So it does hurt us financially in some of the ORB schools in terms of that administrative cost factor.

Cooperative labor-management relations remain a key factor in order for ORB schools to be effective in serving students. The union recommends that Congress amend the Federal labor-management relations statute to reflect Executive Order 12871. The degree to which the Executive Order is embraced and implemented by both labor and management will be critical to the success of ORB schools and meeting their needs.

Cooperative labor-management relations become essential when school administrators are faced with reduced budgets and program resources. At-risk behaviors often demand program changes that in turn impact the methods and means by which employees perform work. Employees are often asked to accomplish more with fewer resources.

Federal employees working for ORB schools also must face the possibility of losing Federal status if ORB schools become contract or grant schools. Should ORB schools enter the process toward becoming contract or grant schools, the union and employees should be actively involved in the process. Empowerment of employees—whether they are ORB schools or contract schools—providing them with a partnership when making needed changes in working conditions or school status will be beneficial to providing effective educational and residential programs.

The union is not opposed to contracting out or granting out ORB schools to the tribes. We support self-governance and self-determination. However, when that process takes place, the human factors relating to the work force must be taken into consideration.

There is a necessity to maintain ORB schools. I truly believe that. My experience has shown that if a particular social problem exists in mainstream society, the problem is often greater within the Indian communities. We have heard that alcoholism, suicide, unemployment, single parents, illiteracy, and early death are but a few areas where Indian people experience a significant increase of incidents compared to society in general. The only real solution to many social, economic, and political problems that face Indian people is to provide adequate education services.

ORB schools provide the only viable resource for meeting the challenge of educating those youth who are at risk and whose communities are unable to provide adequate education programs. The bottom line for many Indian communities is that they simply do not have the capacity to provide the education or meet the social needs of at-risk Indian youth. Many of these youth are gifted and talented, as we have heard earlier. They are creative and capable of becoming future tribal leaders. ORB schools and Indian tribes can no longer accept yearly retention rates of less than 50 percent.
The CHAIRMAN. Mr. Melendy, I hate to interrupt you, but—
Mr. MELENDY. We are running short on time?
The CHAIRMAN. Absolutely.
Mr. MELENDY. I will close by saying that we can't accept those rates any further. I hope that this committee does support efforts that are underway now to revitalize and reform ORB schools and provide the level of funding required to institute the new programs.
[Prepared statement of Mr. Melendy appears in appendix.]
The CHAIRMAN. I believe I am the only chairman in the Senate that would provide full and ample time for all witnesses to testify, but I just hope that you will not exploit that situation.
Mr. MELENDY. I understand.
The CHAIRMAN. We have a vote at this moment. I am going to forego voting because I believe this is an important subject here. But at 1 p.m. I have an appointment that I cannot cancel because I am presiding at another hearing. Lunch is not important to me, so I will skip that.
May I now call upon Chairman LaFramboise?
Mr. LAFRAMBOISE. Mr. Chairman, may I invoke the Indian tradition of allowing these young people and the lady to speak before me as a respected tribal leader?
The CHAIRMAN. Ms. Lowe.

STATEMENT OF TAMMY LOWE, STUDENT, SEQUOYAH INDIAN HIGH SCHOOL, TAHLEQUAH, OK; A RESIDENT OF ANDERSON, MO

Ms. LOWE. Hello. My name is Tammy Lowe. I am representing Sequoyah High School. One of the reasons I wanted to speak to you today is to give you a reason and an example of why Indian students want to go to boarding schools.

I would first like to key you in on why I wanted to go to a boarding school. The school that I went to was considered one of the more challenging schools in our area. It had all the college-bound classes and everything that a competitive school would want to have. I was ranging in the top of my class.

But one of the biggest problems I faced was racism. In my school there weren't any other Indian kids other than my cousin, my brother, and me. Nothing about our culture was ever taught. We daily got bombarded with insults, racial slurs—all sorts of things. The school itself was not giving us the encouragement we needed to stay in that school.

There were no other minority students in my school. It was a predominately white school, and that is the main reason I went to Sequoyah.

Before I went, I was told by my teachers and my counselors not to go because they had a high dropout rate, because they had a high pregnancy rate, and because of a list of other problems. But one thing I found out is that sometimes they don't tell you the whole truth.

My parents and I went to Sequoyah to see for ourselves what exactly was going on. When we got there, we found out that everything we had heard had been told completely wrong. There was no high dropout rate and the pregnancy rates the school had was not that the kids were getting pregnant on campus but the kids who
were already pregnant were coming to the school because they needed help, because they couldn’t get encouragement, and because they couldn’t get help from their schools or their districts.

When I got there, I found that there was one thing I really wanted to do and that was go to school there. This last year has been my first year there.

One thing I want to express to you is some of the problems we face at Sequoyah High School. Some of the most basic things are problems that we must face every single day. Housing arrangements, general maintenance—these are problems that we have.

My school had an enrollment to begin with of 300 at Sequoyah. At the end of the year we still had 250 enrolled. But the problem was that the dorms on the campus were just not adequate or big enough to accommodate all the students. We have an average of four students in one room. When you consider how big the rooms are, it is just too small for students to live and to be able to function. Another problem we had was general maintenance, such as no screens on the windows and the air-conditioners not working.

But at Sequoyah High School we have this feeling of family. For some of the kids, Sequoyah High School is the only family they will ever know.

I have heard a lot mentioned today concerning the academic part, that the Indian schools are not meeting the academic part. But at Sequoyah we are a grant school and we have programs like the academic team, gifted and talented, the National Forensic League, National Honor Society, college-bound classes, the speech and debate team. We have upper level classes like trig and physics. We have teacher cadet, which is the top 10 percent of your class. Many of our students have entered creative writing contests and other types of academically challenging things at other schools and even universities and have placed first and second.

I heard a lot about your statistics concerning only 50 percent graduating. But you need to look at each individual school. You are kind of combining all the schools and saying that this is a problem that each individual school is facing. But in our case, the high dropout rate is nonexistent.

We do have—I don’t know if you would consider this a dropout rate—the 50 students who left Sequoyah did not drop out. They went to other schools. I think it is kind of unfair for everybody to say that each individual school has the exact same problems. While many are similar, we do have problems that are completely different from the other schools.

I would like to express to you mostly about the things at Sequoyah that we offer. One of the things that I was told they are trying to get implemented is a drug and alcohol treatment center. At Sequoyah High School we have the Jack Brown Center [JBC], which is a drug and alcohol treatment center. When any of our students are determined that they need to go there and whenever the counselors and the administration decide that they need to go to this place, this is where they go. It is on campus with us. So they still have interaction with our school and we have a little interaction with them. They are getting the help that they need.
But whenever it comes to severe social problems, there is just no type of program set up for the severe social problems that our kids have.

As I told you, when I first went there I was discouraged. People told me not to go there because it was a bad school. This is mostly what I am hearing about most of the boarding schools. But I would invite you to come to these schools to see what it is like. For any minority person in this room, I am sure that they know exactly what it is like to be treated like you don't matter or that nobody cares. This is what most of the kids at Sequoyah High School get.

In the areas they come from, people treat them like they are not important. Take, for instance, that we are in the capital of the Cherokee Nation. However, most of the Indian students at Tahlequah High School do not go there. They come to Sequoyah because at that school they are not treated right. They are treated like they don't matter. And that is in our own capital. That is our Cherokee Nation capital. They are still treated as if they don't matter. That is why they come to Sequoyah. At Sequoyah, the teachers really do care.

I have been sitting in on several school board meetings. At the beginning of the year, one of the things they talked about was the extra duty contracts they were going to give the teachers. One thing they determined was that most of the teachers weren't going to get these extra duty contracts even though the teachers themselves stay extra late to help out. My speech and debate coach— a week before debate season would start, we would stay up until 9, 10, or 11 at night working on things that my teacher didn't always necessarily get paid for. It wasn't the school's fault, it was just that they lacked the funding to be able to pay the teachers what they deserve.

Some of the problems we have I know could be addressed, but I don't know why they have been swept under the rug for so long. We have heard testimony that for the past 20 years these boarding schools have had problems that nobody has addressed. We have to admit that somebody was to blame— more than one person probably. But now that this has been brought up, we must address it. We can't sweep it under the rug anymore.

Some of the benefits for Indian students to go to these boarding schools are the classes and the clubs that they have. We have Native American study classes where we are taught about each individual tribe. It encompasses the entire North American continent, even the ones down in South America. We are taught about our heritage. We are told what we have gone through.

In a public school, we are not. When I was in 10th grade, I sat down with my American History teacher and went through the entire book. One paragraph was about Indians. One paragraph out of the entire book. This is what the kids in public school are being taught. They are not being taught the contributions we made. I know the Indian people have made a very significant contribution to the way the American Government has been formed to everything that has happened, but we are not told that.

That is one of the reasons that kids decide to come to these boarding schools. They come because they can be taught there.
Some of the families, whenever they come—I have met some of the families—they believe that to succeed and to go to college and be able to do all the things the kids want to do would be conforming to the white man's way of living. They think it means giving up our culture, but it doesn't. The things they are taught at our school—they are taught that we have to learn. We have to be able to succeed. If we don't, nobody else is going to help our people. But these are the attitudes that we must overcome. And they are being overcome at Sequoyah.

At the beginning of the year, we had 57 seniors who were enrolled. At the end of the year, we graduated 55. The other two would have graduated but they lacked a few credits. We are trying to get everybody through that we can.

We had representatives from Dartmouth and Stanford along with many, many other colleges come speak to the graduating seniors at our school. Many of them were seriously considering going to these Ivy League schools. In the school where I came from, I would have never been encouraged to go to an Ivy League school. I would have never been encouraged to learn more about my heritage. In fact, they had what they called culture day. All the kids I knew dressed up like Shakespearean times. I came wearing my traditional clothes and was ostracized and ridiculed for it. But I still did it. What we just realize here is the reason these kids come.

It was brought up earlier that we either have to help these schools all the way or get rid of them. But if we get rid of them, all the kids who are going to those schools now are going to have an even harder time than they might at the schools they are going to because they are not going to have that chance to learn about their culture and they will not have the chance to be encouraged by people who care. That is one thing we must take into consideration.

I would invite you, once again, to come stay at one of the schools, meet the kids, stay in the dorms and see what it is like. See that these kids are not always the ones that they say are the trouble-makers in the regular public schools. These kids really do have a chance to go on.

One of the other things that we need to work on—it may be hard—but a followup program for graduating seniors. A personal friend of mine was given a full-ride scholarship to the University of New Mexico but this last year he was contemplating quitting because he didn't have the encouragement there. When he left our school and left the encouragement, that is as far as he got because nobody at this other school encouraged him to go ahead and stay in school even though he got the full-ride scholarship.

My graduating class knows that there are people standing behind us wanting to back us up. But some of the kids coming in—the reasons they don't stay or that they decide to go ahead and drop out is because they don't get the encouragement. Unless they can get this encouragement at school, they hardly ever get it at home. This is one of the main reasons kids decide to go ahead and come to these boarding schools.

As I said, funding is a big part. Whenever we say that you are only going to receive a certain amount of money and you must be able to make do with what you have, it just doesn't work unless
there is enough money in there. As I said, some of the teachers have to stay over extra hours just to work with the kids. Sometimes they do this and they don't get paid for it. Teachers become more reluctant to stay over and work with the kids unless they get some kind of compensation for it.

For some teachers, it is gratifying enough to see that the kids are succeeding, but some teachers are not that way. We can acknowledge that. We have to be able to recognize that these teachers do deserve to get more money. I think it would be really important that we decide to go ahead and start helping these Indian schools because the kids themselves need this encouragement.

Thank you for hearing me.

The CHAIRMAN. Congratulations, Ms. Lowe. Sequoyah Indian High School is most fortunate to have you as a spokesperson.

[Applause.]

The CHAIRMAN. I believe I will accept your invitation to visit Sequoyah as well as other schools.

Now may I call upon a student from Riverside Indian High School, Mr. Holder.

STATEMENT OF SHELDON HOLDER, STUDENT, RIVERSIDE INDIAN HIGH SCHOOL, ANADARKO, OK; A RESIDENT OF GRACEMONT, OK

Mr. HOLDER. I am Sheldon Holder from Oklahoma. I am honored to represent Riverside as a school.

We need funding for various activities, books, meals, dorms, and all kinds of living material that we need. We had 402 students at the beginning of the year and at the end of the year had 223. Most of the students dropped out and went to other schools because our dorms were inadequate, they had family problems they needed to be home for, and because of peer pressure. Most of the students who do return often excel in the academic part.

Most of the students who do come to Riverside have been ridiculed through prejudice at white public schools. The reason I went to Riverside was because of the racial tension and the peer pressure in being an Indian at an all-white school.

We are always put down as lower than other people. That is the reason I went, because I didn’t want to take that anymore.

We have various activities like gifted and talented, a closeup organization that comes to Washington, DC, Indian club, rodeo club, football, baseball, basketball. We need new uniforms and all kinds of stuff like that. The students who don’t get to go home on weekends should be able to do something nice like go to the movies or do something that they would like to do. Most of the time they are just sitting at the dorms all weekend without a place to go. They don’t have the privilege to do something nice.

We need computers, typewriters, and various equipment. We need proper meals; decent meals. We need more counselors. We have 5 counselors for 223 students. I think we need more counselors and dorm staff.

Out of our seniors that graduated this year, half of them plan to go to college, but the rest have vocational training as nursing, business, computer technician, and other various types of fields. They
plan to work right after they graduate. Many of the students went home after graduation.

Thank you very much.

[Applause.]

The CHAIRMAN. I commend both of you for testifying. It is not easy to testify before a Senate panel. There are adults who quiver at times. [Laughter.]

Ms. Lowe, I gather that your school is a contract school, a grant school?

Ms. LOWE. Yes.

The CHAIRMAN. Mr. Holder, is yours also a grant school?

Mr. HOLDER. BIA.

The CHAIRMAN. There is a little difference, isn't there?

Ms. LOWE. Quite a bit.

The CHAIRMAN. Now may I call upon a board member of the Flandreau Indian School Board, Ms. Kipp.

STATEMENT OF CYNTHIA KIPP, BOARD MEMBER, FLANDREAU INDIAN SCHOOL BOARD, FLANDREAU, SD; A RESIDENT OF BROWNING, MT

Ms. KIPP. Thank you, Mr. Chairman.

It is indeed a pleasure to be here. I have been going to Flandreau Indian School for 24 years. I was first on the parent advisory committee and then we formed the policy school board. I would like to say, Mr. Chairman, that after having served there at Flandreau and belonging to the National Indian School Boards Association, I have for 24 years heard the same comments from the Senators, from the people who are involved at the school in the education of our young.

As you have heard from the two students, we have inadequate dormitories. We faced closure in the 1980's. We saved those Indian schools, however, we did lose Intermountain, Mount Edgecomb, and then Phoenix.

But why through the years, when we are almost into the year 2000, is the U.S. Government finally saying, How can we assist you? Where has everyone been when we have needed those funds? Every year we are promised the same thing. If it isn't forward funding, it will be an increase in the ISEF formula. But it never happens, Mr. Chairman.

The books and academic learning were very, very old when I first came to Flandreau. They had to be bought. We had to give up athletic sports and a lot of extracurricular activity because there was inadequate funding.

The dorms are inadequate. We have four students per room. We have painted and repainted. The dormitory itself is not adequate. It is built in a manner like you would build a prison. It is not an environment that is a home away from home for these students who may perhaps have one parent or a grandparent or an aunt and uncle who send those students there to get a quality education, what everyone in America talks about.

So when are these good things going to happen for us Indian people? It was the great patriarchs 100 years ago that put in our treaties that our health, education, and welfare would be taken care of if we gave up our land. We didn't make those commitments, the
U.S. Government did. I think the responsibility of the U.S. Government has to begin now. We cannot live on promises that are dead and gone and buried. We must move forward into this nuclear age. We have to have our children have what they have in public schools—computers, this new fiber optics—everything that a public school offers to students, we want our Native American students to have also.

We have continually asked for a better health program. We have begged for a nurse at the Flandreau Indian School. Public schools have nurses. Private schools have nurses. But we don’t at Flandreau Indian School and it is needed; very badly needed.

You have heard all the statistics today, Mr. Chairman. I am not going to elaborate on those. I am going to elaborate on the need of these students receiving this education. Not all of our students are going to be college-bound, although we prefer that, but we have students who excel in other environments. We have students who excel in building trades, vocational, electricians, plumbers, masonry—you name it. We want those students to graduate from Flandreau Indian School to go out there in the world of work. There are girls who want to be mothers.

So you see, Mr. Chairman, we no longer need these statistics and these assessments that we have every year, which cost hundreds of thousands of dollars.

What about our students that graduated this year from Flandreau and all these other schools as well? Are they going to be assured of that scholarship? Are they going to be assured of the BIA stepping forward and saying, “Sure, go to Harvard; go to Stanford; go to where you qualify for; get your education and go back and help your people?”

I remember years ago, Mr. Chairman, when a whole bunch of us ladies came to a hearing and the Senators told us then, “Go back home, educate your young people, and then come back and tell us what happened.”

I am coming back to tell you that I am the mother of nine children and I sent all my kids away to school. I don’t know where those BIA scholarships were, but I did it with these two hands. I worked three jobs.

So you see, Mr. Chairman, when will that change actually happen? When will they say:

Indian people, there are x number of dollars so this young student can have a bigger, better, more beautiful dormitory where four students aren’t crowded in there with this little tiny table for a desk when they all have to study at once?

That is what I would like to hear the U.S. Government say.

We are tired of having old hand-me-downs; having old sanitariums for schools. How about 4-year colleges? Mr. Chairman, we are talking about education here. This is what us Indian people want.

In fact, I am an Indian person here today to demand. I want more than lip service now because I have heard it for 24 full years and nothing has changed yet. So if the U.S. Government is saying that they are going to assist us, by good God let’s do it now. Let’s keep our kids in school. Let’s let them get that education that is so forthcoming to them. They are our leaders of tomorrow. We are going into the year 2000.
Look at the studies and the tests. It is getting tiring. I am a mother and almost 60 years old and I have 33 grandchildren coming up. Multiply me living on the reservation by maybe just 500 other women my age who put their kids through school who are raising grandchildren. We only have 7 off-reservation boarding schools for over 1 million Indian people? Where were the promises? How many 4-year colleges do us Indian people have? How many hospitals do we have?

I think the Government should be ashamed of the way us Indian people have been treated. Our culture, our traditions, our heritage, our inherent rights—we had a time even getting our students at Flandreau to have the grace to be able to practice their religion. When they wanted to burn their sweet grass and their sage, at one point in time they were accused of it being drugs.

I can truthfully and honestly say that our students at Flandreau can have a sweat lodge. They can cleanse their bodies and they can pray. A few of them do.

At Flandreau, we have 57 different tribes from 26 States. We also have a traditional graduation where Pomp and Circumstance isn't played. The graduates come in to the tune of a traditional honoring song.

Those types of things, Mr. Chairman—I know you come from Hawaii. That's a beautiful place. I have been there. But us Indian people deserve more. We deserve bigger and greater things that are out there in the world today so that these young people can be proud to say who they are and where they came from. That is what is needed, Mr. Chairman.

I hope I can believe you when you say that your system is broken and it needs to be fixed. I heard the gentlemen from OIEP unable to provide you with statistics. Why do we always have to go on statistics when you know what we need? Everyone knows, yet we are bombarded with these statistics and studies. It has to stop. It has to stop now. Let's not have any of these promises anymore. Let's provide for our youth, our Native American Indian youth, the Plains States, the Southwestern States, the North Coastal States, and the Eastern States.

We are all such a different type of people. We are all Indians. We are all federally recognized Indians, but we are different. We don't have the same customs and traditions.

Maybe I share with Mr. LaFramboise some of the beliefs of the plains Indians, but not with the pueblos from the south. They have different practices and religion; different beliefs. They have different ways of educating their students at their boarding schools than we have at Flandreau. But they share the same common openness of wanting our students to have that much-needed education in this world today. You can't get by without that education.

So Mr. Chairman, I plead with you to help us now. We need that help.

Thank you very much.

The CHAIRMAN. I thank you very much, Ms. Kipp. My only regret is that the committee wasn't here or the Senate wasn't here to hear your most compelling and forceful voice of anger and frustration and impatience.
I quite agree with everything you have said. This Government should be ashamed of itself. We have violated every treaty that we ratified. Of those we did not ratify, we just ignored them.

So I am well aware of many of the shortcomings of my Government. One of the problems is very visible here. I am the only one here.

But I am glad that the members of the Bureau of Indian Affairs were here to listen to you and got a little flavor of your concern, your anger, and your frustration. I am in many ways surprised that there are not more voices of anger in Indian country. I have long contended that maybe Indians are too patient. Maybe they have become too docile.

May I now call upon the chief of the Turtle Mountain Tribal Council, Chairman LaFramboise?

STATEMENT OF RICHARD La FRAMBOISE, CHAIRMAN, TURTLE MOUNTAIN TRIBAL COUNCIL, BELCOURT, ND; AND BOARD MEMBER, WAHPETON INDIAN BOARDING SCHOOL BOARD, ACCOMPANIED BY ROBERT HALL, CHIEF SCHOOL ADMINISTRATOR, WAHPETON INDIAN BOARDING SCHOOL, WAHPETON, ND

Mr. LaFRAMBOISE. Thank you, Mr. Chairman, esteemed members of the U.S. Senate, and all those human beings that are trying to do something for the American Indian, the original inhabitants of this country.

I want to begin my preference by letting you know who is speaking. My name is Richard—back home, "Jiggers" LaFramboise, elected four times by my people, by my peers, 25,000 strong, the most populated, most progressive Indian tribe that I can be very proud of representing in the State of North Dakota.

Myself, I am a product of the reservation school system. I am also a graduate of the University of Oklahoma School of Law and a college graduate of the Central Michigan University College of Business.

It is very nice to hear the intelligent words of our youth. I thank you for letting me go last.

I want to say further that you are not a great chief of this country, that you have no following, no power, no control, and no right to any control, you are on an Indian reservation merely at the sufferance of the Government. You are fed by the Government, clothed by the Government, your children are educated by the Government, and all you have and are today is because of the Government. If it were not for the Government, you would be freezing and starving today in the mountains.

I merely say these things to notify you that you cannot insult the people of the United States of America or its committees. The Government feeds and clothes and educates your children now and desires you to become farmers and to civilize you and make you white men.

This was said 111 years ago in 1883 by Senator John Logan in his response to Sitting Bull, one of our esteemed Indian leaders, who asked, "Why aren't we getting the proper funding to do what is needed and as promised to our Indian people?"

This is a paper that began in the writing of a Turtle Mountain Chippewa young lady who is a senior at the University of New Mexico entitled, "Indian Boarding Schools: Acculturation and Oppression."

She ends with:
Love and nurturing were two key elements that were missing in these boarding schools; two vital elements necessary for the development and growth of well-adjusted children. Indians have been viewed as a surreal, dissident subculture in this country and are not taken seriously. As a result, they have constantly had to work twice as hard to be taken seriously and to prove themselves in everything they attempt and accomplish in a dominant white man's world.

The only good thing I can say and see that came out of this whole experience is that it made us into strong survivors.

As you have heard the testimony, there are some strong survivors here, Mr. Chairman. The survivors are that of the system. It is sad for us as Native American people and leaders to have to cower to these words that are demeaning to us. I took it as an exception to become a member of the Wahpeton School Board because they were under fire, as you would say.

You asked a question earlier, Why is it different now than it was 5 years ago? Basically, right now let's cut through all the bull. The bull involves the U.S. Government versus local control by Indian people over their own destiny and ways of teaching their youth. The Government control system has always set up a control system in what is taught, what the topics are, how much we are funded, and what we can fund for.

Most of the students that we get at our boarding schools—and one at Wahpeton Indian School—which is an elementary off-reservation boarding school, a very unique distinction amongst them all—is that we get a lot of what is called bruised apples, or bruised children, children who have been involved in a number of incidents that have been catastrophic to their lives.

We have had millions of articles. There are a lot of people out there who have received degrees writing about Indian articles. You have a booklet in front of you that has been presented with a number of articles. I have an article also that is written in front of me about American Indian children and adolescents.

I would also like to say that as a board member of the Wahpeton Indian School, as a tribal leader, and as a Native American that believes in my traditional background and upbringing, that we have to deal with our children in a holistic manner. People are and have not dealt with Native American children in a holistic manner. They have dealt with them in what they have perceived as the proper manner.

The point that I am trying to make as a tribal leader—and I took it as my responsibility to sit on this board for the Wahpeton Indian School because I didn't want some subordinate to be involved or influenced. I knew that we needed to have some fire power to discuss some relevant issues.

But in dealing with the issues of the Wahpeton Indian School it is very indicative of what and how most of these writings about Indians are. I surely do not want to be a board member for the Wahpeton Indian School—and I served as a board member for the Flandreau School and can tell you the difference—and produce for this society 250 or 150 white clones as adopting and bringing Indian children into that system. I would like to give them a holistic approach and an approach that has a loving and caring esteem—as this young lady said next to me—that gives you an opportunity to appreciate your culture, your background and your future.
A number of articles have been written. One of the best or better that I am sort of biased to is one done by the head of the counseling/psych/educational department dealing with Native Americans at the University of Stanford.

In this article, it goes through all the summaries and conclusions as to the professional approaches and the academic approaches. It has 81 bibliographical backgrounds. I would like to give it to the committee so that they can have an opportunity to see those. This was done so that the majority of society could see that Indians in a professional way can put their language in place.

It says:

It is time to reverse the emphasis on pathology, research, and treatment with American Indians. Social cognitive intervention, systems approaches, and American Indian traditional healing methods are recommended. Because of their ability to focus on Indian cultural attributes and strengths, we propose that Indian traditional beliefs and healing practices be incorporated into conventional treatment designs whenever they are desired by the client and deemed appropriate by the community.

Social cognitive intervention, in particular, lend themselves to application in educational settings with American Indian youth. Research has shown that clinical treatment need not involve professionally trained care-givers to be effective with Indian youth. In fact, it has been suggested that the natural skills of Indian helpers may be obviated by conventional clinical training experiences that import Rogerian interviewing skills.

I am a little bit upset about the kinds of things we have had to fight against this last year. No. 1, I think it is politics. No. 2, when we talk about what is in the best interest of our Indian youth, I think we need to get right down to what is in the best interest of our Indian youth rather than the parameters of politics.

At Wahpeton Indian School the biggest problem we had was the NFFE, the National Federation of Federal Employees. At the time that we had been involved in the changeover from a BIA system to a tribal system, which is multistate and multiriblal, and dealing with an old system that had 69 employees trying to meet the educational needs of Indian youth and terribly meeting that challenge to a tribal system with a multiriblal input, dealing with changes of how to deal with Indian youth. We went from 69 employees to 142 employees mainly because the NFFE's pay was just inordinately high for our area. Our schedules and pay scales now are within the standards of the local school boards.

We have had five major investigations within the last 12 months mainly because there were questions of, What is going on here? What is happening here? Are you sure that we are doing things right for the interest of our children?

I have taken it as a personal interest to sit on this school board and sit in a number of heated discussions we have had on a number of issues. I have personally taken the lead in dealing with the State U.S. attorney. I have dealt with the State attorney general's office—who has been my very good friend and will continue to be my very good friend—on potential allegations and charges on things that have happened in years past but alleged to be taking place now just because there has been a disruptive movement. It has been one heck of a war.
I could see from sitting back there that you had five administrators here. The language kind of jumped around a little bit as they presented their testimony because some of them are employed by the BIA and some are not. The BIA ones are really careful about how they couch their language. I am not worried about how I couch my language. The language is in the best interest of the child.

In most of these instances, the Bureau system does not have the adequate funding because they are paying all these inordinate salary scales in some of these institutions and keeping the movement and the involvement of the community and the institution itself to a subservient level. We need to get to the point of local control, local involvement. In our instance at the Wahpeton Indian School, we are involved in our community, which is the city and town of Wahpeton, with which we have developed a very good line of communication.

We have developed with the attorney general's office an ability to set up a protocol system and a movement to deal with issues that are directly or indirectly involved. The major issues we have had, Mr. Chairman—the big change over the past few years has been that we, as the grant school systems with local control, now are giving these guys some ideas on how to improve their system. We have put together a personnel and policy procedure for the first time on our grant school system. We didn't have it in the Bureau system. We call it our therapeutic residential community. They all have therapeutic in their language now.

We also have for the first time in the history of the Bureau of Indian Affairs at Wahpeton Indian School a menu done by a nutritionist. The Bureau didn't have one, but when it turned over to grant, everybody said the youth were suffering from malnutrition. There were all types of really sad and sick excuses of why we were changing from the Bureau of Indian Affairs to a job working for kids and the local community.

Mr. Chairman, we now have a checklist of all our students that come in. It is a profile checklist that deals with every student as to their enrollment, where they are at, why they are there. As you have heard from the testimony, a lot of them concerns social involvement.

In our studies at our local school, we have put together a master calendar and agenda that is sensitive to our native culture and background. We have put together a mission that is dealing with the holistic and a culturally based, nurturing existence. We have two sweat lodges on our campus that are pointing in both directions so that all the cultures of our 21 tribes are met. We have increased our staff by one-third. We have developed a monitoring system where the whole file of the student is taken care of. We have made the school a safe and stable environment toward the end of the year.

At the beginning of the year, it was a mad house. We had people off-campus who had concerns. When you have five major investigations by the FBI, by the Department of Interior, by the State Department, the Board of Examiners of State Institutions—and we allowed them to come on. We had a jurisdictional dispute as to Federal or non-Federal and we wanted to make certain that we were providing the best interests of our kids.
We laid back and let them come in. They took their best shot at us and out of those five major investigations there were no chargeable findings.

We turned this 88-year-old Bureau of Indian Affairs one-government type system institution into a multistate, multitribal operation. It was and is a scary situation to be involved in. We are involved in collaborative efforts to rectify some old problems. We haven't had a rape on our campus in the last year. We haven't had a verifiable arrest for a stolen car in the last year. Those things were known to happen on a continual basis.

We have developed a healing center that not only deals with the students but with the staff. We have developed a staff preparation for our staff people who are working with our kids, so they have to have good feelings before they work with the kids. Every one of our staff, 100 percent, are all crisis trained at this point. This was done in one year, Mr. Chairman. They are certified in CPR and first aid so that in the instance of a child having a problem they can take care of it.

Yes, we are underfunded. There are two institutions in the State of North Dakota that deal with children in troubled condition. One is called Home on the Range. It costs $31,000 per year to put a child there. They don't even have the educational facilities there. They don't train their children. At Luther Hall, it costs $65,000 per student and there are 19 kids and 65 staff there.

We want to be able to fix and help our damaged goods. That is why I think the emphasis and the empathy that I hope that I bring to this board as a tribal leader is that I want to make certain that these Indian youth are proud of their heritage, that they can sit here at this table 20 years from now representing me as a constituent back home and be able to say that the same things are being done. We are doing things in the best interest of our youth, not in the best interest of politics, not in the best interest of these adults who are trying to hide behind the veil of doing good, but behind the interests of the child.

I guess I can close with this. It is a down-to-earth clinical example of how one Indian child was dealt with. I hope that it kind of conveys some of the things that we at Wahpeton are trying to do, which is to deal holistically with the child we are involved with.

To give you an example, a group of adolescents, mostly males, had gathered in a remote area of the reservation for a drinking party. After the late night affair, Carol, a 13-year-old member of the group was raped by a distant cousin. She reported the incident to her parents. They felt, however, that she had brought the problem on herself and refused to take any action. Carol was referred to therapy by school authorities because of noticeable weight loss and symptoms of depression.

An approach that combines a variety of intervention techniques might help Carol. Therapy could explore her negative thoughts, particularly those relating to having been violated and to feeling dirty. The tribe's attitude toward early sexual activity and possible strong taboos against incest and forced copulation might be revealed as the cause of Carol's depression.

The therapist might also incorporate behavioral techniques to relieve depression and improve Carol's eating habits. Such tech-
niques might include increasing Carol's physical activity, monitoring her diet, and constructing a system of rewards for a weight gain and positive interaction with others.

Meanwhile, traditional interventions, such as a sweat lodge ceremony or a talking circle ceremony, might be particularly effective in Carol's case. The sweat lodge ritual could help relieve Carol's feelings of dirtiness or guilt through purification. The talking circle ceremony would provide the opportunity for Carol to obtain support and reinforcement and give her a safe forum in which to express anger and pain. Systems therapy could focus on family interaction and provide an understanding of the parental reaction to Carol's rape.

Defining the family is an important task. Carol's mother and father may not have been her primary caretakers. Other adults may have been equally supportive or influential in Carol's life. For whatever reason, Carol's family may be resistant to traditional interventions or to conventional therapeutic techniques. Nonetheless, assembling even a part of the family is beneficial. Parent/child interaction, family roles, the impact of the rape, and the individual family members' attitudes should all be explored.

That is what we at Wahpeton Indian School are wanting to be able to exercise. We want to be able to exercise the freedom of using our Native American traditions and beliefs to be able to exercise with our youth that come there an opportunity of giving them some pride in who they are and what they are becoming.

I thank you, Mr. Chairman, and on behalf of the Wahpeton Indian School Board, of which our administrator, Mr. Robert Hall is present—Ms. Joan Hart and Ms. June Staffney, who are also members of the board, are sitting in the audience. Ms. Hart is a graduate of the University of Harvard in education. I take great pride in dealing with these professionals. I think we as native people now have an opportunity to say what we want done. We don't want to holler in anger because we don't know what to do; we just want to be aggressive and assertive in telling all committee members and all people involved with this issue to talk to us. We have been in the fire.

The Bureau of Indian Affairs, as good as it has been, and the Government as it is will not solve our Indian problem. We, Indians, are going to have to take that charge and responsibility. And we, hopefully, under some more leadership that we attract in doing these things, by making therapeutic centers, by setting up our separate dormitories for our kids—but we need the dollars to support those.

The Indian Health Service has been left off the hook. They were not a participant in these residential schools. Maybe a nurse was thrown in, but that is it. Today we need some therapeutic help. We need some psychologists, examiners, some residential care right there. I believe that we are on the verge of being able to put a package together that will reflect that need.

Thank you.

The CHAIRMAN. I thank you very much, Mr. Chairman. I would like to stay and carry on this dialog with you, but as I indicated earlier, at 1 p.m. I am presiding at another hearing.
If I may impose upon my distinguished colleague from North Dakota, will you take over now?

[Applause.]

Senator CONRAD [assuming Chair]. Thank you, Mr. Chairman.

Welcome, Mr. Chairman. It is good to have you here.

Mr. LAFRAMBOISE. Thank you, Mr. Chairman.

Senator CONRAD. Wahpeton Indian School has been a difficult situation for everyone involved. I remember being contacted at a community forum and being told that there were serious problems there. Several years ago I had received mail that indicated that there were problems at the institution. That is when it was under BIA control. Last year I was called to a meeting by responsible parties in the community and told that the situation was intolerable in the community/school relationship and that things simply had to change.

We still get reports of difficulties at the institution. Perhaps the chairman could just give us a brief overview of what the enrollment was at the end of the school year this year, where you started with enrollment, and give us some idea—based on your own internal figures—with respect to incidents at the school in terms of incidents reported to the local police—any information the chairman might have that might indicate the trend with respect to difficulties that are measurable.

Mr. LAFRAMBOISE. Senator, it is nice to talk to another North Dakota friend.

In our school, I would be better able to give you a trend at this time next year. However, I am going to give you a biased trend for this year. Mainly because of the five major investigations we have had, of charges that were brought by people that were caught up into the hysteria of the movement from the BIA system to a system that is operated by five different tribal board members from different tribes in a multistate operation. It started out in an unquestionable type of atmosphere.

I think the fear of the unknown was probably the fantasy and the encouragement of some of these derisive comments and disregard for the best interest of the children through the 1993-94 school year.

We started out, Senator—as you know and as we have looked at the figures that have been presented all day long here—we are on what is called the average for the Nation as to the dropout rate. We started on count day last fall with 280 students. When we closed the school year this year, the week before school was out, we had 148 children. The sad part about that difference in between, which is closing in on 50 percent, is that everybody in this room knows that the people who know where their good students are keep them. They kind of dump the bad ones wherever you are at because the dollar follows the kids. On the count day, we had 280.

But of that, I found that approximately 50 percent of those kids that are so-called dropouts were brought back home from the school because we could not meet their educational needs. Maybe they were totally uncooperative. Maybe they just didn’t have the wherewithal to be able to go to school there, or whatever. We brought them home.
By the way, we are the only elementary school amongst the seven boarding schools.

The other point of it is that the other 50 percent may be broken up into three categories. One is because mom or dad wanted the kid back home. Maybe in some instance where there was a situation where a kid got in trouble or whatever, he or she went home. The family situation at home called for them to go back home, so they went home.

We did graduate——

Senator CONRAD. Let me interrupt you to ask you if the 280 on count day was the peak of enrollment?

Mr. LAFRAMBOISE. Definitely. It always is. It is in the whole Bureau system. That is the way they operate.

Senator CONRAD. I understand.

Mr. LAFRAMBOISE. Hopefully, with this change now to the grant school system where we have now an interview type list and we have worked with the attorney general for the State of North Dakota in trying to develop some protocol with their board of inspectors, making certain that our institution meets its criteria as an institution in the State—we have not said that they could have our authority. We have said, "Bring your authority over here; let us compare; let us give you an example of how we can survive."

Senator CONRAD. Mr. Chairman, can you tell us, Are you obligated to take any child that is sent to the school?

Mr. LAFRAMBOISE. No, we are not. It had been developed as a Bureau system dumping ground from the other areas. Now that we have set into a system where we have local control and are designing our campus activity to that designated group that we can actually educate, we have set forth a checklist that now is going to be a prerequisite for those students to meet.

By the way, Senator, we did graduate 48 young people from the eighth grade this year with over half of their parents being present for the graduation ceremony, which speaks a lot for itself because the closest kid to our institution is 150 miles away.

Senator CONRAD. In the children that weren't there at the end who were there on count day—do you see any pattern with respect to the age of those children? That is, are these the younger kids disproportionately? Or is it the older kids disproportionately? Or are they pretty well distributed?

Mr. LAFRAMBOISE. They are pretty well distributed, but I would say that the majority of them come right in the area where your adolescence is starting to emerge, the sixth, seventh, and eighth grades.

Senator CONRAD. How are the kids distributed in terms of the 280 that you began with? Are they fairly evenly distributed between the grades? Or is there a concentration in any of the age groups?

Mr. LAFRAMBOISE. We have had a concentration in the sixth, seventh, and eighth grade age range. As we completed, I believe we had a dozen second and third graders, a dozen fifth graders and sixth graders.

Senator CONRAD. So you see a concentration there.

As the year went along, can you give us some statistics on what happened with respect to incidents? I don't know whether you
record incidents that rise to the level that they are reported to the local police or if you have some way of measuring behavioral problems at the school.

After count day, did you see a rapid decline in the numbers? Did you see a significant change in incident reporting that you had?

Mr. LAFRAMBOISE. We of course, having started a year ago this month our assigned task of running a school—and of course hand-delivered these problems that had compounded over the years—we found that we had like a Chinese fire drill take place in September and October. We were compounded, of course, with the allegations by some staff members that were dissatisfied with their job assignments and positions and were encouraged by what we call the dirty dozen where the people who were involved with the NFFE made charges and claims as to the ability of the school to produce educated students.

Then we had some parents who were a little concerned about the safety and concern of their children. We did lose approximately 15 to 20 students that were pulled because of so-called concern. But the very interesting part of that is that we got a number of those kids back after Christmas. In fact, there were newspaper allegations. In fact, one of the newspaper reporters from one of the esteemed North Dakota newspapers won a journalism award on how dirty he could get about the Wahpeton Indian School.

We have had to bite our tongue and hopefully put together our own agenda. Our own agenda, as I tried to explain to Senator Inouye, is an Indian agenda. If that scares people, that is fine. But I think that it is time that our society needs to meet the needs of Indian people, not the needs of some person’s condescending attitude and opinion.

Senator CONRAD. Do you have available those numbers on how rapidly the enrollment went down and whether that tracked with reduced incidents?

Mr. LAFRAMBOISE. Yes. In fact, one of the things that we had, Senator—we have been totally open to the public, maybe too naively open in the sense that we allow the local police to know within 15 minutes if we had a child that was not accounted for. Let’s say that we had a child that went out back to smoke a cigarette on a sneak out behind the trees with another student or two and they were gone for more than 15 minutes. Our staff was very vigilant in making the report. We had something like 3,000 incidents in the school year.

Senator CONRAD. This current school year?

Mr. LAFRAMBOISE. I am talking about last year.

This year, we have noticeably reduced some of those incidents mainly because some of the kids are becoming more aware of the fact that we are in trouble at the school because they are messing up. So they have kind of controlled themselves. I think the incidents have cut almost in half.

Senator CONRAD. So you think that this year perhaps you had 1,500?

Mr. LAFRAMBOISE. I would hope that it is not even going to come close to that this next year.

Senator CONRAD. But you think probably about half of the incidents?
Mr. LaFRAMBOISE. I would say that, and I would also say that half of those are related to the AWOL incidents.

Senator CONRAD. How many of these incidents would be attributable to children who didn’t finish the year?

Mr. LaFRAMBOISE. I think you are going to find that the majority of those are probably those that didn’t finish the year.

Senator CONRAD. So that is obviously a very troubled population. The kids who can handle the environment, the institution, those kids are the one you would think would last?

I see Dr. Hall nodding his head.

Dr. Hall, if you would like to join us up here, you are welcome.

Mr. LaFRAMBOISE. On behalf of Dr. Hall, I would say that we have made a significant inroad into what I would call juvenile delinquency, a huge inroad. Mainly I think it is because they have been able to see us—myself as a tribal leader—on campus, being able to say to the kids that these things are positive and these things are negative. We have had a very sketchy history of peer involvement and role modeling. That is what Dr. Hall has brought to the institution and has been given the charge by us, the board, to do.

Senator CONRAD. Let me interrupt for a minute and say to the previous witnesses that you are certainly excused. You don’t have to sit through all this. We very much appreciate your testimony here today and the contribution you have made to the committee.

Ms. KIPP. Senator Conrad, may I make one statement here?

Senator CONRAD. Certainly.

Ms. KIPP. It bothered me and then I was so impassioned when I was speaking with what we do and don’t have as Indian people. I am wondering why the U.S. Government can impose our degree of blood on certain tribes. We are the only ethnic group in the world that has to go around with an identification card.

I am over half Indian and on my Blackfeet identification card, it says nine-sixteenths. My children are over one-fourth. But it seems that somehow or another that degree of blood should not be there. It is not up to the U.S. Government to decide who is an Indian. Any member of any tribe who has a drop of Indian blood in them are considered Indian. When they go off the reservation, they tell them to go back to the reservation. On the reservation, if they are light-skinned, they tell them to go off the reservation. That has to stop also. That has to stop also.

I wanted to draw that to Senator Inouye’s attention because I don’t think that should exist. That makes our Indian people second-class citizens. Those Indian boys who went to the war to fight for our country and fight for our rights may be less than an Nth of a degree becoming one-fourth Indian. When they go to the war, they are called chief, but they are not good enough to be on the roles on their respective tribes.

I think the Government did a grave injustice when they put that one-fourth degree blood quantum years ago to go to Carlisle Indian School, Hampton, Genoa, and I think that is an injustice that must be lifted before very long.

Senator CONRAD. We will make that a part of the record. Thank you for being here.
If I could go back to the questions I was pursuing, I would be very interested—I am trying to understand the flow of events and what happens after count day. Do we see a rapid reduction in enrollment? Are the kids that go the most troubled kids?

Where I am going with all this is, What makes sense for the role of these institutions? Should they be educational institutions which would have one set of funding levels and one set of criteria and one set of expectations? Or do they need to be something more intensive? The chairman has used the term therapeutic and we see recommendations that have been made for converting these institutions to something quite different than just an educational institution, something quite different than just a school, something that does have a therapeutic mission.

That conjures up a whole different type of staffing, a whole different funding level. That is what I am searching for here. Perhaps you can help me. I may not even be asking the right questions. Maybe you can help me with my initial question.

After the count day, does the enrollment come down quite rapidly? Do the incidents come down because more troubled youth are being sent home? Then we can go on to the larger question of mission and role.

Mr. HALL. Let me quickly try to answer your first question about count week and declining enrollment.

The policy used to be that to generate the money to operate the school, you had to bring kids in because the money follows the kids. As soon as you get that, those kids that were causing you the most grief obviously had an opportunity to leave. Part of our problem at Wahpeton is that we started trying to change that because that is no longer acceptable. If a kid comes to us, obviously they have a reason to be there. We tried to start hanging onto our enrollment as long as possible.

This year, out of the 280 kids—and five kids finished the year without a single infraction—but at any given moment, from last year and this year—whether it’s the good kids that are left or the good and bad mixed together—10 percent of our kids cause one-third of the infractions on any given day. If you take that 10 percent off, another 10 percent are going to step forward and cause another one-third of the infractions.

The difference is that some of our kids start to recognize the adjustment we have made in the way we approach them, so their behavior changes. But every kid there is very capable of causing infractions.

The magic number for AWOL used to be seven AWOL’s and you got a good chance of going home. We started modifying that because AWOL was only a symptom of trying to ask for help on the part of the students. So just AWOL or infractions alone are not a determination to go home at our institution. We have a four-level institution. When you get to the healing center that Chairman LaFramboise talked about, you have another four levels you can go through there. So we have lots of opportunities to try to find more intense help for the kids.

The institutions in the State of North Dakota that have the same kind of kids we have have a 1 to 8 adult/kid ratio during the waking hours of the kids. In addition, they have a social worker to
every 14 students during those waking hours. All these studies recommend that we stay at 150 or less enrollment for the very issue you started looking at. When we get too large a number, the problems get to be so big that you can't deal with anybody. But at 150 we start to be able to really meet the needs of the kids. We can maintain that.

At 150 students, we would still need 156 FTE staff to meet those State standards for a child care facility. At our school alone, in order to meet that, that is going to mean at least $600,000 more than what we generated at our high count of 280 during count week.

So you are starting to really look at the right kinds of questions. What mission are these schools able to carry out and have a reasonable chance of success.

The question comes, What happens to those 100 kids that you don't take and stay down at 150?

Many of our kids are going to be able to find that adjustment inside themselves to go back and be successful where they were unable to be successful before. So you can replace them with another kid—our damaged apples—we can repair them so that they can go back and find success either with their families or whatever.

If we were truly successful in our role, we would not have the same kid at the end as we had at the beginning. We must look at a sign of our success as being some turnover among our clients. Some of our kids are there because they need the help to be successful where they came from.

Today, every kid at our school has another school they could be at if they were successful at it, but for either family reasons, racism in the school, or other kinds of issues like that, they are at our institution.

Senator CONRAD. Do you think this therapeutic model of residential schools, with the mission statement, makes sense?

Mr. HALL. Very much so. I want to pick up again on something that Jiggers alluded to and that is that we need to bring a cultural perspective to the healing. Straight Rogerian or straight behavior modification or straight reality therapy alone is not the answer. That is included in that model.

Mr. LAFRAMBOISE. Senator, at this time, I don't believe that there is an ideal model. I think just in us having this unbelievable struggle over this past year of fighting off the press and fighting off all the innuendos—we just finished our first year. The honeymoon period is over in about 2 months in any institution. They get to know the staff, they get to know the system, and they are then able to act appropriately. If they push the right button, then the staff gets them AWOL or stuck and sent home or whatever. They, in effect, operate the system.

We are trying to change that by starting the school system and the school year with an intense 7- to 10-day work group study with the staff to talk about feelings because we have had damaged staff come to us. One of the things that we did was to accept the Bureau's standards when we did our hiring last fall. We used the Eagle system, which is supposed to do background checks on people.
After all the mud started flying around, we found out that we had some people who had committed felonies that were not acceptable to our standards. We had to release them. But they were in the system, for crying out loud, for 3 to 4 months before we were actually able to identify that. It was thanks to our cooperative effort with the State of North Dakota attorney general's office that we were able to identify some of those needs that we needed to clear up.

Mr. HALL. There is one other point I would like to add, Senator, if I may.

Obviously, Mr. LaFramboise is very well informed about our school. But so is every other board Member on our board. You could pick any one of the five and they would have that kind of information. That is one benefit to going grant, our people are very well informed. Where they used to meet three times a year, they are now meeting sometimes twice a month. Our involvement from those tribal representatives has greatly increased in this process.

Senator CONRAD. The funding that you just mentioned—you are talking about $600,000 over and above the funding that would flow if you had 280 students on count day. Am I correct?

Mr. HALL. Right, in order to meet those State standards in North Dakota.

Senator CONRAD. The funding that you just mentionedyou are talking about $600,000 over and above the funding that would flow if you had 280 students on count day. Am I correct?

Mr. HALL. Right, in order to meet those State standards in North Dakota.

Senator CONRAD. What is the gap if you have the 140 students that you end with?

Mr. HALL. It is greater than that, then.

Senator CONRAD. Much greater?

Mr. HALL. Much greater.

Senator CONRAD. Is it double?

Mr. HALL. About double.

Senator CONRAD. It is real sobering. We have these things we call spending caps around here.

Mr. HALL. You are going to pay for it one way or the other. You are either going to pay for it at our institution or you are going to pay $65,000 per kid at those other institutions.

Senator CONRAD. What would the cost be per student if we met the State ratio? If you had the kind of staffing and the kind of expertise that you think you need in order to cope with these special situations?

Mr. HALL. Properly funded, for 150 kids to meet those State certification standards and actually meet the need, it would be between $29,000 and $31,000 per kid. But that wouldn't include the academic. You go out to Home on the Range, which does not include academic, and they are spending $31,000 to $32,000 just for the residential.

So to answer that question, we could meet that need with our institution—not counting construction dollars, of course—for between $29,000 and $30,000 per kid and meet those State standards which are the most stringent standards I have seen for a child care facility.

Mr. LaFRAMBOISE. What we're doing, though, is saving us 10 years down the road the $45,000 at the State penitentiary. You know that the North Dakota State penitentiary has one of the highest inmate Indian population in the country. I believe I have something like 65 Turtle Mountain Chippewas inside that institu-
tion. If you would go back and check them on a biological nature, they didn’t graduate from high school.

I think what we are trying to do is get these kids to have that zest to finish the 9th, 10th, 11th, and 12th grades and do something in our communities. Just in the short year that I have been involved—and I have taken it on as a personal task, so I am a little biased on the nature of the hard fights—I have seen a sparkle in the kids’ eyes of feeling that we are going to be here. Last fall, when everybody was fighting us and everybody was making all kinds of innuendos about our school and the potential of closing it, there was a troublesome look in almost every student. I felt a comfortable closure to the school year.

Senator CONRAD. I, first of all, want to thank the witnesses. We could go on here, I am sure, for a long time, but we are well beyond the schedule. I appreciate very much the testimony of all the witnesses and the contribution you have made to the work of the committee.

Thank you very much.

[Whereupon, at 1:37 p.m., the committee was adjourned, to reconvene at the call of the Chair.]
Mr. Chairman and Ladies and Gentlemen of the Committee:

My name is Ken Taylor, and I am the Chief School Administrator of Sherman Indian High School in Riverside, California. My entire career as a Bureau employee has been at Sherman. I started in 1973 as a Teacher and a Coach. I have been the Athletic Director, Student Activities Director, Academic Department Head, Assistant Principal, and now the Chief School Administrator.

I am also a Haskell graduate when Haskell was a high school. In my time at Sherman, I have seen 14 Principal’s and/or Assistant Principal’s come and go. I tell you all of this to emphasize the fact that the need for more money to maintain these off-reservation boarding schools will always be there.

However, if the attitudes of the “Top Administration” in these schools don’t change, the budget situation will remain the same. The old boys school way of thinking “what I say goes”, is no longer appropriate if it ever was. The school leaders have to involve the total learning community of students, staff, parents, School Board, Union and tribal people. There has to be shared decision making from the bottom up. These schools have to be student oriented, not just on paper to look good, but it has to be reality.

The need for these off-reservation boarding schools is real. I know because I went to the tribes in California, Arizona and Nevada in 1992 before I accepted this position. Their response was “yes” we need schools like Sherman.

In closing, I want to say that I know the need for more money is there; however, I also know we need to be creative with our budget and as one old, wise administrator once said, “use common sense”.

Thank you for this opportunity to express my views.
Senator Mark O. Hatfield  
Senate Committee on Indian Affairs  
June 10, 1994

Oversight Hearing on Off Reservation Boarding Schools  

Mr. Chairman,

Sometimes, there is a thin line between enthusiastic learning and pessimistic despair. The off reservation boarding schools we are contemplating today represent the last hope for many of the at-risk youth who live there. Whether emotional young people strive to succeed or fall into the path of destruction can depend directly upon the quality of individual experiences with the teachers and counselors who hold the power to shape their lives.

The basic mission of these schools could not be more important—they have been entrusted with the 24 hour per day growth and development of young minds. While many of the challenges they face are outside of the classroom, we learned long ago that everything can affect the quality of education. Many of the problems in these schools are familiar: alcohol and drug abuse, parental neglect, emotional suffering, patterns of delinquency. As in any school system, without programs that meet their specific needs, at risk youth are not adequately educated and are destined to failure.

Reports analyzing these schools around the country raise many questions regarding their administration and funding. The amount spent per student at off reservation boarding schools varies from $10,000 to $15,000 per year. By comparison, the amount spent per child at private residential child caring institutions can range from $2000 to $5000 per month. Also by comparison, the Oregon Department of Correction estimates their per inmate cost in adult institutions at $18,470 per year, and $47,450 per year in youth institutions. Total opening enrollment at off reservation schools was over 2,600 students. But, closing enrollment was only slightly over 1500 students. Some of the schools have drop out rates near 50%.

What happens to the students who leave? Can we afford to do what it takes to keep them in school? The issues here are complex and the budgets are extremely tight. But, I believe that we can not afford to overlook a 50% dropout rate—the social and economic costs are too high to ignore. Also, we must not forget that around 15% of the children in these schools are classified as Gifted and Talented students. How are the missions of the schools addressing their high potential for achievement?

It is my hope that this hearing today will shed light on some of these issues. We need to determine whether these institutions...
are organized adequately for their stated goals, whether they have the proper resources to meet their missions, or whether their missions should be reevaluated entirely.

It is encouraging to see the Administration recognize the need for change in this area. I look forward to hearing more about their ideas for establishing a "Therapeutic Community School Model" designed to address mental health needs more effectively while furthering academic goals. Finally, I would like to commend the Chairman for leading the committee to focus upon this most important issue today.
STATEMENT OF DR. JOHN TIPPECONNIC, DIRECTOR, OFFICE OF INDIAN EDUCATION PROGRAMS, DEPARTMENT OF THE INTERIOR, BUREAU OF INDIAN AFFAIRS, AT THE OVERSIGHT HEARING BEFORE THE COMMITTEE ON INDIAN AFFAIRS, UNITED STATES SENATE, ON "OFF-RESERVATION RESIDENTIAL BOARDING SCHOOLS".

June 10, 1994

Good morning Mr. Chairman and Members of the Committee. It is a pleasure to be here to discuss our mutual concerns regarding the Off-Reservation Residential Schools (ORRS).

The Bureau of Indian Affairs (BIA) currently funds seven off-reservation residential schools. Collectively, the schools service 229 Tribes. The schools are accredited by a regional and/or State accrediting agency in the States where they reside. Three schools are operated through grants to Tribes authorized by Congress in Public Law 100-297, Title V, Part B, The Tribally Controlled Schools Act of 1988. The remaining four are operated by the BIA.

For the 1994 school year, the seven schools had a combined enrollment of 2,623 students in grades 1 through 12, of which 1,319 were boys and 1,304 were girls. Of the total enrollment, 90 percent are in grades 7-12, 58 percent in the Intense Residential Guidance Program, 46 percent receive Chapter I services, and 13 percent are in the Gifted and Talented Program.

Despite the distance between the schools and their relative isolation from each other, their student populations are more similar to each other than to other BIA funded and public schools located on Indian reservations. The majority of ORRS students are considered "high risk". These students tend to have more significant mental health problems stemming from physical, sexual and emotional abuse, neglect and dysfunctional families which result in conduct disorders, depression, suicide attempts, grief, anger, addictions, racism, gang violence, etc. These students are inherently not bad kids, but far too many have had traumatic experiences profoundly affecting their physical and emotional development, how they see themselves, and how they think the world sees them.
Many of these students are shifted from local BIA funded or public day schools to On-Reservation Boarding Schools, Peripheral Dormitories, and then to ORRS when local resources are non-existent or exhausted. At each turn, children's needs become more acute. Many of their needs are more than even a residential school can be expected to provide. However, these schools are sorely needed. Closure is not an option if we are to serve these children who suffer due to the lack of local resources.

Our immediate concern is to determine how to improve the ORRS by restructuring and redefining their purpose, programs, organization, staffing and integration of services to meet the special needs of the students they serve. Due to the drastic shift in the student population profile over the past few years, these schools are facing many non-educational problems. Unfortunately, we have not kept pace with this change and now find ourselves in the same situation in which many public schools find themselves. How do we restructure our schools to meet student needs when students are suffering from the effects of alcohol addiction, substance abuse, parental neglect or abuse, and when Tribes and communities have extremely limited resources to provide prevention or intervention programs for juveniles?

Because of the similarity in student populations and the peculiarity of their social problems, we have begun to work with these schools collectively as a system, rather than as individual schools.

The Office of Indian Education Programs (OIEP) holds quarterly meetings of the Off-Reservation Boarding Schools on the various school campuses, providing an opportunity for the schools to share and exchange program information and to discuss student needs.

ORRS staffs met on the campus of the Hampton Institute, Richmond, Virginia in February, 1992 and formed the Consortium of Effective Indian Residential Schools (CERIS). This organization was first intended to address the needs of the ORRS, but then was expanded to include all BIA-funded residential programs. CERIS provides a meaningful opportunity to address the many pressing issues in the residential schools.

The Indian Health Service’s (IHS) Social Services, Mental Health and Alcohol and
Substance Abuse programs have worked closely with several of the ORRS, providing technical assistance, training, and program support. We appreciate their efforts and will continue to work together in providing treatment and support services for students and training opportunities for staff.

The BIA encourages ORRS to participate in various systemwide education initiatives such as: school reform activities through the Effective Schools Program; specific training offered to academic and residential school staff to upgrade skills; training to achieve and maintain regional and or State accreditation; and onsite school evaluation team visits by professional educators to help improve school effectiveness.

The boarding schools have an Intense Residential Guidance Program designed for students needing special residential services due to truancy problems, expulsion from previous school, referrals by a psychologist or social worker, or court order.

The Drug Free School Program has been operating since 1987 in all BIA funded schools including all ORRS which received a total of $435,600 for alcohol and substance abuse prevention, intervention and training.

On April 1 & 2, 1993, OIEP held a meeting in Washington, D.C. to discuss two issues: (1) whether a therapeutic community school model is feasible and (2) whether a model can be developed for implementation by the ORRS. This first meeting included representatives of the ORRS, OIEP, IHS, and several professional groups. The group concluded that a therapeutic community school model is feasible and can be developed for implementation.

The Therapeutic Community School Model is basically a process. It provides a consistent approach and process to create a supportive atmosphere and a community of caring that will prepare staff to work with high risk students in a residential setting. The working mission statement and goals include academic, residential and mental health components, and nine correlates which identify issues that must be addressed in formulating and implementing the model.

The ORRS presently have an academic and residential program, but the mental health component is missing. The model requires a mental health staff that would supplement the academic and residential programs and provide training and program
support to students and staff. By combining these components we can begin to create a place far different from what we have today. We believe it is critical to deal first with social and mental health needs in order to successfully meet academic needs. Basically, we have come to realize it is ineffective to focus on academic needs when students are distracted by personal or family concerns and mental health needs. Our new approach is meant to supplement existing services with mental health education, prevention, intervention and support services. This model expands, supports and restructures the residential and academic programs to better meet student needs.

Each school will be required to write a school improvement plan detailing how they will restructure to implement the Therapeutic Community School Model. A team of experts has continued to meet with the schools to develop a successful model.

In April 1994, we commissioned Dr. Rick St. Germaine, University of Wisconsin, Eau Claire, Wisconsin to write a review of the Off-Reservation Residential Schools. He reviewed past studies, current data and visited the schools. His final report entitled “Off Reservation Boarding School Evaluation Summary Report With Recommendations” was well done. Taking his review into consideration, we make the following recommendations:

Implement the Therapeutic Community School Model at ORRS.

All staff at ORRS must comprehend and fully understand the Therapeutic Community School Model and become active change agents. Therefore, the selection and training of staff are critical.

The schools must focus on team building and shared management which involves all stakeholders in the educational process and outcomes.

Each school must define its purpose and limitations and then use the information so that students who cannot be adequately served will be referred elsewhere.

Continue interdisciplinary teams to assist in the implementation of the Therapeutic Residential Community Model.
If the schools are to be successful, we must restructure and do something completely different from that which we are doing and that which we have done in the past. We welcome Congress' assistance in providing a more clearly defined partnership between BIA education, IHS, the tribes being served, and the Congress in developing a successful off-reservation school program.

This concludes my prepared statement. I will be happy to answer any questions the Committee may have.
Chemawa INDIAN SCHOOL - MISSION STATEMENT

See one page attachment.

Chemawa Indian School (9-12)
Gerald J. Gray, Supervisor
3700 Chemawa Rd., NE
Salem, OR 97305-1199
Phone: 503 399-5721

Funds Received (Excluding Travel)
$5,284,284
$12,182 cost/student

Enrollment
Spring '93 177
Fall '93/94 414
Spring '94 173

Boundaries
Portland Area, Billings Area, Juneau Area & Sacramento Area. Chemawa also accepts students from Minnesota, North/South Dakota, Nebraska, New Mexico, Arizona, Iowa, Wisconsin and Oklahoma as established via agreement with all Off-Reservation Boarding Schools, which allows students from outside the boundary area to enroll in schools that offer programs that meet specific student needs.

Staffing Patterns

School Supervisor

Academic Department Head
Education Specialists
Counselor
Education Aides
Teachers
Education Aides
Coach
Education Technicians
Teachers
Substitute Teacher(s)
Librarian
Recreation Specialist
Recreation Assistants
PT Recreation Assistant
Registrar
Criminal Investigator

Personnel Manager
Business Manager
Business Technicians
Clerk/Staff Support
Cook Foreman
Student Enterprises
Computer Training Inst.
Home Living Specialist
Home Living Assistant
Dorm Managers
Supervisory Group Aide
HLA(s)
Clerk
Supvry Social Worker
Social Worker
Secretary

(*) The cost per student includes basic ISEP, Special Education, Gifted and Talented, Intensive Residential Guidance, IDEA Special Education, Drug Free Schools, Title V Indian Education, Chapter I, BIA Substance Abuse, Law Enforcement, Facility Management, and Reimbursement funds.
MISSION STATEMENT

The mission of Chemawa Indian School is to provide a quality residential and educational community for Indian students, which are responsive to student's functioning at various levels of ability.

Chemawa Indian School seeks to:

1. Nurture the whole development of each child (academically, emotionally, intellectually, spiritually, and culturally);

2. Provide all students with equal access and opportunity for learning and achieving;

3. Assist in developing strong and responsible caring individuals who will become contributing members of their school, communities in which they live, their Tribes, Reservations, state and to society;

4. Provide a healthy nurturing environment where all students can learn, achieve, and continue as life long learners;

5. Provide staff with opportunities to develop skills to enable them to effectively work with the students at Chemawa; and

6. Promote healthy lifestyles.
FLANDREAU INDIAN SCHOOL - MISSION STATEMENT

See two page attachment.

Flandreau Indian School
Jack Balkham, Chief School Administrator
1000 N. Crescent
Flandreau, SD 57028
Phone: 605 997-2724

Bureau Operated
Chain of Command --
OIEP, Line Officer,
Chief School Administrator,
Principal

Funds Received (Excluding Travel)
$ 7,578,752
$  12,598 cost/student*

Enrollment
Spring '93 311
Fall '93/94 587
Spring '94 385

Boundaries
Aberdeen Area, Billings Area, Minneapolis Area and Eastern Area.

Staffing Patterns
Chief School Administrator
Assistant Principal
Teacher Supervisors
Teachers/Sub.Teachers
Librarian
Education Aid
Education Technician
Department Head, Home Economics
Guidance Counselors
Administration Officer
Business Technician

Student Services Director
Homeliving Office
Recreation Department
Solo Parent Program
Boys Dormitory
Girls Dormitory
Substance Abuse Program
Secretary
Supply Clerk

(*) The cost per student includes basic ISEP, Special Education, Gifted and Talented, Intensive Residential Guidance, IDEA Special Education, Drug Free Schools, Title V Indian Education, Chapter I, BIA Substance Abuse, Solo Parent, Facility Management, and Reimbursement funds.
The Flandreau Indian School is dedicated to the education of Indian youth through the provision of educational experiences appropriate to their individual needs and through the provision of professionally competent personnel. An environment is provided where warm acceptance of the individual as a person of worth is foremost. In this context, provisions are made for academic achievement as a goal, human development as a way of life, and development of social skills as an experience for each student.

This boarding school as an educational institution is provided by our society as a means of propagating the fundamental concept of American Democracy and preparing Indian youth for successful participation in society. By the very nature of our belief in the worth and dignity of man, we in this comprehensive secondary school bear the responsibility for promoting maximum growth and development of the individual.

The Flandreau Indian School provides activities which will enable the student to experience growth and adjustment in relation to his social, educational, vocational, and personal responsibilities. The type of activities provided by the school are based on an understanding of the wide range of student needs and on the educational value and feasibility of such activities.

The Flandreau Indian School attempts to offer equal educational opportunities for all students enrolled by providing a varied curriculum for students with diverse backgrounds, interests, abilities, educational and vocational aspirations. Frequently special curriculum provisions and special student placements are made.

The staff promotes wholesome student inter-relationships and presents subject matter to the student in such a manner that the desire to learn will be stimulated. The staff is constantly alert to insure that our program provides for an understanding of the student and assists the student to grow in the ability to function and learn independently.

"Statements of Objectives"

1. To promote student development of skills in the fundamental areas of academic learning and to furnish a general education in these areas through certain required courses.

2. To promote health education and physical development of the student through various course offerings and through co-curricular activities.

3. To help the student gain a realistic assessment of himself for educational and vocational planning through cooperative student-teacher-counselor evaluations.

4. To maximize student growth by providing advanced study beyond the minimum basic courses.
5. To enable students to explore various areas of interest to participate in activities related to future educational and vocational opportunities.

6. To stimulate the educational, social, emotional, and vocational maturation of students through the provision of appropriate co-curricular activities.

EDUCATIONAL GOALS

1. To develop an awareness of the career and occupational world, and to prepare for the future.

2. To prepare students academically and vocationally and socially to assume a productive place in the home and communities.

3. To enhance and develop a positive self image and a sense of self worth.

4. To develop an attitude of tolerance and understanding of others.

5. To develop pride and responsibility in the school, city, state, and nation.

6. Acquire a sense of responsibility and respect of authority.

7. To reinforce students pride and self esteem in their Native American heritage and culture.

8. To develop a desire for continuous learning.

9. To develop skills for communicating ideas and feelings through the ability to read, write, speak and listen.

10. To develop the ability to set realistic goals for oneself and the ability to pursue and achieve the goal.

11. To promote personal hygiene and home living skills.

12. To identify educational needs and potential early and provide assistance in class planning.

13. To provide students the opportunity to become familiar with the technology of the times.

14. To provide a variety of academic programs.

15. In the hopes of retaining more students, make available a variety of academic related activities.

16. Encourage students to accept responsibilities for their actions:
    - Damage
    - Make up work

BEST COPY AVAILABLE
PIERRE INDIAN LEARNING CENTER - MISSION STATEMENT

See one page attachment.

Pierre Indian Learning Center (1-8)  
Darrell Jeanotte, Superintendent  
HC 31, Box 148  
Pierre, SD 57501  
Phone: 605 224-8661

Grant School  
Chain of Command --  
School Board, Superintendent, Program Coordinator

Funds Received (Excluding Travel)  
$ 2,802,225  
+$ 15,482 cost/student*  

Enrollment  
Spring '93  147  
Fall '93/94  181  
Spring '94  148

Boundaries  
Aberdeen Area (South/North Dakota and Nebraska) and 10% of students outside these attendance boundaries at discretion of Chief School Administrator.

Staffing Patterns  
Superintendent  
Program Coordinator  

Academic Department  
Classroom Teachers  
Music/Librarian  
Art Teacher  
Physical Educ/Health Teacher  
Secretary  
Computer Technician  
Teacher Aides  
Counselors  
Social Caseworker/Liaison Person

Residential Component  
Administrative Assistant  
Wing Supervisors  
Night Attendants  
IRG Counselors  
IRG Wing Parents  
Dorm Parents  
Recreation Specialist  
Laundress

(*) The cost per student includes basic ISEP, Special Education, Gifted and Talented, Intensive Residential Guidance, IDEA Special Education, Drug Free Schools, Title V Indian Education, Chapter I, Counselor/Counselor training, and Facility Management funds.
MISSION STATEMENT

RESPECT YOURSELVES, OTHERS AND YOUR ENVIRONMENT.

GOALS

PIERRE INDIAN LEARNING CENTER STUDENTS WILL HAVE OPPORTUNITIES TO DEVELOP SELF ESTEEM BY BEING INVOLVED IN REALISTIC PROBLEM SOLVING SITUATIONS SO THAT EACH STUDENT WILL HAVE THE ABILITY TO SOLVE PROBLEMS.

PIERRE INDIAN LEARNING CENTER STUDENTS WILL PARTICIPATE IN MULTI TRIBAL CULTURAL EXPERIENCES SO THAT THEY CAN INCREASE THEIR CULTURAL AWARENESS AND ENHANCE THEIR PERSONAL SENSE OF IDENTITY.

PIERRE INDIAN LEARNING CENTER STUDENTS WILL BE GIVEN THE OPPORTUNITY TO ASSUME RESPONSIBILITY THROUGH STUDENT COUNCIL, EXTRA CURRICULAR ACTIVITIES AND SOCIALIZATION TO ENHANCE INDEPENDENCE SELF MOTIVATION AND LEADERSHIP.

PIERRE INDIAN LEARNING CENTER STUDENTS WILL BECOME INVOLVED IN A LIFE SKILLS CURRICULUM SO THAT THEY WILL BE ABLE TO SUCCEED IN THE VARIOUS ENVIRONMENTS THEY ENCOUNTER.

PIERRE INDIAN LEARNING CENTER STUDENTS WILL PARTICIPATE IN A HOLISTIC CURRICULUM WHICH WILL BE DEVELOPED TO STIMULATE SELF DISCIPLINE, PROBLEM SOLVING CRITICAL THINKING SKILLS AND ACADEMIC EXCELLENCE SO THAT THEY CAN BECOME SUCCESSFUL.

PIERRE INDIAN LEARNING CENTER STUDENTS WILL LEARNING CONSISTANCY BY EXPERIENCING IT IN ALL POLICIES AND PROGRAM AREAS SO THAT THEY CAN LEARN TO PLAN AND ORDER THEIR LIVES.
RIVERSIDE INDIAN SCHOOL - MISSION STATEMENT

See one page attachment.

Riverside Indian School (2-12)
Milton Noel, Acting Superintendent
Route 1
Anadarko, OK 73005
Phone: 405 247-6673

Bureau Operated
Chain of Command --
OIEP, Line Officer, Superintendent, Principal

Funds Received (Excluding Travel)
$ 4,824,352
$ 11,824 cost/student*

Enrollment
Spring '93 293
Fall '93/94 408
Spring '94 227

Boundaries
Secondary - Anadarko Area Muskogee Area, Oklahoma; Albuquerque Area, New Mexico. Elementary - all states across the United States.

Staffing Patterns

Superintendent
Assistant Principal
Principal

Elementary Instruction
Teachers
Education Aide

Secondary Instruction
Teachers
Education Aides
Education Technician
Librarian

Chapter I
Teachers
Education Technician

Exceptional Education
Teacher Supervisor
Teachers

Home Living Assistant
Clerk-Typist

Gifted and Talented
Title V

Secretary
Administrative Officer
Purchasing Agent
Supply Clerk
Registrar
Education Technician
Food Services
School Cafe Supvsr.
Cooks
Food Service Wrkr.
Clerk-Typist
Pupil Personnel Services
Home Living Specialists
Home Living Assistants
Dormitory Managers
Counselors
Social Services Aides
Recreation Specialist
Recreation Assistants
Secretary

(*) The cost per student includes basic ISEP, Special Education, Gifted and Talented, Intensive Residential Guidance, IDEA Special Education, Drug Free Schools, Title V Indian Education, Chapter I, BIA Substance Abuse, Law Enforcement, Facility Management, and Reimbursement funds.
Mission Statement

The mission of Riverside Indian School is to create and maintain a safe, positive, learning environment and to ensure wholistic development of each student and staff member through cultural, social, spiritual, physical and academic experiences.
SHERMAN INDIAN HIGH SCHOOL - MISSION STATEMENT

See one page attachment.

Sherman Indian High School (9-12)  Bureau Operated
Ken Taylor, Chief School Admin.  
9010 Magnolia Avenue  
Riverside, CA 92503  
Phone: 405 247-6673  
Chief of Command --  
OIEP, Line Officer,  
Chief School Admin.,  
Principal

Funds Received (Excluding Travel)  
$ 6,512,394  
$ 14,188 cost/student*

Enrollment  
Spring '93 273  
Fall '93/94 459  
Spring '94

Boundaries  
Phoenix Area, Navajo Area, and Sacramento Area.

Staffing Patterns

Chief School Administrator  
Secretary  
Principal

Academic I  
Department Head  
Teachers  
Training Instructor  
Education Technicians  
Supervision Section  
Supervision Service Spec.  
Secretary  
Counselors  
Teacher  
Education Technicians  
Clerk-Typist  
Dormitory Managers  
Social Service Aides  
Homeliving Assistant  
Supervision Social Service Assistants  
Social Service Aides  
Homeliving Assistant

Academic II  
Teacher Supervisor  
Teachers  
Education Technicians  
Student Services  
Registrar  
Secretary  
Recreation Specialist  
Counselor  
Teacher  
Support Services  
Business Manager  
Business Technicians  
School Banker  
Bus Driver  
Academic-Media Services  
Library Science Teacher  
Business Technician  
Education Technician

(*) The cost per student includes basic ISEP, Special Education, Gifted and Talented, Intensive Residential Guidance, IDEA Special Education, Drug Free Schools, Title V Indian Education, Chapter I, BIA Substance Abuse, Law Enforcement, Facility Management, and Reimbursement funds.
Through shared decision making the students, staff, parents, and community of SHERMAN INDIAN HIGH SCHOOL will provide a safe, secure, and enriched educational environment in which a balanced program will foster the academic, social, cultural, and spiritual growth of a diverse population of Native Americans in an off-reservation boarding school for post-secondary success.
See one page attachment.

Sequoyah High School (9-12)
Delton Cox, Superintendent
P.O. Box 948
Tahlequah, OK 74465
Phone: 918 456-0631

$3,314,910
$11,161 cost/student*

Grant School

Chain of Command --
Tribe, Dir. of Education
Deputy Dir. of Education
School Board, Exec. Dir.
for Social Programs
Principal Chief of Cherokee
Nation
Deputy Chief, Cherokee
Nation
Superintendent
Principal

Enrollment
Spring '93 247
Fall '93/94 297
Spring '94 253

Boundaries
Muskogee Area and Anadarko Area, Oklahoma; and Eastern Area.

Staffing Patterns

<table>
<thead>
<tr>
<th>Superintendent Principal</th>
</tr>
</thead>
<tbody>
<tr>
<td>Assistant Principal</td>
</tr>
<tr>
<td>Secretary</td>
</tr>
<tr>
<td>Registrar</td>
</tr>
<tr>
<td>Librarian</td>
</tr>
<tr>
<td>Guidance Counselor</td>
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<td>ISS Coordinator</td>
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<tr>
<td>Teachers</td>
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<td>Bus Driver</td>
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<table>
<thead>
<tr>
<th>Pupil Personnel Serv. Dir.</th>
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</thead>
<tbody>
<tr>
<td>Secretary</td>
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<tr>
<td>Mental Health Therapists</td>
</tr>
<tr>
<td>Guidance Counselor</td>
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<tr>
<td>Social Worker</td>
</tr>
<tr>
<td>Therapeutic Rec. Spec.</td>
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<tr>
<td>Rec. Dept. Supervisor</td>
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<tr>
<td>Rec. Dept. Specialists</td>
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<tr>
<td>Dormitory Supervisors</td>
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</tbody>
</table>

(*) The cost per student includes basic ISEP, Special Education, Gifted and Talented, Intensive Residential Guidance, IDEA Special Education, Drug Free Schools, Title V Indian Education, Chapter I, Facility Management, Oklahoma Juvenile Justice Delinquency Prevention Program to Cherokee Nation Youth Services, and Cherokee Nation Tribal Council Supplemental Appropriation funds.
SEQUOYAH HIGH SCHOOL - MISSION STATEMENT

Sequoyah's mission is to enable students to meet challenges of their futures both academically and socially.

GOALS

1. To provide a stable, orderly, and controlled educational environment.

2. To provide an environment of pride that will enhance student's social relationships with others.

3. To provide an academic climate that is conducive to success and status gain.

4. To provide an opportunity for students to become total citizens.

5. To provide students with an opportunity to decide their appropriate careers.

6. To provide an educational setting for ethnic and cultural development.

7. To create an environment that will cultivate the students' personal self-discipline and decision making skills.
WAHPETON INDIAN BOARDING SCHOOL - MISSION STATEMENT

See one page attachment.

WAHPETON INDIAN BOARDING SCHOOL
Robert Hall, Superintendent
832 S Third Street North
Wahpeton, ND 58075
Phone: 701 642-3796

Grant School

Chain of Command --
School Board
Superintendent
Principal

Funds Received (Excluding Travel)
$ 3,625,651
$ 13,089 *

Enrollment
Spring '93 109
Fall '93/94 277
Spring '94 136

Boundaries
Portland Area, Billings Area, Aberdeen Area, Minneapolis Area, and Eastern Area.

Staffing Patterns

Superintendent
Principal
Education
Pupil Pers. Spec.
Teachers
Media Director
Academic Counselors
Education Technicians
Cultural Leader
Student Banker
Secretary
Clerk

Counseling
Counselor Coordinator
Social Worker
Guidance Counselor
Counselor, Technician

Dormitory
Dormitory Supervisors

Residential Director

Kitchen
Cook Supervisor
Food Service Workers
Cook

Recreation
Recreation Supervisor

Recreation Aides

(*) The cost per student includes basic ISEP, Special Education, Gifted and Talented, Intensive Residential Guidance, IDEA Special Education, Drug Free Schools, Title V Indian Education, Chapter I, BIA Substance Abuse, and Facility Management funds.
WHAPETON INDIAN BOARDING SCHOOL - MISSION STATEMENT

The Therapeutic Residential School Program of the Wahpeton Indian School is based upon American Indian and Native Alaskan spiritual and cultural values and establishes a comprehensive, healthy, caring and safe residential and educational environment in which all needs of body, mind, and spirit are considered equally essential and important.

The program represents a substantial increase in human and financial resources, particularly as it responds to the unmet needs of the high risk residential students.
Extract from
OFF-RESERVATION BOARDING SCHOOL
EVALUATION SUMMARY REPORT
WITH RECOMMENDATIONS

Submitted to the Bureau of Indian Affairs,
Office of Indian Education

by Rick St. Germaine, Ph.D.

April 11, 1994
RECOMMENDATIONS
BASED ON SUMMARY REPORT

1. To create better boarding schools, there must be a more careful selection of administrators.

a. Job descriptions must be redefined based upon school transformation models.

There is a new population of students whose experience and needs differ dramatically from students 20 years ago. There is new research and documentation regarding learning styles most effective with American Indian students -- learning styles which teachers are just beginning to practice and implement in Indian boarding schools. These changes cannot be made with old-school administrators. Off-reservation boarding schools need change agents to help them meet these challenges.

Our current educational systems are deteriorating because our schools are changing into high-risk institutions, but our administrative and instructional staffs are not keeping abreast of or ahead of the changes. Administration in all the many schools has become defined as crisis management. Administrators are often so busy putting out fires that they have little time to provide instructional leadership, management, and the vision needed to identify and promote changes that will enhance student learning. It is difficult for administrators to be proactive when they feel they are under siege.

Many of our administrators, who were trained and competent to run old-style schools, are not trained or experienced in high risk institutions. To save our schools, the Bureau must seek out and employ administrators who already have a track record of positive systems change, as well as effective communication and management skills. These management skills must include the ability to foster teamwork, involving all educational stakeholders -- teachers, parents, students, community members, unions. They all need to have a voice in shared decision-making and shared governance. In some cases, this means providing the training necessary to enable those stakeholders to become effective decision-makers.

There is a need for administrators with an awareness and appreciation of recent research into learning styles most effective with Indian students and who are also able to successfully encourage adaptation of these learning strategies into curriculums and classrooms.
And, as the number of students designated as needing Intensive Residential Guidance increases in all of our schools (it makes up a very high percentage of most boarding school populations), the Bureau must hire administrators who are skilled in working effectively with high-risk students.

b. Because our administrators are chosen by hiring boards, the board members themselves must be trained to understand and appreciate the need for selecting administrators who can serve as change agents in order to equip our schools for increasing challenges as they enter the next century.

This training should be done by objective agents who are also allowed to serve in advisory capacities on the hiring committees.

c. There should be full competition for administrative posts and advertising for candidates must be more extensive, covering a wider geographic area in the search for qualified, certified personnel.

There is a pattern of transferring troubled school principals from a hot-spot to another site where they create similar problems. The Bureau should end this practice of automatically transferring administrators in difficulty. There should be full competition for administrative posts and, although Indian preference is important, the primary qualifications should be experience, proven effectiveness and a positive track record of Total Quality Management.
2. To create better boarding schools, there must be team building and shared management involving all stakeholders in the educational process and outcomes.

Ken Taylor, Superintendent of the Sherman Indian Boarding School in Riverside, California, says we have to break the mold and start over with a new system of thinking. The old educational paradigm which was top-down hierarchy, with stratified levels of decision-making and autocratic rule, did not allow for input from those affected by the decision. The old on-line authority contributes to employee class distinction and alienation.

Our schools need to adopt a new philosophy of shared governance necessary for overall planning and improvement. The schools need to provide training to develop team building and team planning. Principals need to actively promote and encourage total involvement of all stakeholders to take part in making those decisions that will directly impact them, with the administration providing needed information in a supportive, respectful, positive relationship.

Principals need to empower the staff to set departmental goals and to make basic decisions that effect their departments. Administration and department heads need to be held accountable for departmental goals as they are delegated power to make basic decisions that effect their departments.

In addition, administrators need to reorganize communications systems between instructors and homeliving staffs and parents and administrators and the community/tribe/Nation. Schools need to install 1-800 telephone lines for input from parents where those lines are not already in place.

Where management and union relations are an issue, both groups must work to establish mutual trust. Team-building and shared governance will minimize union-management problems because teachers, as problem-solvers, will become part of the management.

Administrators must abandon practices which foster a siege mentality or result in low morale creating lowered expectations and lowered student success rates. More must be done to create an environment where all workers feel purposeful and where teachers feel free and empowered and are happy, motivated, and productive.
3. To create better boarding schools, schools must define their purpose and limitations and then use these to follow a practice of selective admissions.

We need to review the policy of “taking all students no matter what.”

Currently, the boarding schools are being used as “a dumping ground” for high-risk kids, according to one official at the Santa Fe Indian Boarding School. Bob Jones, business manager of Flandreau Indian Boarding School, said “These are the high end of the high risk kids.” Off-Reservation Boarding School students have significant mental health problems (i.e., physical, sexual and emotional abuse, neglect, conduct disorders, depression, suicide attempts, dysfunctional families, grief, anger, addictions, victimization, racism, and gang violence), according to Jones. As a direct result, the students’ educational, social, and mental health development suffers.

Boarding schools’ admissions criteria need to be reviewed to resolve the divergence between the revised school mission/goals/direction and student population and the divergence between the ability of schools to service their students and the needs of the highest of high-risk students.

Joe Abeyta, superintendent of the Santa Fe Indian Boarding School, says boarding schools do not have the funds or the resources to deal with the out-of-control kids -- kids who have been pushed out of public schools and who have become the pains of the tribal court systems. “Indian educators are telling a lie if we say we [alone] can deal with them,” he says. “These kids need special treatment and focused help... We as educators can’t do it -- we’re not equipped.”

A former teacher at Wahpeton Indian Boarding School said, “We’ve had troubled kids before, but now they’re endangered.” Wahpeton reported that various indicators and assessment tools (student interviews, discussions with social workers, on-site observations, students records, visits with home school officials, administration of the Adolescent Drinking Index, etc.), led the counseling staff to conclude that at least 95% of our student population either come from homes where someone significantly abuses alcohol or drugs or they themselves are using and abusing drugs.

An official at another ORBS school indicated that, of 74 students total-sampled in a mental health assessment, 72 were found to be suicidal. At the same school, the tribal government moved its juvenile court facility onto the school grounds because it minimized the complications involved in transferring the many students between the campus and the court.
In a draft of his position paper "Off Reservation Education: An Alternative in Indian Education," Abeyta said: "...troubled teens ... manifest a myriad of behavioral and health problems. Normally such programs are staffed by mental health and other medical specialists. They are patient- or client-centered, usually intensive. They may involve an educational component, but normally their goal is to return the patient to a mainstream environment."

With limited specialized services, however, we hurt the highest risk kids instead of helping them. Abeyta said: "Because one of the principal objectives is to facilitate success, to build self-confidence and self-esteem, placing a dysfunctional person in a school setting in which he or she must compete with other individuals, fosters the negative behaviors and further deteriorates support including self-esteem and self-confidence, which are absolutely necessary for success."

"Moreover, the behavioral or coping skills of the dysfunctional person detracts from the other members of the group (school), drains the physical and psychic energies of teachers and staff and places the institution at risk," Abeyta said. "In our race to meet the needs of these students, we have lost sight of what we are, an educational institution. We fail to serve the dysfunctional student, his or her family and community, the courts, as well as the other students and our entire institution."

Ken Taylor, superintendent of Sherman Indian Boarding School in Riverside, California, said that boarding schools should not have to take extremely troubled students, but they do so because of pressure to raise enrollments, because administrators don't think they have a choice in which students they enroll, and/or because the BIA, agencies, or tribes are pushing troubled students on them. The school reported that an "honor" student sent by a BIA official turned out to be a drug pusher whose grades were Ds and Fs.

Mark Wilkerson, acting principal of the Theodore Roosevelt Indian Boarding School, calls the situation "real frustrating." He says we must "recognize their [the high-risk students] uniqueness and admit it .... Why aren't they in their own schools?... I own up to it -- they've been thrown away. Let's recognize and admit it and look at expanded approaches and expanded funding."

Schools should consider plans to admit more heterogeneous student populations with highest risk IRG students being sent to alternative treatment centers.
4. To create better boarding schools, all staff need to be provided with on-going opportunities for staff development and in-service training.

More money needs to be allocated for the training and development of all staff. Currently, U.S. corporations spend more than 9% of their annual budgets on training and development, while American schools spend less than 1%. With that kind of an expenditure, how can we expect to bring about the systemic change needed to meet the needs of today’s students.

On-going development and training is essential to prepare staff to meet the unique academic, social, emotional, and health needs of residential students and to bring about the change needed to fully participate in shared management. Development should be based on a comprehensive needs assessment and staff requests.

Trainings for residential and instructional staff should include IRG behavioral management, discipline policies, crisis intervention, decision-making, and current research on instructional methods most effective with American Indian students. In addition to on-site training, selected staff members should be sent to observe successful models in their regions.

Administrative and instructional staff also need training in authentic assessment techniques, including experiential activities and group testing, which can be used as an alternative to criterion-related preference or standardized testing to measure unique cultural skills, native language and artistic abilities, survival skills and special strengths of American Indian communities.

In some schools, training also needs to be provided in curriculum development emphasizing process as well as content with scope and sequence delineated to appropriately address the school’s set goals and to identify and build upon students’ skills.

Staff development must provide opportunities and activities which serve to raise teachers’ expectations of students and encourage teachers to create exciting learning opportunities with cultural context and relevance to their students’ lives and future careers. Writing activities should be incorporated into the curriculum and every subject should offer students a chance to express themselves and validate their own backgrounds as a basis for learning.

High priority needs to be given school-wide to student morale as a reason for the high drop-out rate with changes made in school programming to increase retention.
5. To create better boarding schools, schools must upgrade the instructional and support facilities.

The schools need additional resources for repairs and upgrading of their physical plants. At one campus visited, huge chunks of the wall were gone and pieces of the 1920s tin ceilings had fallen to reveal leaking, corroded water pipes up above. Instructional areas must be made safe and functional. For instance, how can a chemistry lab function without running water and working gas burners?

School environments must be modified to minimize time off-task and lack of security. Administrators need to develop long-term plans for facilities improvement and management.

6. To create better boarding schools, dormitory facilities and personnel must be upgraded and improved.

Surroundings need to be more homelike (with wall decorations, upholstered chairs, rugs and carpets, etc.), rather than sterile environments. There needs to be some connection with the students' native culture(s). This can be done through the use of decorations, cultural artifacts, and donated items from the community.

Study areas should be established in the dormitories, separate from the television room, with adequate resources.

Where school dormitories are understaffed, adequate staff must be hired. All dormitory staff should be skilled and have sufficient knowledge of student educational, social and emotional needs. Staff must like and be actively involved with the students, and be able to motivate them.

Written policies and procedures should be in place, including procedures for handling emergencies. Adequate counseling services must be offered and should be closely coordinated with the academic counseling services. Schools must ensure the safety and security of all students, instituting positive behavioral management techniques, including student rewards through an honor system and honor dorms with increased privileges.

Wherever possible and whenever new housing is built, small units or cottages should be created to provide safe alternative nurturing home environments with reduced student/staff ratios. The staff should serve as surrogate parents, living with students in these units/cottages. Whenever possible, students of different ages should be grouped, be assigned family-type responsibilities, and be encouraged to care for one another.
7. To create better boarding schools, student activities must be revamped to assure active and positive use of leisure time, to keep television from dominating the lives of the students and to give students alternatives to leaving campus.

Student recreation programs should be developed separate from athletic programs with a wide variety of planned, organized activities, including those involving tribal members and incorporating the students' native culture(s). A variety of equipment should be available for leisure-time activities.

Homeliving programs should be developed to increase students' family life interaction and parenting skills, with boys as well as girls encouraged to participate in the parenting classes.

Schools need to build in evening study hours to extend learning time. This will require extended access to library facilities and increased resource materials in the residential dormitories. Dormitory programming should be coordinated with academic programming.

8. To create better boarding schools, adequate resources must be made available and the most efficient use must be made of those resources.

Adequate government monies must be made available to meet the increased needs of today's students. Even with the highest of the high risk students sent to alternate facilities, boarding schools still need to supply crisis intervention and therapeutic services to their students. In one state, therapeutic treatment centers currently spend $6,000 a month per child, while off-reservation boarding schools spend $6,000 a year (see attachment).

Administrators need to define key school needs with input from all stakeholders and then develop detailed plans to meet those needs on a timely basis. Administrators then must pursue all available sources of funding, including other agencies (state, county, federal) and tribes/Nations to provide for students' needs, using tribal fundraising expertise whenever possible in research and writing.

9. To create better boarding schools, administrators must stimulate the informed involvement of the School Board.

School board composition must assure representation of all students, including those from distant tribes. Board members must be trained in the benefits of systems change, in order to meet the needs of today's students and the challenges facing today's educators.
1994 Rates for Residential Child Caring Institutions

Therapeutic child caring institutions in Wisconsin have established the following 1994 rates for their services:

<table>
<thead>
<tr>
<th>Institution</th>
<th>Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>A Better Way</td>
<td>4,940</td>
</tr>
<tr>
<td>Carmelite Home, Inc</td>
<td>4,667</td>
</tr>
<tr>
<td>Chequamegon Rehabilitation Institute</td>
<td>4,658</td>
</tr>
<tr>
<td>*Eau Claire Academy</td>
<td>4,667</td>
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<tr>
<td>Familia, and Children's Center</td>
<td>4,667</td>
</tr>
<tr>
<td>Homme Youth and Family Programs</td>
<td>4,667</td>
</tr>
<tr>
<td>*La Crosse Academy Inc.</td>
<td>4,667</td>
</tr>
<tr>
<td>Martin Luther Centers</td>
<td>4,667</td>
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<tr>
<td>New Horizon Center, Inc</td>
<td>4,667</td>
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<tr>
<td>Norris Adolescent Center</td>
<td>4,667</td>
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<tr>
<td>Northwest Passage</td>
<td>4,667</td>
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<tr>
<td>Oconomowoc Developmental Training Center</td>
<td>4,667</td>
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<tr>
<td>Our Lady of Charity Center, Inc</td>
<td>4,667</td>
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<tr>
<td>Parsons House</td>
<td>4,667</td>
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<tr>
<td>Rawhide, Inc.</td>
<td>4,667</td>
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<tr>
<td>Rawhide, Inc. - Catch</td>
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<tr>
<td>Rawhide, Inc. - Catch Plus</td>
<td>4,667</td>
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<tr>
<td>Rosalie Manor</td>
<td>4,667</td>
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<tr>
<td>St. Aemilian - Lakeside</td>
<td>4,667</td>
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<tr>
<td>St. Charles, Inc.</td>
<td>4,667</td>
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<tr>
<td>Continuum of Care - Boys</td>
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<tr>
<td>Continuum of Care - Girls</td>
<td>3,159</td>
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<tr>
<td>Youth Development Center</td>
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<tr>
<td>St. Coleta School (8/1/93 - 7/31/94)</td>
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<tr>
<td>St. Rose Residence, Inc. - Main Unit</td>
<td>4,200</td>
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<tr>
<td>Sunburst Youth Homes, Inc.</td>
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<tr>
<td>Regular Program</td>
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<tr>
<td>Sexual Offenders Program</td>
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<tr>
<td>Taylor Home, Inc.</td>
<td>4,200</td>
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<tr>
<td>Tekuwan Community, Inc. - APOGEE</td>
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<tr>
<td>Tomorrow's Children</td>
<td>4,200</td>
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<tr>
<td>Transitus House</td>
<td>4,200</td>
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<tr>
<td>Turning Point (Milwaukee)</td>
<td>4,200</td>
</tr>
<tr>
<td>*Willow Glen Academy, Inc</td>
<td>4,200</td>
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<tr>
<td>Central Annex and Main Unit</td>
<td>4,200</td>
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<tr>
<td>Central, East, North and Oakland</td>
<td>4,200</td>
</tr>
<tr>
<td>*Waukesha Academy</td>
<td>4,200</td>
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</tbody>
</table>

* Denotes proprietary status

The above information was provided by the State of Wisconsin Department of Health and Social Services Division of Community Services.
1994 Rates for Residential Child Caring Institutions

Therapeutic child caring institutions in Wisconsin have established the following 1994 rates for their services:

<table>
<thead>
<tr>
<th>Child Caring Institutions</th>
<th>Monthly</th>
<th>Daily</th>
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<tbody>
<tr>
<td>A Better Way</td>
<td>$3,917</td>
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<tr>
<td>Chwinda Rehabilitation Institute</td>
<td>5,461</td>
<td>179.54</td>
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<tr>
<td>*Eau Claire Academy</td>
<td>NA</td>
<td>163.73</td>
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<tr>
<td>Family and Children's Center</td>
<td>NA</td>
<td>130.00</td>
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<tr>
<td>Homme Youth and Family Programs</td>
<td>4,647</td>
<td>152.77</td>
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<tr>
<td>Lad Lake</td>
<td>4,595</td>
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<tr>
<td>*Martin Center, Inc.</td>
<td>4,647</td>
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<tr>
<td>Martin Luther Centers</td>
<td>3,904</td>
<td>128.35</td>
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<tr>
<td>New Horizon Center, Inc.</td>
<td>4,183</td>
<td>137.52</td>
</tr>
<tr>
<td>Norris Adolescent Center</td>
<td>4,045</td>
<td>132.99</td>
</tr>
<tr>
<td>Northwest Passage</td>
<td>5,364</td>
<td>176.35</td>
</tr>
<tr>
<td>Oconomowoc Developmental Training Center</td>
<td>4,692</td>
<td>154.26</td>
</tr>
<tr>
<td>Our Lady of Charity Center, Inc</td>
<td>4,288</td>
<td>140.98</td>
</tr>
<tr>
<td>(Family Programs)</td>
<td>1,429</td>
<td>46.98</td>
</tr>
<tr>
<td>Parsons House</td>
<td>2,144</td>
<td>70.49</td>
</tr>
<tr>
<td>Rawhide, Inc.</td>
<td>4,096</td>
<td>134.73</td>
</tr>
<tr>
<td>Rawhide, Inc. - Catch Plus</td>
<td>4,270</td>
<td>140.38</td>
</tr>
<tr>
<td>Rosalie Manor</td>
<td>3,159</td>
<td>133.85</td>
</tr>
<tr>
<td>St. Aemilian - Lakeside</td>
<td>3,200</td>
<td>105.09</td>
</tr>
<tr>
<td>St. Charles, Inc.</td>
<td>3,749</td>
<td>123.27</td>
</tr>
<tr>
<td>St. Coletta School (8/1/94 - 7/31/94)</td>
<td>3,295</td>
<td>108.32</td>
</tr>
<tr>
<td>St. Rose Residence, Inc. - Main Unit</td>
<td>4,395</td>
<td>144.50</td>
</tr>
<tr>
<td>Sunburst Youth Homes, Inc.</td>
<td>NA</td>
<td>156.23</td>
</tr>
<tr>
<td>Regular Program</td>
<td>NA</td>
<td>167.07</td>
</tr>
<tr>
<td>Sexual Offenders Program</td>
<td>NA</td>
<td>99.95</td>
</tr>
<tr>
<td>Taylor Home, Inc.</td>
<td>4,709</td>
<td>154.83</td>
</tr>
<tr>
<td>Tellurian Community, Inc. - APOGEE</td>
<td>4,228</td>
<td>129.00</td>
</tr>
<tr>
<td>Tomorrow's Children</td>
<td>NA</td>
<td>49.61</td>
</tr>
<tr>
<td>Transitus House</td>
<td>3,527</td>
<td>115.96</td>
</tr>
<tr>
<td>Turning Point (Milwaukee)</td>
<td>4,573</td>
<td>150.36</td>
</tr>
<tr>
<td>*Willowglen Academy, Inc.</td>
<td>4,413</td>
<td>145.10</td>
</tr>
<tr>
<td>Central Annex and Main Unit</td>
<td>NA</td>
<td>137.85</td>
</tr>
<tr>
<td>Central, East, North and Oklahoma Annex</td>
<td>NA</td>
<td>137.85</td>
</tr>
</tbody>
</table>

* Denotes proprietary status

The above information was provided by the State of Wisconsin Department of Health and Social Services/Division of Community Services.
memorandum

Mar. 8, 1994

Eugene Reddemann, Personnel Manager-CTS

YOUR REQUEST TO CONTACT STATE CORRECTIONS DEPARTMENTS

Gerald J. Gray, School Supervisor

You asked me to contact State Corrections Departments to seek per inmate or resident operating cost information on an annual basis. The following was obtained by phone:

**STATE OF OREGON:**

<table>
<thead>
<tr>
<th>Institution Type</th>
<th>Rate/day</th>
<th>Annual Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>State Adult Institutions</td>
<td>$50.06</td>
<td>$18,469</td>
</tr>
<tr>
<td>State Youth Institutions</td>
<td>$110.00</td>
<td>$47,450</td>
</tr>
<tr>
<td>State Youth Camps</td>
<td>$70-80.00</td>
<td>$25,550-29,200</td>
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**STATE OF CALIFORNIA:**

<table>
<thead>
<tr>
<th>Institution Type</th>
<th>Rate/day</th>
<th>Annual Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>State Adult Institutions</td>
<td>$56.23</td>
<td>$20,525</td>
</tr>
<tr>
<td>State Youth Institutions</td>
<td>$86.30</td>
<td>$31,500</td>
</tr>
</tbody>
</table>

I hope this information is useful for your inquiry.

cc: Miguel Reyes, Business Manager

**ADDITIONAL INFORMATION OBTAINED SINCE MAR. 8, 1994 (Mar. 11, 1994):**

**OKLAHOMA:**

<table>
<thead>
<tr>
<th>Institution Type</th>
<th>Rate/day</th>
<th>Annual Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>State Adult Institutions</td>
<td>$32.83</td>
<td>$11,983</td>
</tr>
<tr>
<td>State Youth Institutions</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>$32.27</td>
<td>$11,779</td>
</tr>
<tr>
<td></td>
<td>42.45(maximum)</td>
<td>15,494</td>
</tr>
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**NORTH DAKOTA:**

<table>
<thead>
<tr>
<th>Institution Type</th>
<th>Rate/day</th>
<th>Annual Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>State Adult Institutions</td>
<td>$51.00</td>
<td>$18,615</td>
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<tr>
<td>State Youth Institution (M.D. Industrial School)</td>
<td>$117.28/day</td>
<td>$42,807/year</td>
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</table>

**SOUTH DAKOTA:**

<table>
<thead>
<tr>
<th>Institution Type</th>
<th>Rate/day</th>
<th>Annual Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>State Adult Institutions</td>
<td>$34.87</td>
<td>$12,728</td>
</tr>
<tr>
<td>State Youth Institutions</td>
<td>65.86</td>
<td>24,039</td>
</tr>
</tbody>
</table>

**McLaren School for Boys**

Enrollment 250

$46,000 per student for a 24-hour Program
$7,000 per student for the Education/Academic Program

BEST COPY AVAILABLE
OFF RESERVATION BOARDING SCHOOLS
Bureau of Indian Affairs Manual, 62 BIAM 3.1C(3)

Education Criteria

1. Those for whom a public or Federal day school is not available. A school is considered available if it is not severely overcrowded, offers instruction at an appropriate grade level and is located, or served by a bus route, within walking distance of the student's home. Walking distance to a school or bus stop is defined as one mile for elementary pupils and 1-1/2 miles for high school, unless unusual circumstances of student health, terrain, or weather prevail.

2. Those who need special vocational or preparatory training, not available to them locally, to prepare them for gainful employment.

3. Those for whom the available school makes no adequate provision to meet the educational requirements of students with academic deficiency, linguistic or cultural differences, or other specialized needs of individual students.

Social Criteria

1. Family environment. Those who are rejected or neglected for whom no suitable plan can be made.

2. Those who do not receive adequate supervision due to parental limitations.

3. Those whose family has behavioral problems which imperil the well being of the student.

4. Those who may have siblings or other close relatives enrolled in the boarding school and who would be adversely affected by separation.

5. Those whose behavioral problems are too difficult for solution by their families, or through existing community resources, and who can benefit from the environment of a boarding school without harming other children.

6. Those whose health or proper care is jeopardized by the illness of other members of the household and for whom no more suitable arrangements can be made.
Honorable Daniel K. Inouye
Chairman, Committee on Indian Affairs
United State Senate
Washington, D.C. 20510-6450

Dear Mr. Chairman:

This is in response to questions submitted to the Office of Indian Education Programs following the oversight hearing on "Off-Reservation Residential Boarding Schools", held on June 10, 1994.

We are responding to the questions in the order presented to us. The questions and answers are as follow:

1. What are the recommendations made by Dr. Rick St. Germaine and what action does the Bureau of Indian Affairs (BIA) plan to take in response to each recommendation? When will such actions be taken?

   Dr. St. Germaine made the following recommendations to create better boarding schools:

   1. There must be a more careful selection of administrators.

   2. There must be team building and shared management involving all stakeholders in the educational process and outcomes.

   3. Schools must define their purpose and limitations and then use these to follow a practice of selective admissions.

   4. All staff need to be provided with on-going opportunities for staff development and in-service training.

   5. Schools must upgrade the instructional and support facilities.

   6. Dormitory schools, dormitory facilities and personnel must be upgraded and improved.
7. Student activities must be revamped to assure active and positive use of leisure time, to keep television from dominating the lives of the students and to give students alternatives to leaving campus.

8. Adequate resources must be made available and the most efficient use must be made of those resources.

9. Administrators must stimulate the informed involvement of the School Board.

- Copies of Dr. St. Germaine's report will be shared with the school boards and administrators of the seven off-reservation residential schools.
- Dr. St. Germaine's report will be reviewed and discussed at the October meeting of the Consortium of Effective Residential Indian Schools (CERIS).
- Each of the seven school boards will be requested to respond to the report and recommendations.
- Follow-up activities with the residential schools will be done on a school-by-school basis.

2. Is the BIA considering a redefinition of missions for the boarding schools or any changes to admissions policies? If so, when will such changes take place?

- The BIA is not considering a redefinition of the mission for the residential schools. They will continue to serve the high risk students they have been serving over the past decades.
- The BIA is considering the implementation of a therapeutic model that incorporates a mental health component with the academic and residential programs.

3. Absent additional funding, what steps can be taken to move toward the Therapeutic School Model?

- The BIA, Indian Health Service, and the private sector have worked closely with the off-reservation residential schools in developing a written draft describing the therapeutic community school model.
- The draft description will be discussed at the October CERIS meeting. All residential schools will be encouraged to begin to do what they can to implement the therapeutic model.
An amendment to the School Improvement Act has been introduced that will allow the BIA to identify two off-reservation residential schools to be designated as demonstration schools for the implementation of the therapeutic model. Wahpeton Indian School, an elementary residential school, and Chemawa Indian School, a secondary residential school, have been selected as the demonstration schools. The two demonstration schools will be closely monitored in order to track the development and implementation of the therapeutic model.

On-site training services for residential staff are being developed that will be offered to the residential schools.

4. Is an Agency Education officer responsible for overseeing the implementation of an action plan by boarding schools following each evaluation?
   - The Education Line Officers who have off-reservation residential schools located within their area of supervision have oversight responsibility of the schools implementation of an action plan.

5. Is the Office of Indian Education Programs satisfied with the implementation by boarding schools of recommendations made by its evaluation teams?
   - The BIA has been satisfied with the efforts of the schools to implement evaluation team recommendations within budget constraints and availability of resources. We have not been satisfied with the ability to provide the special type of technical assistance or personnel to the schools.

6. Is legislation on the subject of off-reservation boarding schools being considered by the BIA?
   - Not at this time.

Are any other steps being taken by the BIA to help ensure that the boarding schools become effective components of the BIA's educational program?

- The Office of Indian Education Programs has begun meeting with the BIA's Area Social Workers to discuss closer coordination with the residential schools, families of students and the coordination of social summaries for all of the residential schools.

- Closer coordination of training services offered by Indian Health Services to the residential schools.
Some off-reservation residential schools are involved with the effective school model for their academic program. As indicated previously, we are working on a therapeutic model for the off-reservation residential schools.

Thank you for providing the opportunity to appear before the Committee on Indian Affairs on June 10, 1994. This provided an opportunity to explore various options regarding the situation the off-reservation residential school find themselves. If you have any further questions, please do not hesitate to contact this office.

Sincerely,

[Signature]

Director, Office of Indian Education Programs
TESTIMONY OF SCOTT H. NELSON, M.D., CHIEF
MENTAL HEALTH/SOCIAL SERVICES PROGRAMS BRANCH
INDIAN HEALTH SERVICE

ON MENTAL HEALTH SERVICES IN OFF-RESERVATION BOARDING SCHOOLS

TO THE

SENATE COMMITTEE ON INDIAN AFFAIRS

JUNE 10, 1994
My name is Dr. Scott Nelson. I am a psychiatrist and Chief of the Mental Health/Social Services Programs Branch of the Indian Health Service (IHS). I am pleased to be here today to present IHS's testimony regarding the substance abuse and mental health-related services of off-reservation boarding schools funded by the Bureau of Indian Affairs (BIA).

Historically, the role of Indian boarding schools was not only to provide education to American Indians, but also to forcibly "socialize" Indian children into the dominant cultural models. While this philosophy is no longer endorsed, numerous reports have addressed problems in boarding schools (the Meriam Report of 1928; Special Subcommittee on Indian Education Congressional Report, 1969), stating that they do not serve children well educationally or socially.

More and more Indian children and adolescents with multiple needs and problems, particularly behavioral health problems, make up the student populations of boarding schools. Many Indian children now receive education either in public schools or tribal/BIA day schools. Off-reservation boarding schools, in particular, are used more for placement of Indian children and adolescents who are experiencing difficulties in their respective communities.

In two off-reservation boarding schools, the Indian Health Service—directly or through contract—provides on-site mental health, social services, and substance abuse treatment. The IHS's Mental Health/Social Services Program also has provided in-service training and
consultation about programs to a number of off-reservation boarding schools. Training has been directed toward dormitory, residential, and counseling staff and has focused on increasing their knowledge about developmental issues, mental health issues, child abuse, aggressive and violent behavior, depression and suicide, and building the skills of staff in child behavioral management. Consultations about programs have included working with individual principals and department heads to assist them with mental health and substance abuse resource development, refocusing local and regional resources more appropriately to create a multidisciplinary approach to children and youth-related behavioral health issues, and networking with other programs including regional Indian adolescent substance abuse treatment centers and Federal and tribal behavioral health programs. We have also been involved with the initial screening and year end evaluation of the Chemawa Boarding School Special Mental Health Project. Our program and the IHS's Alcohol and Substance Abuse Program, as well as the Office of Indian Education Program staff, have been part of the CERIS (Consortium of Effective Residential Indian Schools) planning group, which has been developing the therapeutic community school model for off-reservation boarding schools.

In general, children and adolescents in off-reservation boarding schools require highly individualized treatment programs to adequately address their emotional and behavioral problems. For these reasons, IHS makes the following recommendations to meet the specialized needs of the children and adolescents presently in these schools:
1. Adequate on-site health and mental health services for each off-reservation boarding school are needed. Presently, off-reservation boarding schools must compete with the existing service population for services at already overtaxed and distant IHS, tribal, and other health care facilities. More specifically, the mental health and substance abuse treatment needs of children in off-reservation boarding schools are not being met adequately, and in most schools not at all. The Indian Health Service presently has not allocated its resources to meet the mental health, social service, and substance abuse needs of the boarding school student population. The President's FY 1995 Budget includes a special investment of $10.4 million specifically to address substance abuse problems. Other health services provided by the IHS face similar needs, making the shifting of resources from other areas difficult.

2. A health and behavioral health assessment of present and potential students should be developed and implemented to determine their behavioral health needs.

3. The off-reservation boarding schools should be adequately staffed to provide an appropriate ratio of caretakers to children. The IHS supports the development and implementation of the therapeutic treatment model for high-risk adolescents in each off-reservation boarding school. Such a model is being considered by the BIA and should include adequate staffing (e.g., at least one staff member to fifteen students, highly qualified staff, and appropriate facilities).
4. Background checks for staff working with children, residential staff, academic and behavioral health professionals need to be conducted consistently and thoroughly.

5. Staff employed by off-reservation boarding schools should have adequate knowledge of child development, behavioral management of children, and management of violent adolescents. Residential, academic, and behavioral health staff should work together as a multidisciplinary team to implement individualized treatment plans. Where there are sufficient numbers of staff—either through direct hiring or contract—the BIA and the IHS need to work together to provide the necessary technical assistance to develop viable teams of behavioral health professionals as well as residential and academic staff in each off-reservation boarding school. We believe that the frequent incidents on campus involving violence, date rape, sexual abuse, and substance abuse use will be addressed more effectively by adequately staffing the schools with qualified behavioral health professionals, security personnel, and a residential staff who receive regular technical assistance on addressing violent behaviors among children and adolescents.

6. The BIA, the IHS, and the tribes must work together so that families are consistently included in the educational development of their children.
7. In schools where detoxification services are not available, such services should be provided on-site or locally with medical support.

8. The policy of expelling students with substance abuse problems and other behavioral problems needs to be re-evaluated. Off-reservation boarding schools need to develop the capacity to assist these students more effectively. Students who successfully complete substance abuse treatment programs should be readmitted to the schools with appropriate services for after care.

9. There is great need for more resources for child, adolescent, and family-oriented mental health, social services, and substance abuse prevention and treatment on and near reservations to enable more children to stay in the community for schooling. Efforts should be augmented to develop local day school programs and to increase the availability of family-based behavioral health services so that children can stay with their families and receive adequate health and behavioral health services at home. The BIA has demonstration projects to provide family and child education in local communities, such as the FACE (Family and Child Education) Programs.
In collaboration with the tribes, the IHS and the BIA need to develop a system of education and complete care with the goal of allowing every child to remain with his/her family in the Indian community. This system of care should include a range of services from home-based family support services, specialized foster and group homes, and local residential treatment facilities with small staff to child ratios.

Mr. Chairman, this completes my formal testimony. I would be happy to answer whatever questions you may have.
Testimony of Gerald J. Gray  
Superintendent, Chemawa Indian School  
Salem, Oregon  
and  
President of the Consortium for  
Effective Residential Indian Schools  
to the  
Senate Committee on Indian Affairs  
June 10, 1994

Good Morning Honorable Senators. My name is Gerald J. Gray. I am the Superintendent of Chemawa Indian School, an Off-Reservation Boarding School, operated by the Bureau of Indian Affairs, located in Salem, Oregon. I have been the School Superintendent at Chemawa Indian School for the past twelve (12) years.

I would also like to mention that I am also the President of the Consortium for Effective Residential Indian Schools. This organization was created in February 1992 by Off-Reservation Boarding School Administrators and School Board members to advocate for, and to diligently work, as a unified group, to assist one another to improve the operations and services our schools provide to Indian children of this Nation. (Refer to Attachment #1 - Mission Statement and Goals - Consortium for Effective Residential Indian Schools.)

I wish to address the Committee, from both the position I hold at Chemawa Indian School, and from the position I have been elected to by my peers and by the School Board members from all of the off-Reservation Boarding Schools, as President of the Consortium for Effective Residential Indian Schools.

There is no time to waste! The Mission of the Off-Reservation Boarding Schools' needs to be changed immediately!

Numerous studies (refer to Attachment #2 List of Off-Reservation Boarding School Studies - copy of studies also attached) over the last twenty-five (25) years have clearly and very adequately documented the fact that the "OFF-RESERVATION BOARDING SCHOOLS ARE NOT RESPONDING TO THE MANY SPECIAL NEEDS OF THE STUDENTS-PRESUMABLY THE NEEDS FOR WHICH THEY ARE SENT TO THE SCHOOL." (P. 254)

Chemawa Indian School, just like all of the other off-reservation boarding schools, and I dare to say all of the boarding schools within the Bureau funding system, is expected to provide a regular academic school education program to an extremely HIGH AT-RISK student population who possess a great many diverse special and
unique needs. The overwhelming number of our children come from extremely dysfunctional families and a great number are currently experiencing or have recently experienced physical, mental and sexual abuse; low self-esteem; depression; suicide ideation; gestures/attempts; grief; anger; drug/alcohol addiction; violence; unemployment; poverty; gang warfare; hunger and nutrition deficiency; tobacco addiction and abuse; high family and/or personal mobility; lack of basic educational skills; pregnancy; eating disorders and obesity; lack of hygiene and general health care; traumatic head injuries; sexual intercourse; lack of family support and communication; lack of interpersonal relationships and problem solving/decision making skills; lack of self-discipline; lack of impulse control; lack of person/cultural identify; lack of knowledge/ability to spend leisure time wisely/constructively; need for immediate gratification; mental health/emotional/social problems; lack of home based social/support services; and parental/family/guardian neglect and/or abandonment.

The current 1993-94 school term, we have forty-three (43) students that we have information on that show they are on probation from the juvenile court system, and have an additional sixty-two (62) students who have indicated on their student application that they have been arrested at some time. The law violations they have been arrested for include disorderly conduct, minor in possession, minor consuming, curfew violations, intoxication, ungovernable, shoplifting, runaway, possession of stolen property, violation of juvenile court probation, harassment, assault, burglary, parent abuse, eluding an officer, criminal complicity, sexual abuse, making a false bomb report and driving under the influence. In addition to this, the scope of alcohol and drug abuse among entering students is monumental. Studies at Chemawa have repeatedly shown that 80% of our students have a history of current or recent alcohol or substance abuse, and that over 80% come from a home where one or both parents are identified as having a drinking problem. At least 80% of our students are "children of alcoholics" (COA) and we project a minimum of 40% of the students are chemically dependent. The majority of those students come to Chemawa already chemically dependent. In other words, chemically use is already well established at home. Many students have reported that they started chemical use by ages 3, 4, 5 and up. The evidence that we have on the substance abuse use by other students indicates that the vast majority are using at the abuse level. What remains are very few students at the experimental or misuse levels of chemical use.

The overwhelming number of our students are social referrals and are admitted to our off-reservation boarding school's under the list of social criteria for admission.

"Students are sent to off-reservation boarding schools on the basis of criteria established and published by the Bureau of Indian Affairs. Children who meet one or more of the criteria listed below may be admitted to Federal Boarding Schools.
In his/her family environment, the student:

- Was rejected or neglected.
- Well-being was imperiled due to family behavioral problems.
- Has behavioral problems too difficult for solution by family or local resources.
- Has siblings or other close relative enrolled who would be adversely affected by separation;

and the remainder of the students are admitted to our off-reservation boarding schools under the following list of Education Criteria (factors) for admission:

Federal/public schools near the student's home:

- Are severely overcrowded.
- Do not offer students grade.
- Exceed 1-1/2 mile walking distance to school or bus.
- Do not offer special vocational/preparatory training necessary for gainful employment.
- Do not offer adequate provisions to meet academic deficiencies or linguistic cultural differences.

The undesirable results of these criteria being applied in the local communities is a heavily weighted proportion of students who are assigned, usually by a community social worker, for social reasons. The distressing fact, repeatedly emphasized in the evaluations, is that the desperately needed special services required by the students with social problems are virtually nonexistent. The schools, in other words, are not responding to the many special needs of the students—presumably the needs for which they are sent to the school" (P. 254)\(^2\)

In their report, *Dropout Epidemic at an Indian Boarding School*, Dr. Jerrold Levy and Dr. James H. Shore stated:

"Referral of a Northwest Indian student to boarding school is often made on the basis of disorganizing social or interpersonal factors. It is important to emphasize the diversity of the student body in this and other Indian boarding schools. Indian students are referred from different tribes in different regions of the country. In some cases, Indian boarding school is the student's court of last appeal, following dropout from a local public school, involvement with the juvenile court or an unstable home environment." (P.2)\(^3\)

\(^2\)Ibid.

\(^3\)Dropout Epidemic at an Indian Boarding School, Dr. James H. Shore and Dr. Jerrold Levy, 1974.
In a study conducted at Chemawa Indian School, Lawrence M. Shadbolt, Jr., stated:

"The general picture that emerges from a review of available data is of an extremely diverse population (in off-reservation boarding schools) whose academic and social behavior reflect the admission criteria of the school." (P. 27) 

Very recently, a number of our off-reservation boarding schools have been crying out for help! In an October 4, 1991 report to Dr. Eddie Brown, Assistant Secretary, Indian Affairs, and to Dr. Everett Rhodes, Director, Indian Health Service, Dr. Carl Cooley, Portland Area Education Program Psychologist wrote:

"This report is being sent directly to you because of the significant nature of the epidemic problems of Native American Youth attending off-reservation boarding schools (ORBS) from all reservations. These problems are not the result of attendance at ORBS. They are the result of many issues not being responded to appropriately by agencies at the student's reservation and in their homes. Further, the issues of service provision and solutions are not within the domain of one agency, division or program. All areas of service must be impacted for appropriate service provision. This includes services being provided by the Bureau of Indian Affairs (BIA) and Indian Health Service (IHS) at off-reservation boarding schools.

. . . It is clear that the issues identified from the data is a true definition of student population needs at Chemawa and in the BIA's boarding school system. The preliminary findings indicate increasing dysfunction in all areas investigated and that services from both agencies are not being appropriately provided. The majority of students screened (approximately 95%) are reporting critical medical, social, mental and educational needs that have not and are not being met.

The data from the mental health screening collaborates other valid studies completed on this population in the past ten (10) years. All studies clearly indicate the needs of the students extend far beyond the boundaries of any program or reservation and are becoming more severe. The lack of these appropriate services from all programs, provided directly by the IHS or BIA, or contracted, whether they be medical, social and mental health, educational, or law enforcement, border on criminal neglect. It is also true that Chemawa and other Off-Reservation boarding schools and IHS clinics are receiving students that they cannot possibly serve with existing funding.

and staff. Refer to Attachment #3 - Report on Mental health Needs of Native Americans in off-Reservation Boarding Schools and Home Environments, from Dr. Carl Cooley to Dr. Eddie Brown, Assistant Secretary, Indian Affairs and Dr. Everett Rhodes, Director, Indian Health, October 4, 1991).

In his May 1993 correspondence to Congressional Representative and Tribal Leaders, Mr. Darrell F. Jeanotte, Superintendent, Pierre Indian Learning Center, wrote:

"There is a desperate need for Regional Long-Term Mental Health Treatment Centers for severely emotionally disturbed Indian youth. Indian tribes, the Bureau of Indian Affairs, Indian Health Service, and the Tribal Court systems throughout the country, must get together and start addressing the serious emotional/behavioral problems plaguing so many of the young Indian children today.

As the superintendent of an off-reservation boarding school in South Dakota for the past four years, I have seen significant changes in the type of students that are sent to us each year. Usually these are the students with severe emotional and behavioral problems that the tribal schools, BIA schools, and public schools on the reservations cannot or will not tolerate. This has to reflect upon all the negative changes which is taking place in the home environments and communities."

"...It is not unusual for the boarding school to get referrals from social service agencies or tribal courts to take children who have just been released from jail or from an acute brief psychiatric hospital. In addition, Dr. Reaney says that there has been a concomitant increase in children who have very tragic social histories and inadequate family support."

Most BIA, tribal and public schools on reservations view boarding schools as dumping grounds for unmanageable students with severe emotional and behavioral problems. Also, the boarding school is frequently seen by social services, law enforcement, and the courts as being a resource for children who previously would have been treated in a residential treatment facility or in a juvenile correctional facility. These have never been roles for a boarding school, and boarding schools are not in a position to treat seriously emotionally disturbed children on a long-term basis or to act as a correctional facility. What usually happens is the boarding schools end up being a temporary "holding tank" to temporarily contain behaviors for these troubled youth until they go back to their home communities over the summer. They do not provide a long-term solution to these children's problems. (Refer to Attachment #4 - Letter to Congressional Representatives and Tribal Leaders, from Mr. Darrell F.)

Wahpeton Indian School, Wahpeton, North Dakota, is another off-reservation boarding school that has very recently been crying out for help. In her April 25, 1994 memorandum of North Dakota Attorney General Heidi Heitkamp, Regarding the Wahpeton Indian School, wrote:

"There appears to be inadequate funding and resources to provide needed services to the student population. Intense public scrutiny stigmatizes a very vulnerable group of students and reinforces stereotypes in the general public's minds that Indian peoples have been struggling for decades to overcome. In addition, the board finds it difficult to function when every move it makes receives front page attention.

The WIS board cannot be expected to immediately solve all the problems at the school. It is the board's position that the conditions at the school, though less than they ought to be, are still superior to the conditions many of these students experience at home. Until a better alternative is available to these students, the board's position is that the school must remain open. Public scrutiny threatens that probability.

We share the WIS board's concerns that public scrutiny may stigmatize the school and its students. However, it is our belief the WIS board is in the current dilemma partly because problems at BIA boarding schools have been swept under the rug and away from the public for such a long period of time. WIS's problems are unlikely to receive adequate public funding until the public is made aware of the problems and solutions. While this public scrutiny may be painful for the board, the superintendent, and the students, it is perhaps the only way those problems can begin to be resolved. The mission of the school must be clearly defined. WIS must not be required to take students it is not equipped to serve.

Staff must be adequately screened and trained. The administration must be held accountable.

Outdated funding formulas should be discontinued. Adequate funding for WIS must be provided, including funding for any necessary services."

In her May 23, 1990 letter to the Superintendent of Wahpeton Indian School, Ms. Beth Tjon Wosick, Administrator, North Dakota Child Protection Services wrote in the State Child Protection Team recommendations:

"It is apparent that the Wahpeton Indian School is receiving an increasing number of students with more severe emotional
and/or behavioral problems. Many of these same students require boarding care, which places the responsibility of 24-hour supervision on the school and the staff. The current staff appears very committed and dedicated to the students. However, the state team believes that the current staffing ratio of two (2) staff per approximately 50 students in the student dormitory setting is inadequate and conducive to substantial risk to students and staff. A more realistic ratio, especially during active evening hours is suggested at no less than one (1) staff person to every 15 (and preferably 10) students.

As was also discussed during the team meeting, there is a need for the Wahpeton Indian School to critically review its boarding care component. It is strongly recommended that an independent consultant be hired to review the boarding care program, its resource needs, staffing, and physical facility.

Ms. Wosick also wrote in her March 12, 1992 letter to Senator Byron Dorgan from North Dakota:

"In the last 18 months, four (4) reports of alleged child abuse or neglect concerning the Wahpeton Indian School have been reviewed by the State Child Protection Team. The nature of these reports reflect a picture of the school's chronic struggle to deal with issues of staff training, unmet counseling and treatment needs, adequate supervision of students in its boarding care, and an apparent warehousing of students at Wahpeton Indian School, who exhibit rather severe emotional and psychological disturbance."

In regards to the team's recommendations, Ms. Wosick wrote:

"Administrators of Indian Boarding Schools throughout the Nation have previously expressed concerns regarding adequate funding levels and student needs to the BIA and to Congressional officials. It is important that these already identified and presented concerns be addressed."

Authors of reports of many studies done on off-reservation boarding schools have addressed the concerns and made specific recommendations concerning the inadequate funding, need for residential and other staff training, lack of adequate staff to student ratios, lack of adequate counselors and counseling programs, and the urgent need for some MENTAL HEALTH COMPONENT integrated into the ACADEMIC and RESIDENTIAL Programs within the off-reservation boarding schools. Following are recommendations, which have been extracted from the various studies, which address the above stated concerns:

A Study of Student Enrollment and Retention Patterns in Off-Reservation Boarding Schools, conducted jointly by the Bureau of Indian Affairs and the National Federation of Federal
Employees, 1987-88.

- To meet the needs of these Indian students and to be more successful at retaining, educating and providing for them, the schools will have to redesign current programs. These programs will require more staffing and equipment, a more appropriately trained staff, and additional funding (emphasis added) to meet these needs. (P. 35)

Summit Conference on BIA Funded Dormitories, Identification of Priority Issues of Concern, Oklahoma City, Oklahoma, April 16-17, 1991

- Large Group Priority Concerns:
  1. **Staff Training/Development of Quality Staff**
     
     Develop a comprehensive staff training program so personnel will be prepared to service our students with their needs. The student population in our residential programs are changing and our staff will need to change along with them. Quality staff will be able to provide quality work. Staff training and development should be an incentive and requirement.

  2. **Funding**
     
     The ISEP Funding Formula needs to be revised so it meets student service needs instead of basic enrollment criteria. It must reflect the needs of the various differences found in residential programs from school to school. Funding must be adjusted to the student/staff ratio where it can be at a level where effective services can be provided. Facility renovation, replacement, and maintenance funds need to be appropriated for the local level. P. 2.

- School Board Priority Concerns:
  1. **Funding Criteria**
     
     Funding criteria must be revised and updated to meet student service needs instead of enrollment criteria requirements for allocating program funds.
     
     The current established program funding criteria limits programs innovation to meet the appropriate demands for meeting student needs, especially when there exists limited enrollment requiring diverse specialized services. The limited funding is usually not enough to even meet the basic minimum
requirements of program services; therefore, such program services does not meet appropriate student services needed to address enrichment activities, extra curricula, transportation cost, increasing on-going staff development and personnel for diverse specialized service. (P. 4)

- Dormitory Counselors Priority Concerns:

1. **Staff Training**
   
   A lack of professionalism and general low-self esteem seemed based on the lack of confidence in their ability to perform their jobs for most dorm staff members. In-service training of these aides, made mandatory, directed toward specific job descriptions will set performance standards. Being able to perform the important job efficiently can only build self-esteem and add pride and a feeling of professionalism. Staffers, proud of their jobs, can inspire pride and self-worth in students by serving as examples of positive people.

2. **ISEP Funding Does Not Meet the Individual Needs of the Students or the Individual Schools.**

   The present funding formula does not facet in the type of student with special needs nor does it factor in the type of physical plant involved. There exists a need to monitor funds generated for special programs to assure more efficient application of funds for those programs. No element of the formula provides for special programs such as summer activities, weekend residency or holiday times for dormitories to remain open. The present formula does not identify homeless children and address their need for stable residency through the entire calendar year.

- Dormitory Managers Priority Concerns:

1. **Reduce student/staff ratio - funding for transportation - increase in pay.**

2. **Training. (P. 6)**

- Homeliving Aide Priority Concerns:

1. **Training and education to service the needs of each school as required by staff.** With the knowledge level of the youth we are serving, we the dorm staff must educate ourselves to support the needs of the students of today and tomorrow. Also to
ensure compliance with our changing job descriptions. (P. 6)

- Principal Priority Concerns:

1. Mission Statement from the Assistant Secretary - Indian Affairs/Director, OIEP which recognizes and financially supports the vital role of the mollifying department in meeting the local community education needs.

   Extended education programs must be established to allow students to develop decision making, problem solving, leisure and general life skills in a multicultural environment based on the Mission Statement.

2. Community-wide training to empower the dorm community to be co-equal with the Academic staff.

3. Facilities must be built and maintained with 3500 funds under education's control to allow the students and school to meet their Mission Statement. This includes the total school program, i.e., grounds and buildings. (P. 7)

- Homeliving Specialist Priority Concerns:

1. Quality Staff

   Career ladders
   Incentives
   Training
      Informal - on the job
      Formal - outside resources

2. Student/Staff Ratio

   Flexible and adjusted to local school needs. (P. 7-8)


- The Indian School Equalization Program Formula needs to be modified to accommodate to the population served at an alternative off-reservation boarding school and not the present generic funding formula. The ISEP money needs to provide funding for staff providing services to students, regardless of their specific federal organization. Further, the financial structure and staffing patterns of all agencies involved intra-agency cooperation at an
alternative off-reservation boarding school must modify their financial and staffing patterns to appropriately reflect the needs of this program and must not be based on present funding and staffing structures.


- Total cost and source of funds continue to be of major concern. There are also questions concerning personnel ceilings. Most reviewers believe an under-funded and understaffed model should not be attempted. The general sentiment is "if we are going to do it, let's do it right." (P. 3)

- Nonetheless, the current funding and programs, both in the BIA and IHS, at ORBS, do not provide needed staff, programs or facilities to even marginally meet these needs. Distinct ORBS programs need to be developed with appropriate staff and funding to provide needed treatment to overcome these problems as much as possible. This cannot be done with current funding mechanism and philosophy. (P. 4)

- Some of the current problems with the health care delivery system at Chemawa are caused by a lack of recognition of the special needs of the school population by the IHS. BIA has funded programs at Chemawa as if they were serving an "average" group of students. In fact, available data support the contention that many Chemawa students are high risk, often very troubled young people. In spite of this funding for school staff, and particularly dorm counselors, does not allow for the provision of services of the quality and quantity needed by this group of students. (P. 4)
to survey Indian communities, to evaluate the need for off-reservation educational and residential treatment facilities, and to develop a plan for the staffing and financing of the facilities. Development of an educational and residential treatment system providing suitable mental and health services will require a clear analysis of the need for off-reservation facilities and the objectives to be attained through such a system. Consideration of legislative and administrative rule changes necessary to adopt appropriate standards and provide adequate funding levels (emphasis added) should be a part of this process. (P. 55-56)

In the Report submitted August 1991 to the BIA Office of Indian Education Program's Director and also submitted to the Assistant Secretary - Indian Affairs in September 1991 the Study Working Committee identified these observations, findings, and recommendations as ways to improve the Indian School Equalization Program (ISEP). The ISEP Study Committee was established by the Office of Indian Education Programs Office. The Study Committee stated they based their recommendations on a review of the current ISEP and field visits to individual schools. The relevant National Educational Goals were noted after each of the findings. The Study Committee's findings were:

- The overarching finding is that the level of ISEP funding is insufficient for the BIA funded schools to conduct a comprehensive educational program based on the diverse educational needs of American Indian Youth.

- Schools are grossly underfunded as illustrated by the value of the basic funding level per weighted student unit (WSU) at $2,538 for FY '90 and the failure to substantially increase the level in the interim.

- At current funding levels, BIA funded schools cannot meet urgent student needs for early childhood programs, extended school year, vocational education, enrichment programs, school readiness, and dropout prevention programs, all of which are required if Presidential goals are to be realized.

- Current funding levels, staffing ratios, and counseling and program services are not sufficient to meet the needs of residential students.

Some of the ISEP Study Committee's recommendations as they relate to Boarding Schools were:

- These recommendations are based on the compelling finding that the formula distributes insufficient funds and ISEP does not recognize the diversity of needs found in the
student population. Changes in the ISEP weights should not be made unless the value of the WSU is increased to a level of $3,499 for FY 1993.

- For FY 1993, the WSU amount should be increased to $3,499 and in successive years, the amount should be adjusted to reflect increases in the statutorily mandated teacher pay scale and the OMB current services inflation adjustment.

- To modify the academic and residential standards to reflect the current needs of students. The committee recommends that, at a minimum, the following actions be implemented immediately:

1. Adopt a new standard on teacher/teacher aide/dormitory personnel training and use summers and other periods to conduct such training.

2. Reduce the student/staff ratio of academic and residential counselors and require the presence of health professionals trained in working with at-risk students.

3. Require the funds generated for academic and residential purposes shall be expended in the areas as primarily designated, unless the local school board approves a reprogramming pursuant to Section 1129 of PL 95-561.

4. Revise the National Dormitory Criteria related to program and services for at-risk students that the Bureau and Tribes are presently responsible for in residential centers. Based on the special needs of the unique student population currently enrolled in residential programs, the committee recommends that the objectives be adopted and implemented in full.

In a Letter to Indian School Equalization Funding Program Review Committee Concerning Alternative Funding for Off-Reservation Boarding Schools, from Acting Area Education Program Administrator, July 10, 1992, he wrote:

- The ISEP formula simply does not take into account the needs of ORBS students or programs. While the formula may work reasonably well for day schools, it does not begin to meet funding needs of dormitory programs providing education and homeliving services to students at-risk. What is needed by ORBS is a new funding mechanism, based on a submitted budget developed by each ORBS that would become a line item of the budget submitted annually to Congress. This funding mechanism would provide a realistic budget that would allow for needed staff and re-defining of the ORBS service model to
more appropriately meet student needs.

The provision of a line item funding mechanism would provide a more realistic approach to needed services and would effect communities as well. This would allow: a professional educational, homeliving, mental and social health staffing according to student needs. Needed mental and social health services. (P. 1 & 2)

BIA funded and operated Off-Reservation Residential Boarding Schools are drastically underfunded when one compares the total amount of funding we receive as compared to other Residential Schools in the five (5) states in which our remaining seven (7) off-reservation boarding schools are located. Please refer to the next page which contains the chart and the following page after that chart which documents the collection of this financial comparison information. As you can see the average range of funding the various state youth institutions receive per student ranges from $15,494 to $47,450. The average funding for these five (5) states is $32,258. The average funding BIA funded or operated boarding schools receive per student is $12,953.

The second colored chart displays the average amount the state adult institutions receive for funding per individual adult. The range is from $11,983 to $20,525. The average funding per adult these five (5) states receive is $16,464.

Once again the funding BIA funded or operated boarding schools receive per student is $12,953.

The average amount state youth institutions receive is $19,305 more than BIA funded or operated boarding schools receive although we are expected to work with and educate, in many case, the same types of students. The average amount state adult institutions receive per person is $3,511 more than our boarding schools receive.

We feel we could do a very effective job with our students if we received comparable funding.

Despite the large number of obstacles and challenges there is a critical need for the remaining off-reservation boarding schools as can be, and has been, verified by the following documentation of oral statements, written reports, needs assessments, and studies:

- In numerous Consortium for Effective Residential Indian Schools' meetings, school administrators and school board members from each school spoke of the critical need to keep the schools open and operating, as these schools are the last chance and last resort for a large number of Indian children to get their lives back in order and to succeed.
Annual Operating Cost Per Person

BIA Boarding Schools v/s State Youth Institutions

Thousands $

Data Source: Personnel Office, Chemawa Indian School
Annual Operating Cost Per Person
BIA Boarding Schools v/s State Adult Institutions

Thousands $

Data Source: Personnel Office, Chemawa Indian School
Memorandum

Mar. 8, 1994

To: Gerald J. Gray, School Supervisor

Subject: Your Request to Contact State Corrections Departments

You asked me to contact State Corrections Departments to seek per inmate or resident operating cost information on an annual basis. The following was obtained by phone:

**STATE OF OREGON:**

- State Adult Institutions: $50.06/day, $18,469/year
- State Youth Institutions: $130/day, $47,450/year
- State Youth Camps: $70-80/day, $25,550-29,200/year

**STATE OF CALIFORNIA:**

- State Adult Institutions: $56.23/day, $20,525/year
- State Youth Institutions: $86.30/day, $31,500/year

I hope this information is useful for your inquiry.

cc: Miguel Reyes, Business Manager

**ADDITIONAL INFORMATION OBTAINED SINCE MAR. 8, 1994 (MAR. 11, 1994):**

**OKLAHOMA (OKLA):**

- State Adult Institutions: $32.83 (minimum)/day, $11,983/year
- State Adult Institutions: 32.27 (medium)/day, $11,779/year
- State Adult Institutions: 42.45 (maximum)/day, $15,494/year

**NORTH DAKOTA:**

- State Adult Institutions: $51/day, $18,615/year
- State Youth Institution (N.D. Industrial School): $117.28/day, $42,807/year

**SOUTH DAKOTA:**

- State Adult Institutions: $34.87/day, $12,728/year
- State Youth Institutions: 65.86/day, $24,039/year

Best Copy Available
In its Initial Concept Paper prepared by the Indian Health Service, Office of Mental Health Programs, July 16, 1980, they stated:

"The Boarding School Program serves an essential role at this time for the optimal development of many Indian children. While recognizing and supporting the desirability of local schooling and living at home as a goal for most children, current social, geographic, economic and psychologic problems found in most Indian communities mandate the support for and improvement in an appropriately staffed and organized boarding school system. Such a system can provide to appropriately selected children a) the child's basic needs of adequate nutrition, appropriate shelter and supporting adults, b) an opportunity to complete a K-12 education, c) the benefits of peer support, d) a broader understanding of the Indians culture and heritage and e) specialized programs otherwise not available, i.e., vocational training, solo parent education, special education, mental health therapy and drug and alcohol abuse programs."

The Consortium for Effective Residential Indian Schools membership endorses this July 16, 1980 Executive Summary statement today. The boarding schools continue to serve an essential role at this time and will continue, we believe, long into the future!

On Page 4 of Dr. Carl Cooley's October 4, 1991 letter to the Assistant Secretary, Indian Affairs and to the Director, Indian Health Service, he wrote:

"In the past, lack of awareness of epidemiology of identified problems and extraordinarily high levels of pathology of students has caused condemnation of BIA educational programs and resulted in current attempts to close the off-reservation boarding schools and associated IHS facilities. At the same time little or nothing has been done to increase appropriate services on reservations, resulting in reduced program services to adolescents in need.

As a result the various reservations send students to off-reservation boarding schools as they do not have necessary programs or staff."

In their Dropout Epidemic at an Indian Boarding School, Dr. James H. Shore and Dr. Jerrold Levy wrote "In a recent editorial from the American Psychiatric Association, the Task Force on Indian Affairs (Boies, 1974) pointed to the hazards for mental health in Indian Boarding Schools. At the same time, the Task Force did not call for the disbanding of Indian Boarding Schools, which is a position often taken by American psychiatrists and is a position that is not supported by most American Indians."
Although there are a number of obstacles and challenges facing Indian Boarding Schools, almost all Indian Tribes and Native Americans realize there is a critical need for these schools now more than ever and they want them to remain open!

ALMOST ALL OF THE RECOMMENDATIONS FROM THE MANY STUDIES, REPORTS, SURVEYS, NEEDS ASSESSMENTS, CONCEPT PAPERS, LETTERS OF RECOMMENDATIONS, MEMORANDUMS, SCREENING PROJECTS, AND SUMMIT CONFERENCES ON BIA BOARDING SCHOOLS recommend the development, implementation and inclusion of some expanded aspect of a MENTAL HEALTH PROGRAM into the Academic and Residential components of the Boarding School Program. Some of the recommendations follow:

- **Dropout Epidemic at an Indian Boarding School.**
  
  Hammerschlag (1973) has stated that, the more Indian boarding schools accept the charge of dealing with "problem children", the more they de-emphasize the real needs of these problems to be dealt with elsewhere, by parents and the tribes themselves at home. However, it is my impression that this response echoes the earlier calls of American psychiatry for the disbanding of Indian boarding schools. It denies the special needs of Indian students with behavior adjustment problems who remain in the boarding school system. The need for more peer-oriented counseling and multi-faceted support services is documented in this paper. Recently this has been discussed by Dlugokinski and Kramer (1974) in an analysis of Indian boarding schools as a system of neglect. The public health model used in this research to identify high risk students is one method of a multi-faceted approach which could identify students most in need of preventive mental health services. (P. 12)

- **Executive Summary - A survey of the Health Status and Health Needs of American Indian Children Attending Four Boarding Schools - American Academy of Pediatrics Study.**

  A study conducted in 1973 by the North American Indian Women's Association documented that boarding school students have multiple problems of behavioral, social, and educational nature, and that therapeutic resources have failed to keep pace with the student’s needs.

  In this more personal arrangement, the staff would need additional in-service training and support.

  For serious mental health problems (such as substance abuse, alcohol abuse, acting out behaviors, and frank psychopathology), more sophisticated mental health workers and programs must be made available.
Administrative changes to provide greater interaction between BIA and IHS staff within the schools are required if the proposals given here are to be most effective in creating improved student outcomes and stability within the school system.

There is glaring similarity of the observations and recommendations in this report to those expressed 10 to 12 years ago, the recommendation made by the American Academy of Pediatrics' Committee on Indian Health to IHS in 1968. The most urgent needs to improve the living environment for Indian children have been recognized and documented for some time, but it appears that few efforts have been made to implement the changes necessary for improvement. The time to begin correcting the deficiencies is NOW!

- **Alternative Indian Boarding Schools - A Second Supplemental Concept Paper, Revised October 30, 1980.**

The time has now come for us to take a second step in respect to designing a model which will optimally address the complex social, psychological, medical, and educational needs of the large number of high risk children currently enrolled in BIA boarding schools.

- **Portland Area BIA/IHS Joint Committee on Children's Issues - Initial Report, January 1, 1987.**

Indicators of the mental health of Indian children in the Area are of concern. Rates of suicide, dropout, adolescent pregnancy, drug and alcohol abuse and other indicators of adolescent mental health are all sever times the rate for non-Indians in the Area. These problems are generally considered to be representative of earlier and ongoing mental health problems of children and adolescents. By all indices our Indian children and adolescents are in deep trouble throughout the Area, and we have not yet made any effort to address the problem.

Beyond the need for more staff dealing with children's issues from both IHS and BIA, there is a need for a long term strategy to address the problem of Indian children's mental and physical health now, in an attempt to minimize future impact on the welfare, criminal justice, alcohol and drug, and health systems of just a few years from now. There is a need for both an Area and a national strategy to deal with this crisis at both the IHS and BIA levels for the coming years. This coordinated approach must include a serious study of the health needs of children and adolescents, as opposed to the impressionistic means of identifying these needs that has prevailed in the past and has lead to mistaken planning.
assumptions such as the assumption that Indian children and adolescents have no significant health problems. Serious efforts to address these problems must include active working agreements between the BIA and IHS on all possible levels, as well as serious attempts to identify resources needed to solve these massive problems.

In most cases the states are ill equipped to deal with Indian children. There are insufficient competent Indian foster homes for placement of Indian children, so the states increasingly tend to use non-Indian foster placement of Indian children, once again. As a result of poor funding of Indian Child Welfare Act Programs, tribal judges have few alternatives available for on-reservation child placement. Because of the loads on many of the state and county systems, it is unlikely that the states and counties will be able to provide adequate services to the reservations that now need them more than ever.

One of the most pressing needs for both the BIA and IHS is for residential treatment resources for children and adolescents. These need to include alcohol and drug, mental health, and developmentally delayed services. Almost none of these needed services are now available for Indian children.

A first step in helping to address this problem would be undertaking a major needs assessment study for the Indian Childrens' population in the Area. Included in the study should be an identification of resources needed overall, resources actually present, whether these resources are able to be used, and if not, why not. There is a need in the overall system of services for Indian Children for institutional placement procedures for evaluation purposes, and the need for interagency agreements among BIA, IHS and the states.

Dr. Carl Cooley's Report to Assistant Secretary - Indian Affairs and to the Director - Indian Health Service, October 4, 1991.

As noted above, efforts have been made in the past several years to close ORBS. While ultimately that is a desirable goal. My professional opinion is that are insufficient services on reservations and in Alaskan Native communities to justify this. What is needed is exactly what the BIA and IHS are attempting to do at Chemawa. This new program is being designed to provide holistic mental, physical, social and educational services for the identified population. Additionally, it will impact all levels of service delivery including home-based and transitional services to and from home reservations.
Redefining and developing interagency services and interfacing these with local community programs is a logical step to services being provided. The following are recommendations for your consideration regarding positive approaches and options that can create an interagency service model to reduce the significant difficulties facing young Native Americans.


Mental Health:

The Roundtable participants were in agreement that a stigma exists around mental health services; this stigma should be addressed. The IHS, tribes and Indian organizations need to become more creative and culturally sensitive when attempting to address the mental health needs of Indian adolescents. Specifically, the Roundtable makes the following recommendations related to mental health:

1. Adolescents do not go to providers of mental health to talk. The IHS system places too much emphasis on one to one “encounter” and needs to refocus on the power of “groups” and cultural activities. The group process can be a safe way for adolescents to begin to talk about their experiences and pain. Peer support groups can work with adolescents and are more meaningful in many ways than the traditional one to one authority-based counseling approach. In addition to groups, cultural ceremony and ritual rebuilding can provide structure to rebuild faith and trust. Traditional medicine people must be brought into the mental health care system, wherever appropriate.

2. Developing services for Indian adolescents must incorporate the ongoing input and involvement of Indian adolescents themselves. They know what the problems are (incest, violence, and alcoholism in the community) and are more willing to break the denial process than adults are about these and may other issues. Adolescents are also less likely to be swayed by the politics of jurisdiction in developing innovative approaches.

3. The Roundtable strongly recommends that the IHS and the National Indian Health Board (NIHB) seek consultation from traditional Indian people and spiritual leaders on ways to improve
cultural/spiritual values in the delivery of health care.

School Based Programs:

The Roundtable defined "schools" as anything from preschool to college. School-based intervention serves as an opportunity for prevention and intervention strategies. It also provides a forum to foster wellness and self-esteem among Indian youth in a safe environment. The Roundtable was also concerned about "drop-outs" (those who drop out of school). The statistics on drop-outs are not available; these children become lost. The Roundtable found that BIA Off-Reservation Boarding Schools (ORBS) receive many of the most troubled Indian adolescents, but do not have the resources to provide the therapeutic environment needed. Specifically, the following recommendations were made:

1. The five ORBS funded by BIA receive many Indian children who have been abandoned by providers at home. Of the Indian children attending ORBS, 80% come from alcoholic homes, 67% are clinically depressed, and 73% are actively drinking. The therapeutic support needed by these children is not available. The Roundtable takes the position that the IHS and the BIA should work together to create model institutions at these schools which will meet the educational, mental health, physical health, and cultural well-being of these troubled children. A joint agreement between the IHS and the BIA should provide the sharing of information, such as health records and other resources, to begin to address the holistic needs of Indian adolescents attending ORBS. If a demonstration project is needed prior to a larger undertaking, then, the Roundtable encourages the IHS and the BIA to develop this concept.

Years of studies and reports have shown us that the boarding school student of today is an at-risk adolescent with multiple learning, social and emotional disabilities. YET TRANSLATION OF THESE REALITIES TO LARGE SCALE FUNDING, POLICY AND PROGRAM MODIFICATIONS HAS BEEN SLOW TO NIL AT BEST.

Since the 1969 report entitled "A Compendium of Federal Boarding School Evaluations, we have struggled for 25-years with only minimal success to serve those "high risk" students in a system that remains inflexible, under-funded and unable to adequately meet those complex and changing student needs. We know now, as we have for years, that the percentage of those "high risk" students for whom the curriculum doesn’t work is well over 50%.
A traditional comprehensive high school Residential and Academic Program does not allow Chemawa Indian High School to effectively provide the intensive and varied educational, mental health, social, emotional and residential services needed by our students. While important positive efforts have been made to address the complex problems of our students, the scope and severity of the problems require IMMEDIATE SUPPORT AND FUNDING to RADICALLY RECREATE THE CHEMAWA AND OTHER BOARDING SCHOOL PROGRAMS, to develop a curriculum and HOLISTIC TREATMENT MODEL which will be successful with 80% to 100% of our students, rather than the 40% to 50% we now reach. We need this support, this mandate, from Congress, from Tribal authorities, from the Bureau of Indian Affairs, from the Indian Health Service, the Union, from School Boards and from Indian Tribes, communities, and parents.

Lives are being wasted everyday. Each year an average of 240 students leave school during the year to return to unemployment, dysfunctional families and inadequate educational, social and medical services. We can no longer accept "acceptable losses" and put bandaids on programs that are being effective with less than one-half of the students they are intended to serve. This task cannot be accomplished with the inadequate funding, under-staffing, outdated Academic and Residential school program, restrictive policies and lack of coordinated effort among agencies which have characterized the Indian Boarding School system for the past 25 years and have strangled services, blocked program development and discouraged innovation.

WE MUST MOVE DECISIVELY NOW TO GET ON WITH THE LARGE SCALE RESTRUCTURING OF OUR PROGRAMS which is required to meet the educational, social and emotional needs of the other 50% of our students. ALL OF OUR CHILDREN ARE PRECIOUS. NOW IS THE TIME TO WIDEN THE CIRCLE AND INVITE ALL TO STAND AND GROW TOGETHER, TO FORCE NONE TO STAND OUTSIDE.

With critical government funding shortages within both the BIA and IHS we need to develop and implement the most cost effective program that can be started and implemented quickly. A program that will bolster and expand the existing EMOTIONAL SUPPORT SYSTEM IN THE BOARDING SCHOOLS, i.e., the RESIDENTIAL LIVING ARRANGEMENTS, THEIR PERSONNEL and the RELATED MENTAL HEALTH PERSONNEL. We need to develop and implement the THERAPEUTIC RESIDENTIAL SCHOOLS PROGRAM MODEL that has been developed by the residential schools' administrators, school board members, and staff, with input and assistance from the Indian Health Service and Office of Indian Education Programs staff.
The concept of a Therapeutic Residential School (TRS) is based upon the idea that a residential (boarding) school is more than just an academic experience in which the students happen to live on campus. Since more than half of the students' time is spent outside of the classroom, their experiences in the dormitories, cafeteria, outings and extracurricular activities have a significant impact and influence on cognitive, emotional and psychosocial development and growth.

In a therapeutic residential school ALL of the students receive individual and group counseling, guidance and instruction around significant "non-academic" issues like: time and financial management, goal setting, career/life planning and dealing with physical, emotional, sexual, elder, spousal, child and substance abuse in their own lives and those of their families and communities.

Facilitating positive and constructive interpersonal and social interactions and relationships between students, staff and faculty is a primary goal of the therapeutic residential school.

A therapeutic residential school attempts to transform the entire school (academic and residential) setting into a therapeutic community which seeks to address the students' developmental needs within a structured, adult-supervised environment that has a clear and consistent institutional philosophy based upon maximizing the physical and mental health of the students as a necessary PREREQUISITE to academic performance and FOUNDATION for transition into being healthy and productive adults.

Dual and multiple diagnosis individuals are recognized and all education and therapy is individualized to the needs of each student.

A Therapeutic Residential School is a "SECURE, CARING, HOME-AWAY-FROM-HOME THAT PROVIDES EXCEPTIONAL EDUCATIONAL EXPERIENCES IN AN ENVIRONMENT WHERE EVERY MEMBER OF THE STAFF IS DEVOTED TO THE TOTAL WELL BEING OF THE STUDENTS."
THERAPEUTIC RESIDENTIAL SCHOOLS

"PROMISE OF THE FUTURE"
THERAPEUTIC RESIDENTIAL SCHOOLS

MISSION STATEMENT

The Therapeutic Residential School Program is based upon American Indian and Alaska Native spiritual and cultural values. It establishes a comprehensive, healthy, caring and safe residential and educational environment, in which the essential needs of body, mind, and spirit are treated with equal importance.

The program represents a substantial increase in human and financial resources, particularly as it responds to the unmet needs of "high-risk" residential students.

GOALS

- To provide the capacity for Off-Reservation Residential Schools to develop and maximize the spiritual, physical, and mental/emotional health of all students as a pre-requisite to enhancing life-long learning and growth.

- To provide opportunities and experiences that allow students to explore their cultural identities and practices, making them more aware of their connection and responsibility to Indian people.

- To provide an emotionally and physically safe alternative home environment that supports the personal growth and development of both students and staff.

- To provide an environment where every member of the staff is devoted to the total well-being of the students and is supported with sufficient and appropriate resources, training, and supervision.
THERAPEUTIC RESIDENTIAL SCHOOL CORRELATES

YEAR-ROUND PROGRAM

The Off-Reservation Therapeutic Residential Programs may offer a year-round therapeutic program based upon American Indian and Alaska Native spiritual and cultural values.

COMPREHENSIVE MENTAL HEALTH SUBSTANCE ABUSE SERVICES

Improve the capability of Off-Reservation Residential Schools to develop and maximize the spiritual, physical, and mental health of all students as a pre-requisite to enhancing life-long learning.

SAFE AND SECURE ENVIRONMENT

Provide a physically safe and nurturing Therapeutic Community environment, supported with sufficient and appropriate human facility resources conducive to growth and learning, where every member of the staff is devoted to the total well-being of the students: where there is coordination of all staff and departments whereby enabling staff and students the opportunity to grow and learn together.

COMPREHENSIVE STUDENT SCREENING/ASSESSMENT

Off-Reservation residential school students are at higher risk because of significant mental health problems, (physical, sexual and emotional abuse, neglect, conduct disorders, dysfunctional families, victimization, and racism). As a direct result, their educational, social, and mental health development suffers. Each Off Reservation Residential School student will have an appropriate educational, physical, mental health, and psychosocial screening assessment, so staff can develop an individual residential and educational plan for all students.

INTENSIVE STAFF TRAINING

Intensive, on-going staff training in mental health and therapeutic community principles and practices will be provided to all residential, academic, and support staff by trained and accredited professionals.

CULTURAL RELEVANCE

Integrate culture into all school areas to encourage and raise students' self-esteem, respect, and success by providing opportunities and experiences that allow students to explore their cultural identities, practices, and become aware of their connection and responsibility to Indian people.

HOME, SCHOOL, COMMUNITY, AND TRIBAL INTERACTION

Integrate home, school, community, and tribe to foster understanding of the school's mission through open and active communication. This includes active involvement of the community and home in the school and of the school in the home and community.

SMALL GROUP LIVING

Provide an alternative emotionally/physically safe nurturing, home environment with a reduced student-to-staff ratio for the high risk student.

TRANSITION PERIOD

There will be a transition period, during which the Off-Reservation Residential Schools will receive adequate human and financial resources, training, and physical plant modification, conversions or additions. The necessary components of a Therapeutic Residential School Program will be phased in.
THERAPEUTIC RESIDENTIAL SCHOOL APPROACH

The Therapeutic Residential School Model is a process the school has to go through to develop the environment to meet staff and very high-risk student needs. The mental health component provides training, support, prevention, and intervention services to staff and students. It will compliment Indian Health Service’s mental health for treatment and training and fill in the missing link for the existing residential and academic programs.

The focus will be in the residential area to help students gain control of their lives. It will enable them to be successful in the academic program. Each Therapeutic Residential School will address the correlates in developing their program. They will:

- Identify the problem: do an extensive self study and self evaluation in self governance; understand the correlates, therapeutic mission statement, goals, and their own mission statement.
- Define, evaluate, and understand the student/staff population.
- Do a student staff needs assessment and develop individual treatment plans.
- Develop appropriate infra-structure that supports the therapeutic residential communities.
- Define the school’s purpose and limitations and use it to follow a practice of selective admissions.
- Provide on-going opportunities for staff development and in-service training which includes IRG, behavioral management, discipline policies, crisis intervention, decision-making, and current research on instructional methods most effective with American Indian students.
- Provide team building and shared management opportunities which involve all stakeholders in the residential and educational process, and outcomes.
- More carefully select administrators and staff for the Therapeutic Residential Schools.
- Raise the education level and work experience requirements for all dormitory staff.
- Provide upward mobility and recognition programs for residential staff.
- Visit other therapeutic residential schools.
- Revamp student activities to assure active and positive use of leisure time, to keep television from dominating students lives and give them alternatives to leaving campus.
• Revamp student activities to assure active and positive use of leisure time, to keep television from dominating students' lives and give them alternatives to leaving campus.

• Improve and upgrade residential, instructional, and support facilities.

• Provide safe, nurturing home environment cottages or small units for newly-constructed facilities, wherever possible, with reduced student/staff ratios.

• Provide adequate resources and the most efficient use of the resources.

STAFFING

Increased staff ratios, on proposed shifts, should fulfill all residential student needs. This list is representative and does not limit or exclude other needed positions.

Physical/Mental Health Staff
2 shifts -- 6-2, 2-10
Clinical Psychologist(s) 1:50
Behavioral Psychologist(s) 1:50
Child Psychiatrist(s) 1:50
Counselor(s) 1:50
Substance Abuse Specialist 1:50
Nurse(s) 1:50
Medical/Health Trainer 1:50
Obstetrics/Pediatrics, one staff 1:50
General Practice, one staff each shift
6-2 & 2-10, 1:40 at 10-6 1:50
Clinical Social Worker 1:50
School Social Workers 1:50
2 shifts -- 6-2, 2-10
Dietician 1:500
2 shifts -- 8-2, 2-10

Residential Staff
2 shifts -- 6-2, 2-10
Residential Parents 1:10
Dorm Manager 1:50
Native Spiritual Leader 1:500
Custodial Staff for isolation "safe" room 1:2
Legal Liaison Aide, one person

Recreational Staff
1 shift -- 2-10
Aides, Coaches, & Trainers 1:40

Academic Staff
2 shifts -- 8-4, 4-12
Curriculum Director 1:500
Cultural Curriculum Coordinator 1:500
Home/School-Community/Tribal, one person

EVALUATION

• Tie back to measuring results/benefits expected
• Quarterly Progress Reports
• Regular reassessment of Individual Student Progress
• Data compiled into annual report
• Standards Board - BIA, IHS, and School Boards
• External Evaluation
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DRAFT

THERAPEUTIC RESIDENTIAL SCHOOLS

"PROMISE OF THE FUTURE"
The boarding school near Mount Pleasant, Michigan, in the early 1900's, was typical of where many young Indians were educated. Uniforms and regimentation were part of the training. Indian children endured many hardships in these schools: separation from their parents and families, and frequent physical punishment for infractions of rules. A student's life ceased to resemble the historic patterns of earlier times, but they did endure; they did survive.
MISSION STATEMENT

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The program represents a substantial increase in human and financial resources, particularly as it responds to the unmet needs of "high-risk" residential students.

GOALS

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YEAR-ROUND PROGRAM

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HOME, SCHOOL, COMMUNITY, AND TRIBAL INTERACTION

Integrate home, school, community, and tribe to foster understanding of the school's mission through open and active communication. This includes active involvement of the community and home in the school and of the school in the home and community.

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TRANSITION PERIOD

There will be a transition period, during which the Off-Reservation Residential Schools will receive adequate human and financial resources, training, and physical plant modification, conversions or additions. The necessary components of a Therapeutic Residential School Program will be phased-in.
BACKGROUND

The relationship of the United States government to Indians is found in numerous treaties, statutes, executive orders, court opinions, and regulations and characterized by the following well-documented policy eras: extermination, removal, assimilation, termination and self-determination.

In exercising self-determination, the Indian Residential School Boards and Administrations must be allowed the opportunity to plan and implement, as well as learn and profit, by their own decisions.

Students who come to the Off-Reservation Indian Residential Schools are the human products of failed government policies. Many do not know what it means to be Indian. To heal broken spirits, Indian Residential Schools are using traditional cultural methods and practices that have worked for centuries. Off-Reservation Residential Schools are helping students build a foundation based on Indian cultural values that they can rely on in today’s world. Institutions which once stripped Indian children of their culture, have now become a place for Indian children to center on their culture. Boarding schools have changed significantly in the last twenty years.

The historical legacy of the Indian boarding school, and the short and long term effects on Indian students, families, tribes and communities continue to be issues of significant importance and concern. The original "mission" of the Indian boarding schools was to assimilate Indian students into mainstream American society. It was accomplished at a tremendous price; namely, the disruption of the family and tribal support systems and the negation of a healthy, productive and adaptive Indian identity.

The original mission of the Indian boarding schools is no longer appropriate. Any new "mission" must seek to redress existing institutional policies and past wrongdoings. It must provide a secure and caring environment that prepares today’s students for tomorrow’s world.

Creating nurturing and supportive Therapeutic Residential Schools, will be an essential first component of this process. The greatest need is for a cadre of care givers who radiate self-respect and have genuine respect for children.

A formal education is not the primary mission of the Therapeutic Residential School. The prepotent need is to develop self-reliant, adjusting, responsible, adequately functioning persons who can benefit from the educational process. Good mental health practices must have an all pervasive influence in home living and educational programs, and health services.

Key ingredients of a therapeutic community are the attitudes of administrators, teachers, residential, and support staff. When personnel are positively motivated, concerned and eager to do what is “best for students,” training can focus those energies to improve almost any child’s status.

Emphasis will be placed on a “helping” community where home-living, classroom, and extra-curricular activities will provide a supportive and loving environment in which individual positive growth and life-skills learning will occur.
OVERVIEW

The seven Off-Reservation Bureau-Funded Residential Schools enrolled 2,623 students in 1994. Each school has a residential program and offers an accredited course of study by an approved accreditation agency; complies with required standardized testing and participates in the various supplemental academic and counseling programs.

The schools and grades they currently serve are:

Chemawa Indian School 9-12
Salem, OR
Flandreau Indian School 9-12
Flandreau, SD
Pierre Indian Learning Center 1-8
Pierre, SD
Riverside Indian School 2-12
Anadarko, OK
Sequoyah High School 9-12
Tahlequah, OK
Sherman Indian School 9-12
Riverside, CA
Wahpeton Indian School 2-9
Wahpeton, ND

Off-Reservation Residential School students are either "at risk" or "very high-risk" students: as a result of high unemployment, lack of housing, and alcohol, substance, and physical abuse in their home and community. These leading factors contribute to child physical and sexual abuse, abandonment, teen pregnancy, inadequate diet, youth gangs, etc.

Some students are placed by social service referrals, others are given boarding school placement as an alternative to a reformatory, while some have dropped out of public schools for academic reasons.

Most of these students have suffered sexual, physical, and emotional abuse: abandonment; and/or rejection; have been involved in self-destructive behavior, alcohol and substance abuse, and addiction; not to mention the academic problems they encounter.

Some student applications indicate that they have been arrested for the following unlawful infractions:

- disorderly conduct.
- minor-in-possession.
- consumption of alcohol by a minor.
- intoxication, huffing, sniffing.
- driving under the influence.
- curfew violations, runaway.
- un-governable, harassment, assault.
- parent abuse, sexual abuse.
- shoplifting.
- possession of stolen property.
- burglary, criminal complicity.
- violation of juvenile court probation.
- eluding an officer.
- making a false bomb report.

Supporting documentation shows some students are on probation from the juvenile court system. In addition, the scope of alcohol and drug abuse among entering students is monumental. 80% to 100%. Some students have a history of current or recent alcohol or substance abuse. Over 80% are from a home environment where one or both parents have been identified as having a drinking problem. At least 80% of our students are "children of alcoholics." We project a minimum of 40% are chemically dependent.

Children of alcoholics are disproportionately represented in juvenile courts, family courts, spouse and child abuse cases, divorce, and within populations plagued with psychological or emotional problems as adults.
STUDENT NEEDS

An overwhelming predominance of our Indian children come from low socio-economic families living on and off the reservations. Students are 6-21 years of age. All Tribes in the continental United States have access to and are served by the seven Off-Reservation Residential schools.

Administration, curriculum, and personnel problems are minor when the mental health of the individual is concerned. Solutions to, and attempts at solutions to students' mental health problems have most often been ignored. The depth and nature of the problem is evident when one considers students' statistics. Special social and emotional problems are profuse, and in many cases, require urgent attention. They may:

- be victims of birth defects;
- be torn between parents; being loyal to one, they arouse and feel the anger of the other;
- be deprived of emotional and physical support;
- avoid peer activities, especially in the home, out of fear and shame;
- learn destructive and negative ways of getting attention and dealing with problems;
- lack trust in anyone;
- lose sight of values, standards, and goals because of the absence of consistent, strong parenting, and;
- suffer a diminishing sense of self-worth as a significant member of the family.

In his/her family environment, the student:

- was rejected or neglected;
- well-being imperiled due to family behavioral problems;
- has behavioral problems too difficult for solution by family or local resources;
- has sibling or other close relative enrolled who would be adversely affected by separation.

We have student bodies that are not ready to learn or cannot learn. They carry all these issues with them, and are overwhelmed with the baggage. Students suffer from withdrawal symptoms, flash-backs, attention deficit disorders, hyperactivity, fetal alcohol syndrome or its effects, severe depression leading to suicidal thoughts or attempts, etc.

These conditions manifest themselves in truancy, belligerence, vandalism, disrespect, theft, withdrawal, etc. Counselors are only involved with crisis counseling, and do not have time or the necessary skills for intensive therapeutic counseling.

Recent mental health screenings indicated increasing dysfunction in all areas investigated. The majority of students screened (approximately 95%) are reporting critical medical, social, mental and educational needs that have not and are not being met.
All studies clearly indicate that students' needs extend far beyond program or reservation boundaries, and are becoming more severe.

- Students are reporting more suicide attempts and thoughts than reported in past clinically significant screenings:
  - Violent behavior, violent ideation and depressive behaviors are increasing. More students are indicating violent episodes and thoughts;
  - More physical, mental and sexual abuse is being reported by the students. Although little action appears to have occurred on the part of law enforcement and social services;
  - Most students are more involved with drug and alcohol use. Frequency, pattern, amount, and severity of usage is greater. Abuse is more common.
  - Students are reporting significant medical needs that have not been corrected. Many issues are life threatening and have not been followed up by medical staff - some have not been acted on at all:
    - Social and family issues are epidemic. Extreme violence, alcohol and drug abuse, physical, mental and sexual abuse now seem to be students' family norms. There appears to be a serious breakdown in the provision of social services and child protection;
    - Students are reporting more sexually active behaviors. Many students still do not use birth control or practice safe sex methods. Culturally relevant and effective methods of HIV education are vital within this population, due to the potential spread of AIDS with their partners, and future offspring. Additionally, if these young people are raped, their offenders are at risk as well as the offender's future victims;
  - More students are indicating serious binge-related eating disorders. Nutritional issues are more prevalent.
  - Students are three years or more behind academically; and
  - Students are not being provided necessary or appropriate medical, social and educational screening. Most student records do not contain needed information to determine appropriate services.

Social service staff do not provide needed data on students. They suspect students will not be accepted into an Off-Reservation Residential School where they may receive better services.

There is not a lack of awareness of identified problems facing Native American youth. Attempts have been made to correct some of the problems with varying degrees of success. However, current awareness of the high levels of pathology is of grave concern. These students are an extremely "high-risk" group of Native American adolescents that have critical psychological and social dysfunction.

The many psychological problems manifest in student behavior and attitudes, have brought many to recommend the Off-Reservation Boarding Schools be changed to Residential Treatment Centers.

Centers could be appropriately staffed with clinical personnel to deal with psychological
problems. Highly trained teachers will provide compensatory assistance which could bring achievement levels closer to national norms, and allow a satisfactory preparation for additional post-secondary education (college or vocational school) or satisfactory employment.

Current BIA and IHS funding and programs, at Off-Reservation Boarding Schools, do not provide needed staff, programs or facilities to even marginally meet the needs of residential students.

Also, at current funding levels, BIA funded schools cannot meet urgent student needs for early childhood, enrichment, vocational education, school readiness, dropout prevention, and extended school year programs, all of which are required if Presidential goals are to be realized.

In the IHS service areas, there are 397,000 Indian children and adolescents. IHS funds only 17 mental health providers who are trained to treat children and adolescents. This is a ratio of one provider to 10,000 recipients.

**APPROACH**

Our long-term goal is for every child to be at home, in a loving, functional home. However, in many instances today, this is not possible. Therapeutic Residential Schools will give students the much-needed care, positive reinforcement, and a safe and secure environment.

Studies indicate that many boarding school students do not adequately adjust to an academic environment because of pressures and negative influences encountered in the home-living component, and from other support services. They become discouraged and unmotivated to excel in positive aspects of the educational program. Self-esteem declines and they experience frustration.

The seven Off-Reservation Residential Schools plan to rectify the problem by addressing the students needs. The schools will submit an action plan to the Office of Indian Programs based on the following requirements:

- rewrite all residential job descriptions to raise the education and work experience requirements for all staff,
- provide intensive, regularly-scheduled residential and academic staff therapeutic "on-site" training throughout the school year,
- provide annual large summer therapeutic training sessions/workshops where residential staff can learn, interact, and network with other Off-Reservation Residential School staff,
- provide an upward mobility and recognition program for residential staff,
- provide line-item funding for mental health, educational, residential, and social services staff, training, and additional facility needs,
- develop appropriate student selection criteria, psychosocial evaluation, needs assessment, and individual treatment plan prior to students' arrival at school,
- develop a year-long program for "high risk" students.
• develop a transition services plan at the schools and home communities from all care providers.

• schedule planned meetings between residential, academic, mental health, professionals, counselors, and other interested parties on students progress.

• provide at least one on-duty staff member for every 10 students during the day and evening hours.

• provide one mental health professional for every 10 residence hall staff persons. Increasing the staff ratio would produce a major change in the behavior and performance of all residential students.

• integrate mental health programs throughout the entire school system to deal primarily with students' emotional needs.

• provide positive reinforcement, encouragement, and recognition to all students.

• notify parents, staff, and peers promptly of students achievements.

• provide more structured "free time" student activities with mentors, staff, and visitors.

### STAFFING

The following therapeutic school's increased staff ratio, on the proposed shifts, should fulfill all residential student needs. This list is only representative, and does not limit or exclude other needed positions.

#### Physical/Mental Health Staff

<table>
<thead>
<tr>
<th>Position</th>
<th>Ratio</th>
</tr>
</thead>
<tbody>
<tr>
<td>Clinical Psychologist(s)</td>
<td>1:50</td>
</tr>
<tr>
<td>Behavioral Psychologist(s)</td>
<td>1:50</td>
</tr>
<tr>
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<tr>
<td>Medical/Health Trainer</td>
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<tr>
<td>Obstetrics/Pediatrics, one staff</td>
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<td>1:50</td>
</tr>
<tr>
<td>School Social Workers</td>
<td>1:50</td>
</tr>
<tr>
<td>Dietician</td>
<td>1:500</td>
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</tbody>
</table>

#### Residential Staff

<table>
<thead>
<tr>
<th>Position</th>
<th>Ratio</th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential Parents</td>
<td>1:10</td>
</tr>
<tr>
<td>Dorm Manager</td>
<td>1:50</td>
</tr>
<tr>
<td>Native Spiritual Leader</td>
<td>1:500</td>
</tr>
<tr>
<td>Custodial Staff for isolation &quot;safe&quot; room</td>
<td>1:2</td>
</tr>
<tr>
<td>Home/School/Community/Tribal, one person</td>
<td></td>
</tr>
<tr>
<td>Legal Liaison Aide, one person</td>
<td></td>
</tr>
</tbody>
</table>

#### Recreational Staff

<table>
<thead>
<tr>
<th>Position</th>
<th>Ratio</th>
</tr>
</thead>
<tbody>
<tr>
<td>Aides, Coaches, &amp; Trainers</td>
<td>1:40</td>
</tr>
</tbody>
</table>

#### Academic Staff

<table>
<thead>
<tr>
<th>Position</th>
<th>Ratio</th>
</tr>
</thead>
<tbody>
<tr>
<td>Curriculum Director</td>
<td>1:500</td>
</tr>
<tr>
<td>Cultural Curriculum Coordinator</td>
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Albuquerque - Headquarters West
RECOMMENDATIONS:

- Update the mission of the off-reservation residential schools.
- Move decisively now to get on with the large scale restructuring of our residential school programs which is required to meet the educational, physical, spiritual, social, and emotional/mental health needs of our students.
- Begin implementation of the Therapeutic Residential Community School Model at each off-reservation residential school which elects to become a Therapeutic Residential Community School.
- IHS and BIA work as equal partners on the same residential school campus with the holistic goal of healing and educating students.
- IHS coordinate, and provide technical assistance and support with the development, implementation, and maintenance of a mental health program component to be integrated into the residential schools' academic and homeliving programs.
- The current staffing of human services professionals is inadequate to meet the needs of the students. Both IHS and BIA staffing is inadequate to meet the needs of the current population or national standards of care for child and adolescent care facilities. Medical, mental health and social health staff are keenly missed. Both IHS and BIA need to work on providing a reasonable level of professional staff that would be somewhat comparable to either state or private facilities.
- BIA and IHS develop and implement an effective interagency triage system or assigning the child or adolescent to the provider, either BIA or IHS, with skills most appropriate to the problem. Residential school and dormitory staff need to be trained and supervised on what problems they can handle themselves, and which problems, such as the suicidal student, need referred to a professional on an immediate basis. Likewise the skills of the professional are not used efficiently if simple "counseling" on matters such as academic performance or adjusting to dorm life are an issue, without any complicating factors.
- IHS and BIA develop and implement an interagency system or mechanism for providing technical supervision (as opposed to administrative supervision) to dormitory staff. In providing this technical supervision, cases are reviewed and teaching takes place between the professional and paraprofessional therapists or counselors.
Both IHS and BIA provide an ongoing training program for residential school staff on the operation of a Therapeutic Residential Community School.

BIA and IHS establish a system or mechanism for greater administrative interaction to work effectively together based on shared goals, objectives and methods for ultimate success in the joint operation of a mental health component for students attending residential Indian schools.

Preliminary studies indicate there is a critical need to restructure the current boarding school system to better serve the needs of today's student.

It is our recommendation that the subcommittee acknowledge this need and support a request for Three and One-Half Million Dollars ($3.5M) each year for the seven (7) off-reservation boarding schools to begin the implementation of the Therapeutic Residential Model.

Our budget request of Three and One-Half Million Dollars ($3.5M) per year for the seven (7) schools has been based upon fiscal information provided to us from the Chief-Mental Health Programs Branch, Indian Health Service. (Please refer to the following page.)
AVERAGE COSTS FOR MENTAL HEALTH RELATED STAFF

- Psychiatrist: $80,000-$100,000 per year
- Psychologist: $45,000-$65,000 per year
- Social Worker: $25,000-$40,000
- Nurse: $25,000-$35,000
- Mental Health Technician: $15,000-$20,000
- Contract Psychiatrist: $800-$1,000 per day

- For every 100 students you should get one (1) day per week of psychiatric care.
- Should have one (1) Mental Health related staff person per fifty (50) students.
- IHS uses an average of $50,000 per related Mental Health staff when compiling a staff budget for a Mental Health Program.

Information provided by:

Chief Mental Health Programs Branch
The Mission...Draft/Adopted

We, the members of CERIS, the Consortium for Effective Residential Indian Schools, will advocate, support and sustain all specialized multi-disciplinary programs and services from early childhood through post-secondary that meet the unique and changing needs of American Indian/Alaskan Native students who come from diverse multi-cultural backgrounds.

The Consortium for Effective Residential Indian Schools (CERIS) serves the unique and diverse needs of American Indian/Alaskan Native Students drawn from 50 states and accessible to over 500 tribes. Members currently represent five schools: Chemawa Indian School, Salem, Oregon; Flandreau Indian School, Flandreau, South Dakota; Riverside Indian School, Anadarko, Oklahoma; Sherman Indian School, Riverside, California; Wahpeton Indian School, Wahpeton, North Dakota.

The Consortium formed in February 1992, at Hampton University, Hampton, Virginia, and we created and are committed to the following Mission Statement and goals:

It was the consensus of the group at the July 1992 meeting in Reno, Nevada, to change and to reprioritize the Goals of CERIS as follows:

GOALS

1. CERIS will define, promote, and secure equitable funding at a level to provide quality education and residential living to address diverse and cultural student needs.

2. To explore and develop alternative programs that will expand the educational, social, cultural, spiritual opportunities to meet the unique student needs of the Off-Reservation Residential Schools.

3. To enhance all efforts that promote productive and purposeful interchanges with key stakeholders including Tribes, Bureau of Indian Affairs Offices, Congress, state, federal agencies, and local communities.

4. In concurrence with the ORBS, negotiate MOA's with Indian Health Services (IHS), Tribal, BIA, and IHS Social Services, and with other federal and non-federal health and human services to meet the unmet health and social needs of American Indian students attending off-reservation boarding schools.

5. CERIS will initiate staff development for all school personnel in Bureau funded and operated dormitory programs and will initiate staff development to promote understanding and appreciation of common traditional values and standards of all American Indian and Alaskan Native students with the involvement of community elders.
6. To develop purposeful, proactive quarterly CERIS meetings co-chaired by one board member and one administrator representative in concert with the OIEP Director's designee who will establish agendas, maintain interactive communication with, and address concerns of, member CERIS schools.

7. To promote activities that will develop positive relationships between the Off-Reservation Residential Schools and the tribal and non-tribal communities they serve.

8. To create and maintain effective, efficient, and cooperative networks with all Bureau funded Boarding Schools.

9. To promote and advocate for policies and actions for quality maintenance, use and new construction of facilities that support the educational and social needs of students of the ORBS.
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C. BIA Funded Off-Reservation Boarding Schools (ORBS) Summary of Major Findings on ORBS from Monitoring and Evaluation.

D. BIA/IHS Joint Committee on Children’s Issues, January 1, 1987, Portland Area Bureau of Indian Affairs/Indian Health Service, Initial Report.


F. Bureau of Indian Affairs, Office of Indian Education Programs and the National Federation of Federal Employees, A Study of Student Enrollment and Retention Patterns in Off-Reservation Boarding Schools, October 1988.


I. Chemawa Substance Abuse Program (Program Participation: Number of Students Addressed and Service Received, and Program Needs) prepared by Ms. Patricia Ernstrom and Chemawa Indian School, CAEC and IHS Staff, June 28, 1988.

J. Cooley, Dr. Carl, October 4, 1991, Report on mental Health Needs of Native Americans in Off-Reservation Boarding Schools and Home Environments, to Dr. Eddie Brown, Assistant Secretary, Indian Affairs and Dr. Everett Rhodes, Director Indian Health.

K. Dorgan, Byron L., North Dakota, House of Representatives, April 9, 1992, letter to Assistant Secretary Eddie Brown, BIA, urging Dr. Brown to set up a federal review panel to examine the longer-term issues of mission, staffing, and student placement at Wahpeton.
L. Indian Adolescent Mental Health Screening Project - Chemawa Indian Boarding School - Submitted by Dr. Norman Dinges, Dr. Sandra Joos, Dr. Greg Clarke, October 1987, A Final Report to the Mental Health Program - Portland Area Indian Health Service.


P. Jeanotte, Darrell F., Superintendent, Pierre (SD) Indian Learning Center, May 3, 1993, letter describing desperate need for Regional Long-Term Mental Health Treatment Centers for severely emotionally disturbed Indian youth.


Y. Use of Smokeless Tobacco Among Indian Youth in three areas in Washington, Neah Bay, Colville and Ferndale, study conducted by the Northwest Area Indian Health Board, May 1987, Roberta Hall, Dr. Don Dexter, Tom Jones, Helen Berg, Pam Bodenroeder, Delores Riding In and Doni White.

Z. Wosick, Beth Tjon, Administrator, Institutional Child Protection Services, North Dakota Department of Human Services, May 23, 1990, letter to Superintendent Chief, Wahpeton Indian School listing two recommendations of the State Child Protection Team: 1) A... ratio is suggested at no less than one staff person to every 15 (and preferably 10) students, and 2) there is a need for the Wahpeton Indian School to critically review its boarding care component.

AA. Wosick, Beth Tjon, [see above], March 12, 1992, letter to Byron Dorgan, House of Representatives, stating a nature of [alleged child abuse or neglect] reports reflect a picture of the School's chronic struggle to deal with issues of staff training, unmet counseling and treatment needs, adequate supervision of students in its boarding care, and an apparent warehousing of students at Wahpeton Indian School, who exhibit rather severe emotional and psychological disturbances.
Dear Gilbert:

There is a desperate need for Regional Long-term Mental Health Treatment Centers for severely emotionally disturbed Indian youth. Indian tribes, the Bureau of Indian Affairs, Indian Health Service, and the Tribal Court systems throughout the country, must get together and start addressing the serious emotional/behavioral problems plaguing so many of the young Indian children today.

As the superintendent of an off-reservation boarding school in South Dakota for the past four years, I have seen significant changes in the type of students that are sent to us each year. Usually these are the students with severe emotional and behavioral problems that the tribal schools, BIA schools, and public schools on the reservations cannot or will not tolerate. This has to reflect upon the all the negative changes which is taking place in the home environments and communities.

According to Dr. Judson B. Reaney, behavioral/developmental pediatrician, who has been a consultant at the Pierre Indian Learning since 1980; the mental health diagnoses of children sent to the Pierre boarding school, which serves children from the 15 tribes in North Dakota, South Dakota, and Nebraska, has become increasingly more severe and more complex. It is not unusual for the boarding school to get referrals from social service agencies or tribal courts to take children who have just been released from jail or from an acute brief psychiatric hospital. In addition, Dr. Reaney says that there has been a concomitant increase in children who have very tragic social histories and inadequate family support. The histories frequently include significant loss issues from parental deaths, multiple foster home placements, parental alcoholism, family violence, child abuse, and parents who were young teens when they gave birth to the children who are now preteens and teenagers and are now having babies themselves. This negative lifestyle cycle must be broken if Indian people are to survive.

Most BIA, tribal, and public schools on reservations view boarding schools as dumping grounds for unmanageable students with severe emotional and behavioral problems. Also, the boarding school is frequently seen by social services, law enforcement, and the courts as being a resource for children who previously would have been treated in a residential treatment facility or in a juvenile correctional facility. These
have never been roles for a boarding school, and boarding schools are not in a position to treat seriously emotionally disturbed children on a long-term basis or to act as a correctional facility. What usually happens is the boarding schools end up being a temporary “holding rank” to temporarily contain behaviors for these troubled youth until they go back to their home communities over the summer. They do not provide a long-term solution to these children’s problems.

The types of severe problems that Dr. Reaney increasingly sees include major depressions, sometimes associated with suicidal behaviors; conduct disorder, often with marked aggression and rage; fetal alcohol syndrome and its associated behavioral problems; post traumatic stress disorder as a result of extreme cases of physical and sexual abuse; reactive attachment disorders in children who have been abandoned, neglected, or been in multiple foster placements; and occasionally some children with schizophrenia. Under the best of circumstances, many of these conditions would be difficult to treat on an out-patient basis. The children who are referred to the boarding school have generally failed standard forms of treatment and are candidates for longer-term residential treatment programs which are not available to them.

Private long-term treatment centers for young people with the above mentioned disorders cost anywhere from $1000 to $1500 per day. Most tribes and social service agencies just cannot afford to place students in private institutions....but even if they could, most of these facilities often have a long waiting list. As a result, these problem kids do not receive the help they need to help them function as normal citizens.

I included the tribal courts as one of the groups that must become involved in addressing the need for establishing Regional Treatment Centers for young Indian students because, ultimately the majority of these problem children end up in their courts. When the courts become involved the child is sometimes placed in an adolescent center or some type of state correctional facility, if there are vacancies. In almost all instances the child is merely placed on unsupervised probation and placed back into the same environment which was the sole cause of the child’s problems to begin with. More than likely this dysfunctional child will assume the role of living an unproductive lifestyle which involves drugs, alcohol, and welfare; and those that have children at a young age often continue the cycle of neglect and child abuse.

To break this negative cycle tribal and community leaders are going to have to look past economic development and gaming issues for awhile.
and start thinking about supporting and enforcing the prevention programs established to minimize the number of children who suffer from serious emotional disturbance. This would include programs that support families, decreasing teenage pregnancy, decreasing alcohol use during pregnancy, intervening in child abuse and domestic violence, and providing educational and economic opportunities that give hope to children. In the meantime, we cannot neglect the children who already suffering.

The advantage of the the regional approach would be the coordination of efforts and funding between tribes from several states, several Area Bureau of Indian Affairs and Indian Health Service areas, along with schools, courts, and state agencies.

If and when plans for Regional Treatment Centers becomes a reality, tribes cannot start thinking about how and why such a facility should be located on their reservation. Because of the type of personnel required to provide treatment (behavioral & developmental pediatricians, child psychiatrists, psychologist, clinical counselors, etc.) the centers would almost have to be located in a metropolitan area. It would be difficult to get these highly skilled professionals to relocate to a reservation, especially when they are in such big demand all over the country. Locating these treatment centers in a large city would allow for good staffing and treatment resources. Overall, it would provide adequate long-term treatment for children who have serious emotional problems and truly treat those problems rather than contain them until they break out in young adulthood.

Please understand that I am not suggesting that the problems identified in this article are restricted only to reservations and Indian children. Also, it was not my intention to lead anyone to believe that all students attending boarding schools have been victims of abuse and neglect and have serious behavioral and emotional problems as a result. Basically, a large percentage of the students are sent to us because their parents can't provide for all their needs and feel that they would be better off at a boarding school. In addition, I am sure that tribal, BIA, and public school administrators will tell you that just a small percentage of the emotionally troubled students are ever removed from their schools.

Sincerely,

Darrell F. Jeanotte
Superintendent, PILC
October 4, 1991

Gentlemen:

Report on Mental Health Needs of Native Americans in Off-Reservation Boarding Schools and Home Environments.

This report is being sent directly to you because of the significant nature of the epidemic problems of Native American youth attending off-reservation boarding schools (ORBS) from all reservations. These problems are not the result of attendance at ORBS. They are the result of many issues not being responded to appropriately by agencies at the student’s reservation and in their homes. Further, the issues of service provision and solutions are not within the domain of one agency, division or program. All areas of service must be impacted for appropriate service provision. This includes services being provided by the Bureau of Indian Affairs (BIA) and Indian Health Service (IHS) at off-reservation boarding schools.

After consultation with Dr. Deloris Gregory, Chief, Mental Health Programs for the Portland Area Indian Health Service, and other IHS and BIA professionals, it was my professional opinion that this information should be provided to you directly rather than through the numerous division and program administrators. It is recognized that administrative decision making and planning must occur at your level. In consultation with the directors of the various programs, to respond to these multifarious issues for the next and subsequent fiscal years.

During the summer months of 1991, Chemawa Off-Reservation Boarding School established an interagency committee to develop a plan of services and programs that could respond to the identified needs of students attending Chemawa. This was a continuation of efforts initiated at Chemawa in 1987 to identify and provide better services, such as the current alcohol and drug program at Chemawa. Members of the committee consisted of personnel from the Portland Area Office of Indian Education, the Portland Area Indian Health Service and BIA/IHS staff at the Chemawa Indian School and Health Clinic.
Based on the identified needs of current students, it was determined that a joint model dormitory program should be developed. Initially, the program is being designed to provide service for twenty (20) students identified as most in need as determined by a joint screening committee. Other students will be provided service as needed staff are employed. Training of current staff is completed and funding for the program is identified. Initial funding for staff is being provided by IHS Mental Health Programs and BIA Special Education funding. All students in the initial program will be high service emotionally disturbed students in special education. Their placement in this program is the only option other than institutional placement or to return home with no services.

Responding to these issues on September 12-19, 1991, an Interagency team from the Portland Area BIA and IHS and Chemawa provided a comprehensive school-wide Mental Health Screening of 280 students from ages fourteen (14) through twenty-two (22). The team was comprised of psychologists, psychiatrists, nurses, and educational personnel from the two agencies. This screening responded to the recognition by Area and Chemawa BIA and IHS staff and past studies that students attending Chemawa were increasingly experiencing mental, physical, social, and educational problems that could not be met with existing services and staff.

The purpose of this screening was to determine the major areas of need for students attending Chemawa in order that a program of services could be designed to better meet the identified needs. Areas of investigation included mental and physical health, social environments and educational needs, with mental health being the primary area of concern.

The screening categories consisted of depression, violence, suicide (attempts and ideation), drinking and drug abuse, sexual attitudes and involvement, social support and family environment, medical attributes, educational abilities and attitudes, nutrition. Other information was gathered concerning stressful life events and other related psychosocial correlates.

While the survey provided to the students is not exhaustive, it is clear that the issues identified from the data is a true definition of student population needs at Chemawa and in the BIA's boarding school system. The preliminary findings indicate increasing dysfunction in all areas investigated and that services from both agencies are not being appropriately provided. The majority of students screened (approximately 95%) are reporting critical medical, social, mental, and educational needs that have not and are not being met.

The data from the mental health screening collaborates other valid studies completed on this population in the past ten (10) years. All studies clearly indicate the needs of the students extend far beyond the boundaries of any program or reservation and are becoming more severe. The lack of these appropriate services from all programs, provided directly by the IHS or BIA, or contracted, whether they be medical, social, and mental health, educational, or law enforcement, border on criminal neglect. It is also
true that Chemawa and other Off-Reservation boarding schools and IHS clinics are receiving students that they cannot possibly serve with existing funding and staff.

The results of this screening are not complete as newly arriving students are being screened and the data must be compiled. This data is being summarized and will be provided to you within two months. I am including in this report studies completed in 1987 by Dr. Dingas that investigated similar areas, and Mr. Shadbolt's study completed at Chemawa in 1988. For your review. Studies completed at Stewart Indian School in 1979/80 and in Washington State in 1990 are available from the Indian Health Service. Office of Mental Health Programs.

The following is a brief description of current results:

1. Students are reporting more suicide attempts and suicidal thoughts than reported in past clinically significant screenings:

2. Violent behavior, violent ideation, and depressive behaviors are increasing. More students are indicating violent episodes and thoughts:

3. More physical, mental and sexual abuse are being reported by the students. Most of these have been reported, although little action appears to have occurred on the part of law enforcement and social services:

4. Most students are more involved with drug and alcohol use. Frequency, pattern, amount, and severity of usage is greater. Abuse is becoming more common.

5. Students are reporting significant medical needs that have not been corrected. Many issues are life threatening and have not been followed up on by medical staff. Some have not been acted on at all.

6. Social and family issues are epidemic. Extreme violence, alcohol, and drug abuse, physical, mental, and sexual abuse now seem to be the norm of the student's families. There appears to be a serious breakdown in the provision of social services and child protection.

7. Students are reporting more sexual active behaviors. Many students still do not use birth control or practice safe sex methods. Culturally relevant and effective methods of HIV education are vital within this population due to the potential spread of AIDS within the young population, their partners, and their future offspring. Additionally, if these young people are raped, their offenders are at risk as well as the offenders' future victims.

8. More students are indicating serious, binge-related eating
disorders. Additionally, nutritional issues are becoming more prevalent.

(9) Students are three (3) years or more behind academically.

(10) Students being sent to Chemawa are not being provided necessary or appropriate medical, social and educational screening. Most students records do not contain information needed to determine appropriate services.

While this list does not include all areas of need, it does give you a sobering indication of the treatment needs of students being sent to Chemawa and other Off-Reservation boarding schools. Even if students are over-reporting difficulties, the needs are still epidemic. There is not a lack of awareness of identified problems facing Native American youth. This has been known for some time, as attempts have been made to correct some of the problems with varying degrees of success. However, the current awareness of the high levels of pathology is of grave concern. The population of students attending Chemawa and other Off-Reservation boarding schools is an extremely high-risk group of Native American adolescents that have critical psychological and social dysfunction. Trupin's comparative study of overall serious emotional disturbances in American-Indian youth in Washington State verifies that Native American students are experiencing serious emotional disturbances.

Nonetheless, the current funding and programs, both in the BIA and IHS at ORBS, do not provide needed staff, programs or facilities to even marginally meet these needs. Distinct ORBS programs need to be developed with appropriate staff and funding to provide needed treatment to overcome these problems as much as possible. This can not be done with current funding mechanism and philosophy.

This is true of programs on reservations nationally. In the past, lack of awareness of epidemiology of identified problems and extraordinarily high levels of pathology of students has caused condemnation of BIA educational programs and resulted in current attempts to close the off-reservation boarding schools and associated IHS facilities. At the same time little or nothing has been done to increase appropriate services on reservations, resulting in reduced program services to adolescents in need.

As a result the various reservations send students to off-reservation boarding schools as they do not have necessary programs or staff. Social service staff do not provide needed data on students as they suspect students will not be accepted into an ORBS where the students may receive better services. At the same time, ORBS accepts these students without needed information as funding is based on student count. Everyone in this
cycle knows that most of these students will not receive needed services, that the majority will leave, or be dismissed from school (55%-95%); and that they will return home to the same dysfunctional families and inadequate environment. These same students will still not receive needed medical, mental, social and educational services. They will not have, nor will they have received, the emotional support and environmental structure necessary to promote behavioral adjustment.

Some positive efforts are being made by the BIA and IHS to isolated portions of these problems by targeting drug and alcohol, suicide and other educational, mental and social health issues. However, a fragmented approach will not likely overcome the epidemic dysfunctions being faced. A coordinated effort is needed that will utilize all current services while expanding interagency efforts to overcome this problem. This includes the acceptance and utilization of ORBS as an interagency alternative psycho-educational treatment facility that provides holistic psychological, social, medical and educational services.

As noted above, efforts have been made in the past several years to close ORBS. While ultimately that is a desirable goal, my professional opinion is that there are insufficient services on reservations and in Alaskan Native communities to justify this. What is needed is "exactly" what the BIA and IHS are attempting to do at Chemawa. This new program is being designed to provide holistic mental, physical, social and educational services for the identified population. Additionally, it will impact all levels of service delivery including home-based and transitional services to and from home reservations.

Redefining and developing interagency services and interfacing these with local community programs is a logical step to services being provided. The following are recommendations for your consideration regarding positive approaches and options that can create an interagency service model to reduce the significant difficulties facing young Native Americans. While some of these recommendations are not new, they are still appropriate for services needed:

(1) Designate Chemawa as an "Off-Reservation Alternative Boarding School (ORAB)" that recognizes that students have needs that cannot be met by either the BIA or IHS alone. The provision of an alternative program operated conjointly by the BIA and IHS utilizing a formal interagency agreement is appropriate and will be able to provide services that neither alone could. A formal interagency agreement would represent our identification of student problems and would provide a needed program and staff response.
(a) The BIA would provide educational and vocational services based on student's educational needs.

(b) The BIA and IHS would jointly provide homeliving services via a formal interagency agreement with professional staff and Para professional staff trained to work with adolescents with the identified educational, mental, social and health needs.

(c) IHS will designate Chesawa as a school health facility and staff would be provided for adolescence services. or staff in the Western Oregon Service Unit will be identified specifically for Chesawa from all departments. Staff will be available twenty-four hours per day.

(d) Chesawa will become a closed campus and fence will be placed around the facility. No one would be allowed in without appropriate authorization. Students would be allowed off campus with a pass.

(2) There have been positive efforts made in the past two years by the BIA and IHS to some of the identified problems, by targeting drug and alcohol, suicide, educational need, and mental health and social service issues. But limited funding due to the BIA ISEP funding mechanism simply does not provide sufficient fiscal support.

The ISEP formula does not take into account the needs of ORBS students or programs. While the formula may work reasonably well for day schools, it does not begin to meet funding needs of dormitory programs providing education and homeliving services to students at risk. What is needed by ORBAS is a new funding mechanism, based on a submitted budget developed by each ORBS that would become a line item of the budget submitted annually to Congress. This funding mechanism would provide a realistic budget that would allow for needed staff and redefining of the ORBAS service model to more appropriately meet student needs.

The provision of a line item funding mechanism would provide a more realistic approach to needed services and would effect communities as well. This would allow:

(a) Professional educational, homeliving, mental health, and social services staffing according to students needs.
(b) Development of appropriate student selection criteria and appropriate planning for students prior to arrival at school:

(c) A year long program for students in need:

(d) Needed mental health and social services:

(e) The development of needed transition services at the schools and home communities from all care providers.

(3) Funding for IHS clinical services at ORABS should have a separate budget and funding sources from other community programs. All funding identified for mental health dormitory programs should be provided to these dormitory programs for staff and services.

(4) Existing services, and those being developed, such as the alcohol and drug program now at Chesaqua, suicide prevention programs, therapeutic recreation programs, and transition services, will all be incorporated in the alternative program being proposed.

(5) The screening project conducted at Chesaqua to include:

(a) Other ORBS:

(b) BIA and Tribal Boarding Schools:

(c) Public and private schools on reservations if possible.

This will allow for the development of a standardized screening instrument to identify student needs and orient local program efforts. This should be completed by cost sharing between IHS and BIA.

(6) Social workers will be provided at all ORBS to provide needed case summaries and needs assessments. These Social Workers can also be utilized as case managers that can begin to develop transition services from community to programs and back. Social workers on reservations and within communities will also be identified on reservations for similar purposes. All BIA and IHS P.L. 93-538 contracts for these services on reservations will contain statements in the scope of work to ensure coordination of these services.

(7) BIA/IHS, Tribal and Contract Law Enforcement, Social
Services. Medical and Mental Health and Educational agencies need to develop a coordinated effort to deal with the amount of reported abuse. It appears there are many cases not being acted on, and Child Protective Teams are not being effective. It is hoped that this summary and these recommendations, while not exhaustive, will provide you with information to formalize a plan of action to respond to the identified needs. If you have further questions or desire to discuss these recommendations further, please contact me at (503) 230-5682 or FTS 429-5682.

Sincerely,

Dr. Carl Cooley
Area Psychologist

Enclosures: 1. Indian Adolescent Mental Health Screening Project
2. A Mental Health Promotion Program

cc: Ed Parisian, Director, OIFP
Ron Eden, Acting Deputy to the Assistant Secretary, Indian Affairs
Dave Hickman, Chief, Social Services
Keenser Cobb, Chief, Branch of Exceptional Education, OIFP
Dr. George McCoy, Deputy Chief, Mental Health, IHS
Dr. George Brenneman, Chief, Maternal & Child Health, IHS
Stan Speaks, Area Director, Portland Area Office
Submitted to
United States Senate
Committee on Indian Affairs
Washington, D.C.
June 10, 1994

STUDIES, REPORTS, NEEDS ASSESSMENTS
OFF-RESERVATION BOARDING SCHOOLS
BUREAU OF INDIAN AFFAIRS

Submitted by
Gerald J. Gray
Superintendent
Chemawa Indian School
Salem, Oregon
THIS REPORT IS AN INDEPENDENT STATEMENT OF THE ROUNDTABLE GROUP AND IS NOT A POLICY STATEMENT BY THE INDIAN HEALTH SERVICE OR THE FEDERAL GOVERNMENT

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INTRODUCTION

The Indian Health Service (IHS) Office of Planning, Evaluation, and Legislation (OPEL) initiated a series of "Roundtable Conferences" to address contemporary Indian health issues. The IHS brings together experts from the community, clinical, academic, and health policy settings to examine important, topical, and controversial issues related to Indian health issues. On November 6 and 7, 1991, a group of experts in the area of Indian adolescent health and wellness gathered in Rockville, Maryland, for the Roundtable conference on "Indian Adolescent Wellness in a Holistic Context." Participants represented a broad spectrum of experience and perspectives. The discussion was lively and over the course of 2 days, the group produced the consensus statement described in this final report.

The IHS adapted the consensus statement model from the National Institutes of Health (NIH). The NIH has used this method of consensus building among health science professionals in developing standards of care and generating guidance in the health field. Though the issues examined by the IHS Roundtables are of a health policy nature rather than a clinical nature (as in the NIH context), the process is the same. It is intended to be a means of bringing together a variety of perspectives and forming a statement of consensus on controversial topics of concern to the IHS. A consensus statement does not require that the group reach consensus on the issue. Rather, the consensus statement is supposed to describe the overall position of the group, including descriptions of disagreement or dissent.

As the first order of business, the Adolescent Health Roundtable participants refocused the mission of the roundtable from "Adolescent Health" to "Adolescent Wellness." There was agreement among the participants that the term "health" is too often defined with statistics of morbidity and mortality indicating the absence of health. The group took the position that Indian adolescent wellness is much more than disease and death statistics; the wellness of Indian adolescents is very much influenced by other aspects of family and community life. Understanding the historical, cultural, spiritual, and psychosocial factors affecting Indian adolescent wellness was the foundation for this Roundtables' consensus statements.
CONSENSUS STATEMENTS REGARDING INDIAN ADOLESCENT WELLNESS IN A HOLISTIC CONTEXT

The following statements were developed by the Roundtable participants and reflect the major areas of priority:

1. DATA AND INFORMATION SYSTEMS:

The Roundtable participants were concerned that the current method of describing Indian health data eliminates a means to examine adolescent health and wellness, without requesting a special computer run. The IHS data divides the adolescent population down the middle. All age specific data in the IHS Trends Book (an annual report on Indian health data) break age categories between ages 5-14 years and 15-24 years. The Roundtable felt strongly that the IHS should initiate a change in its standard method of reporting age breakouts, so that the health status of adolescents could be better examined and understood. While the group did not arrive at a specific age range which defines "adolescent" years, numerous suggestions were made; generally, the ages covered were between 10 and 20 years, depending on emotional growth and development. The Roundtable agreed that the quality of data was of primary importance to secure the necessary priority attention and funding to address health issues. Specifically, the following recommendations were made:

A. Better data on Indian adolescents is needed. The IHS should immediately remedy its data reporting system to better display existing data by age to accurately describe the adolescent years of life.

B. The IHS should train local level communities in data collection, use of data, and data retrieval analysis. The IHS should develop the public health capacity of tribes and Indian communities to better use and apply the data. This will in turn build better programs for Indian adolescents.

C. Regional analysis of Indian adolescent data should be required to better allow for targeted prevention and intervention efforts. National data often masks local or regional problems.

D. Evaluation and replication of quality adolescent programs should be initiated. A means for quality evaluation and documentation of successful models is needed to acquire funds needed to continue efforts in Indian adolescent wellness.

E. A clearinghouse is needed so that tribes, Indian organizations, and urban Indian communities can access current research data, innovative models, seek out technical assistance, and share resources and information regarding Indian adolescents. Competition for limited funding often contributes to decreased sharing.
F. Research on Indian adolescent health should lead to Services and Solutions and not be isolated and meaningless to Indian adolescent populations. The IHS should take a policy position to require all research to be connected to the development or improvement of services to the Indian population.

2. INTENTIONAL:

INTENTIONAL INJURIES (Homicides, Suicides, Injuries):

The Roundtable participants recognized that Indian youth are at the greatest risk for death or injury due to violent accidents and intentional injuries. For this reason, a focused effort on this age category by the IHS and other concerned agencies is necessary. It was pointed out that the IHS limitations on emergency medical response care has a disproportionate impact on Indian youth. For example, the lack of ambulance services in rural remote communities is a hardship for all Indian patients, but it has a disproportionate impact on Indian adolescents who are more likely to be involved in serious car accidents. Emergency response could make the difference between survival or death for many Indian teens each year. Specifically, the Roundtable made the following recommendations:

A. Comprehensive prevention campaigns targeted at Indian adolescent intentional and unintentional injuries is needed to make a difference in increased mortality. The IHS and Indian communities should focus prevention on all three levels:

- Primary: Seek no injuries through information and education campaigns. For example: Students Against Drunk Driving (drink/drive).

- Secondary: Emergency Medical Services (EMS) are needed in rural Indian areas; the IHS should take a lead in developing those services.

- Tertiary: Rehabilitation services for Indian teens with permanent or long-term injury is needed. Currently, the IHS has no national program, but depends upon local initiatives to meet this need.

B. The IHS needs to respond quickly when suicide clusters are developing in Indian communities. The IHS should initiate a program to identify those at highest risk for suicide and intervene in a meaningful way. The IHS should incorporate into its prevention effort recent research by Grossman, et. al., regarding risk factors for teen suicide. Specifically, these risks are: 1) a history of mental health problems; 2) alienation from family and community; 3) having a friend who attempted suicide; 4) weekly consumption of hard liquor; 5) a family history of suicide or attempts of suicide; 6) poor self-perception of health; 7) history of physical abuse; 7) female gender; and 8) sexual abuse.

C. Indian Child Welfare Act (ICWA) authority administered by tribes, Indian organizations or the Bureau of Indian Affairs (BIA) need to coordinate more efficiently with the IHS on matters of child abuse and child protection. The protection of children should be top priority. The IHS should develop a more effective surveillance system to evaluate the prevalence of domestic violence,
including child neglect, physical, emotional, and sexual abuse, and its impact on adolescent health.

D. The IHS, in consultation with tribes and Indian organizations serving Indian adolescent populations, should initiate a means to thoroughly analyze the University of Minnesota (U of M) Adolescent Health Survey comprehensive data to better understand and address Indian child abuse issues and its long term effects on Indian adolescent mental health and wellness.

E. According to Roundtable participants, violent rape, rape while intoxicated or unconscious, and child sexual abuse, are common experiences of female and male Indian adolescents. Despite anecdotal information common among tribal and urban providers of care to Indian adolescents, there is absolutely no data which addresses Indian teen rape. Surveillance of Indian teens through intake or other instruments is needed to better assess this type of violence.

3. MENTAL HEALTH:

The Roundtable participants were in agreement that a stigma exists around mental health services; this stigma should be addressed. The IHS, tribes, and Indian organizations need to become more creative and culturally sensitive when attempting to address the mental health needs of Indian adolescents. Specifically, the Roundtable makes the following recommendations related to mental health:

A. Adolescents do not go to providers of mental health to talk. The IHS system places too much emphasis on 1 to 1 "encounter" and needs to refocus on the power of "groups" and cultural activities. The group process can be a safe way for adolescents to begin to talk about their experiences and pain. Peer support groups can work with adolescents and are more meaningful in many ways than the traditional 1 to 1 authority-based counseling approach. In addition to groups, cultural ceremony and ritual rebuilding can provide structure to rebuild faith and trust. Traditional medicine people must be brought into the mental health care system, whenever appropriate.

B. Developing services for Indian adolescents must incorporate the ongoing input and involvement of Indian adolescents themselves. They know what the problems are (incest, violence, and alcoholism in the community) and are more willing to break the denial process than adults are about these and many other issues. Adolescents are also less likely to be swayed by the politics of jurisdiction in developing innovative approaches.

C. The Roundtable strongly recommends that the IHS and the National Indian Health Board (NIHB) seek consultation from traditional Indian people and spiritual leaders on ways to improve cultural/spiritual values in the delivery of health care. To accomplish this, it is recommended that the IHS support a special national gathering to discuss with tribes and Indian leaders the topic of traditional Indian values, traditions, ceremony and ritual, as a means to foster
improved health for all Indian people. The Roundtable feels this effort will benefit efforts to improve Indian adolescent mental health, as well as other ages.

D. The IHS, tribes, and Indian organizations should look to schools as a means to get needed help to Indian adolescents in-need. While it was recognized that many of the most in-need adolescents will not be in the classroom, the Roundtable identified the school as a primary vehicle to disseminate information, and to identify Indian children at risk.

E. The "Systems Child" has no family base, is in and out of court, is in and out of foster homes, boarding schools, on the streets, and is the hardest to reach. Since systems' children are so hard to reach, and able to manipulate the system, they are often written off as un-treatable by community workers and the system which is supposed to help them. The IHS, tribes, and Indian organizations need to recognize and find ways to support systems children through innovative programs.

F. The Roundtable found there are no tribal laws, IHS policies, or local programs to deal with children who are child sex offenders. Participants reported that more and more, child sex offenders are themselves children, ages 10-15 years. Sexual abuse is a cyclical problem. Perpetrators are most likely victims. The emergence of younger and younger offenders is an indication of the severity of the problem; the long overdue need to intervene in the cycle of sexual abuse, is further indicated. There are inadequate services to intervene and provide treatment for either the victim or offender. The IHS should set the initiative of a nationwide child sex abuse prevention and treatment model which incorporates treatment and support for both victim and perpetrator.

4. ADOLESCENT SEXUALITY:

The Roundtable agreed that among adolescents, "sex happens," and the sooner that fact is recognized the more likely teens will be provided the services and support they need to protect themselves from related health problems and unwanted pregnancy. The U of M Adolescent Health Survey found that by the 12th grade, 66 percent of Indian boys and 59 percent of Indian girls have "gone all the way." Indian teen sexuality is very much connected with their experiences in the family. Cultural rights of passage which used to be a part of adolescence are no longer available for many Indian teens. The Roundtable discussed the need for a restoration or creation of ritual to bring meaning, honor and ceremony, and a sense of responsibility to the onset of puberty. Without understanding the responsibility of adulthood, pregnancy, parenthood, and the health risks of sexually transmitted diseases, many adolescents are becoming sexually active. The following specific recommendations were made:

A. Reach Adolescents Early: Early outreach is important to establishing empowerment among Indian girls and boys to know it is in their own interest to protect themselves and use condoms. Indian adolescents need to understand the reproductive process, and consequences of unprotected sex, such as pregnancy,
Sexually Transmitted Diseases (STD), Human Immunodeficiency Virus (HIV) infection, and cervical cancer. Indian adolescents need to understand that oral contraceptives may protect against pregnancy, but they do not protect against STD/HIV. The IHS and Indian providers need to invest money and human resources into a campaign to educate Indian children that "You need both condoms and birth control to be safe from unwanted pregnancy, STD, and HIV infection."

B. Reach Parents: The IHS and tribes need to support community education efforts which involve parents. Parents need to be able to talk to their children about sensitive issues, such as sexuality and its risks. Parents need help. The IHS, tribes, and Indian organizations need to help parents develop the skills and knowledge to accurately and effectively talk to their children.

C. Reach Community: Communities need to talk about sexuality issues. Schools, tribal leaders, school board members, coaches, and counselors all project their own attitudes about sexuality issues. The community can significantly improve male responsibility in issues of safe sex and birth control through males role-modeling responsible behavior regarding sex and parenting.

D. Provider Education: Health care providers need to be more caring and sensitive toward Indian adolescents and their reluctance to talk about sex. Health providers must begin discussions of contraception and sexuality, honesty, and confidentiality at an early age; this will also help to build up confidence. The IHS, tribal, and other medical providers should initiate protocol which requires that asymptomatic women/girls are routinely tested for STD. The IHS, and Indian clinics should increase the availability of female health care providers to improve health care for Indian teen girls. Providers should also encourage teens to talk with parents about issues regarding unprotected sex. The IHS and tribal clinics should also increase the number of male health educators.

E. The IHS, tribes, and Indian organizations must try to keep pregnant and parenting teens in school. More programs are needed to make sure pregnant and parenting teens finish school and develop productive lives and healthy environments for their young, and to reduce repeated unwanted pregnancies.

F. Adolescents from dysfunctional families are at risk for low self-esteem. Issues of low self-esteem effect increased or inappropriate sexuality and early pregnancy. The Roundtable agreed that for many troubled boys and girls, pregnancy and teen parenthood often becomes a rite of passage. Girls tend to think a baby will provide unconditional love which they may have lacked in a dysfunctional home. Surveillance of Indian pregnant teens should be conducted by the IHS to better understand the risks and develop intervention models.

G. Tribes and the IHS need to develop an effective educational campaign to help Indian girls and boys to protect themselves against rape and sexual abuse. Intervention and treatment is needed for those survivors of rape and sexual
abuse to prevent the onset of mental health problems, self-destructive behavior, promiscuity, and related health risks.

H. The needs of gay and lesbian Indian adolescents are completely and totally ignored in the IHS, tribal, and Indian service delivery system. There is little recognition that Indian gays and lesbians exist by the service delivery system. These adolescents need support, because they often exhibit high risk behavior, need acceptance in the delivery system, are isolated from family and extended support, and are less likely to seek help.

I. The Centers for Disease Control (CDC) has STD prevention and training centers which should be accessed by the IHS and Indian health care providers. Such a service would be a cost benefit opportunity for the IHS and tribes to effectively train providers on issues of sexuality and STD.

5. SUBSTANCE ABUSE ISSUES:

While recognizing that there are many theories advanced as to origins of Indian substance abuse, the Roundtable feels that alcohol and drugs occur among Indian adolescents as a result of unresolved traumas and the lack of healthy, nurturing family support or (in some cases) no family at all. The Roundtable took the position that to effectively address adolescent substance abuse, Indian adults need to set examples for the younger generation by exhibiting healthy, sober lifestyles themselves. The Roundtable made the following specific recommendations:

A. Indian adolescents need transitional housing to continue in their recovery process. There is a need for better aftercare; recovery houses can help in these cases. Kids or children in recovery do not have anything to do and need a support network. Treatment must also be available in the community. Peer counselors can provide valuable assets to prevent adolescent substance abuse; such models should receive priority consideration.

B. More regional treatment centers are needed to ensure that inpatient treatment is available to all Indian adolescents. This care must be integrally tied to a community-based recovery and aftercare program. Evaluations should be conducted of all regional treatment centers to see which treatment models seem to be the most effective. All adolescents should have the full "continuum of care" available to meet their recovery needs. The IHS should evaluate current criteria for the certification of substance abuse counselors to be sure that counselors are knowledgeable about the history and culture of the community they serve.

C. After school programs should be initiated in tribal and urban Indian communities. Adolescents often have nothing to do after the day's activities, and become drawn to substance abuse due in part to a lack of home structure. It is a responsibility of the community to fill this gap in structure, when the family structure is not functional or is unable to support its adolescent members.
I. Substance abuse prevention should occur as early as possible, continuously from kindergarten through the 12th grade. Schools and communities need to be dedicated to creating and preserving a safe and drug free environment. Tobacco and inhalant abuse should be incorporated in these prevention efforts. Cultural sensitivity with regard to tobacco use is encouraged by the Roundtable.

E. The physical health of teens in treatment and recovery should be addressed by providers. Pregnancy is a time when Indian girls may be more likely to address their substance abuse problems and enter a treatment program. Cultural and high energy activities, such as dancing, sweats, and music are encouraged to help teens balance the various aspects of their beings during the recovery process. Recovery must include empowerment, social skills, financial management, physical health, cultural rebuilding, spiritual strengths, intellectual pursuits, and sexual responsibility.

F. Community education and health care provider training is needed to help family and friends try to prevent the substance abuse of teens and to learn how to intervene in a way that supports recovery. Communities and health providers need to understand the dynamics of teen substance abuse. Communities and health care providers need to coordinate their resources (IHS, BIA, schools, tribes, parents) to improve services to Indian adolescents.

6. SCHOOL-BASED PROGRAMS:

The Roundtable defined “schools” as anything from pre-school to college. School-based intervention serves as an opportunity for prevention and intervention strategies. It also provides a forum to foster wellness and self-esteem among Indian youth in a safe environment. The Roundtable was also concerned about “drop-outs” (those who drop out of school). The statistics on drop-outs are not available; these children become lost. The Roundtable found that BIA Off-Reservation Boarding Schools (ORBS) receive many of the most troubled Indian adolescents, but do not have the resources to provide the therapeutic environment needed. Specifically, the following recommendations were made:

A. The five ORBS funded by BIA receive many Indian children who have been abandoned by providers at home. Of the Indian children attending ORBS, 80 percent come from alcoholic homes, 67 percent are clinically depressed, and 73 percent are actively drinking. The therapeutic support needed by these children is not available. The Roundtable takes the position that the IHS and the BIA should work together to create model institutions at these schools which will meet the educational, mental health, physical health, and cultural well-being of these troubled children. A joint agreement between the IHS and the BIA should provide the sharing of information, such as health records and other resources, to begin to address the holistic needs of Indian adolescents attending ORBS. If a demonstration project is needed prior to a larger undertaking, then, the Roundtable encourages the IHS and the BIA to develop this concept.
B. Curriculum development is needed to improve the relevance of basic school health classes from the perspective of the Indian adolescent. Health classes need to address issues of sexuality, STD, including HIV infection, substance abuse, mental health, as well as physical health. Teachers and school administrators need to be better informed on these issues. For example, increased training is needed regarding the rights of HIV infected students to attend school in a safe and confidential environment.

C. The IHS should initiate a special study to assess the needs of Indian adolescent school drop-outs, to get a better profile of their environments, needs and to develop services for Indian drop-outs and those at risk for school drop-out.

D. Indian children with Fetal Alcohol Syndrome (FAS) or Fetal Alcohol Effect (FAE) require special attention in the school setting. The IHS and BIA should embark on a cooperative effort to identify FAS and FAE children and to develop the special education they need in a cultural context.

E. Transitional programs to bridge Indian students into college should be provided in urban, reservation, and boarding school settings. Indian adolescents must be reinforced to excel and achieve educational goals.
ADOLESCENT HEALTH ISSUES

Statistics from the 1990 IHS Trends Data Book for the 15-24 year old age group show accidents, suicide, and homicide are the leading causes of death; these rates are higher for American Indians than for the U.S. All Races population. Deaths due to chronic liver disease and cirrhosis, to complications of pregnancy, childbirth, and puerperium occur at a higher rate in American Indians in the 15-24 year old age group than in the U.S. All Races population of the same age. However, the numbers for Indians are small and subject to the limitations of sample size.

<table>
<thead>
<tr>
<th>Cause of Death</th>
<th>Indian &amp; Alaska Native</th>
<th>U.S. All Races</th>
<th>Ratio Indian to U.S. All Races</th>
</tr>
</thead>
<tbody>
<tr>
<td>All Causes</td>
<td>157.5</td>
<td>102.3</td>
<td>1.5</td>
</tr>
<tr>
<td>Accidents</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>motor vehicle</td>
<td>88.6</td>
<td>51.2</td>
<td>1.7</td>
</tr>
<tr>
<td>other accidents</td>
<td>61.3</td>
<td>39.0</td>
<td>1.6</td>
</tr>
<tr>
<td>Suicide</td>
<td>27.3</td>
<td>12.2</td>
<td>2.2</td>
</tr>
<tr>
<td>Homicide</td>
<td>24.0</td>
<td>13.1</td>
<td>1.8</td>
</tr>
<tr>
<td>Malignant Neoplasms</td>
<td>20.1</td>
<td>14.2</td>
<td>1.4</td>
</tr>
<tr>
<td>Diseases of the Heart</td>
<td>3.6</td>
<td>5.4</td>
<td>0.7</td>
</tr>
</tbody>
</table>

Substance Abuse - From a compilation of studies (Office of Technology Assessment (OTA) Indian Adolescent Mental Health Report 1990) which compares substance abuse rates among American Indian adolescents compared against Minnesota White adolescents, the percentage of American Indian adolescents that ever used alcohol or a variety of illegal drugs (seven different classes) was consistently greater than for White adolescents. How these rates compare to White adolescents living in other geographic locations and other minorities has not yet been documented.

Though peer influence is the strongest predictor of Indian youth involvement in the use of alcohol (Oetting and Beauvais 1985), family sanctions against alcohol use and family intactness (both parents living with the Indian youth) were significant predictors of low use. The authors of this article concluded from these findings that Indian youth who believed that their families would try to stop them from drinking and getting drunk were less likely to get involved in peer clusters that used alcohol heavily.

Based on diagnostic groups of family functioning developed by Olson, Smart reports that families classified as “extreme” are more likely to have adolescents who abuse drugs or alcohol. An “extreme” family was defined as one that was on either end of a four category spectrum for cohesion and adaptability. Also, within “extreme” families, the...
presence of a drinking problem among other family members was predictive of substance abuse by adolescents within the family unit.

Oetting and Beauvais looked at reasons Indian youth gave for drinking alcohol. Over 30 percent of the adolescents stated that they used alcohol "to get rid of unhappy feelings." One in four Indian youth surveyed stated they used alcohol to get rid of feelings of anxiety. The authors felt these responses had serious implications for the future development of alcoholism in this group. Using alcohol as a coping strategy to relieve anxiety is a practice the authors felt impeded these Indian youths' developmental process toward learning how to deal with feelings.

Suicide - Suicide is the second leading cause of death for American Indians in the 15 to 24 year age group; these rates are 1.8 times as high as that found in the U.S. All Races population for this age group. Some facts relevant to this issue were reported by May in a 1987 article. He stated that the large majority of all Indians who attempt suicide are under age 25 and no one are under 20 years of age. Those who attempt suicide are considerably different, both in a qualitative and a quantitative sense, than those who complete suicides. The attempted to completed suicide rate is approximately 13 to 1.

Males are more likely to complete a suicide than females. This sex difference in completion rate is due in part to the choice of suicide method. Males tend to choose more lethal methods such as guns or hanging. In general, though, Indians tend to use more lethal methods than other groups in the U.S. population. Tribes that are experiencing rapid change and have a loose pattern of social integration where a high degree of individuality is emphasized, have higher rates of suicide.

May considers suicide completers, suicide attempters, and sufferers of single vehicle crashes somewhat independent populations that overlap to a certain degree in their self-destructive intent. He estimates 20 to 40 percent of Indian suicide attempters are similar in intent and motive to those who actually succeed in killing themselves, while from 2 to 20 percent of drivers in single vehicle crashes may be highly suicidal.

A recently reported analysis (Grossman, Milligan, Deyo 1991) of the Navajo component of the Indian Adolescent Health Survey examined risk factors for adolescents who reported attempted suicides. Factors that indicated high risk for attempted suicide among the Navajo adolescents surveyed were as follows: a history of mental health problems; alienation from family and community; having a friend who attempted suicide; weekly consumption of hard liquor; a family history of suicide completions or attempts; poor perception of own health status; history of physical abuse; female gender; and, sexual abuse.

Sexuality - Higher rates of live births are experienced by American Indian women under the age of 20 (19.2 percent) compared with U.S. All Races (12.6 percent). However, infants of American Indian teenagers experience low rates of low birth weight (6.3/1000 live births for mothers 15 to 19 years old) compared to U.S. All Races (9.3/1000 births).
By the 12th grade, 66 percent of the boys and 59 percent of the girls, surveyed in the Indian Adolescent Health Survey, have had sexual intercourse. Since teen pregnancy is more common in the American Indian population than in the general U.S. population, one could assume American Indian teenagers are more sexually active than other teenagers in the general population, increasing their opportunity for exposure to STD.

According to a study by Toomey, Oberschelp, and Greenspan, reported case rates of gonorrhea and syphilis among Native Americans are higher than rates for non-Indians in similar geographic locations, in some areas up to 5 times the rate for non-Indians. These researchers have called for an improved effort in the STD prevention and education among Indians. Alarming increases in the rates of reported Acquired Immune Deficiency Syndrome (AIDS) cases in the Native American population have frightening implications for the adolescent population. From personal communication with Dr. Emmett Chase, the CDC reports a rate of increase in Indian AIDS cases to be 91 percent from 1988 to 1989. This compares to only 8 percent for Whites, 13 percent for Blacks, 5 percent for Hispanics, and 17 percent for Asian and Pacific Islanders for that same year.

Physical and Sexual Abuse - The American Indian Adolescent Health Survey conducted by the IHS and the U of M supported the findings of other authors that the prevalence of American Indian child abuse and neglect does not appear to exceed rates in the White population. The results were reported as follows:

<table>
<thead>
<tr>
<th>Percentage of Indian and Minnesota Adolescents Who Indicated Ever Being Physically or Sexually Abused</th>
</tr>
</thead>
<tbody>
<tr>
<td>Indian Males (n=1,297)</td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td>Indian Females (n=1,360)</td>
</tr>
<tr>
<td>Minnesota Urban Males (n=6,300)</td>
</tr>
<tr>
<td>Minnesota Urban Females (n=11,538)</td>
</tr>
</tbody>
</table>

Though the reported rates of child abuse among Indian adolescents surveyed appears to be lower than is observed in the White population, the socioeconomic and psychosocial risk factors for abuse and neglect are more prevalent in the American Indian population. Several studies have examined the issue of child abuse and neglect in American Indian communities.

As in the general population, child abuse and neglect is on the rise in American Indian communities. Prevalence rates of child abuse and neglect in American Indian communities have so far have not been reported to be higher than the general population. However, Lujan, et. al., indicated that, particularly for sexual abuse,
considerable underreporting of cases occurs. Research conducted by Dr. DeeAnn DeRoin, an Indian family practitioner, studied child abuse reporting in Indian communities (as per personal communication 1988). She found that while the overall rate of child abuse reports does not exceed that of the general public, the rate of convictions of Indian child abusers far exceeded the number of convictions of child abusers in the general public. These findings suggest a problem of underreporting where only the blatant and more severe cases are coming to light in Indian communities.

From two surveys conducted in the Albuquerque and Phoenix IHS Areas, descriptive information has been generated on some of the major family characteristics common to households where child abuse and neglect took place. Alcoholism among family members, (particularly parents and grandparents) was a common feature of households where child abuse and neglect took place. Family disruption, as a result of divorce or a death in the family due to accidents or alcoholism, was more common among the children who were more severely abused and neglected (Lujan, Piasecki). Adults in the household where abuse and neglect occurred were frequently victims of child abuse themselves (Lujan). In both studies, a combination of abuse and neglect was the most common diagnosis for children in the study (Lujan, Piasecki). Children experiencing both abuse and neglect were more likely to abuse non-alcohol drugs and to be poly-drug users than children who only suffered from neglect (Piasecki).

Mental Health - In 1990, the U.S. Congressional OTA published its findings and recommendations related to "Indian Adolescent Mental Health." This report represented information which led to the enactment of P.L. 101-630 the Indian Health Amendments of 1990, which provides for a Comprehensive Mental Health Prevention and Treatment Program. The in-depth study found that Indian adolescents have more serious mental health problems than other races in the U.S. in the following areas:

- developmental disabilities, such as mental retardation and learning disabilities;
- depression;
- suicide;
- anxiety;
- alcohol and substance abuse;
- self-esteem and alienation;
- running away; and,
- school drop-out.

The OTA report cited the following stressors as suspected to be of significance for the disproportionate health and mental health problems of Indian adolescents:

- recurrent otitis media and its consequences for learning disabilities and psychosocial deficits;
- FAS and its consequences for mental retardation and less severe forms of developmental disabilities;
- physical and sexual abuse and neglect;
- parental alcoholism;
- family disruption; and,
- poor school environments.

The study further cited the lack of resources in being able to respond to mental health needs. There are 397,000 Indian children and adolescents in the IHS services areas, and the IHS funds only 17 mental health providers trained to treat children and adolescents. This is a ratio of one provider to 10,000 children.
WELLNESS IN A HOLISTIC CONTEXT

In 1989, the World Health Organization developed a definition of family which stated: "...the health of each family member, interactions among family members and interactions between family members and the external environment. Many factors affect these interactions which are mediated through the ability of the family to cope with internal and external stresses and to maintain cohesion. Prerequisites of healthy interactions between family members include the possibility of active informed choice (not only passive consent), empowerment to serve as agents for change for other family members and the capability and resources to achieve healthy relationships, including those related to sexuality and parenting."

It is likely that the functions and influences of the family on the individual within that ecosystem are similar, to some degree, in American Indian families when compared with mainstream White American families. What is of significant difference in the American Indian family as opposed to the majority culture family, is the number of participating family members in the system, their perceived roles and how the individual member fits in that system (Attneave 1982, Ho 1987). Many external and some internal factors have interacted to impair the functional capacity of the American Indian family's ability to provide a protective buffer against environmental and internal stressors.

SOCIOECONOMIC STRESS AND HEALTH STATUS:

Certain demographic comparisons made in the 1990 IHS Trends Data Book are indicative of the socioeconomic characters of American Indian families. They are as follows:

<table>
<thead>
<tr>
<th></th>
<th>American Indian</th>
<th>U.S. All Races</th>
</tr>
</thead>
<tbody>
<tr>
<td>Median Age</td>
<td>22.6</td>
<td>30.0</td>
</tr>
<tr>
<td>Average Number of</td>
<td>4.6</td>
<td>3.8</td>
</tr>
<tr>
<td>per Family</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Per Capita Income</td>
<td>$3,600</td>
<td>$7,200</td>
</tr>
<tr>
<td>Median Family Income</td>
<td>$13,700</td>
<td>$19,900</td>
</tr>
<tr>
<td>% of High School Grads</td>
<td>55.4%</td>
<td>66.5%</td>
</tr>
<tr>
<td>% of College Grads</td>
<td>7.4%</td>
<td>16.2%</td>
</tr>
</tbody>
</table>

Compared to the U.S. All Races, the American Indian population is younger with more members per family unit and one-half the per capita income. High unemployment and large family size may be the factors of significant influence affecting this disproportionate picture. When American Indians are employed, their lower than average educational attainment will result in many of them having to take lower-paying positions. Thus, the economic resources available to the average American Indian family are considerably more limited than the average White American family.
Living Arrangements:

American Indian adolescents surveyed were less likely to be living with both of their biological parents when compared with White Minnesota adolescents (49 percent vs. 64 percent); their parents were more likely to be divorced or separated when compared to the same group (34 percent vs. 22 percent). Only 45 percent of these American Indian adolescents lived in a two-parent household, and 16 percent lived with neither parent for one reason or another. Sixty percent of the adolescents surveyed were in the seventh to ninth grades (U of M report).

Inadequate Income:

The financial stress produced by a situation where a few adults support a large number of dependent individuals (young children, unemployed adults, and the elderly) can be an important contributing factor to health problems that arise in American Indian families.

Manson and Callaway illustrated this situation well in their comparative analysis using a dependency index to compare the U.S. White population to the American Indian population. In this analysis, American Indian adults of working age (15-64 years old) living in rural areas of the U.S. carried a particularly heavy burden of dependents. For every two adults in this age group, one dependent is supported (over age 64 and under age 15). On some reservations in the Southwest, the ratio of dependents to employable adults is nearly one to one. This is comparable in their estimates to some of the poorest Third-World countries.

Because less than 60 percent of the adult American Indian population is employed, it is quite likely that in some areas, one employed adult could be supporting two other family members on the average. May also concluded that high birth rates in American Indian communities along with the decline of mortality, is producing a situation where Indian adults of working age are increasingly being faced with a greater burden of providing for their dependents.

Traumatic Loss:

Added to the intra-family stress of coping with a larger number of dependents and inadequate financial resources are the effects of sudden loss of family members due to trauma-related death. Death rates for American Indians exceed the U.S. All Races rate up through the 55-64 age group. The highest death rate ratios are seen in the 25-34 age group where the Indian to U.S. All Races is 1.9. The leading cause of death in age groups 1 to 44 years old are accidents. Accidental death rates for American Indians exceed the U.S. All Races rates in age groups throughout the life cycle. Homicide and suicide as causes of death in American Indians have rates that exceed U.S. All Races for age groups 15 to 24 and 25 to 44 years old. Though the IHIS regional differences in death rates due to these causes result in some regions having lower rates for homicide and suicide than the national average, other regions have rates three to four times the national rates.
The disruption of the family that can occur with the loss of a close family member creates significant stress on adolescent family members. The real possibility of American Indian adolescents suffering the loss of a parent has a serious impact on their concern about a parent dying. This was made apparent in the American Indian Adolescent Health Survey carried out in conjunction with the U of M and the IHS.

American Indian adolescents reported more often than Minnesota White adolescents that one or more of their parents was dead (12 percent vs. 3 percent). This real possibility of parental loss due to death most likely had an impact on how the American Indian adolescents responded to another series of questions covering their concerns and worries. When these adolescents were asked about family problems that worried or concerned them, more than 50 percent indicated having one of their parents die was a serious concern. Next to worries about school performance, worry about the “potential” death of a parent garnered the greatest percentage of “quite a bit” and “very much” responses among those American Indian adolescents surveyed.

Chronic Illness as a Consequence:

When age-adjusted death rates for American Indians are compared to U.S. All Races rates, American Indians suffer from not only higher rates of accidents, homicide and suicide, but have a higher proportion of deaths due to liver disease, diabetes, tuberculosis, and pneumonia/influenza. These later conditions are primarily chronic, in nature. Like alcoholism, Type II diabetes observed in American Indians, is believed to have a genetic component predisposing an individual to the condition. However, diabetes has mediating environmental factors affecting its expression and severity, similar to alcoholism.

Pine, in his article on diabetes and behavior, builds a strong case for the role of stress in the production disproportionately high rates of diabetes among American Indians. Stressful events (emotional, physical illness, trauma) are well recognized precipitators of “diabetic crisis” that often signals the onset of overt diabetes (Institute of Medicine). The role of obesity in the onset and perpetuation of Type II diabetes is well supported by the research in the literature. Anxiety and stress-induced overeating and its role in obesity is an avenue of continuing scientific investigation. Some studies have linked certain eating disorders to substance abuse (primarily alcohol abuse) in first degree relatives of the sufferer (Pine). In addition, being a victim of sexual abuse may be implicated as an etiological factor in eating disordered patients. Pine discusses the effects of low socioeconomic status on the incidence of both obesity and diabetes and provides some evidence that the link between low socioeconomic status, obesity, and diabetes, might be stronger than the one between family history and diabetes.

According to a 1982 Institute of Medicine report, individuals develop coping strategies in order to keep the distressing situation within tolerable limits, maintain self-esteem, preserve interpersonal relationships, meet requirements of new situations, and prepare for the future.
Sagan outlines six mechanisms through which families operate to support and assist members in coping with stress and its negative impact. These mechanisms are identified as functions that the family performs as: 1) a collector and disseminator of information about the world; 2) a feedback guidance system; 3) a source of ideology; 4) a source of practical service and concrete aid; 5) a haven for rest and recuperation; and, 6) a source and validator of identity. Sagan adds to this, the statement: “Just as families can be a source of support and a mitigating factor for stressors and disease, they can also create tensions that exacerbate disease, a fact often ignored by our medical system.”

CULTURE, ROLES, FAMILY, AND ITS IMPACT ON ADOLESCENT HEALTH:

According to Attneave in 1982 and Ho in 1987, traditional American Indian values imparted to individual family members center around the concepts of collaterality, being-in, becoming, right for choice, and noninterference.

The right of choice is the right to chose one’s own actions and be the kind of person one chooses. Whether this is applied to a child or an adult, the consequences of one’s actions, be they positive or negative, are expected to teach their own lessons. In today’s world, consequences of one’s actions might not always be apparent or may have a cumulative effect.

Non-interference involves valuing and respecting other individual’s “right to be and to do their own thing.” Attneave comments on the American Indian value of noninterference as follows: “Perhaps as a reaction to the highly manipulative non-Indian social controls, perhaps for other less obvious reasons, non-interference has been idealized by many Indians to a point of paralysis of all social assertion and control. This is sometimes extrapolated to apply to non-intervention in self-destructive behaviors as well as in those in which intervention or correction are age appropriate.”

While these basic values represent the ideal elements of Indian family systems, they must be viewed in light of cultural loss, poverty, acculturation, excessive mortality and alcoholism on any system. The shift from healthy functioning family systems to unhealthy “dysfunctional” family must also be addressed.

The Child’s Role - Attneave paints a picture of a child’s role in the traditional American Indian family as one of an individual within the family who is perceived as being capable at an early age of making important decisions about his or her life. Given the extended family tradition in American Indian cultures, the child may receive discipline and is taught by numerous family members besides his or her biological parents. The child-parent relationship was less pressured and more egalitarian then is observed in the majority culture as a result of this arrangement.

Parental instruction to the child usually was in the form of observation and participation, because a parent viewed herself as only one of a number of the child’s teachers in the family. Thus, a child was infrequently told directly what to do. Often he was left to his own devices and decisions. Attneave states, “While there are firmly set
limits concerning proper and life-threatening behaviors involving others, the child is still free to choose when and whether to engage in a wide range of activities." Combined with this traditional Indian child-rearing strategy, the impacts of alcoholism, poverty, cultural and family loss, American Indian children are bound to suffer developmentally from the loss of healthy parental guidance.

Both Attneave and Ho state that the parent-child interaction within American Indian families frequently is defined by sex role. Thus, female members of the family are responsible for parenting the girls and male adults are responsible for parenting the boys. In fatherless homes, this could lead to sons being left without parental guidance. In addition to the fact that increasing numbers of American Indian children are growing up in fragmented, nuclear households with a single woman at its head, a large percentage are also growing up outside of their biological parents' homes (Brown and Shaughnessy as cited in Ho).

Sibling relationships in traditional American Indian cultures can extend beyond biological relationships of brothers, sisters, and cousins to clan brothers and sisters. Sibling relationships with biological or clan relatives could in some tribes constitute important peer relationships for a child that continue on into adulthood.

The Adolescent's Role - Traditional American Indian adolescents in most tribes had tangible and valued "rites of passage" to demarche their departure from childhood into adulthood. Puberty rites such as vision quests, naming ceremonies, puberty ceremonies for girls upon reaching menarche, etc., still play a part in some of the more traditional tribes. These rites provided signposts by which American Indian youths could be guided through important transitions in their role within the family and community.

Post World War II changes in the majority culture produced a distinct youth subculture. According to Gitlin, the youth subcultures that evolved during the post-war period responded initially to the "consumer society" with the use of drugs as a tool of rebellion against authority and the conspicuous materialism of the times. The use of drugs in the White American majority culture is distinctly different from other cultures that use drugs. In American majority culture, drugs are not sanctioned and in many cases, use is illegal. Whereas, most other cultures infuse drug use with religious meaning. Drugs, in these cultures, are sanctioned for religious and ceremonial purposes.

Thus, when drugs are used for other than religious reasons, there is likely a confusion of values surrounding their use that occurs in societies where traditionally, they had a sanctioned place. This may very well be the case for many American Indian cultures. Since adolescence is a physiological and psychological transition period, the loss of "rites of passage" traditions in Indian communities, may leave a void for adolescents that drugs, including alcohol, can easily fill. Yet, the use of drugs and alcohol do not aid adolescents in making the transitions from childhood to adulthood effectively. The effect of substance abuse leaves many adolescents in both majority and Indian cultures wandering in a protracted period of youth without a well-defined role or purpose within the family or community.
The Adult’s Role - Attneave indicates that the “parental” role of biological parents is often relieved by grandparents. If grandparents are not available, aunts, uncles and other adult relatives are frequently called upon to share the responsibility. Youthful adults are expected to bear the burden of the family’s economic welfare.

Traditional roles and responsibilities within the American Indian family fall along gender specific lines. However, according to a review of the literature by LaFromboise, Heyte, and Ozer, Indian women in many tribes had more flexibility in assuming gender-related roles and responsibilities within the tribe and family. In some tribes, woman could function in a male gender role and be both accepted and respected by the tribe. In many cases, women who functioned in a male gender role could not marry a man because she did not perform the functions of the female role in tribe. Yet, women who took on these cross-gender roles often had considerable power and standing because their families tended to be economically better off. Even if an Indian woman did not assume a cross-gender role, many tribes are matriarchal in character and women traditionally had a more equitable standing and source of power within the tribe and family than they do today.

As social and economic change has occurred, it is the observation of Attneave and Ho that American Indian women have fared better in adapting to those changes. This could be related to the economic niches in which women were more easily accepted, such as service-oriented jobs, nursing, domestic help, and their previous traditional gender-specific roles in their families and cultures. Yet, as LaFromboise and colleagues relate:

"With men's increased participation in off-reservation employment, there was a shift toward independent families. Some families moved to the outskirts of the reservation or to border towns. Women became more dependent on their husbands—characterized by Hamamsy (1957) as often erratic and irresponsible providers— for cash income. Men, however, began to claim that their wage labor earnings belonged to them and not to the family group. Complementary roles disintegrated. Women's troubles were compounded by the erosion of the extended family network because they no longer had extensive family help in raising their children."

INSTITUTIONS AFFECTING THE HEALTH AND WELL-BEING OF ADOLESCENTS:

The destruction of Indian culture and tradition was national policy in the U.S. well into the 1950s. The BIA and other agencies of the government proscribed a number of religious and cultural practices (letter from the Commissioner of Indian Affairs, Department of Interior 2/24/23). Indian children were often sent to boarding schools, White religious institutions, foster care, or adoption agencies in an effort to promote the Indian’s acculturation into White society. The Dawes Act of 1887 created economic situations that forced Indian men and women into new occupational skill areas and expectations which had a particularly devastating impact on the Indian male identity. The removal of elders and parents to Tuberculosis (TB) sanitariums for treatment from the 1930s into the 1950s also added to the disintegration of the traditional Indian family roles because of the prolonged absence of family members.
Then, as unemployment on the reservation became a problem after World War II, the BIA instituted a program of relocating heads of households to urban areas through their direct employment program. All of these policies had the clear intent of "acculturating" Indians into the dominant culture, economy and value system, and had a negative impact on the self-esteem of Indian people.

LaFromboise, Heyle, and Ozer discuss the findings of several studies conducted in the 1970's and early 1980's that attest to the psychological trauma and adjustment problems caused by experiences within boarding schools. Studies confirmed that many boarding schools were extremely regimented and girls were given less classroom instruction than Indian boys. In some circumstances, Indian girls' education was relegated to domestic labor for the school and for community homes and businesses.

According to Attneave, it was not uncommon in the early 1950's, to encounter parents who had never experienced family life after early school age. The school-taught models of family life were Victorian and inflexible. Though many Indians raised in the boarding school environment tried to follow the nuclear family model (perfect in every way), the majority culture is now finding itself in need of evolving a more tolerant view of family life. Some of the disintegration of the traditional Indian family has been offset with the reversal of some of the most damaging Federal policies, and with the availability of a growing number of activities that are helping Indian families reconstitute traditional and informal community networks, develop parenting education, and form support groups. Perhaps, as Attneave puts it, "the Indian traditional family will become a more viable alternative," in the future as the majority culture wrestles with the need for greater tolerance of diversity in family life and values.

Institutions have increasingly intervened in the family system as not only providers of financial and medical assistance, but caretakers of children in an attempt to fulfill some of the functions of parents. When individuals and families suffer crises that threaten their health and well-being, formal and informal social support networks within the community have shared the burden of responding.

ADOLESCENT HEALTH PROGRAM, Results of the Indian Health Service Adolescent Health Survey for the National Native American Sample, Minneapolis, Minnesota: University of Minnesota (unpublished report), April 1990.


EXECUTIVE SUMMARY

A SURVEY OF THE HEALTH STATUS AND HEALTH NEEDS OF
AMERICAN INDIAN CHILDREN ATTENDING FOUR BOARDING SCHOOLS

Background

This study was undertaken to assess the health care, including mental health care, of American Indian children in selected boarding schools operated by the Bureau of Indian Affairs (BIA). It was conducted during March and April 1980 by members of the Committee on Indian Health of the American Academy of Pediatrics, a group originally constituted as advisory to Indian Health Service (IHS), and consultants from the Committee on the American Indian Child of the American Academy of Child Psychiatry. Members of the American College of Obstetricians and Gynecologists, who were also IHS Area Maternal and Child Health Officers, visited with teams at two schools.

The survey was undertaken for the following reasons:

1. Pediatricians (Attachment 1) and child psychiatrists (Attachment 2 through 4) have voiced special concern for children who spend much of their time in an institutional setting. There is a consensus among these professionals that the family is the best environment in which a child can develop, and the younger the child the more important it is for him to be with his family.

2. A study (Attachment 5) conducted in 1973 by the North American Indian Women's Association documented that boarding school students have multiple problems of behavioral, social, and educational nature, and that therapeutic resources have failed to keep pace with the students' needs.

Four boarding schools were selected for on-site visits:

1. Intermountain Intertribal School in Brigham City, Utah, because of its solo parent program.

2. Toyei School in Canedo, Arizona, which had a model dormitory program from 1969 to 1972.


4. Fort Sill School in Lawton, Oklahoma, which used cottage-type housing.

Ms. Laurens Hughes of the American Academy of Pediatrics staff obtained clearance for the visits by contacting the following individuals:
Structure of the Visits

The field draft BIA Education Standards (Attachment 8), written in September 1979 by a specially appointed task force, were the basis for interview questionnaires used in the study (Attachment 9). The questionnaires were formulated by Alice H. Cushing, M.D., Chairman of the American Academy of Pediatrics' Committee on Indian Health. Prior to the site team visits, questionnaires were distributed to the four school principals so the school staff could consider their responses and gather background material. Members of the site visit team requested and received packets containing pertinent background information about the school(s) they would visit. The packets contained such data as student enrollment, homes of the students, immunization levels, incidence of pregnancy, descriptions of health and mental health programs/services (including sources of funding and funding levels), special concerns relative to student health status/needs (e.g., need for more counselors or substance abuse), and available information on student outcomes.

On-site interviews were requested with the following people:

1. a physician (IHS or local) providing services to students;
2. the school nurse;
3. teacher(s) of health education, family life education, sex education;
4. a dorm counselor;
5. a school psychologist/counselor;
6. coordinator(s) of special programs (e.g., for children with handicapping conditions, for single parents);
7. coaches;
8. students.
The opportunity to observe ongoing activities and programs (e.g., the student health center, dormitories, cafeteria, and sports and recreational programs) was requested.

The following format was followed for these visits:

1. An initial meeting of all visitors was held with the BIA Area director of education, agency superintendent, principal, and key staff to make introductions, state and clarify expectations for the visit, provide an orientation to the campus and overall school program, and express issues of concern.

2. Team members held individual and group meetings with the school staff, which lasted approximately 1 hour per interview.

3. Team members met students for lunch in the school cafeteria. This provided an informal opportunity, in a relaxed setting, for students to show team members the campus and exchange information about student concerns relative to health and mental health services at the school.

4. At the most appropriate time, individual members of small groups visited the school health center, the clinic, and any special programs (e.g., alcohol treatment program, solo parent program).

5. Team members met as a separate group to compare and organize their observations/recommendations.

6. At an exit interview, which included those present at the initial meeting, leaders shared the team's perceptions with school staff, stated recommendations, and summarized follow-up activities.

Summary of Observations and Suggestions

Reports were compiled by the designated leaders/recorders. These reports are appended, as are comments by some of the visitors. General observations and suggestions from the interviews and discussions are:

1. Goals of the boarding school are varied and mixed. In the small sample visited, they ranged from the largely educational ones at Toyei to the more complex ones at Steuart and Intermountain of dealing with adolescents from varied backgrounds, many with social or educational handicapping conditions. The solo parent program at Intermountain introduced another variable, the young, single mother who attends school during the day and cares for a young child in the evening.

2. Boarding school programs are essential for the optimal development of many Indian children. The most desirable arrangement is for children to live at home and attend a local school; however, current social, geographic, economic, and psychological problems in many Indian communities mandate the support for and improvement in
an appropriately staffed and organized boarding school system. A good boarding school can provide, to appropriately selected children, (a) the basic needs of adequate nutrition, appropriate shelter, and supporting adults; (b) an opportunity to complete a kindergarten through twelfth grade education; (c) the benefits of peer support; (d) a broader understanding of the Indian culture and heritage; and (e) specialized programs otherwise not available (i.e., vocational training, solo parent education, special education, mental health therapy, and drug and alcohol abuse programs).

3. Budgetary restraints have reduced spending considerably. Employees must be "furloughed" (placed on a 2-month unpaid leave) during summer months to save money. Valuable programs are at jeopardy, adequate funds are not available for basic home economics classes, there are insufficient dormitory personnel at every facility, and bedtime snacks cannot be provided. The facilities are not used efficiently in the summer months, and there is no time for concerted inservice training. Boarding school budgets and the figure for "per pupil costs" are difficult to understand. We were told that this results from including non-pupil costs to the numerator. As a result "per pupil costs" seem exorbitant and it is difficult to understand "budgetary restraints" which lead to enforced furloughing of permanent employees and curtailment or discontinuation of valuable and special programs.

4. Abolishing the furloughing policy for most residence staff would permit the establishment of summer programs and provide a major opportunity for intensive inservice training and evaluation. The current system requires furloughing almost all staff during the summer months, resulting in a high turnover of personnel, and individuals who have gained valuable experience are frequently lost.

5. The boarding school students' needs are one aspect of a total program for child development, but one that can be handled with reasonable additional support of currently available skills and knowledge. A total developmental program for Indian children can be based on the concept of a four-level pyramid. At the base is the large number of Indian children attending or able to attend public school. At the second level are children currently in need of either BIA or tribally operated day schools. The third level consists of 15,000 to 20,000 children who need a boarding school system because of their inability to attend public or other day schools for social, psychological, geographic, or economic reasons. A relatively small group of children constitutes the fourth level—children who require a therapeutic, residential education program.

Local community programs should be used for the approximately 225,000 children in the first two levels of the pyramid. The establishment of local programs requires integration and support of existing local programs and the development of new programs. This type of approach is of long-term importance, but it will require extensive planning, legislation, and funding over several years.
The development of a residential education/treatment program would also be valuable, but it will require large scale funding for a relatively small group of children. The program most likely to be cost effective that can be started quickly is one which will bolster and expand the existing emotional support system in the boarding schools, i.e., the residential living arrangements, their personnel, and related mental health personnel.

6. At no stage of development, psychosocial adjustment, or level of educational achievement is an adult-to-child ratio of 1:60 adequate for children between 6 and 18 years old. Despite published staff:pupil ratios of 1:4 and 1:1.4, the figures given for dorm-contact employees were considerably different; they ranged to as high as 1:100 at Stewart (see Table 1). Regardless of provisions made for "special" children in residential treatment centers or other therapeutic settings, there is an urgent need for all boarding school children to interact with increased numbers of caring adults. In his report on the visit to Toyai School, Dr. Ross Snyder cites a scientific basis for the necessity of adult role models in the development of young children. This inequity must be resolved.

An increase in residence hall child care staffing to provide at least one on-duty individual for every 10 students during the day and evening hours and one mental health professional for every 10 residence hall child care staff persons could produce major changes in the behavior and performance of the 15,000 to 20,000 boarding school students. Previous work in the boarding schools and other residential school experiences indicate that the most effective way to favorably affect the lives of boarding school students is to provide an adult support system for those living in a small group environment approximating that of a large family unit. This would require some funds to restructure existing dormitories so there could be some sense of small group living (approximately 10 to 20 students per group), with one to two adult staff on duty during the time these students are in and around the residence halls.

In this more personal arrangement, the staff would need additional inservice training and support, which would require about one mental health professional for every 10 residence hall staff. Furthermore, the mental health program needs to be better integrated into the entire school program. The overall goal of the school should be the total development of the whole child. To meet this goal, extensive integration of the curricular program and the residence hall program is needed so all the school's staff can share the emotional issues confronting the child and can work together to help meet the child's growing needs for independence and increasing requirement for control.
7. Dedicated people were observed at all levels of employment background and training. These people obviously enjoyed working with the students, felt loyalty toward the schools, and were innovative and enthusiastic about what they were doing. However, many seemed depressed and defeated by their inability to meet their own expectations and no longer believed they could "deliver" in a boarding school setting.

8. There must be more dormitory/home living personnel, and the caliber of the training and experience of residence hall staff should be increased by upgrading their job description equivalent to the next higher civil service level. A high caliber of residence hall staff must be attracted to, retained in, and held accountable for the most crucial job in the boarding school, being surrogate parents, which can be accomplished by requiring a higher level of training and experience than at present. The job of these individuals can then be redefined to broaden their supportive role for the students. As surrogate parents, they must be integrated into the overall educational milieu of the school. At all four schools, the dormitory/educational staff conflict seemed to consume needless emotional energy and waste valuable time used to enhance the mental health and educational level of the students.

9. For serious mental health problems (such as substance abuse, alcohol abuse, acting out behaviors, and frank psychopathology), more sophisticated mental health workers and programs must be made available. The lesson learned from the controversy over the "Model Mental Health" program at Stewart is that the term "mental health" implies mental illness or "craziness," which frightens the average individual. "New" or specially funded programs must be introduced sensitively if they are to work.

10. Students were generally enthusiastic, even about disciplinary measures that appeared to be stern. They almost uniformly expressed the sentiment that discipline is necessary for everyone to benefit from the school. They recognized the positive features of their schools. As at Intermountain, the students believed they had benefitted from the reading program and were dismayed at learning it may
be deleted from the curriculum because of cost. Except at Toyei, students believed they had a voice in operating the school, particularly in matters that concern student policy.

11. Physical health, the major reason for the site visits, did not appear to be a major problem. Indian Health Service employees, nurses, corpsmen, and referral physicians performed the required services. On-location people found their own satisfactory referral patterns based on the nearest, best-working arrangements. Consent for immunizations, obstetric and pediatric care, and transfer of health information are still problems. The latter was noted as a specific problem at Fort Sill. Concern about the safety of athletic programs was expressed by the visitors at several of the schools.

12. Health education is being given at the schools visited, but the programs are disorganized and uncoordinated in spite of concerned efforts being made. Health education programs should be within the framework of curriculum planners in BIA and representatives from IHS to coordinate and direct.

Similarly, the technical/vocational programs at Intermountain and Stewart were regarded highly by the students and were, in fact, the major reason given by many students for selecting these schools over alternatives. Cutsbacks in these excellent programs probably will result in lower student enrollment.

14. School leadership was inconsistent at Stewart and at Toyei, where there has not been—and it is not known when there will be—a permanent principal. Particularly at isolated sites such as Toyei, leadership must be sensitive to conflicts and stresses of the staff, and a special effort must be made to conserve their mental health as well as that of the students.

15. Administrative changes to provide greater interaction between BIA and IHS staff within the schools are required if the proposals given here are to be most effective in creating improved student outcomes and stability within the school system. Personnel from two independent government agencies may frequently find individual ways to work together effectively but, without appropriate administrative encouragement and support, a long-range, consistent, effective interaction is rarely sustained. The provision of more personnel cannot by itself be relied on to generate improved programs. Strong administrative action based on shared goals, objectives, and methods is necessary for ultimate success. The basis for administrative decisions should be frequent, open communication between the various groups comprising the total school staff. Whether the establishment of some form of a central joint administrative arrangement for operation of the boarding schools would serve an important and effective function is unknown.

16. Collection of pertinent information and internal and external evaluations should be essential features of the boarding school
program. From such information it should be possible, for example, to estimate the need for the components of, and the size of specialized residential education/treatment programs and/or facilities for children with severe degrees of maladjustment or mental illness. In addition, the impact of changes in programs, the comparison of different programs, and the progress of individual programs can be assessed for effectiveness, cost, and efficiency.

There is striking similarity of the observations and recommendations in this report to those expressed 10 to 12 years ago, the recommendations made by the American Academy of Pediatrics Committee on Indian Health to INS in 1968 (Attachment 1), and the three articles written by Dr. Robert Bergman between 1967 and 1974 (Attachments 2 through 4), which describe in detail the now defunct model dormitory program at the Toyei School. The most urgent needs to improve the living environment for Indian children have been recognized and documented for some time, but it appears that few efforts have been made to implement the changes necessary for improvement. The time to begin correcting the deficiencies is NOW.

Site Visits

The following summaries are general observations and recommendations for each of the four site visits.

Intermountain Intertribal School

1. Mental health workers need consultation and assistance in the development of a new, solvent-abuse program and an opportunity to share their successes and frustrations with other boarding school mental health personnel. Other school personnel need to understand how limited the mental health staff is with regard to their ability to deliver direct services. Continued effort should be made to develop the most effective, collaborative relationships.

2. The counseling personnel seem overwhelmed and understaffed, and the school should develop closer working relationships with existing programs on the campus. Examples would be improving the relationship between dormitory and school personnel and increasing communications between mental health and drug and alcohol counseling staffs.

3. The solo parent program should be modified to eliminate the early separation of mother and infant during the critical bonding time, and services should be added to make this a safe and salutory change.

4. Programs that seem important to the students and outside observers, such as remedial English and vocational training, should be maintained. If special funding is required, it could be justified by the special population served by this school.
5. Dormitory personnel are to be complimented on their fine work, and some means needs to be found for compensating them for the furlough system imposed on them. Perhaps some use for the Intermountain School could be found during the summer months. However, students did not favor a 12-month school program.

6. The impressive and innovative peer counseling program in alcoholism deserves further study and perhaps expansion. Obviously the personal needs of the peer counselors cannot be overlooked. The problems with alcoholism at the school seem serious, and novel programs deserve full study and consideration.

Toysei School

1. Staff conflict was cited as a major problem by almost every interviewee. Areas in which staff conflict might be resolved include ongoing meetings among various staff members focused on educational and emotional needs of the children. Administrators must be sensitive to staff conflict and capable of helping to resolve it even if consultation from outside mental health group counseling services is necessary.

2. Smaller pupil-dorm staff ratios and small group-living facilities are to be urged for the healthy development of these elementary school age children.

3. Vocational training options must be made available to mid-school graduates who do not wish to or are unable to continue on to high school.

4. Health education activities should be coordinated and developmentally focused. Family living-sex education programs should be begun early, include boys as well as girls, and emphasize child development and the special needs of young children.

5. Navajo norms should be established (or used if they have been established) for scoring results of Navajo children on standardized tests. Navajo-speaking teachers and dorm personnel who interact with children in the early grades can facilitate their transition to English.

Stewart School

1. More open communication is needed between academic, dormitory, administrative, and support staffs.

2. Administrators must foster discussion of problems among all staff members.

3. The positive reinforcement applied in the “adjustment dormitory” should be consistent throughout the school; and standards of discipline should be agreed to on a schoolwide basis.
4. The term "model mental health program" should be dropped. Instead, mental health concepts must be integrated into the overall school program.

5. Dormitory staff should be upgraded by raising salaries and providing the staff with ongoing, inservice training rather than investing the funds in mental health "professionals."

6. Improvements need to be made to provide more realistic vocational training and better college preparation for the students.

7. The school should not be abruptly closed or even termed a "residential treatment center."

**Fort Sill School**

The Fort Sill School is scheduled for closure; therefore, the value of these recommendations is questionable. To try and extract from the Fort Sill experience generalities about all Indian boarding schools is probably unwise from such a limited and biased experience. However, some comments are:

1. The issue of consent for medical treatment for boarding school students is a critical one which needs to be considered by the BIA and the IHS. This has been an issue for a long time, and action needs to be taken.

2. A parental consent form needs to be developed so boarding schools have the authority to consent for medical treatment of a nonserious nature, such as immunizations, health maintenance, minor acute medical illness, and so forth.

3. If a large percentage of the students attending Indian boarding schools have behavioral and emotional problems, specific programs to meet their needs must be developed. Obviously, this would require a significant commitment of a well-trained staff, including the resources and expertise to deliver such a program.

4. A continued commitment to the special educational needs of students is vital. However, these students need to be identified at a much earlier age if programs are going to have a significant impact on their educational development.

5. Monies should be allotted for alcohol and drug use and abuse treatment programs at the Indian schools. Spending tribal alcoholism money on 50-year-old, long-term alcoholics in end-stage liver failure appears to be of much lower priority than working with teenagers at great risk for becoming alcoholics.

6. A more active health education program—with special attention paid to human sexuality, sex education, and contraception—
needs to be developed and implemented. The rate of teen-age pregnancy in Oklahoma among Indian adolescents is twice as high as the overall state rate.

7. A comprehensive physical and psychological evaluation documenting the needs of all students admitted to the school, and the development of a physical and mental health program specifically for each student should be required.

8. Thought should be given to developing a different living style for the students. Instead of large dormitories, a nuclear family model with a live-in house father and house mother in a cottage setting might be a more valuable experience.
### BIA - Funded Off Reservation Boarding Schools (ORBS)

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<th>School Name &amp; Grade Levels</th>
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<th>Average Daily Attendance</th>
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<td>BIA-Operated</td>
<td>344 Students</td>
<td>180 Students</td>
<td>93%</td>
</tr>
<tr>
<td></td>
<td>BIA-Operated</td>
<td>404 Students</td>
<td>219 Students</td>
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<td></td>
<td>Grant</td>
<td>211 Students</td>
<td>199 Students</td>
<td>85%</td>
</tr>
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<td></td>
<td>Grant</td>
<td>380 Students</td>
<td>242 Students</td>
<td>90%</td>
</tr>
<tr>
<td></td>
<td>Grant</td>
<td>240 Students</td>
<td>169 Students</td>
<td>92%</td>
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### STUDENT PROFILES

**Walpurnan reported:**
- 3 out of 4 students at Walpurnan are from single-parent homes headed by a female.
- 1 out of 10 7th and 8th grade students came to Walpurnan from treatment centers.
- 1 out of 20 7th and 8th grade students have been placed in treatment while attending Walpurnan.
- 1 out of 4 students came to Walpurnan with a social background issue; easier to complete the educational summary.
- 1 out of 3 students at Walpurnan came from an environment of where alcohol and drugs were abused.
- 1 out of 5 students are rejecting/reluctant, based on number of telephone calls, mail or packages from home.
- 96% of the boarding school applications completed on students do not match the actual student profile. Also, in 96% of the applications, local schools do not report a student's social problems because of the time required to complete a social summary on the student.

**Riverbead reported that their student profiles were analogous to Walpurnan's student profiles with the exception of those students coming from treatment centers or being placed in alcohol/drug treatment facilities after entering Riverside.**

**Flandraus reported:**
- Approximately 80% of students come academically deficient.
- Approximately 20% of students attending could do well academically in any school.
- The majority of students are from families with income well below poverty level; therefore, the school must be able to provide clothing, and other basic items for these students.
- Flandraus reported that they estimate that 80% of their students have been abused physically, psychologically or sexually before they arrive at the school.
- 100% of students have experimented with alcohol or drugs before coming to the school.
- 2 out of 3 students at Flandraus came from an environment of where alcohol and drugs were abused.
Sherman reported

Many of the students should be considered as at risk students. Statistics to support this include the fact that of the 493 students enrolled at this school 65% come from single parent homes. Many are court ordered to the school. The school has records that indicate nearly 10% are referred by courts but realize that many others were really court ordered but the forms were not submitted because it was easier to enroll them using normal procedures. The school had 191 of the 386 students in their Intensive Residential Group Program or 49% of the students. The school has had a total enrollment of 454 students this school year. Of that total only 242 are still in the school. This means that they have a leaving school percent of 47%. The registrar indicates that requests for records for these students have been few. For many students this is their last chance for schooling. It should be understood that many students will be back next year.

During the last school year 23 students have been expelled for serious violations of the school's code of conduct and 19 have been suspended from school. Numerous others have been withdrawn by parents of students who expected to be expelled or suspended.

During the last school year there were 756 incidents of substance abuse on the campus. This is a duplicated account and does not mean that there were that many students. The incidents involve about 50% of the students.

There are some statistics that indicate some of the behaviors of students that would categorize them as at risk.

Chemawa Reported

A school wide survey placed the mental health status of the student population at high risk with many students coping with health problems recognized as life threatening. A report revealed 62% of the students suffered from extreme depression; 73% suffered from drinking problems; 42% suffered from drug problems; and, 32% of the students had seriously contemplated suicide. Statistics indicate 80% of Chemawa students come from families where at least one parent is known to have a drinking or drug problem, and a minimum of 40% of the students themselves come to Chemawa with a chemical dependency. With these facts in mind, it is easy to note that these children of alcoholics and children who are alcoholics and drug users have some serious problems that must be dealt with before they can begin to benefit from an educational program.

Scoopovsh reported the following estimated demographics for their students:

- 10% are placed at the school by recommendations of DHS or Court Order
- 85% qualify for Chapell 1 programs
- 75% are dormitory residents
- 10% receive Special Education services
- 95% may be classified as at risk
- 30% are ESL students
- 65% are bi-lingual students
- 75% qualify for Intensive Residential Guidance
- 90% qualify for free or reduced meals

Status Quo Staff
- Wahpeton: 6
- Chemawa: 15
- Riverside: 22
- Sherman: 34
- Flathead: 28

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Summary of Major Findings on ORBS from Monitoring and Evaluation

Strengths

- Despite the age of some of the buildings, 5 of the 6 schools were well-maintained: Wahpeton, Chemawa, Flandreau, Sequoyah, Sherman. Riverside was considered better maintained than the average Bureau school.

- Wahpeton and Flandreau had commendable library programs.

- Chemawa and Riverside had commendable drug and alcohol prevention programs.

- School Boards at Sherman and Sequoyah were commendable.

- Staff retention was good at 4 of 6 schools: Chemawa, Riverside, Flandreau, Wahpeton.

Areas Needing Improvement

- All 6 of the schools needed to complete a comprehensive needs assessment.

- All 6 of the schools needed to update their curricula to incorporate findings of recent research on teaching and learning and to make it relevant to the lives of the students by incorporating aspects of their culture.

- All 6 of the schools needed to provide training for all staff members at the schools.

- 4 of 6 schools had inadequate library programs: Sequoyah, Chemawa, Sherman, Riverside.

- All 6 of the schools needed instructional materials and/or equipment.

- 5 of 6 schools did not provide adequate counseling services. Focus was on crisis counseling and not preventive and needed therapeutic counseling was not provided. Sherman provided the best student support services.

- 4 of the 6 schools needed to revise staffing patterns: Sequoyah, Chemawa, Sherman, Riverside.

- All 6 of the schools needed to work on improved communications with parents.

- All 6 of the schools needed to provide an improved climate by involving staff in decision-making.
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<tr>
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<th>TOTAL BATTERY IN NCE's</th>
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Conclusions

Much of what needs to be done to upgrade the off-reservation boarding school programs is the same as at many of our Bureau-funded schools. A significant difference, however, lies in the fact that the students who attend these schools often come with social/emotional problems, and having many students of this type in one school creates a great challenge. The ORBS, as they are now, are not designed to meet these special needs. These schools, especially, need a major restructuring and redesign based upon the needs of the students who are in attendance. At present, they mainly strive to meet state and/or regional accreditation which does not take into account students with problems of the magnitude seen in off-reservation boarding schools. Perhaps they should be redesigned one at a time, with some piloting of innovative programs.
Scope of This Report:

In the spring of 1986 Don Davis of the Portland Area Indian Health Service and Van Peters of the Portland Area Bureau of Indian Affairs held a joint meeting to discuss mutual concerns about the health and well being of children and adolescents in the Portland Area. As an outgrowth of the initial meeting, a Joint Committee was formed to define the scope of the problems and to report back to both Directors to this effect.

After many working drafts over months of joint work, this document is the product of the Committee's efforts. Although the original charge of the Committee was centered upon the Chemawa Boarding School, it was clear to both Directors and to the members of the Committee that issues identified for the Chemawa facility generally applied for all of the programs serving Indian children in the Portland Area. For this reason, the charge to the Committee was expanded to include general concerns about the mental, social and physical health of Indian children in the Area. Although not exhaustive, this report represents the Committee's initial definition of the problems as perceived in rough order of priority.

Several points about this report must be emphasized. First, the report does not contain plans for solving the problems identified. It is the hope of the Committee that the report will be presented to each of our agencies and one of the results will be the appointment of a standing committee whose initial charge will be the formulation of action plans to address the problems. It is hoped that this future committee will be expanded to include other parties from both agencies. Second, even as action is planned to address the problems identified in this initial report, some of the needed action is beyond the scope of the Area level. It is hoped that these reports will be shared with the BIA and IHS Headquarters programs in order that issues of policy and program priorities be studied.
Third, it must be noted that many of the problems identified as specific to Chemawa are well on their way to being resolved, thanks to the efforts of both BIA and IHS staff at that facility. The efforts of both agencies at Chemawa to meet on an ongoing basis around the issues identified in this document as well as other issues seems to have been very effective.

Finally, it must be noted that the problems identified for the Portland Area are unlikely to be unique to this Area. Certainly the problems of delivering adequate services to Indian children and adolescents stem from a variety of sources. In part, legal and jurisdictional issues of responsibility for the care of Indian children among the tribes, states and federal agencies have made it possible for all concerned to minimize the responsibilities of their own agencies in providing these services. In the states in the Portland Area, it appears likely that the states have a responsibility to provide services to Indian children that is not met, often based upon the assumption that these services are a BIA or IHS responsibility. Likewise, the federal agencies involved have minimal funding to provide needed services based, we must assume, upon the assumption that the money to provide the services is being allocated through the states to the tribes by the block grant mechanism. These Indian children, not a highly vocal constituency, have fallen through the cracks in the system.

Another barrier to our efforts to obtain resources for needed services is the lack of awareness of the epidemiologic data about the mental health of Indian children and adolescents. Epidemiologic studies of the mental health of this group consistently demonstrate extraordinarily high levels of pathology. Perhaps because of the numbers of children involved across the country, these studies are dismissed or ignored. On either an Area or national basis, it might again be valuable to compile the epidemiologic data about Indian children and adolescents to the end of increasing awareness nation-wide about this issue which must surely be the single greatest unmet health and social need of Indian people.

To date, positive efforts have been made to address isolated portions of the mental, educational, social and other health and welfare problems of Indian children. The Indian Child Welfare Act, among others, attempted to address some of these problems, as has recent legislation targeted toward alcohol and drug abuse among Indian youth. However, initiatives targeted toward portions of the overall problem, such as the recent initiatives around suicide in Indian youth, cannot hope to be more than fragmentary. It is our hope that in the next several years, information can be gathered that would permit the introduction of legislation in Congress for an overall initiative to improve the mental and social health of Indian children and adolescents.
ISSUES SPECIFIC TO CHEMAWA

The following are the topics that the joint committee on children's issues at the BIA/IHS Area level identified as being current and ongoing at Chemawa.

Although lengthy, this list represents a smaller group of problems than was first identified by our joint efforts. The reason for this abbreviated list is that the BIA and IHS staff at Chemawa have begun to work together on a large number of the problems. Because of these commendable efforts the group of problems demanding work on the Area level has been reduced significantly.

It is recognized that some of the problems identified in the list for Chemawa extend far beyond the boundary of the school. The health, welfare, and education of Indian children is certainly a problem in all of Indian country. Some of the issues that seem immediate at Chemawa are, in fact reflections of much larger issues that concern us on a national or Area level.

With these considerations in mind, the following represents our identification of problems at the Chemawa facility that merit the ongoing attention of our group:

1. Designation of Chemawa as a School Health Facility by IHS:

At some point Indian Health Service's staffing for the school health portion of the Service Unit was lost or was not received. The Service Unit currently provides services to all of Western Oregon, and no special provisions are made to provide health services to the school children and adolescents. There is a need to re-examine this decision, focusing upon the possibility of potential future staffing on the same basis as the other IHS facilities serving boarding schools.

2. Medical and Mental Health Coverage for Students:

Because of the staffing difficulties discussed above, a number of other health care problems for the Chemawa student population have arisen.

Of these, the lack of after-hours infirmary coverage by the Indian Health Service is the most keenly felt by dormitory and school staff. Since most students are likely to become ill or to have mental health crises after hours or on weekends, many of the IHS services are not available to the student population when needed most. For example, even though the mental health staff member works after hours frequently, full coverage would require that this single provider be on call twenty-four hours a day, seven days a
week. Likewise, medical staff at the current staffing level work be equally stressed. The lack of infirmary services and night coverage make the Chemawa facility unique among boarding school health programs.

It was again discussed that a first step toward solving these problems would be to determine at what level in the organization and by what criteria the staffing decisions about the Western Oregon Service Unit were made. If this can be determined, a new examination of the staffing patterns for Chemawa might be indicated.

3. BIA Staffing According to Student Needs:

Some of the current problems with the health care delivery system at Chemawa are caused by a lack of recognition of the special needs of the school population by the IHS. BIA has funded programs at Chemawa as if they were serving an "average" group of students. In fact, available data support the contention that many Chemawa students are high-risk, often very troubled young people. In spite of this funding for school staff, and particularly dorm counselors, does not allow for the provision of services of the quality and quantity needed by this group of students.

Qualifications for hiring dormitory staff should be raised. In addition, consideration of the kind of students that now attend the Chemawa school suggests that staffing should be changed from a primarily educational facility to a mental health focused staffing pattern in terms of the individuals hired as dormitory staff.

4. Student Selection Criteria:

Staffing is not currently adequate to deal with troubled students, or students likely to need special or high-intensity services. Since this is the case, should these students be denied admission rather than receive grossly inadequate services? It was noted that the accuracy of data from the reservations about students was often so poor that it would be difficult to screen potential students on the basis of this information. At the very least, however, admission requirements for the school should take into account the students' social and behavioral status as well as their educational requirements.

5. Professional Staffing:

As noted above, the current staffing of human services professionals is inadequate to meet the needs of the students. Both IHS and BIA staffing is inadequate to meet
the needs of the student population or the national standards of care for child and adolescent care facilities. Medical, mental health and social health staff are keenly missed. A reasonable level of professional staffing would be comparable to either state or private facilities.

The use of the skills of professionals within the system may also not be the most efficient possible. There is a problem of "triage" or assigning the child or adolescent to the provider with skills most appropriate to the problem. Dormatory staff need to be trained and supervised on what problems they can handle themselves, and which problems, such as the suicidal student, need referral to a professional on an immediate basis. Likewise the skills of the professional are not used efficiently if simple "counseling" on matters such as academic performance or adjusting to dorm life are at issue, without any complicating factors. An effective interagency triage or sorting system could reduce the risks to the child and the misuse of professionals' time.

In addition to the staffing and triage issues, technical supervision (as opposed to administrative supervision) is needed by the dormatory staff in particular. Professionals are well acquainted with this system. In providing this technical supervision, cases are reviewed and teaching takes place between the professional and paraprofessional therapists or counselors. An interagency mechanism for providing this technical supervision is needed, particularly if any attempt for the program to conform to national standards is anticipated in the future.

Yet another portion of the interagency system of care must be provided by means of agreements between the agencies and departments. For example, protocols governing the care of suicidal and drug abusing students, violence, and pregnant students might be useful.

A number of training needs were identified in the Chemawa system. Of these, the training needs of the dormatory staff were among the most critical. Low pay of these staff members allows for only the most minimal qualifications for these staff members. Yet these staff are expected to provide skilled "counseling" for students. An ongoing training program in counseling skills for dormatory staff is one of the most critical training needs of the Chemawa system.

6. Continuity of Care and Information:

One of the reasons for the difficulty with continuity of care and continuity of information at Chemawa is that people in different parts of the system have different
explanations of students' behaviors based upon their fields of special expertise. For example, one staff member may perceive a conduct problem in a particular student, where another sees a major depressive episode, and yet another sees a substance abuse problem in the same student. The use of joint staffings should help to conquer this problem, but further help for this problem may be amenable only to joint training and educational activities.

Each organizational unit in the Chemawa system cares for a portion of the child or adolescent according to its own training and philosophical predisposition, with little sharing of information from all the different sources. Because of the limitation of resources, particularly technical resources, sharing of information, and joint planning for students is vital. It is anticipated that better sharing of information, and more joint activities such as joint staffing of high-risk students could greatly improve the quality of care and the quality of information about students in the Chemawa system. The Chemawa staffs have already made major strides in this direction, but the progress must be monitored.

A clear difficulty that all parts of the Chemawa system experience is the referral of students whose health and mental health problems are not known at the time of referral. Health programs and social service agencies on a number of reservations fail to complete or send adequate social summaries, medical records, and other vital information about students sent to Chemawa. As a result, the system is not equipped to handle the medical problems, major mental illness, and other problems in the students, nor have some of the basic information needed to work with the students after they arrive. Solutions to this problems may include working with tribal, IHS and BIA staffs on the various reservations from an Area level to get this needed work done before students are admitted.

7. A Pregnancy Program:

Each year between six and ten pregnancies occur among students. The Service Unit is not funded to pay for the deliveries. Resources are inadequate to provide for the needs of the mother and child in general. If the mother has emotional and social needs like others in the student population, even more difficulty is encountered in obtaining adequate services. Because of the risks to the mother and child from trying to provide services with inadequate resources, balanced against the right of the woman to receive an adequate education, legal problems are posed by this issue. It may require a national interagency policy and perhaps a joint opinion by IHS and BIA legal staffs.
8. Blood Quantum and Eligibility:

The Indian Health Service is currently holding hearings on an administrative regulation which would limit eligibility for INS services to one quarter or greater Indian blood. In contrast, eligibility for the boarding school has become more relaxed, allowing students with less Indian blood than this to attend the school. If the administrative regulation goes into effect as proposed, a number of students would become ineligible for services through the IHS. It was felt that this issue should be raised at the Headquarters level as a needed modification of the proposed administrative regulation.

9. Drug and Alcohol Program:

It was noted that there is a need for more alcohol and drug services for the student population than area presently in place. Furthermore, additional types of alcohol and drug treatment services may be needed to help cope with the serious problem with substance abuse at Chemawa. For example, more services provided on weekends would be valuable in that this appears to be the time when the majority of alcohol and drug abuse takes place.

A useful step in trying to expand services for alcohol and drug abuse would be to attempt to measure the scope of the problem at Chemawa. Until the problem is measured in a quantitative way it will be difficult to gear the programs up to meet the need that is widely reported on a more qualitative basis.

There is a need for the development of a systematic and reliable way to obtain residential and inpatient treatment for both mental health and alcohol and drug problems of students. In part, the problem stems from the inability of the Indian Health Service contract health system to consider many of these cases as emergencies. In part, the problem stems from the lack of nearby short-term child and adolescent facilities capable of handling these children and adolescents capably.

This is the Initial list of problems identified as appropriate for interagency work from the Chemawa Boarding School. It is not a complete or exhaustive listing, but rather an elaboration of the most significant and potentially workable problems.
AREA WIDE PROBLEMS:

The following problems were identified as Area-wide issues that should be addressed as Area-wide IHS and BIA concerns.

1. Lack of Planning for Indian Children's Services:

In the Portland Area alone it is estimated (conservatively) from the epidemiologic literature that there are over six thousand Indian children in need of evaluation and treatment for serious mental and emotional problems. IHS currently has one position in the Area, at one Service Unit, to deal with this problem. BIA staff, with one BIA psychologist in the Area, have been trying to address the needs for evaluation and treatment planning, but one person for the Area does not go far.

IHS considers evaluations for emotionally disturbed children as a second-level Contract Health Care priority. The states, generally are so understaffed around reservation communities that they have few or no services to offer to Indian children, in specific.

Indicators of the mental health of Indian children in the Area are of concern. Rates of suicide, dropout, adolescent pregnancy, drug and alcohol abuse and other indicators of adolescent mental health are all several times the rate for non-Indians in the Area. These problems are generally considered to be representative of earlier and ongoing mental health problems of children and adolescents. By all indices our Indian children and adolescents are in deep trouble throughout the Area, and we have not yet made any effort to address the problem.

Medical needs of the child and adolescent population are closely connected to the social and mental health of this population, more so even than adults. There is a need to develop secondary prevention strategies for children and adolescents, including screening tools and staffing appropriate to the task. Services such as prenatal care for adolescents are needed in a systematic and structured way.

With grossly inadequate resources, the BIA is responsible for providing services to 248 handicapped children in the Portland Area, and has just been given responsibility for eighteen head start programs.

As it now stands many children with developmental delays and handicapping conditions are being missed until very late in their development when reversal of the conditions or helping them cope with the conditions is much more difficult than if the conditions were identified early.
There was a need identified by all for a developmental screening process using both BIA and IHS staff that could be made available to the Indian children of the Portland Area. Areas that were identified as needing to be included include speech and language, psychology and counseling, social evaluations, neuropsychological evaluation, and a physical examination by a pediatrician were identified as routinely needed developmental assessment services. For special cases, ENT, occupational and physical therapy, optometry and ophthalmology services, child neurology and other specialized services are needed frequently.

As it now stands, most Indian children do not receive a complete screening until at least third grade. There is a need for a coordinated early developmental screening program using personnel from both agencies, and contractors.

Because of this need it is suggested that the IHS Area MCH Specialist be included in the deliberations of the committee.

Beyond the need for more staff dealing with children's issues from both IHS and BIA, there is a need for a long term strategy to address the problem of Indian children's mental and physical health now, in an attempt to minimize future impact on the welfare, criminal justice, alcohol and drug, and health systems of just a few years from now. There is a need for both an Area and a national strategy to deal with this crisis at both the IHS and BIA levels for the coming years. This coordinated approach must include a serious study of the health needs of children and adolescents, as opposed to the impressionistic means of identifying these needs that has prevailed in the past and has lead to mistaken planning assumptions such as the assumption that Indian children and adolescents have no significant health problems. Serious efforts to address these problems must include active working agreements between the BIA and IHS on all possible levels, as well as serious attempts to identify resources needed to solve these massive problems.

2. Shortage of Child Welfare Funding:

As a result of reductions in BIA funding, which was admittedly never close to adequate to run the programs it was intended to run, a new crisis exists on a number of reservations in the Portland Area. As a result of the reductions in funding, the BIA has adopted a grant process which has caused the loss of Indian Child Welfare Act programs on some reservations, completely. At a time when sexual abuse seems to be on the rise, and we are very conscious of the mental health of Indian children, the loss...
of these programs has had a major negative impact.

In some cases, IHS staff has been asked to pick up the load of cases left by the loss of the ICWA programs. In other cases, the IHS funded "638" mental health programs have been directed to take over these functions. This has placed a great deal of pressure on the IHS mental health system which has roughly half the appropriate staff for the adult mental health load, and is generally untrained in child mental health and child custody evaluations. IHS funding has even been inadequate to provide training for mental health staff to learn to do the necessary evaluations, should they be required to do so.

In most cases, the states are ill equipped to deal with Indian children. There are insufficient competent Indian foster homes for placement of Indian children, so the states tend increasingly to be using non-Indian foster placement of Indian children, once again. As a result of poor funding of Indian Child Welfare Act programs, tribal judges have few alternatives available for on-reservation child placement. Because of the loads on many of the state and county systems, it is unlikely that the states and counties will be able to provide adequate services to the reservations that now need them more than ever.

Although some of the Indian Child Welfare Act funding has been restored recently to the Portland Area. The overall funding remains inadequate to the task.

3. Sharing of Information and Confidentiality:

There are a number of contradictory issues related to sharing of information and confidentiality. On one hand medical and mental health information must be handled carefully in order to maintain the confidence of children and adolescents in their ability to speak freely to health professionals without fear that whatever they say might be shared with someone who might use this information to harm them. In addition, this information is required by law to be limited to those with a "need to know."

On the other hand, mental health information must be shared with non-medical staff in order to help students with emotional trouble or medical problems that impact their living situations and school performance. In school, psychological testing information is critical to the evaluation of students, and it is foolish, when resources are so scarce to require duplication of effort for BIA to have to pay to duplicate information the IHS may already have. IHS mental health staff also need educational data in order to perform an adequate assessment.
Solutions to this problem may lie with both written agreements and with joint interagency staffings. The interagency agreements that are now in effect need to be used actively by both agencies. However, in spite of the existing interagency agreements, some IHS Service Units are not sharing needed evaluation data with BIA, causing the BIA to need to duplicate the same evaluations that were carried out by IHS previously. Service Units need to be reminded of existing agreements for information sharing, and perhaps new agreements devised. Training of field staff in these responsibilities may be needed.

4. Child Abuse:

Both physical and sexual abuse of children are becoming more evident throughout the Area, whether as a result of increased public awareness, or as a result of actual increases in these events. Tribal communities seem increasingly concerned with these problems, even as the resources needed to deal with them shrink.

Beyond the need for increased resources, there is a need for a joint, interagency approach to reporting, treating, intervening, and dealing legally with these problems. It is clear that many federal, state, and tribal agencies must be involved in arriving at a coordinated approach to this problem. Without a coordinated approach, the various agencies tend to work at cross purposes, and little is accomplished in even the individual case.

Several inexpensive approaches to this problem are available. Tribal judges play a critical role in this process, and it is critical that both they and agency administrators understand how a child abuse intervention system works in the 1980's. Training in this subject could be provided for these officials at a small cost in comparison to the benefits.

The role of health professionals in this system could be strengthened in several ways. One of the most significant barriers to an effective child abuse intervention is an effective and coordinated reporting system. Because of the complex jurisdictional issues involved among the states and tribes, it is not at all clear to whom health care providers must report child abuse. A clear interagency agreement involving the states, tribes, BIA, IHS and U.S. Justice Department would do a great deal to improve child abuse reporting, and thereby the intervention in this major problem.

An interagency conference, discussing very specific requirements for all parts of the intervention system could be arranged. The U.S. Department of Justice should
5. Residential Treatment:

One of the most pressing needs for both the BIA and IHS is for residential treatment resources for children and adolescents. These need to include alcohol and drug, mental health, and developmentally delayed services. Almost none of these needed services are now available for Indian children.

A first step in helping to address this problem would be undertaking a major needs assessment study of the Indian Children's population in the Area. Included in the study should be an identification of resources needed overall, resources actually present, whether these resources are able to be used, and if not, why not. There is a need in the overall system of services for Indian Children for institutional placement procedures for evaluation purposes, and the need for interagency agreements among BIA, IHS and the states.

6. Contract Health Funding for Children's Services:

One of the most difficult problems currently is obtaining contract health funding for major and even life threatening problems of Indian children and adolescents. Because few of the IHS field staff, particularly physicians, are trained in child psychiatry, few emotional or mental problems of children are recognized by the Service Units. Even if they are recognized, their seriousness tends to be grossly underestimated in the competition for contract health service funds.

On a chronic basis, treatable mental and emotional problems of children and adolescents tend to receive almost no CHS funding from IHS in spite of their high lethality in many cases. A new mechanism for prioritizing these cases may need to be found.

This is an initial working list for the committee. It is not by any means exhaustive, but should provide a number of the most critical issues on which we can begin to work.

In order to be realistic, we must realize that only some of the solutions to these problems can come from the Area level, no matter how innovative our approaches to these problems may be. At some point bringing these issues to the attention of our national programs may be needed. In some cases it may be that only legislation can remedy some of these problems.
SUMMIT CONFERENCE 
ON 
BIA FUNDED DORMITORIES 

SPONSORED BY THE 
BRANCH OF ELEMENTARY & SECONDARY EDUCATION 
DIVISION OF EDUCATION 
OFFICE OF INDIAN EDUCATION PROGRAMS 
BUREAU OF INDIAN AFFAIRS 
WASHINGTON, D.C. 

APRIL 16 & 17, 1991 
HOLIDAY INN 
OKLAHOMA CITY AIRPORT WEST 
OKLAHOMA CITY, OK

INTRODUCTION
A Summit Conference was convened Tuesday Evening, April 16 and
Wednesday, April 17, 1991. The conference was to provide a forum for
residential program staff to interact, exchange program ideas, and to
identify critical concerns and develop recommendations for updating
residential program services.

RATIONALE
The student population in residential programs is dramatically
changing. Students enter programs after experiencing failure in other
programs that did not meet their needs. They bring with them a
multitude of complex problems almost always magnified by alcohol and
substance abuse.

PARTICIPANTS
146 Participates attended the conference representing most of the 67
BIA funded dormitory operations. In attendance were school principals,
school board members, mollifying aides, mollifying specialists,
dormitory managers, and residential guidance counselors.

PROGRAM
The conference participants were divided into six major groups - school
board members, school principals, homeliving aides, homeliving
specialists, dormitory managers, and residential guidance counselors.
Each of these groups were then sub-divided into smaller work groups of
five to seven people. Each work group met and, through a consensus
process, identified five priority issues or concerns regarding
residential programs. After approximately two hours, the small work
groups were reconvened into their major group. Each major group then considered the priority issues of each of their small groups and then through a consensus process began consolidating and identifying five priority issues that represented their major group.

After approximately two hours, the six major groups were convened into one large group. The large group considered each of the priority issues identified by each of the major groups. The large group then proceeded to identify nine priority issues of concern. The following is a listing of the concerns that were identified by the six major groups and the large group.

LARGE GROUP PRIORITY CONCERNS

1. STAFF TRAINING/DEVELOPMENT OF QUALITY STAFF:

   Develop a comprehensive staff training program so personnel will be prepared to service our students with their needs. The student population in our residential programs are changing and our staff will need to change along with them. Quality staff will be able to provide quality work. Staff training and development should be an incentive and requirement.

2. FUNDING:

   The I.S.E.P. funding formula needs to be revised so it meets student service needs instead of basic enrollment criteria. It must reflect the needs of the various differences found in residential programs from school to school. Funding must be adjusted to the student/staff ratio can be at a level where effective services can be provided. Facility renovation, replacement, and maintenance funds need to be appropriated for the local level.

3. HIRING/KEEPING AND ATTRACTING QUALIFIED STAFF:

   Residential staff pay, especially at the paraprofessional level, need to reflect the responsibilities these staff persons assume. Staff qualifications need to be revised and upgraded so they will be able to service students with complex needs. Job satisfaction, security and longevity is a must to retain qualified and good staff.

4. MISSION STATEMENT:

   A comprehensive mission statement from the Assistant Secretary-Indian Affairs/Director-Office of Indian Education Programs must be developed. The statement must recognize and financially support the vital role of the mollifying department in meeting the local community education needs.

   Extended education programs must be established to allow students to develop decision making, problem solving, leisure and general life skills in a multicultural environment.
5. SCHOOL BOUNDARIES:
Current school boundaries at present hinders residential programs in developing new and innovative programs to meet student needs. It contradicts the concept of local control.

Competition among residential programs to attract and service students can only bring better and stronger programs. It will allow parents to choose programs that they feel will be of greatest value for their children.

6. ANCILLARY SERVICES:
A comprehensive support program in the areas of mental health, medical/health care and security must be developed and implemented. Trained staff such as a school nurse, mental health worker and security personnel need to be a part of this program. Currently, residential staff are expected to provide these services. They are not able to adequately provide these services.

7. EQUAL STATUS:
Children are unable to learn and be successful in school if they are emotionally and socially dysfunctional. Trained residential program staff can affect positive changes in the lives of their students. Residential programs and its staff must be afforded the same respect and opportunities as their counterparts are in the academic program. A student's mental, physical, social, emotional and spiritual being must be positively supported for success.

8. STRUCTURED ACTIVITIES:
Residential programs must offer its students positive and productive activities. They should include but not be limited to life skills development activities, leisure time activities and service oriented activities. Students must also be afforded some private time for themselves.

9. SUBSTANCE ABUSE PROGRAMS:
A comprehensive substance abuse program must be part of every residential program. It must include prevention measures, policies, access to treatment and aftercare. It must span all grades and ages of the students in attendance. Low self-esteem and disruptive behavior are both products and symptoms of substance abuse (direct or indirect) found in many of our students. It is a disease and must be treated as such for our students to become a whole person again.
PRIORITY CONCERNS OF THE SIX MAJOR GROUPS

SCHOOL BOARD PRIORITY CONCERNS

1. FACILITIES: Facilities Management must be administered under educational administration maintaining oversight responsibilities for prioritizing needs. The federal regulations addressing priority ranking of new construction must be amended to meet ranking stability.

The Federal regulations addressing priority ranking of facilities for new construction is a barrier to meeting demands for an appropriate safe climate and healthy environment. Also, the BIA's current requirement for administration and supervision of educational facilities have appropriate oversight, implementation, and administration of appropriate facilities management of educators concerns for educational facilities construction, preventative maintenance, and renovation to meet the needs addressed by standards, program requirements, and prioritized needs.

2. FUNDING CRITERIA: Funding criteria must be revised and updated to meet student service needs instead of enrollment criteria requirements for allocating programs funds.

The current established program funding criteria limits programs innovation to meet the appropriate demands for meeting student needs, especially when there exists limited enrollment requiring diverse specialized services. The limited funding is usually not enough to even meet the basic minimum requirements of program services; therefore, such program services does not meet appropriate student services needed to address enrichment activities, extra curricula, transportation cost, increasing on-going staff development and personnel for diverse specialized service.

3. ENROLLMENT CRITERIA: The regulatory requirements must be made flexible to support local policy development establishing enrollment criteria that give parents choice of school. The bureau school not dictate the establishment of non-overlapping boundaries.

The regulatory requirements addressed in BIA guidelines/manuals on dormitory enrollment criteria conflicts the need for non-overlapping boundary requirements and parent's choice of schools, thus, contradicting local control policy developments because policies must adhere to regulatory requirements.

4. PROGRAM REGULATORY REQUIREMENT: The dormitory program funding allocation must be distributed as a single distribution to meet all program service requirements based on assessed needs of student population instead of eligible program enrollment criteria.

The program regulatory requirements limits program and resource coordination in meeting the needs of all students and thus promote BASIC dormitory, Intensive Residential Guidance and Intensive Exceptional Education Programs to be administered more independently than integrated to serve to all students who can benefit from the
program. The coordinated resource of program funds would allow the flexibility needed to meet the needs of all students through consolidation of funds to meeting the diverse needs of all students.

5. PERSONNEL CERTIFICATION & RATIO ISSUES: The minimum basic requirements of standards must be supported by appropriate allocation of resource and additional funding must be made available to support unique needs of each program.

The state and bureau standards addressing the requirements for professional personnel qualifications, certifications, and staff/students ratio often prohibits the employment of local paraprofessional who usually can contribute and provide more appropriate services. Due to limited funding, the program is involved to address the priority funding of professional staff to meet the minimum basic requirements of standards.

DORMITORY COUNSELORS PRIORITY CONCERNS

1. STAFF TRAINING: A lack of professionalism and general low-self esteem seemed based on the lack of confidence in their ability to perform their jobs for most dorm staff members. In-service training of these aides, made mandatory, directed toward specific job descriptions will set performance standards. Being able to perform the important job efficiently can only build self-esteem and add pride and a feeling of professionalism. Staffers, proud of their jobs, can inspire pride an self-worth in students by serving as examples of positive people.

2. ISEP FUNDING DOES NOT MEET THE INDIVIDUAL NEEDS OF THE STUDENTS OR THE INDIVIDUAL SCHOOLS.

The present funding formula does not factor in the type of student with special needs nor does it factor in the type of physical plant involved. There exists a need to monitor funds generated for special programs to assure more efficient application of funds for those programs. No element of the formula provides for special programs such as summer activities, weekend residency or holiday times for dormitories to remain open. The present formula does not identify homeless children and address their need for stable residency through the entire calendar year.

3. COUNSELORS SHOULD HAVE THEIR TIME DESIGNATED TO MEET THE NEEDS OF THE STUDENTS FROM A COUNSELING POINT OF VIEW.

Some counselors are assigned task-type activities that are not student generated or student serving. Serving as chauffeur, clerk, errand person, or switchboard operator take time away from counseling or personal contact with the students, the primary reason for being present in the dormitory.

4. ATTRACTING QUALIFIED STAFF:

The image of the dorm aide job may not attract trained persons. Setting up a graduated pay scale that would consider experience,
training and education is a possible approach. Offering full year employment and the attending job security is also a possibility. A career ladder would enhance the professional image and assure continued self-improvement.

5. **THERE IS A POLICY CLASH BETWEEN CRITERIA FOR RESIDENCY AND THE ACTUAL NEEDS OF SOME STUDENTS.**

Parents presently do not have the choice of sending their children to a dormitory if they live outside a boundary, have bus service or some other factor. This immediately limits the number of students who can be served. It freezes the school/dormitory to a number and prevents growth and the initiation of new programs. If allowed to expand services, competition could quickly generate more efforts toward excellence and benefit all residents.

**DORMITORY MANAGERS PRIORITY CONCERNS**

1. Reduce student/staff ratio - Funding for transportation - increase in pay.
2. Training
4. Need qualified personnel. revise qualifications. Allow upgrade through some actual experience.
5. Open door policy - support from administration/school board.

**HOMELIVING AIDE PRIORITY CONCERNS**

1. Training and education to service the needs of each school as requested by staff. With the knowledge level of the youth we are serving, we the dorm staff must educate ourselves to support the needs of the students of today and tomorrow. Also to ensure compliance with our changing job descriptions.
   
   Example: Training on social issues
   Training on health issues
   Training on developmental issues
   Training on abuse issues
   Training on assertive discipline, etc.

2. More communication between administration, dorm staff, parents, students with school board. This is for dorm staff to have their input in the needs for improvements in the dorm area.

3. To create a better environment for students. To learn through:
   a. Better playground equipment
   b. More directed recreation program

   Thereby increasing the program so more students will want to come and thereby increasing our enrollment.
4. Pay increases among dorm staff.

A lot of responsibility with the children, and are directly in touch with them from time school's out till the time school starts, and students are on campus year around except for summer months.

Consistent salaries with other residential facilities. i.e., janitors, maintenance, food services, etc.

Increases in pay will increase staff education, so they will have extra funds to school on their own.

5. Security:

a. On school campus for safety and protection of the students, staff and facilities.

b. To curtail substance abuse/behavior.

PRINCIPAL PRIORITY CONCERNS

1. Mission statement from the Assistant Secretary - Indian Affairs/Director, OIEP which recognizes and financially supports the vital role of the mollifying department in meeting the local community education needs.

Extended education programs must be established to allow students to develop decision making, problem solving, leisure and general life skills in a multicultural environment - based on the mission statement.

2. Community wide training to empower the dorm community to be co-equal with the academic staff.

3. Facilities must be built and maintained with 3500 funds under education's control to allow the students and school to meet their mission statement. This includes the total school program, i.e., grounds and buildings.

4. Update the ISEP formula to address non-funded students, to increase salary to reflect improved qualifications, and to meet the school's mission statement.

5. BIA should recognize local control over tribal issues with least amount of authoritative control.

HOME LIVING SPECIALIST PRIORITY CONCERNS

1. Quality Staff

   Career Ladders
   Incentives
   Training
     Informal - on the job
     Formal - outside resources
2. **Student/staff ratio**
   
   Flexible and adjusted to local school needs

3. **Ancillary services** (community agencies, school nurse, mental health, etc.)

4. **Facilities**
   
   Reevaluate with users' involvement

5. **Clarification of mission statement, roles, and responsibilities**
   
   Develop, update & amend policies/procedures
   Central staff person to concentrate on residential programs.
   To meet the needs of changing population
A STUDY OF STUDENT ENROLLMENT AND RETENTION PATTERNS IN OFF-RESERVATION BOARDING SCHOOLS

% of this year's students who were here 4 yrs ago, or
DEDICATION

This study of student enrollment and retention patterns in off-reservation boarding schools (ORBS) is dedicated to the memory of our friend and colleague, Charles E. Jones, Riverside Indian School, Anadarko, Oklahoma. Mr. Jones, an original ORBS study team member, had a fatal heart attack on February 8, 1988. Mr. Jones was a friendly and caring individual, who always had the best interest of students at heart. The loss of Mr. Jones' experience and expertise, resulting from 29 years with the Bureau of Indian Affairs, has been felt. To all of his acquaintances and friends, he was and will be affectionately "Charlie".
Introduction

During the 1987-88 school year, Bureau of Indian Affairs' School Administrators and officials from the National Federation of Federal Employees (NFFE) jointly conducted a study of enrollment and retention patterns at six off-reservation boarding schools operated by the Bureau. The six schools are listed in Table I.

TABLE I
Off-Reservation Boarding Schools, Location and Service Levels

<table>
<thead>
<tr>
<th>SCHOOLS</th>
<th>LOCATION</th>
<th>ACADEMIC LEVEL</th>
</tr>
</thead>
<tbody>
<tr>
<td>Chemawa Indian School</td>
<td>Salem, Oregon</td>
<td>Grades 9-12</td>
</tr>
<tr>
<td>Flandreau Indian School</td>
<td>Flandreau, South Dakota</td>
<td>Grades 9-12</td>
</tr>
<tr>
<td>Phoenix Indian School</td>
<td>Phoenix, Arizona</td>
<td>Grades 9-12</td>
</tr>
<tr>
<td>Riverside Indian School</td>
<td>Anadarko, Oklahoma</td>
<td>Grades 2-12</td>
</tr>
<tr>
<td>Sherman Indian School</td>
<td>Riverside, California</td>
<td>Grades 9-12</td>
</tr>
<tr>
<td>Wahpeton Indian School</td>
<td>Wahpeton, North Dakota</td>
<td>Grades 4-8</td>
</tr>
</tbody>
</table>

Each off-reservation boarding school (ORBS) has an attendance area from which eligible Indian students may apply for admission. Each ORBS provides a basic education program and dormitory living arrangements on campus. Health and medical services are provided to the students through Indian Health Service clinics and/or hospitals either on or near each campus. The academic program offered by Flandreau, Phoenix, Riverside and Wahpeton is accredited by the North Central Association of Schools and Colleges. The program offered at Sherman is accredited by the Western Association of Schools and Colleges. Chemawa's program is accredited by the Northwest Association of Schools and Colleges.

Background and Need for the Study

It is generally acknowledged that students enroll at ORBS for either academic or social reasons. This means that the student's academic or social developmental needs, for whatever reasons, cannot be met in the student's home community. In recent years, various reports have examined the overall student holding power of selected ORBS. Although these reports have examined overall enrollment patterns of selected ORBS, no study has specifically identified why students leave an ORBS during the school year or
use characteristics which differentiated these students from those that remain at risk.

During meetings between the BIA management and the NFPE in 1987, it was agreed that an in-depth study of the ORBS student enrollment and retention patterns for the 1987-88 school year would help both management and union officials in identifying strategies to improve the holding power of the ORBS.

The purposes of the study were to:

1. Identify student enrollment and retention patterns for the ORBS over the last three years, with a detailed examination of these student patterns for the 1987-88 school year.

2. Identify how students tend to view their school/home environments as they arrive at the school.

3. Identify how the perceptions and characteristics of those students who are dropped from the school's enrollment differ from the perceptions of those students who remain in the school on selected items of the school/home environment.

4. Identify the perceptions of those students who are dropped from the school's enrollment on such matters as why they are leaving school, their future plans for attending another school, the school and their home environment.

5. Identify how the perceptions of those students who leave school early change over the time of their stay on selected items.

6. Recommend possible changes to ORBS programs/procedures to keep more students in school and thus, improve the ORBS retention rate.

Methodology and Instrumentation

Prior to the 1987-88 school year, management and union representatives from the six ORBS sites in Denver, Colorado, met to set the parameters of the study. A total of three instruments were developed. The Student Entry Questionnaire (SENQ) was developed for administration to each student who enrolled in the six schools. The Student Exit Questionnaire (SEXQ) was developed to be given to each student who was dropped from the school's enrollment during the school year. A third form, the Student Information Sheet (SIS) was developed to provide specific administrative data on each student. The SENQ and SEXQ were administered to each student, the SIS was completed by each school's staff.

Analysis of Data Findings

The report analyzes the results of the administration of the Student Entry Questionnaire (SENQ), the Student Information Sheet (SIS) and the Student Exit Questionnaire (SEXQ) to the applicable students during the 1987-88 school year. The results and findings are presented in appendices according to each major purpose for the study.

BEST COPY AVAILABLE
Descriptive Statement of Individual Schools

Chemawa Indian School

Chemawa Indian School is the oldest continuously operated off-reservation boarding school in the United States. The Bureau of Indian Affairs operates this school at a location north of Salem, Oregon. The rather new facility includes a complex of dormitories built to house 450 students. Academic and recreational facilities are designed for 600 individuals.

A diverse student population comes to Chemawa through over thirty BIA Agencies from primarily six states. In a given year over sixty tribes are represented in the four high school classes. The retention rate has hovered around 50% in recent years.

For the last three years the school budget has ranged between $2.5 million and $3.0 million. This budget serves a population over 400 of whom live with single parents and over 500 of whom come from a household with less than $10,000 in annual income. Students are usually a year or more older than their public school counterparts and both boys and girls consider poor academic skills to be a primary personal problem.

Flandreau Indian School

Flandreau Indian School has been a continuously operated government school for Indian students since 1877. It opened originally as a day school until 1893 after Congress appropriated $72,000 for the construction of the first three buildings for the boarding facility. At that time it was operated from grades one through eight. Additional grades were added until the twelfth grade was completed in 1929. Gradually, through the years, the lower grades were eliminated with only four grades of high school left today.

The school is located one mile north of the town of Flandreau, South Dakota. The present dormitories, gymnasium, auditorium and academic building were opened in 1963. The entire school complex was built to accommodate a diverse student body of approximately 600 students. The majority of these students come from 26 different tribes located in nine (9) states. A wide variety of academic and social activities are provided to meet the students' needs and fill their leisure hours.

Flandreau Indian School considers itself rich in traditional history as the institution has served the educational needs of many generations of the same families.

Phoenix Indian School

Phoenix Indian High School opened its doors in the fall of 1891 on the corner of what is now Central Avenue and Indian School Road in Phoenix, Arizona. Originally there were seven buildings and about 69 students. Since then the school has continued to grow and...
serve Indian students from as many as 27 tribes. Over the years, the curriculum, vocational arts and extra curricular offerings have changed, improved and increased until, in 1960, it became fully accredited through the North Central Association of Schools and Colleges.

In 1952 all elementary grades were dropped and the school became strictly a high school covering grades 9-12. It reached its zenith of enrollment in 1967 with over 1,100 students enrolled.

Riverside Indian School

Riverside Indian School, opened in 1871, is one of the oldest continuously active boarding schools operated by the Bureau of Indian Affairs. The school is located one mile north of Anadarko, Oklahoma, a town of approximately 6,300 people. Riverside is funded and staffed to provide educational opportunities for eligible Indian students in the states of California, Arizona, New Mexico, Florida, Oklahoma, Texas and Kansas. Enrollment at the school includes students with at least 50 different tribal affiliations.

The school consists of grades 9-12 with a maximum capacity of 375 students. Riverside is accredited by the Oklahoma State Department of Education and North Central Association of Secondary Schools. The Riverside Indian School Board and staff formulate school policies which reflect the customs and traditions of the Indian student body.

Sherman Indian High School

Sherman Indian High School was originally established in Perris, California, in 1889 for California Indians. In 1901, it was moved to its present location in the Arlington area of Riverside, California. The original 160 acres has been whittled down to 87 acres five miles from the Civic Center. The metropolitan areas of Los Angeles and Orange Counties are 35-60 minutes away and afford the student graduating from Sherman a wide choice in selections of job opportunities.

Students are drawn primarily from the Southwestern region of the United States but recently more students from the inner city area of Los Angeles have been meeting the criteria for admission to Sherman. This causes a diversity of students including both on-reservation and off-reservation with a population of 33 tribes and tribal blends melting into the BIA School System.
Wahpeton Indian School

Revisions for the establishment of the Wahpeton Boarding School were made by Congress early in 1904. The bill provided for an Indian Agricultural School, the purchase of a suitable site and the necessary farming land at or near Wahpeton, North Dakota. It was not until February 8, 1908, that the school opened. By June, of that year, 82 students had enrolled. Enrollment records grew each year until now it has more that 200 students. The school was originally established for students in grades one through nine; however, today, the school covers only grades four through eight.

In 1947, the agricultural schedule for students was changed to full-time academic training and has been a continuing program emphasizing the academic work. The number of students who have continued on to high school, college and other institutions of higher learning has testified to the wisdom of that decision.

General Characteristics of the School Population from Instruments

Profile of the Typical ORBS Student

From the information on the SEMQ-SIS forms the following profile of the 4,633 Native American students from over 100 tribes (see Appendix A) has been determined as follows:

The typical student attending the off-reservation boarding school (ORBS) is 16 years of age (range 7-20), is female (51%) and believes herself 1/4th blood quantum (44%). The student comes from a family of 4 children. She expects to complete the school year successfully (90%).

Off-Reservation Boarding School students live on or near the reservation (70%) and do not live with both parents (56%). The home environment, for at least one school, is perceived to have problems with substance abuse in the majority of responses. Resultantly, as many as one out of six students perceive a similar personal problem. Other problems plaguing the ORBS student include: (1) trouble with the law; (2) physical abuse; (3) parental rejection; (4) lack of parental or family supervision; and (5) other family and personal behavioral problems with which the local school system does not effectively deal.

The students themselves indicate a real need for the ORBS schools and believe that they receive a better education at the off-reservation boarding school than they would at other schools (70%). The students surveyed have indicated a satisfaction with being in school at an off-reservation boarding school (80%) and many students have indicated that if it were not for the off-reservation boarding school they would not be attending school at all.
Stayer Profile

That students successfully stay at an ORBS for an entire school year? This composite etch is based on about 1,400 responses averaged from SCNQ entries. How ORBS stayer like the typical ORBS student is female (52%), with a median age of 10, who believes herself to be full-blooded (44%). She lives on the reservation with either both parents (40% each). The stayer's home tends to be slightly more abusive while the stayer perceives herself to have slightly fewer personal problems with alcohol, chemicals, and with the law than the early leaver.

The stayer is more likely to be at an ORBS on the basis of "personal decision to attend" and for "getting an education". This is reflected in direct response to such an item choice and in a higher response rate to liking "classes" and "education". Stayers completed the last school year (83%) and are convinced they can complete the year ahead (93%), while the expectation from parents and guardians to complete the year is reckoned as high (96%). The stayer has more than two years experience living in dormitories.

Early Leaver Profile

purposes of this description, the early leaver is defined as having left before May 15, 1988 and is described from selected SIS and SEXQ items.

early leaver left voluntarily and went to live in a one parent home (exceptions Phoenix, Sherman). The primary reason for leaving was expulsion (exceptions Chemawa - P), (Phoenix, Riverside - go to public school), Wahpeton - homesick) with the intention of enrolling in school answered affirmatively.

average leaver wanted to go home and did not want to remain at school (exceptions -留下来, Sherman) even though he/she felt successful at the ORBS (exception - Sherman). While at school he/she did not participate in extra curricular activities (exception Wahpeton), was not involved in special services programs (exceptions - Flandreau, Wahpeton), but was able to confide in a staff member at the school (exception - Sherman).

Leaver would attend the ORBS of departure again given the opportunity, but counted help in improvement of personal behavior as a necessity in being successful.

Application of Instruments and Controls

Administration of Instruments

Three instruments (SIS, SCNQ, SEXQ) were developed by the full Retention Study Team at the meeting in Denver. The final versions of the instruments were relayed to area offices on September 3, 1987 to be reproduced by individual ORBS. Instructions were written for respective school staff to complete the SIS from records retained by the
The SENQ was administered by English teachers during a one class period setting during the week of September 14. This followed a meeting between the student's Retention Study team members and the English teachers. The meeting informed of the development of the questionnaire and its administration within the class. Students arriving after the week of September 14 were to have the SENQ administered within 10 days of arrival. Re-enrollees were to be administered a second questionnaire.

Students leaving school were to be interviewed the SENQ by assigned staff at each location before the student left. Where this was not accomplished a school-addressed, ranked envelope was sent with the SENQ to the student's home. In some instances the SENQ responses were obtained by telephone interviews.

The instruments were forwarded to Chemawa Indian School for data entry and tabulation using the Data Ease software program. An initial run using information on students having left ORBS before March 1 was accomplished for initial analysis by the Retention Study Team on April 26, 27 and 28.

Anonymity of Students

To elicit untainted answers, students taking the SENQ were instructed to write their name on the initial page only. This page was later removed with an assigned student number replacing the name on page 2. The same student number was applied to the other instruments with names erased, blacked out or taped over to ensure anonymity. Lists identifying students with numbers were strictly controlled. In some instances folders containing questionnaires carried the identifying number.

Data Entry, Backup and Security

Completed instruments were signed for by computer operators and returned to Retention Study Team members under the same provisions. Data entry was accomplished by solicitation of volunteers who worked on an overtime basis while school was in session and on regular and overtime once the summer furlough had started. Most of the data entry was done by the same four individuals. Computer operators checked the data regularly after several input sessions.

At the end of each day the data was backed up on floppy disks. This back-up onto floppy disks is done in case of hard drive failure. During the back-up process the program ensures that the data is saved without error. The process was followed closely to prevent loss.

For security, a four letter database log-in code that prevents entry into the program as used. The information is resident on the hard drive, and is not accessible to anyone not privy to the code.
Findings and Analysis

Three-Year Enrollment and Retention Pattern

Enrollment patterns for the six ONES are presented in Tables II through VIII by semester for the 1985-86, 1986-87 and 1987-88 school years respectively. These tables identify the general trend for each school where the last of these tables shows the six school totals.

Tables II-VIII below examine the retention rates for all six schools over the past three years. Retention rates are done by semester because a sizable increment of students is added by 2nd semester enrollees. To obtain an annual early leaver percentage we must subtract the early leavers from the last semester enrollees, subtract the ending enrollment from the 2nd semester enrollees and add the latter total to the initial enrollment. Chemawa in 1985-86 for example is listed as having semester early leaver rates of 16 and 30%. An annual rate computation would start with 428 minus 317 = 317. Second semester starts with 368 minus 317 = 51. 428 plus 51 equals a total enrollment of 479; the year. The early leaver percentage thus would be 47 considering the 225 early leavers.

TABLE II

Chemawa Indian School

<table>
<thead>
<tr>
<th>SCHOOL</th>
<th>SEMESTER</th>
<th>TOTAL CUMULATIVE SEMESTER ENROLLMENT</th>
<th>ENDING ENROLLMENT (2)</th>
<th>TOTAL EARLY LEAVERS (2)</th>
</tr>
</thead>
<tbody>
<tr>
<td>4-78</td>
<td>Fall</td>
<td>428</td>
<td>317</td>
<td>111 (25%)</td>
</tr>
<tr>
<td>9-86</td>
<td>Spring</td>
<td>368</td>
<td>254</td>
<td>116 (30%)</td>
</tr>
<tr>
<td>6-87</td>
<td>Fall</td>
<td>417</td>
<td>339</td>
<td>78 (18%)</td>
</tr>
<tr>
<td>9-86</td>
<td>Spring</td>
<td>407</td>
<td>288</td>
<td>119 (29%)</td>
</tr>
<tr>
<td>7-88</td>
<td>Fall</td>
<td>422</td>
<td>294</td>
<td>128 (30%)</td>
</tr>
<tr>
<td>5-88</td>
<td>Spring</td>
<td>379</td>
<td>272</td>
<td>107 (28%)</td>
</tr>
</tbody>
</table>
### Table III

<table>
<thead>
<tr>
<th>Year</th>
<th>Sem</th>
<th>School</th>
<th>Total Cumulative Semester Enrollment</th>
<th>Ending Enrollment Semester (%) Retained</th>
<th>Total Early Leavers (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>985-86</td>
<td>Fall</td>
<td>Flandreau Indian School</td>
<td>679</td>
<td>655 (67%)</td>
<td>244 (53%)</td>
</tr>
<tr>
<td>985-86</td>
<td>Spring</td>
<td></td>
<td>532</td>
<td>334 (63%)</td>
<td>198 (37%)</td>
</tr>
<tr>
<td>986-87</td>
<td>Fall</td>
<td></td>
<td>622</td>
<td>408 (66%)</td>
<td>214 (34%)</td>
</tr>
<tr>
<td>986-87</td>
<td>Spring</td>
<td></td>
<td>513</td>
<td>341 (60%)</td>
<td>172 (34%)</td>
</tr>
<tr>
<td>987-88</td>
<td>Fall</td>
<td></td>
<td>615</td>
<td>433 (70%)</td>
<td>182 (30%)</td>
</tr>
<tr>
<td>987-88</td>
<td>Spring</td>
<td></td>
<td>516</td>
<td>382 (74%)</td>
<td>134 (26%)</td>
</tr>
</tbody>
</table>

### Table IV

<table>
<thead>
<tr>
<th>Year</th>
<th>Sem</th>
<th>School</th>
<th>Total Cumulative Semester Enrollment</th>
<th>Ending Enrollment Semester (%) Retained</th>
<th>Total Early Leavers (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>985-86</td>
<td>Fall</td>
<td>Phoenix Indian School</td>
<td>580</td>
<td>484 (83%)</td>
<td>90 (15%)</td>
</tr>
<tr>
<td>985-86</td>
<td>Spring</td>
<td></td>
<td>504</td>
<td>350 (69%)</td>
<td>154 (30%)</td>
</tr>
<tr>
<td>986-87</td>
<td>Fall</td>
<td></td>
<td>403</td>
<td>297 (73%)</td>
<td>106 (46%)</td>
</tr>
<tr>
<td>986-87</td>
<td>Spring</td>
<td></td>
<td>304</td>
<td>238 (78%)</td>
<td>66 (21%)</td>
</tr>
<tr>
<td>987-88</td>
<td>Fall</td>
<td></td>
<td>219</td>
<td>136 (61%)</td>
<td>85 (36%)</td>
</tr>
<tr>
<td>987-88</td>
<td>Spring</td>
<td></td>
<td>127</td>
<td>99 (78%)</td>
<td>28 (22%)</td>
</tr>
</tbody>
</table>

### Table V

<table>
<thead>
<tr>
<th>Year</th>
<th>Sem</th>
<th>School</th>
<th>Total Cumulative Semester Enrollment</th>
<th>Ending Enrollment Semester (%) Retained</th>
<th>Total Early Leavers (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>985-86</td>
<td>Fall</td>
<td>Riverside Indian School</td>
<td>400</td>
<td>292 (73%)</td>
<td>108 (27%)</td>
</tr>
<tr>
<td>985-86</td>
<td>Spring</td>
<td></td>
<td>363</td>
<td>228 (62%)</td>
<td>135 (37%)</td>
</tr>
<tr>
<td>986-87</td>
<td>Fall</td>
<td></td>
<td>360</td>
<td>216 (60%)</td>
<td>144 (40%)</td>
</tr>
<tr>
<td>986-87</td>
<td>Spring</td>
<td></td>
<td>259</td>
<td>202 (77%)</td>
<td>57 (22%)</td>
</tr>
<tr>
<td>987-88</td>
<td>Fall</td>
<td></td>
<td>374</td>
<td>261 (69%)</td>
<td>13 (3%)</td>
</tr>
</tbody>
</table>
**TABLE VI**

Sherman Indian School

<table>
<thead>
<tr>
<th>YEAR</th>
<th>SEMESTER</th>
<th>TOTAL CUMULATIVE SEMESTER ENROLLMENT</th>
<th>ENDING ENROLLMENT SEMESTER (%) RETAINED</th>
<th>TOTAL EARLY LEAVERS (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1985-86</td>
<td>Fall</td>
<td>643</td>
<td>471 (73%)</td>
<td>172 (26%)</td>
</tr>
<tr>
<td>1985-86</td>
<td>Spring</td>
<td>524</td>
<td>399 (76%)</td>
<td>125 (23%)</td>
</tr>
<tr>
<td>1986-87</td>
<td>Fall</td>
<td>552</td>
<td>384 (69%)</td>
<td>168 (30%)</td>
</tr>
<tr>
<td>1986-87</td>
<td>Spring</td>
<td>458</td>
<td>358 (78%)</td>
<td>100 (21%)</td>
</tr>
<tr>
<td>1987-88</td>
<td>Fall</td>
<td>481</td>
<td>290 (60%)</td>
<td>191 (39%)</td>
</tr>
<tr>
<td>1987-88</td>
<td>Spring</td>
<td>355</td>
<td>267 (74%)</td>
<td>94 (26%)</td>
</tr>
</tbody>
</table>

**TABLE VII**

Wahpeton Indian School

<table>
<thead>
<tr>
<th>YEAR</th>
<th>SEMESTER</th>
<th>TOTAL CUMULATIVE SEMESTER ENROLLMENT</th>
<th>ENDING ENROLLMENT SEMESTER (%) RETAINED</th>
<th>TOTAL EARLY LEAVERS (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1985-86</td>
<td>Fall</td>
<td>356</td>
<td>230 (64%)</td>
<td>126 (35%)</td>
</tr>
<tr>
<td>1985-86</td>
<td>Spring</td>
<td>246</td>
<td>232 (94%)</td>
<td>14 (05%)</td>
</tr>
<tr>
<td>1986-87</td>
<td>Fall</td>
<td>337</td>
<td>252 (74%)</td>
<td>85 (25%)</td>
</tr>
<tr>
<td>1986-87</td>
<td>Spring</td>
<td>291</td>
<td>225 (77%)</td>
<td>66 (22%)</td>
</tr>
<tr>
<td>1987-88</td>
<td>Fall</td>
<td>287</td>
<td>180 (62%)</td>
<td>107 (37%)</td>
</tr>
<tr>
<td>1987-88</td>
<td>Spring</td>
<td>230</td>
<td>200 (86%)</td>
<td>30 (13%)</td>
</tr>
</tbody>
</table>

Although semester retention rates for any one school during any one semester range from 52% to 62%, the semester retention rate averages 72% as shown by Table VII below. This data shows that more than one out of four students will not complete a semester. When an early leaver rate of 28% is compared with the national rate of 25% (1986-87) we recognize the increased risk faced by our students. The reader is reminded that the national rate is a four-year rate and making comparisons to a semester rate is problematic.
It also should be noted that at one ORBS approximately 50% of the total number of students, for whom information is available, actually enrolled in other schools. Statistics at this ORBS show that of 235 early leavers in 1987-88, 57 were in school 30 to 45 days after leaving, 6 were not in school and the status of 44 was unknown. Data on the other leavers was blank for various reasons. The term early leaver is used advisedly and does not equate to drop-out.

TABLE VIII
All Off-Reservation Boarding Schools

<table>
<thead>
<tr>
<th>SCHOOL YEAR</th>
<th>SEMESTER</th>
<th>TOTAL CUMULATIVE SEMESTER ENROLLMENT</th>
<th>ENDING ENROLLMENT (SEMESTER % RETAINED)</th>
<th>TOTAL EARLY LEAVERS (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1985-86</td>
<td>Fall</td>
<td>3,086</td>
<td>2,269 (72%)</td>
<td>837 (27%)</td>
</tr>
<tr>
<td>1985-86</td>
<td>Spring</td>
<td>2,537</td>
<td>1,797 (70%)</td>
<td>740 (29%)</td>
</tr>
<tr>
<td>1986-87</td>
<td>Fall</td>
<td>2,691</td>
<td>1,896 (70%)</td>
<td>795 (29%)</td>
</tr>
<tr>
<td>1986-87</td>
<td>Spring</td>
<td>2,232</td>
<td>1,652 (74%)</td>
<td>580 (25%)</td>
</tr>
<tr>
<td>1987-88</td>
<td>Fall</td>
<td>2,398</td>
<td>1,592 (66%)</td>
<td>806 (33%)</td>
</tr>
<tr>
<td>1987-88</td>
<td>Spring</td>
<td>1,882</td>
<td>1,439 (76%)</td>
<td>443 (24%)</td>
</tr>
<tr>
<td>TOTAL</td>
<td></td>
<td>14,826</td>
<td>10,625 (72%)</td>
<td>4,201 (28%)</td>
</tr>
</tbody>
</table>

Is the retention rate greater in the Spring or in the Fall? The comparison shows a generally better retention rate for Spring semester in Table IX. This can be attributed to the greater number of higher risk students having already left in the Fall semester.

Table IX

<table>
<thead>
<tr>
<th>SCHOOL YEAR</th>
<th>FALL</th>
<th>SPRING</th>
</tr>
</thead>
<tbody>
<tr>
<td>1985-86</td>
<td>73%</td>
<td>71%</td>
</tr>
<tr>
<td>1986-87</td>
<td>70%</td>
<td>74%</td>
</tr>
<tr>
<td>1987-88</td>
<td>66%</td>
<td>76%</td>
</tr>
<tr>
<td>TOTAL 3 YEARS</td>
<td>70%</td>
<td>73%</td>
</tr>
</tbody>
</table>
ne data for individual schools generally shows this pattern in Table X.

Table X

<table>
<thead>
<tr>
<th>School</th>
<th>1985-86 Fall</th>
<th>1985-86 Spring</th>
<th>1986-87 Fall</th>
<th>1986-87 Spring</th>
<th>1987-88 Fall</th>
<th>1987-88 Spring</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ramaha</td>
<td>72</td>
<td>69</td>
<td>68</td>
<td>70</td>
<td>59</td>
<td>72</td>
</tr>
<tr>
<td>Landreau</td>
<td>67</td>
<td>63</td>
<td>65</td>
<td>66</td>
<td>70</td>
<td>74</td>
</tr>
<tr>
<td>Phoenix</td>
<td>83</td>
<td>69</td>
<td>73</td>
<td>78</td>
<td>61</td>
<td>78</td>
</tr>
<tr>
<td>Riverside</td>
<td>73</td>
<td>67</td>
<td>60</td>
<td>77</td>
<td>69</td>
<td>81</td>
</tr>
<tr>
<td>Sherman</td>
<td>73</td>
<td>76</td>
<td>69</td>
<td>78</td>
<td>60</td>
<td>74</td>
</tr>
<tr>
<td>Tahpeton</td>
<td>65</td>
<td>94</td>
<td>76</td>
<td>77</td>
<td>62</td>
<td>86</td>
</tr>
</tbody>
</table>

The varying patterns lead to the conclusion that the situation has not gotten worse, but is a continuing problem.

Table XI

<table>
<thead>
<tr>
<th>Year</th>
<th>1985-86</th>
<th>1986-87</th>
<th>1987-88</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

The following graph shows patterns for three schools individually and collectively. The varying patterns lead to the conclusion that the situation has not gotten worse, but is a continuing problem.
o student enrollment numbers correlate with retention rates? The scatter diagram table XII does show a negative correlation between retention rate and size of student body. The correlation is not strong and can be explained by the higher risk student taying away as enrollment declines leaving the student body less at risk in general. his is not a reflection of enrollment size, but might reflect that the higher risk students are those less likely to enroll.

Table XII

<table>
<thead>
<tr>
<th>STUDENT ENROLLMENT</th>
<th>RETENTION RATE</th>
</tr>
</thead>
<tbody>
<tr>
<td>00</td>
<td>0.00</td>
</tr>
<tr>
<td>100</td>
<td>0.10</td>
</tr>
<tr>
<td>200</td>
<td>0.20</td>
</tr>
<tr>
<td>300</td>
<td>0.30</td>
</tr>
<tr>
<td>400</td>
<td>0.40</td>
</tr>
<tr>
<td>500</td>
<td>0.50</td>
</tr>
<tr>
<td>600</td>
<td>0.60</td>
</tr>
<tr>
<td>700</td>
<td>0.70</td>
</tr>
</tbody>
</table>

BEST COPY AVAILABLE
Les XIII and XIV show student enrollment for the year 1987-88 with data on numbers and percentages of instruments applied, as well as totals for two-instrument packages. The table shows student enrollment and the number of administratively engendered instruments (SIS) with percentages for schools. It also lists numbers and percentages of students leaving before completing the year totaled 1,249. The number of Exit Questionnaires (SEXQs) administered and scored for these students totaled 802, or 64%. Some students withdrew or left school under circumstances not conducive to the administration of the instrument.

Table XIII

<table>
<thead>
<tr>
<th>SCHOOL</th>
<th>TOTAL STUDENTS ENROLLED FOR YEAR</th>
<th>STUDENT INFORMATION SHEETS GENERATED</th>
<th>STUDENT ENTRY QUESTIONNAIRE DEVELOPED/SCORED</th>
</tr>
</thead>
<tbody>
<tr>
<td>e ave</td>
<td>507</td>
<td>511</td>
<td>418</td>
</tr>
<tr>
<td>e drew</td>
<td>698</td>
<td>703</td>
<td>701</td>
</tr>
<tr>
<td>m mix</td>
<td>219</td>
<td>208</td>
<td>135</td>
</tr>
<tr>
<td>w side</td>
<td>388</td>
<td>378</td>
<td>378</td>
</tr>
<tr>
<td>s san</td>
<td>546</td>
<td>522</td>
<td>453</td>
</tr>
<tr>
<td>p sion</td>
<td>327</td>
<td>311</td>
<td>391</td>
</tr>
<tr>
<td>t s</td>
<td>2,685</td>
<td>2,633</td>
<td>2,386</td>
</tr>
</tbody>
</table>

Table XIV

<table>
<thead>
<tr>
<th>SCHOOL</th>
<th>2 MATCHING INSTRUMENTS</th>
<th>STUDENTS RETAINED</th>
<th>STUDENTS WHO LEFT</th>
<th>J-INSTRUMENT PACKAGES</th>
</tr>
</thead>
<tbody>
<tr>
<td>e ave</td>
<td>414</td>
<td>272</td>
<td>215</td>
<td>100</td>
</tr>
<tr>
<td>e drew</td>
<td>694</td>
<td>302</td>
<td>316</td>
<td>234</td>
</tr>
<tr>
<td>m mix</td>
<td>132</td>
<td>106</td>
<td>113</td>
<td>24</td>
</tr>
<tr>
<td>w side</td>
<td>373</td>
<td>225</td>
<td>163</td>
<td>127</td>
</tr>
<tr>
<td>s san</td>
<td>451</td>
<td>261</td>
<td>285</td>
<td>183</td>
</tr>
<tr>
<td>p sion</td>
<td>298</td>
<td>190</td>
<td>137</td>
<td>43</td>
</tr>
</tbody>
</table>
Student Perception of School/Home Environment on Arrival at ORBS

This section identifies students' views of school and their relationship with school. It also shows student responses to their place in the family and perceived family involvement with education.

Table XV shows numbers of students completing the prior school year and projected ability to complete the current school year.

<table>
<thead>
<tr>
<th>Completed Last Year</th>
<th>Did not Complete Last Year</th>
<th>Can Complete This Year</th>
<th>Cannot Complete This Year</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>102</td>
<td>98</td>
</tr>
</tbody>
</table>

Table XVI shows projected reasons for leaving school during the current year if leaving becomes necessary.

<table>
<thead>
<tr>
<th>Reason</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Grades</td>
<td>14</td>
</tr>
<tr>
<td>Substance Abuse</td>
<td>5</td>
</tr>
<tr>
<td>Behavior</td>
<td>17</td>
</tr>
<tr>
<td>Help at Home</td>
<td>30</td>
</tr>
<tr>
<td>Expelled</td>
<td>4</td>
</tr>
<tr>
<td>Trouble with Law</td>
<td>1</td>
</tr>
<tr>
<td>Other</td>
<td>17</td>
</tr>
</tbody>
</table>

Table XVII identifies reasons why students have left schools they attended in the past 6 percentages. Please note that "-1" is to indicate less than one.

<table>
<thead>
<tr>
<th>Reason</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Parents Moved</td>
<td>13</td>
</tr>
<tr>
<td>Kicked Out</td>
<td>9</td>
</tr>
<tr>
<td>Suspended</td>
<td>4</td>
</tr>
<tr>
<td>Go To Public School</td>
<td>4</td>
</tr>
<tr>
<td>Trouble with Peers</td>
<td>11</td>
</tr>
<tr>
<td>Disliked School</td>
<td>13</td>
</tr>
<tr>
<td>Personal Problems</td>
<td>5</td>
</tr>
<tr>
<td>Health Problems</td>
<td>-1</td>
</tr>
<tr>
<td>Absences</td>
<td>4</td>
</tr>
<tr>
<td>Pregnancy</td>
<td>-1</td>
</tr>
<tr>
<td>Help at Home</td>
<td>1</td>
</tr>
<tr>
<td>Substance Abuse</td>
<td>-1</td>
</tr>
<tr>
<td>Failing Grades</td>
<td>-1</td>
</tr>
<tr>
<td>Trouble with Teachers</td>
<td>2</td>
</tr>
<tr>
<td>Trouble with Staff</td>
<td>-1</td>
</tr>
<tr>
<td>Other</td>
<td>12</td>
</tr>
</tbody>
</table>
Table XVIII identifies dormitory living experience for ORBS.

<table>
<thead>
<tr>
<th>Years Experience</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>47</td>
</tr>
<tr>
<td>2</td>
<td>20</td>
</tr>
<tr>
<td>3</td>
<td>15</td>
</tr>
<tr>
<td>4</td>
<td>12</td>
</tr>
<tr>
<td>5</td>
<td>9</td>
</tr>
</tbody>
</table>

Tables XIX and XX list the five most frequently mentioned likes and dislikes about dormitory living at the beginning of the 1987-88 school year. The latter table is listing by school of the rank order of dislikes.

**Table XIX**

<table>
<thead>
<tr>
<th>Likes</th>
<th>X</th>
<th>Dislikes</th>
<th>3</th>
</tr>
</thead>
<tbody>
<tr>
<td>Roommates,</td>
<td>26</td>
<td>Rules &amp; Responsibilities</td>
<td>20</td>
</tr>
<tr>
<td>Dorm Living</td>
<td>17</td>
<td>Work &amp; Details</td>
<td>17</td>
</tr>
<tr>
<td>Activities</td>
<td>10</td>
<td>Matrons</td>
<td>11</td>
</tr>
<tr>
<td>Matrons</td>
<td>14</td>
<td>Getting Up</td>
<td>9</td>
</tr>
<tr>
<td>Facilities</td>
<td>15</td>
<td>No Privacy</td>
<td>6</td>
</tr>
</tbody>
</table>

**Table XX**

<table>
<thead>
<tr>
<th>Roomways</th>
<th>Flandreau</th>
<th>Phoenix</th>
<th>Riverside</th>
<th>Sherman</th>
<th>Yahperton</th>
</tr>
</thead>
<tbody>
<tr>
<td>Rules &amp;</td>
<td>Other</td>
<td>Other</td>
<td>Rules &amp;</td>
<td>Rules &amp;</td>
<td>Other</td>
</tr>
<tr>
<td>Other</td>
<td>Rules &amp;</td>
<td>Rules &amp;</td>
<td>Matrons</td>
<td>Getting Up</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Respons.</td>
<td>Respons.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>No</td>
<td>No Privacy</td>
<td>No Privacy</td>
<td>Getting Up</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Privacy</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Matrons</td>
<td>Rooms</td>
<td>Rooms</td>
<td>Other</td>
<td>Other</td>
<td>Matrons</td>
</tr>
<tr>
<td>Getting</td>
<td>Matrons</td>
<td>Matrons</td>
<td>No Privacy</td>
<td>No Privacy</td>
<td>Getting Up</td>
</tr>
<tr>
<td>Up</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Table XXI identifies home expectations for completion of the school year and behavior at school.

**Table XXI**

<table>
<thead>
<tr>
<th>Yes</th>
<th>No</th>
</tr>
</thead>
<tbody>
<tr>
<td>94%</td>
<td>3%</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Expected to Complete School Year</th>
<th>Yes</th>
<th>No</th>
</tr>
</thead>
<tbody>
<tr>
<td>Encouraged to Show Good Behavior</td>
<td>93%</td>
<td>3%</td>
</tr>
</tbody>
</table>
Table XXII shows responses of highest grade of education completed by adult with whom student lives. Less than 8th grade and more than 4 years of college registered under 12.

<table>
<thead>
<tr>
<th>Grade</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>8th</td>
<td>3</td>
</tr>
<tr>
<td>9th</td>
<td>3</td>
</tr>
<tr>
<td>10th</td>
<td>4</td>
</tr>
<tr>
<td>11th</td>
<td>8</td>
</tr>
<tr>
<td>12th</td>
<td>29</td>
</tr>
<tr>
<td>College</td>
<td></td>
</tr>
<tr>
<td>1 year</td>
<td>6</td>
</tr>
<tr>
<td>2 years</td>
<td>11</td>
</tr>
<tr>
<td>3 years</td>
<td>5</td>
</tr>
<tr>
<td>4 years</td>
<td>13</td>
</tr>
<tr>
<td>Vocational School</td>
<td>8</td>
</tr>
</tbody>
</table>

Table XXIII identifies the five most frequent answers per school to the question which adult has been the biggest influence on the student's life.

<table>
<thead>
<tr>
<th>School</th>
<th>Mother</th>
<th>Father</th>
<th>Other</th>
<th>Relative</th>
</tr>
</thead>
<tbody>
<tr>
<td>Chemawa</td>
<td>Mother</td>
<td>Grandparents</td>
<td>Parents</td>
<td>Relative</td>
</tr>
<tr>
<td>Flandreau</td>
<td>Mother</td>
<td>Father</td>
<td>Parents</td>
<td>Relative</td>
</tr>
<tr>
<td>Phoenix</td>
<td>Mother</td>
<td>Relative</td>
<td>Parents</td>
<td>Other</td>
</tr>
<tr>
<td>Riverside</td>
<td>Mother</td>
<td>Other</td>
<td>Grandparents</td>
<td>Other</td>
</tr>
<tr>
<td>Sherman</td>
<td>Mother</td>
<td>Father</td>
<td>Parents</td>
<td>Other</td>
</tr>
<tr>
<td>Wahpecon</td>
<td>Mother</td>
<td>Parents</td>
<td>Father</td>
<td>Grandparents</td>
</tr>
</tbody>
</table>

Table XXIV shows the individual student's perceived place in his/her family as indicated by possible multiple answers.
Table XXIV

<table>
<thead>
<tr>
<th>Category</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Most Responsible</td>
<td>35</td>
</tr>
<tr>
<td>Hero</td>
<td>7</td>
</tr>
<tr>
<td>One That Gets Blamed</td>
<td>27</td>
</tr>
<tr>
<td>Problem Solver</td>
<td>11</td>
</tr>
<tr>
<td>Clown</td>
<td>11</td>
</tr>
<tr>
<td>Babysitter</td>
<td>18</td>
</tr>
<tr>
<td>Outsider</td>
<td>10</td>
</tr>
<tr>
<td>Ignored One</td>
<td>9</td>
</tr>
<tr>
<td>Brains</td>
<td>8</td>
</tr>
<tr>
<td>Other</td>
<td>18</td>
</tr>
</tbody>
</table>

The XXV shows responses to contacts between student and home in terms of direction of communication, presence or absence of communication, and support of student from home in terms of spending and clothing money.

Table XXV

<table>
<thead>
<tr>
<th></th>
<th>Yes</th>
<th>No</th>
</tr>
</thead>
<tbody>
<tr>
<td>Hear Regularly from Home by Mail or Phone</td>
<td>79</td>
<td>21</td>
</tr>
<tr>
<td>Write or Call Home on a Regular Basis</td>
<td>75</td>
<td>25</td>
</tr>
<tr>
<td>Receive $ from Home for Spending/Clothing Regularly</td>
<td>75</td>
<td>25</td>
</tr>
</tbody>
</table>

Stayer-Leaver Selected Item Comparison

The action identifies how characteristics and perceptions differ among early leavers and students who remain for the entire school year on selected questions of the home/ school environment.

Characteristics from administrative devices as shown on the SIS indicate that early leavers make-up the following percentages total by grade.

Table XXVI

<table>
<thead>
<tr>
<th>Grade</th>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
<th>5</th>
<th>6</th>
<th>7</th>
<th>8</th>
<th>9</th>
<th>10</th>
<th>11</th>
<th>12</th>
</tr>
</thead>
<tbody>
<tr>
<td>Students</td>
<td>8</td>
<td>8</td>
<td>38</td>
<td>48</td>
<td>59</td>
<td>113</td>
<td>159</td>
<td>708</td>
<td>625</td>
<td>471</td>
<td>59</td>
<td>408</td>
</tr>
<tr>
<td>Leavers</td>
<td>6</td>
<td>4</td>
<td>12</td>
<td>16</td>
<td>16</td>
<td>43</td>
<td>65</td>
<td>415</td>
<td>287</td>
<td>187</td>
<td>105</td>
<td></td>
</tr>
<tr>
<td>Students In Grade</td>
<td>50</td>
<td>50</td>
<td>32</td>
<td>23</td>
<td>27</td>
<td>39</td>
<td>41</td>
<td>59</td>
<td>46</td>
<td>40</td>
<td>29</td>
<td></td>
</tr>
<tr>
<td>Total Leavers</td>
<td>-1</td>
<td>-1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>4</td>
<td>6</td>
<td>36</td>
<td>25</td>
<td>16</td>
<td>9</td>
<td></td>
</tr>
</tbody>
</table>
Grade Point Average (GPA) where applicable (high school) in compared by numbers and percentages for stayers and leavers.

Table XXVII

<table>
<thead>
<tr>
<th>GPA</th>
<th>Stayers</th>
<th>Leavers</th>
<th>Stayers</th>
<th>Leavers</th>
</tr>
</thead>
<tbody>
<tr>
<td>3. - 4.</td>
<td>44</td>
<td>45</td>
<td>8</td>
<td>9</td>
</tr>
<tr>
<td>2. - 2.9</td>
<td>169</td>
<td>183</td>
<td>28</td>
<td>16</td>
</tr>
<tr>
<td>1. - 1.9</td>
<td>207</td>
<td>277</td>
<td>34</td>
<td>24</td>
</tr>
<tr>
<td>Below 1.</td>
<td>56</td>
<td>151</td>
<td>9</td>
<td>13</td>
</tr>
<tr>
<td>Unknown</td>
<td>133</td>
<td>498</td>
<td>22</td>
<td>43</td>
</tr>
</tbody>
</table>

ICE scores where provided and averaged (mean) indicate slightly higher scores for stayers than for leavers. NCE stands for Normal Curve Equivalent. This score is obtained from the percentile rank of the student. The percentile rank is normalized to make certain manipulations possible.

Table XXVIII

<table>
<thead>
<tr>
<th></th>
<th>Stayers</th>
<th>Leavers</th>
</tr>
</thead>
<tbody>
<tr>
<td>Math NCE</td>
<td>32.48</td>
<td>28.24</td>
</tr>
<tr>
<td>Read NCE</td>
<td>32.82</td>
<td>29.51</td>
</tr>
<tr>
<td>English NCE</td>
<td>34.27</td>
<td>30.50</td>
</tr>
<tr>
<td>TOTAL BATTERY NCE</td>
<td>32.26</td>
<td>28.00</td>
</tr>
</tbody>
</table>

This study only produced an average (mean) NCE for stayers and leavers. If we may transfer by the direct fixed relationship of NCE to percentile rank, the averages between stayers and leavers differ by 4 percentage points in reading and 5 percentage points in the other three categories listed in Table XXVIII. This shows some predictability for retention in a group score but individual variations are too great to apply this device to singling out potential early leavers.
Table XXIX identifies differences and similarities between stayers and leavers based on program participation.

<table>
<thead>
<tr>
<th>IRG</th>
<th>SOLO</th>
<th>EXCEPTIONAL EDUCATION</th>
<th>CHAPTER</th>
<th>EXCEPTIONAL RESIDENTIAL</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>PARENT</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>stayers</td>
<td>210</td>
<td>3</td>
<td>102</td>
<td>240</td>
</tr>
<tr>
<td>%</td>
<td>34</td>
<td>-1</td>
<td>17</td>
<td>39</td>
</tr>
<tr>
<td>leavers</td>
<td>334</td>
<td>10</td>
<td>94</td>
<td>425</td>
</tr>
<tr>
<td>%</td>
<td>29</td>
<td>1</td>
<td>8</td>
<td>37</td>
</tr>
</tbody>
</table>

Table XXX identifies differences and similarities between stayers and leavers based on perceived blood quantum, sex and age.

<table>
<thead>
<tr>
<th>Blood Quantum</th>
<th>Sex</th>
<th>Age</th>
</tr>
</thead>
<tbody>
<tr>
<td>4/4</td>
<td>1/2-4/4</td>
<td>1/4-1/2</td>
</tr>
<tr>
<td>stayers</td>
<td>660</td>
<td>493</td>
</tr>
<tr>
<td>%</td>
<td>47</td>
<td>35</td>
</tr>
<tr>
<td>leavers</td>
<td>387</td>
<td>374</td>
</tr>
<tr>
<td>%</td>
<td>40</td>
<td>38</td>
</tr>
</tbody>
</table>
Table XXXI identifies residence as a factor for comparing students who leave early with those who stay for the duration of the year.

<table>
<thead>
<tr>
<th></th>
<th>LIVES ON RESERVATION</th>
<th>LIVES NEAR RESERVATION</th>
<th>LIVES AWAY FROM RESERVATION</th>
<th>RESIDUES IN URBAN AREA</th>
<th>RESIDUES IN RURAL AREA</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Stayers</strong></td>
<td>938</td>
<td>111</td>
<td>350</td>
<td>527</td>
<td>825</td>
</tr>
<tr>
<td><strong>Leavers</strong></td>
<td>66</td>
<td>8</td>
<td>25</td>
<td>37</td>
<td>59</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>1,626</td>
<td>181</td>
<td>559</td>
<td>800</td>
<td>1,399</td>
</tr>
<tr>
<td><strong>Stayers %</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Leavers %</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>TOTAL %</strong></td>
<td>100</td>
<td>100</td>
<td>100</td>
<td>100</td>
<td>100</td>
</tr>
</tbody>
</table>
Table XXXII looks at retention by whom the student lives with (multiple answer question).

<table>
<thead>
<tr>
<th></th>
<th>Two Parents</th>
<th>One Parent</th>
<th>Older Brother/Sister</th>
<th>Grand-Parent</th>
<th>Grand-Parents</th>
<th>Aunt/Uncle</th>
<th>Aunt</th>
<th>Uncle</th>
<th>Foster</th>
<th>Other</th>
</tr>
</thead>
<tbody>
<tr>
<td># Stayers</td>
<td>565</td>
<td>565</td>
<td>48</td>
<td>83</td>
<td>41</td>
<td>31</td>
<td>28</td>
<td>1</td>
<td>16</td>
<td>23</td>
</tr>
<tr>
<td>Stayers %</td>
<td>40</td>
<td>40</td>
<td>3</td>
<td>6</td>
<td>3</td>
<td>2</td>
<td>2</td>
<td>-1</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td># Leavers</td>
<td>423</td>
<td>407</td>
<td>22</td>
<td>41</td>
<td>15</td>
<td>15</td>
<td>13</td>
<td>0</td>
<td>9</td>
<td>24</td>
</tr>
<tr>
<td>Leavers %</td>
<td>43</td>
<td>42</td>
<td>2</td>
<td>4</td>
<td>2</td>
<td>2</td>
<td>1</td>
<td>0</td>
<td>1</td>
<td>2</td>
</tr>
</tbody>
</table>

Table XXXIII lists responses to questions concerning abuse, infractions with the law and resultant actions. Yes or No questions in some instances were followed by more detailed inquiries listed elsewhere.

<table>
<thead>
<tr>
<th></th>
<th>HOME EXP'D CHEMICAL ABUSE</th>
<th>HOME EXP'D PHYSICAL/Sexual Abuse</th>
<th>I HAVE A PROBLEM WITH SUBSTANCE ABUSE</th>
<th>I AM BEEN IN TROUBLE WITH THE LAW</th>
<th>I AM ON PROBATION</th>
<th>I AM AT SCHOOL ON COURT ORDER</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Yes</td>
<td>No</td>
<td>Yes</td>
<td>No</td>
<td>Yes</td>
<td>No</td>
</tr>
<tr>
<td># Stayers</td>
<td>610</td>
<td>771</td>
<td>113</td>
<td>1,272</td>
<td>200</td>
<td>1,174</td>
</tr>
<tr>
<td>Stayers %</td>
<td>43</td>
<td>55</td>
<td>8</td>
<td>90</td>
<td>14</td>
<td>84</td>
</tr>
<tr>
<td># Leavers</td>
<td>414</td>
<td>543</td>
<td>78</td>
<td>883</td>
<td>183</td>
<td>764</td>
</tr>
<tr>
<td>Leavers %</td>
<td>42</td>
<td>56</td>
<td>8</td>
<td>90</td>
<td>19</td>
<td>79</td>
</tr>
</tbody>
</table>

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Table XXXVI provides multiple answer selections of students' reasons for coming to an ORBS.

### Table XXXVI

<table>
<thead>
<tr>
<th>Reason</th>
<th># Stayers</th>
<th>%</th>
<th># Leavers</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Friends Came</td>
<td>638</td>
<td>45</td>
<td>415</td>
<td>42</td>
</tr>
<tr>
<td>Other Family Members Attended</td>
<td>540</td>
<td>38</td>
<td>316</td>
<td>32</td>
</tr>
<tr>
<td>No Other Place To Go</td>
<td>159</td>
<td>11</td>
<td>112</td>
<td>11</td>
</tr>
<tr>
<td>Got Away From Home</td>
<td>720</td>
<td>55</td>
<td>533</td>
<td>55</td>
</tr>
<tr>
<td>Trouble at Previous School</td>
<td>289</td>
<td>21</td>
<td>234</td>
<td>24</td>
</tr>
<tr>
<td>Needed Discipline</td>
<td>162</td>
<td>12</td>
<td>114</td>
<td>12</td>
</tr>
<tr>
<td>School's Reputation</td>
<td>169</td>
<td>12</td>
<td>107</td>
<td>11</td>
</tr>
<tr>
<td>Solo Parent Program</td>
<td>25</td>
<td>2</td>
<td>17</td>
<td>2</td>
</tr>
<tr>
<td>Court Order</td>
<td>64</td>
<td>5</td>
<td>50</td>
<td>5</td>
</tr>
<tr>
<td>Got Education</td>
<td>1,031</td>
<td>73</td>
<td>621</td>
<td>64</td>
</tr>
<tr>
<td>Be With Indians</td>
<td>684</td>
<td>49</td>
<td>402</td>
<td>41</td>
</tr>
<tr>
<td>Parent Wanted Me To Go</td>
<td>377</td>
<td>27</td>
<td>241</td>
<td>25</td>
</tr>
<tr>
<td>Family Problems</td>
<td>190</td>
<td>13</td>
<td>163</td>
<td>17</td>
</tr>
<tr>
<td>Personal Problems</td>
<td>257</td>
<td>18</td>
<td>195</td>
<td>20</td>
</tr>
<tr>
<td>Special Problems</td>
<td>60</td>
<td>4</td>
<td>43</td>
<td>4</td>
</tr>
<tr>
<td>Personal Decision</td>
<td>426</td>
<td>30</td>
<td>233</td>
<td>24</td>
</tr>
<tr>
<td>Trouble with the Law</td>
<td>110</td>
<td>8</td>
<td>100</td>
<td>10</td>
</tr>
<tr>
<td>Learn About Tribe(s)</td>
<td>465</td>
<td>33</td>
<td>273</td>
<td>28</td>
</tr>
<tr>
<td>New Experience</td>
<td>769</td>
<td>55</td>
<td>516</td>
<td>53</td>
</tr>
<tr>
<td>Other</td>
<td>169</td>
<td>12</td>
<td>116</td>
<td>12</td>
</tr>
</tbody>
</table>

Table XXXVII identifies responses of stayers and leavers to the questions of wanting to be at this school and on whether or not they would be attending another school if they would not be here.

### Table XXXVII

<table>
<thead>
<tr>
<th>I WANT TO BE HERE</th>
<th>IF NOT HERE I WOULD BE ATTENDING ELSEWHERE</th>
<th># Stayers</th>
<th>Stayer %</th>
<th># Leavers</th>
<th>Leaver %</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>1,211</td>
<td>86</td>
<td>1,088</td>
<td>77</td>
</tr>
<tr>
<td></td>
<td></td>
<td>755</td>
<td>77</td>
<td>700</td>
<td>71</td>
</tr>
</tbody>
</table>

Table XXXVIII compares the five most frequent responses of stayers to those of leavers regarding things they like and dislike about school. There were three blank spaces per question. The category "other" indicates individualized responses not tabulated by the computer program.
Table XXXVIII

<table>
<thead>
<tr>
<th>Likes</th>
<th>Stayers</th>
<th>Leavers</th>
</tr>
</thead>
<tbody>
<tr>
<td>Voice</td>
<td>Friends &amp; Room Education</td>
<td>Friends &amp; Room Education</td>
</tr>
<tr>
<td></td>
<td>Classes</td>
<td>Sports &amp; Athletics</td>
</tr>
<tr>
<td></td>
<td>Other</td>
<td>Teachers &amp; Matrons</td>
</tr>
<tr>
<td></td>
<td>Sports &amp; Athletics</td>
<td>Classes</td>
</tr>
</tbody>
</table>

Table XXXIX

<table>
<thead>
<tr>
<th>Post High School Plans</th>
<th>Stayers</th>
<th>Leavers</th>
</tr>
</thead>
<tbody>
<tr>
<td>Military</td>
<td>2</td>
<td>3</td>
</tr>
<tr>
<td>Work</td>
<td>3</td>
<td>2</td>
</tr>
<tr>
<td>Marriage</td>
<td>5</td>
<td>4</td>
</tr>
<tr>
<td>College</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Vocational Education</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>Other</td>
<td></td>
<td></td>
</tr>
<tr>
<td>No Response</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Table XL

<table>
<thead>
<tr>
<th>School Activities</th>
<th>Stayers</th>
<th>Leavers</th>
</tr>
</thead>
<tbody>
<tr>
<td>Tribal</td>
<td>2</td>
<td>3</td>
</tr>
<tr>
<td>Student Government</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Sports</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Church</td>
<td>5</td>
<td>5</td>
</tr>
<tr>
<td>Dorm Leadership</td>
<td>4</td>
<td>4</td>
</tr>
<tr>
<td>Arts &amp; Crafts</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Clubs</td>
<td>3</td>
<td>2</td>
</tr>
<tr>
<td>No Activities</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Final two tables in this section rank responses of stayers and leavers by plans after high school (Table XXXIX) and by interest in school activities (Table XL) with 1 being highest. Both questions allowed multiple answers although this occurred infrequently. The tabulation combined double and triple responses when they occurred.

References and similarities between stayers and leavers based on trio trial affiliation, family agency, school changes during the last four years, and sibling order proved to be impossible to tabulate because of the construction of the text fields.
Leavers' Perceptions, Plans and Involvement

This section identifies perceptions of early leavers on why they are leaving, on future plans and on their home and school environments.

Table XLI lists students' perceptions of whom they will live with after leaving school.

Table XLI

<table>
<thead>
<tr>
<th>Student Will Live With</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Both Parents</td>
<td>33</td>
</tr>
<tr>
<td>One Parent</td>
<td>44</td>
</tr>
<tr>
<td>Legal Guardian</td>
<td>3</td>
</tr>
<tr>
<td>Aunt or Uncle</td>
<td>2</td>
</tr>
<tr>
<td>Brother or Sister</td>
<td>2</td>
</tr>
<tr>
<td>Grandparent</td>
<td>5</td>
</tr>
<tr>
<td>Other Relative</td>
<td>2</td>
</tr>
<tr>
<td>A Friend</td>
<td>2</td>
</tr>
</tbody>
</table>

Table XLII lists the most frequent responses of 26 given by early leavers as the main reason for leaving at this time. Responses are grouped by individual and total ORHS. No entry indicates responses with the same totals. The category "other" indicates enumerated responses specific to the individual but different from listed categories.
<table>
<thead>
<tr>
<th>Reason</th>
<th>Chemava</th>
<th>Flandreau</th>
<th>Phoenix</th>
<th>Riverside</th>
<th>Sherman</th>
<th>Wahpeton</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Other</td>
<td>Personal</td>
<td>To go to</td>
<td>To go to</td>
<td>Expelled</td>
<td>Homesick</td>
<td>Expelled</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Problem</td>
<td>Public School</td>
<td>Public School</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2</td>
<td>Personal</td>
<td>Expelled</td>
<td>Personal</td>
<td>Expelled</td>
<td>Other</td>
<td>Picked On</td>
<td>Personal Problem</td>
</tr>
<tr>
<td></td>
<td>Problem</td>
<td></td>
<td>Problem</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3</td>
<td>Alcohol Abuse</td>
<td>Homesick</td>
<td>Alcohol Abuse</td>
<td>Personal</td>
<td>Personal</td>
<td>To go to</td>
<td>To go to</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Problem</td>
<td>Problem</td>
<td>Public School</td>
<td>Public School</td>
<td></td>
</tr>
<tr>
<td>4</td>
<td>Expelled</td>
<td>To go to</td>
<td>-</td>
<td>Homesick</td>
<td>Other</td>
<td>Other</td>
<td>Other</td>
</tr>
<tr>
<td></td>
<td>Public School</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>5</td>
<td>Homesick</td>
<td>Other</td>
<td>-</td>
<td>Other</td>
<td>Parent</td>
<td>Personal Problem</td>
<td>Homesick</td>
</tr>
</tbody>
</table>

Table XLII shows student plans on immediate enrollment in school at home by individual ORBS and by high school and grade school percentage totals.

<table>
<thead>
<tr>
<th>Chemava</th>
<th>Flandreau</th>
<th>Phoenix</th>
<th>Riverside</th>
<th>Sherman</th>
<th>Wahpeton</th>
<th>High School</th>
<th>Grade School</th>
</tr>
</thead>
<tbody>
<tr>
<td>% Plan to Enroll</td>
<td>81</td>
<td>74</td>
<td>71</td>
<td>60</td>
<td>49</td>
<td>91</td>
<td>60</td>
</tr>
<tr>
<td>% Not Plan to Enroll</td>
<td>14</td>
<td>22</td>
<td>23</td>
<td>33</td>
<td>45</td>
<td>7</td>
<td>29</td>
</tr>
<tr>
<td>% No Response</td>
<td>5</td>
<td>4</td>
<td>0</td>
<td>6</td>
<td>5</td>
<td>2</td>
<td>5</td>
</tr>
</tbody>
</table>
Table XLIV identifies students' desire to go home or remain in school, students' perceived success at the ORBS, and desire to return again in the future.

<table>
<thead>
<tr>
<th>Student</th>
<th>Yes</th>
<th>No</th>
</tr>
</thead>
<tbody>
<tr>
<td>Wants to go Home</td>
<td>63</td>
<td>31</td>
</tr>
<tr>
<td>Wants to Remain in School</td>
<td>40</td>
<td>55</td>
</tr>
<tr>
<td>Succeeded at ORBS</td>
<td>58</td>
<td>36</td>
</tr>
<tr>
<td>Wants to Return in Future</td>
<td>60</td>
<td>28</td>
</tr>
</tbody>
</table>

Table XLV identifies student relations with the school through club, organization, program or individual.

<table>
<thead>
<tr>
<th>Student</th>
<th>Yes</th>
<th>No</th>
</tr>
</thead>
<tbody>
<tr>
<td>Was Member of Club/Organization</td>
<td>27</td>
<td>60</td>
</tr>
<tr>
<td>Was in IRC/ECR/ROP/TAC Program</td>
<td>38</td>
<td>55</td>
</tr>
<tr>
<td>Could Confide in Staff</td>
<td>55</td>
<td>41</td>
</tr>
</tbody>
</table>

The question "What do you feel could have been done to help you succeed at this school but wasn't?" on the surface would appear to give the most insight into retaining students at ORBS. Answers under "other" (again a catch-all for answers specific to individuals) were the most numerous for all six schools. This indicates that categorizing early leavers is difficult at best in view of the many individual reasons for leaving. Help in improving behavior and help in improving grades were often cited.

Entry-Exit Question Comparison

The section analyzes the results of the administration of identical questions rendered in the SEMQ and SEXQ. Fourteen questions were asked, all showed differences, but the significance of the differences varied considerably with the question. Results are pertinent only to students who left early.

Table XLVI shows whether students perceive themselves to have a problem with substance abuse.
Table XLVI

<table>
<thead>
<tr>
<th></th>
<th>Entry</th>
<th>Exit</th>
</tr>
</thead>
<tbody>
<tr>
<td>Problem</td>
<td>19%</td>
<td>28%</td>
</tr>
<tr>
<td>No Problem</td>
<td>79%</td>
<td>081</td>
</tr>
</tbody>
</table>

Table XLVII shows categories of abuse for those answering that they perceive having a problem in Table XLVI.

<table>
<thead>
<tr>
<th></th>
<th>Entry</th>
<th>Exit</th>
</tr>
</thead>
<tbody>
<tr>
<td>Alcohol</td>
<td>17%</td>
<td>23%</td>
</tr>
<tr>
<td>Drugs</td>
<td>3%</td>
<td>3%</td>
</tr>
<tr>
<td>Sniffing</td>
<td>-1%</td>
<td>1%</td>
</tr>
<tr>
<td>Other</td>
<td>2%</td>
<td>2%</td>
</tr>
<tr>
<td>Multiple Answers</td>
<td>-1%</td>
<td>2%</td>
</tr>
</tbody>
</table>

Table XLVII shows responses to plans after high school.

<table>
<thead>
<tr>
<th></th>
<th>Entry</th>
<th>Exit</th>
</tr>
</thead>
<tbody>
<tr>
<td>Military</td>
<td>16%</td>
<td>26%</td>
</tr>
<tr>
<td>Work</td>
<td>18%</td>
<td>26%</td>
</tr>
<tr>
<td>Marriage</td>
<td>7%</td>
<td>6%</td>
</tr>
<tr>
<td>College</td>
<td>23%</td>
<td>33%</td>
</tr>
<tr>
<td>Vocational Training</td>
<td>5%</td>
<td>13%</td>
</tr>
<tr>
<td>Other</td>
<td>3%</td>
<td>12%</td>
</tr>
</tbody>
</table>

Table XLVIII shows student interest in various school activities. The entry column represents all students for whom SEXQs exist. The exit column only represents entry zeros for which SEXQs are recorded. It is cautioned that SEXQs are only a minority of EMQs.
Table LI and Table LII compare entries most frequently mentioned as likes and dislikes about dormitory living on entry and when leaving the OMBS.

**Table LI**

<table>
<thead>
<tr>
<th>Entry</th>
<th>Exit</th>
</tr>
</thead>
<tbody>
<tr>
<td>Tribal</td>
<td>25%</td>
</tr>
<tr>
<td>Student Government</td>
<td>12%</td>
</tr>
<tr>
<td>Sports</td>
<td>6%</td>
</tr>
<tr>
<td>Church</td>
<td>1%</td>
</tr>
<tr>
<td>Dorm Leadership</td>
<td>1%</td>
</tr>
<tr>
<td>Arts &amp; Crafts</td>
<td>2%</td>
</tr>
<tr>
<td>Clubs</td>
<td>25%</td>
</tr>
<tr>
<td>Not Interested</td>
<td>12%</td>
</tr>
</tbody>
</table>

Table LI shows student experience or expectation on leaving home on a regular basis early in the year and student perception of same on leaving early. It also lists student initiated contacts.
Table LII shows student experience or expectation on receiving spending and clothing money from home on a regular basis early in the year and student perception of same on arriving early.

Table LIII

<table>
<thead>
<tr>
<th></th>
<th>Entry</th>
<th>Exit</th>
</tr>
</thead>
<tbody>
<tr>
<td>Receives money regularly</td>
<td>74%</td>
<td>72%</td>
</tr>
<tr>
<td>Does not receive money regularly</td>
<td>26%</td>
<td>28%</td>
</tr>
</tbody>
</table>

Tables LIV through LVIII show differences in students' perceptions on entry and on arriving early of how they feel about themselves, their health, how their family and friends feel about them, and their popularity with other students.

Table LIV

<table>
<thead>
<tr>
<th></th>
<th>Entry</th>
<th>Exit</th>
</tr>
</thead>
<tbody>
<tr>
<td>Feels good about self</td>
<td>66%</td>
<td>80%</td>
</tr>
<tr>
<td>Does not feel good about self</td>
<td>34%</td>
<td>20%</td>
</tr>
</tbody>
</table>

Table LV

<table>
<thead>
<tr>
<th></th>
<th>Entry</th>
<th>Exit</th>
</tr>
</thead>
<tbody>
<tr>
<td>Family feels good about me</td>
<td>85%</td>
<td>73%</td>
</tr>
<tr>
<td>Family does not feel good about me</td>
<td>15%</td>
<td>27%</td>
</tr>
</tbody>
</table>

Table LVI

<table>
<thead>
<tr>
<th></th>
<th>Entry</th>
<th>Exit</th>
</tr>
</thead>
<tbody>
<tr>
<td>Others feel good about me</td>
<td>74%</td>
<td>74%</td>
</tr>
<tr>
<td>Others do not feel good about me</td>
<td>26%</td>
<td>26%</td>
</tr>
</tbody>
</table>
Table LVII

<table>
<thead>
<tr>
<th></th>
<th>Entry</th>
<th>Exit</th>
</tr>
</thead>
<tbody>
<tr>
<td>Popular with students</td>
<td>65%</td>
<td>59%</td>
</tr>
<tr>
<td>Not popular with students</td>
<td>45%</td>
<td>41%</td>
</tr>
</tbody>
</table>

Table LVIII

<table>
<thead>
<tr>
<th></th>
<th>Entry</th>
<th>Exit</th>
</tr>
</thead>
<tbody>
<tr>
<td>Good health</td>
<td>79%</td>
<td>85%</td>
</tr>
<tr>
<td>Not good health</td>
<td>21%</td>
<td>15%</td>
</tr>
</tbody>
</table>

Table LIX shows students' perceptions about how important their tribal culture has been a part of their life.

<table>
<thead>
<tr>
<th></th>
<th>Entry</th>
<th>Exit</th>
</tr>
</thead>
<tbody>
<tr>
<td>Tribal culture important</td>
<td>73%</td>
<td>69%</td>
</tr>
<tr>
<td>Tribal culture not important</td>
<td>27%</td>
<td>31%</td>
</tr>
</tbody>
</table>
Conclusions

Students coming to ORBS generally want to come, expect to do well, to complete the year, and have support in this direction from home. Projections for leaving, being needed at home, behavior and grade problems, are often fulfilled. Many students, however, leave early and do so because of the following:

They are part of a very mobile population which has attended numerous schools in its short educational career (the parents likewise are part of a highly mobile population). The students tend to be two or more years behind, measured by age/grade level. Since they are behind and mobile this tendency is potentiated at the ORBS which is not geared for this. The ORBS enrollees have experienced serious problems in life and these problems may continue as impediments to academic and personal success. Resultant behavioral problems exhibited are difficult to deal with as they were too difficult for prior educational institutions attended. Almost three out of four students come from rural homes where unemployment limits the ability of families to care for and provide for children. When coupled with chemical abuse and attendant behavioral problems, exposure to schools which are insensitive to Indian culture or problems with poverty, families generally are not able to deal with resultant problems and cannot provide adequate support and guidance.

Some students are thrust into adult roles because of caring for themselves or caring for their own or other children in the family. Transcripts show truancy and leave rates at other schools to exceed those at ORBS. Whereas overall semester early leave rates range from 24% to 32%, the study shows that if an ORBS can have a student for one year the chances of retaining this student are greatly enhanced. The study shows an annual retention rate of 34%.
Recommendations

The student population at ORBS is drawn primarily from those students already considered to be early leavers who do not finish programs in other systems. These are students that are in flux and are searching for places that cater to their needs. The students in ORBS are unique in many of their needs. These include the normal needs of a growing child and some that are unique to children of marginally functioning families with attendant behavioral and possible dependency problems. To meet the needs of these Indian students and to be more successful at retaining, educating and providing for them, the schools will have to redesign current programs. These programs will require more staffing and equipment, a more appropriately trained staff and additional funding to meet these needs. The report therefore makes the following recommendations:

1. Repeal directives to agencies for reapplication on those students that want to go to ORBS.
2. Train homeliving and academic staff to more adequately work with troubled children.
3. Fund programs with pertinent controls instead of funding kids (ISEP).
4. Mandate summer school programs.
5. Narrow the focus of the ORBS i.e. provide specific programs that meet student needs.
6. Provide structure in all areas of the ORBS experience.
7. Provide for intensive behavioral modification and intensive academic remediation.
8. Extend the school year for students to catch up with peers and for staff training.
9. Provide more clubs and organizations to substitute for activities otherwise provided by the home. Teach the use of leisure time.
10. Provide student leadership training.
11. Involve the surrounding community in the Indian education process and activities.
12. Increase and qualify counseling staff.
13. Suit substance abuse programs to age groups and provide training and follow-up by qualified personnel.
14. Equalize terminology and behavioral discipline across the system.

15. Provide programs to increase self-worth.

16. Train staff to work within cultural differences of students and in confidential settings.

17. Identify students most at risk and provide programs to help students through critical times.

18. Change environment to one which provides for physical and property security.

19. Boost staff morale by devices such as adequate preparation time.

20. Provide for internal and inter-organizational communication and input including inservice prior to and following school year.

21. Accommodate special needs situations through classroom size.

22. Fund social development training and activities.
Tables LX through LXIII identify student perceived school and program changes that are needed, as well as need and reasons for summer school. Multiple answers were possible on three questions.

### Table LX

<table>
<thead>
<tr>
<th></th>
<th>Chemnva</th>
<th>Flandreau</th>
<th>Phoenix</th>
<th>Riverside</th>
<th>Sherman</th>
<th>Wapitey</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>% Would Attend Summer School</td>
<td>51</td>
<td>52</td>
<td>64</td>
<td>65</td>
<td>58</td>
<td>29</td>
<td>54</td>
</tr>
<tr>
<td>% Would Not Attend Summer School</td>
<td>40</td>
<td>43</td>
<td>30</td>
<td>30</td>
<td>37</td>
<td>70</td>
<td>40</td>
</tr>
</tbody>
</table>

### Table LXI

<table>
<thead>
<tr>
<th>Reason</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Behind in School</td>
<td>31</td>
</tr>
<tr>
<td>Take Requireds</td>
<td>29</td>
</tr>
<tr>
<td>Need Place to Live</td>
<td>2</td>
</tr>
<tr>
<td>No Adults Home Summers</td>
<td>2</td>
</tr>
<tr>
<td>Would not Stay at School</td>
<td>37</td>
</tr>
</tbody>
</table>

### Table LXII

<table>
<thead>
<tr>
<th>Action</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bring Siblings Here</td>
<td>37</td>
</tr>
<tr>
<td>Add Elementary/Secondary Program Here</td>
<td>13</td>
</tr>
<tr>
<td>Stay Home with Younger Siblings</td>
<td>28</td>
</tr>
<tr>
<td>Don't Have Younger Siblings</td>
<td>14</td>
</tr>
</tbody>
</table>
Table LXIII

If This School Offered, I Would Participate In:

<table>
<thead>
<tr>
<th>Activity</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Solo Parent</td>
<td>4</td>
</tr>
<tr>
<td>Outdoor Leadership</td>
<td>18</td>
</tr>
<tr>
<td>Academic Summer School</td>
<td>16</td>
</tr>
<tr>
<td>Sports Fitness</td>
<td>31</td>
</tr>
<tr>
<td>Intensive Vocational</td>
<td>5</td>
</tr>
<tr>
<td>College Preparation</td>
<td>8</td>
</tr>
<tr>
<td>High School ROTC</td>
<td>5</td>
</tr>
<tr>
<td>Computer Learning</td>
<td>10</td>
</tr>
<tr>
<td>Student Leadership</td>
<td>2</td>
</tr>
<tr>
<td>Regional Tribal Culture</td>
<td>5</td>
</tr>
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Appendix B

Agencies and Areas represented in the ORBS study 1987-88. Agencies and areas listed are consolidated from the Student Information Sheet (SIS). They identify area office service areas and agency service areas.

- Red Lake Agency
- Rocky Boy Agency
- Rosebud Agency
- Salt River Agency
- San Carlos Agency
- Shiprock Agency
- Siletz Agency
- Sisseton Agency
- Southern Pueblo Agency
- Standing Rock Agency
- Truxton Canon Agency
- Turtle Mountain Agency
- Uintah/Ouray Agency
- Umatilla Agency
- Ute Moutain Agency
- Warm Springs Agency
- Western Navajo Agency
- Western Nevada Agency
- White Earth Agency
- Wind River Agency
- Winnebago
- Yakima Agency
- Yankton Sioux Agency
- Zuni Agency

Area Offices

- Aberdeen Area
- Albuquerque Area
- Anadarko Area
- Galup Area
- Janeiro Area
- Minneapolis Area
- Muskogee Area
- Phoenix Area
- Portland Area
INSTITUTIONAL NEEDS STATEMENT
Chemawa Indian School - May 1989

The following quotes from a study done in 1969 apply as well to Chemawa today as they to the schools studied twenty years ago. "More than 20,000 Indian children attend school in 19 off-reservation boarding schools today. These young people are frequently transported hundreds of miles into their new homes, are far away from the influence exerted by the security of family life, tribal values, standards, and customs. In high school, more than 25% of them drop out before graduation. A vast majority of them are labeled by their teachers as misfits, underachievers, or troublemakers, and attitudes of school personnel insure that they will never be considered otherwise while in school. The admissions criteria for attending off-reservation boarding schools are:

EDUCATIONAL CRITERIA
1. Those for whom a public or Federal day school is not available.
2. Those who need special vocational or preparatory courses.
3. Those retarded scholastically 3 or more years, or
4. Those having pronounced bilingual difficulties.

SPECIAL CRITERIA
1. Those who are rejected or neglected by their families and for whom no suitable alternative can be made.
2. Those who belong to large families with no suitable home and whose separation from each other is undesirable.
3. Those whose behavior problems are too difficult for solution by their families or through existing community facilities.
4. Those whose health or proper care is jeopardized by illness of other members of the household.

The COMPREHEND OF FEDERAL BOARDING SCHOOL EVALUATIONS conducted in 1969 by the Special Senate Select Committee on Indian Education for the Committee on Labor and Public Welfare revealed:

Problems associated with the mental health of the students have been referred to frequently throughout the evaluations. The problems of administration, curriculum, and personnel are minor problems when the mental health of the individual is concerned. The chief attempts at solution to the mental health problems of the students have most often been ignored. The depth and nature of the problem is evident when one considers the statistics of students with..."
The undesirable results of the Off-Reservation Boarding School admissions criteria being applied in the local communities is a heavily weighted proportion of students who are assigned, usually by a community social worker, for social reasons. The distressing fact, repeatedly emphasized in the off-reservation boarding school evaluations conducted prior to 1969 is that the social problems are virtually nonexistent. The schools, in other words, are not responding to the many special needs of the students — presumably the needs for which they are sent to the school.

The many psychological problems which are manifest in the student behavior and attitudes have brought many to recommend that the off-reservation boarding school be changed to a residential treatment center. These centers could be appropriately staffed with clinical personnel to deal with psychological problems, and highly trained teachers to provide the compensatory assistance which could bring achievement levels closer to national norms and allow a satisfactory preparation for additional post-secondary education (college or vocational school) or satisfactory employment. One center’s principal contribution could be to treat the problems of those with serious psychological problems differently from those who have developed comparatively minor problems as a result of constantly failing in school — or having dropped out or been pushed out of public school.

Administrative problems associated with the off-reservation boarding schools are many. One of the most basic is the confusion over goals established by the BIA as to Indian education as a whole, and where the individual school fits into this picture. Administrators seem to realize that the schools have become a dumping ground for problem students, but feel helpless either to work toward solving the problems of the student, or toward finding adequate personnel to work toward their solution.

The heterogeneous nature of the student population at many boarding schools brings its own problems. Many administrators feel pulled in opposite directions regarding goals and purposes of the institutions.

The schools are operated solely by educators for students referred, in the main, by social workers. The schools accept, knowingly, a wide variety of complex social, psychological, educational, and cultural disorders — social workers and educators...
"use" the outmoded idea that sending people far from the scene of their social and emotional problems will somehow, almost miraculously solve the problems. (The demise: years ago, of orphanages and more recently, large isolated State mental hospitals, attest to the abandonment of this theory in social and psychiatric thinking.) Further, it is commonly acknowledged by BIA social workers and educators alike that when social histories are written, the sophisticated referral includes just enough damaging evidence to "justify" removal of the child from his home community, but not enough to preclude his acceptance at the school. The school is, indeed, a dumping ground. Should the adjustment process prove too difficult for school or student, he is returned home or passed along to another boarding school, day school, public school, training school, State hospital, or lost completely.

A decision needs to be made about the direction of the school and the types of student it will serve. At present Intermountain School has such a varied student body that it is impossible for the present staff and faculty to meet all needs of all students. Again we heard the comment, we do not know what our mission is, are we going to serve as a dumping ground for youngsters the reservation schools do not want, do we operate a vocational high school with some terminal training, or do we operate a comprehensive high school program?

The varied nature of the students presents additional administrative problems when the broad range of students is taken into account. Some of the students are given boarding school placement as an alternative to a reformatory, while others have dropped out of public schools for academic reasons.

At the risk of oversimplification, there appear to be two related problems: the amount of confusion permitted to exist around the purpose for which these schools exist and the consequent inability of anyone to develop an adequate program under these circumstances.

These quotes not only remind us of the dismal lack of progress made over the last twenty years; they also attest to the bewildering complexity of the task that continues to confront us. Our failure to conceive and implement activities in which Indian adolescents could find the motivation and the skills to more successfully cope with the situations in which they found themselves has meant that most of those youngsters have gone away disappointed, if not embittered, at not finding Chemawa a place where they could acquire answers to the developmental and educational needs which they were struggling to satisfy. At the same time we must recognize that students who have come to Chemawa are a special group of
adolescents with unique needs (Two (2) examples are provided in Appendix D) and that the school staff members have labored conscientiously to recognize and respond to those needs. The reasons for the less than satisfactory achievements of the school lie largely in the fact that we simply have not known in any detailed fashion how to be very helpful with the problems that Indian adolescents (and particularly those who have experienced major difficulties in adjusting to their own homes and communities) bring to the school.

RESULTS FROM RECENT (1980-89) STUDIES, ASSESSMENTS AND EVALUATIONS CONDUCTED AT CHEMAWA INDIAN SCHOOL.

Results from various recent (1980-89) studies, assessments, evaluations and needs assessments conducted at Chemawa Indian School revealed:

- It is important to note that student referrals to the (RIA) boarding school system, at least at Chemawa, has changed dramatically from its original historical context. The majority of students at Chemawa do have access to educational institutions on or near their home communities. However, students in 1988 come to Chemawa for an education but the majority are coming from extremely fragmented and dysfunctional family systems.

- Recent research and statistics indicate through student survey inventories, (Children of Alcoholics Screening Test). that 80% of the Chemawa students come from families where at least one parent is perceived to have a drinking problem. (1) These students are a high risk group that possesses characteristics that predispose them to the disease of chemical dependency. Further, we recognize the fact that the Indian people in the Pacific Northwest have the highest incidence of alcoholism of any ethnic group, including Indians in other areas of the United States. (2) And, there is much evidence that alcohol and drug use among Indian children is not only increasing, but is appearing at even younger age levels. In a recent six-year study of Indian children in several states, it was found that Indian adolescents in grades seven through twelve had a higher level of exposure than non-Indians to every drug included in the survey.

- Chemawa has become a literal refuge for many students whose families are experiencing extreme trauma from alcoholism, drug addiction, domestic violence, incest, chronic unemployment, neglect, abject poverty, racism, and the list goes on.

- Our students are by large young people who for a variety of reasons, have extreme difficulty in making it in the home setting and see Chemawa as the last chance they have to put their lives in order. As well, at least 80% of our students are “children of alcoholics” (COA) and we project a minimum of 40% of the students are chemically dependent.
The majority of those students come to Chemawa already chemically dependent. In other words, chemical use is already well established at home. The evidence that we have on the substance abuse by other students indicates that the vast majority are using at the abuse level. What remains are very few students at the experimental or misuse levels of chemical use. In 1988, 80% of the students at Chemawa School had known usage of drugs and/or alcohol prior to and after enrollment at school.

Conclusions Drawn From Past and Recent Studies, Assessments and Evaluations:

The effects of inadequate school programs and social support systems and access to community resources; low self-esteem and confused cultural identity, and alcohol and drug induced self-destructive behavior patterns on the performance of Indian youth in school and the implications for the future are ominous. Without a high school diploma or equivalent, or worse yet, without twelfth grade reading and mathematics skills, the job options are inevitably reduced to low-paying unskilled labor. Vocational training apprenticeships, college level studies and most on-the-job training programs would be equally unattainable. With the increased demand for technological skills there is little doubt that the uneducated, untrained individual will be facing a shrinking job market and an increasingly hopeless, desperate future.

The 1969 COMPRENDIUM OF FEDERAL BOARDING SCHOOL EVALUATIONS report recommends--- "Staffing patterns should be adjusted to needs of the pupils. If the schools continue to be operated for children in trouble of one kind or another, the proportion of education specialists capable of remedial instruction, social welfare, guidance, counseling, analysis, and recreation should be sharply stepped up."

A study in 1987 of student behavior at Chemawa reveals that there were 117 disciplinary hearings resulting in 60 student suspensions or expulsions and 65 final probation placements. There were a total of 1,972 written rule violations presented during the disciplinary hearing process. There were 1,333 alcohol/drug use violations with 136 students requiring student detention for alcohol/drug intoxication. Only 46 of 445 students did not receive a write-up for drinking.

In 1988 there were 163 assessments of students who had been found to be using alcohol or other drugs. 103 students were classified as chemically dependent, 43 had used drugs to the abuse level, and 17 had misused drugs.
STUDENT PROFILE

- 80% of the Chemawa students come from families where at least one parent is perceived to have a drinking problem.

- In 1988 of 250 students studied:
  a. Approximately 62% exceeded the Depression threshold of 16 or greater total score on the Center for Epidemiological Studies Depression Scale.
  b. Approximately 75% exceeded the Drinking threshold on a screening test composed of questions relating to frequency, pattern, amount and severity of drug use behaviors.
  c. Approximately 32% reported thoughts about suicide that would be considered clinically significant.
  d. Approximately 18% reported past suicide attempts.

- 102 students were admitted because of walking distance from their home to school.

- 114 students were admitted because of the lack of special vocational or preparatory training not available to them locally, to prepare them for useful employment.

- 257 students were admitted because of the available schools made no adequate provisions to meet the educational requirements of students with academic deficiencies, linguistic or cultural differences.

- 80 students were admitted because of inadequate parental supervision.

- 41 students were admitted because of family behavioral patterns which impaired the well being of the student.

- 79 students were admitted because of behavioral problems which were too difficult for solution by their families or local resources and who could benefit from a more structured environment.

- 140 students came from households earning less than $10,000 a year; 96 from households earning between $10,000 and $20,000; 25 from households earning between $20,000 and $30,000; 11 from households earning between $30,000 and $40,000; and 7 from households earning between $40,000 and $50,000 a year.

- Approximately 43% of the students resided with a single parent.
The average age of Chemawa students is at least one year older than their public school counterparts.

- In the fall of 1988 on the California Achievement Test of Reading:
  a. the ninth grade students average score was 6.0
  b. the tenth grade students average score was 7.5
  c. the eleventh grade students average score was 7.9
  d. the twelfth grade students average score was 8.7.

- In the fall of 1988 on the California Achievement Test of Language:
  a. the ninth grade students average score was 4.6
  b. the tenth grade students average score was 6.5
  c. the eleventh grade students average score was 7.5
  d. the twelfth grade students average score was 8.0

- In the fall of 1988 on the California Achievement Test of Mathematics:
  a. the ninth grade students average score was 6.4
  b. the tenth grade students average score was 7.6
  c. the eleventh grade students average score was 8.3
  d. the twelfth grade students average score was 8.1

The achievement scores in reading for ninth, tenth, eleventh and twelfth grade students ranged from the second to the twelfth grade at each grade level.

The achievement scores in language for ninth, tenth, eleventh and twelfth grade students ranged from the first to the twelfth grade at each grade level.

The achievement scores in mathematics for ninth, tenth, eleventh and twelfth grade students ranged from the second to the twelfth grade at each grade level.

Many students have score variations which exceed six grade levels. This variation is seen both between various areas (i.e. mathematics versus reading) and within the same subject area (reading vocabulary versus reading comprehension).

In 1987 49% of the enrolled students did not complete the school year due to disciplinary reasons, transfers, personal reasons or parental reasons. 46% of the withdrawals were for disciplinary reasons.

46% of the students who enroll at Chemawa have attended another school while 25% have attended two other schools.
• Of the 43 graduates from Chemawa in 1987-88 only ten had been in attendance at Chemawa for four or more years.

• In 1988 80% of the students at Chemawa School had known usage of drugs and or alcohol prior to and after enrollment at school.

• Chemawa students are generally a physically healthy group of adolescents, similar to other groups of adolescents you would find throughout the country.

• Chemawa students exhibit a higher than average incidence of obesity.

• Chemawa students have relatively normal dental needs, but often have not been receiving adequate routine care and are in need of extensive dental work when they arrive on campus.
APPROACHES NEEDED FOR PROGRAM SUCCESS

The past years have taught some painful lessons in the kinds of efforts that are not productive; however, it appears that some activities have been well received and deserve to be expanded upon.

- There is no question that the individualization of services is a central key to the establishment of a happier, more stimulating environment in both the academic and residential programs.

- It is clear that a high level of trust between all members of the school community is essential to the accomplishment of the mission of the school.

- We must learn over and over again that clear, meaningful communication is a required element in productive human activities.

- A safe and healthy school environment is a basic requirement which must be satisfied for other activities to be successful.

With these concepts in mind, it is possible to recognize a number of characteristics that must be in place for the school to move toward becoming a more productive place for Indian adolescents to live in and to learn from. A BIA draft report done in March 1988 entitled "REPORT ON BIA EDUCATION: EXCELLENCE IN INDIAN EDUCATION THROUGH THE EFFECTIVE SCHOOL PROCESS" lists the following characteristics for effective schools:

1. Strong educational leadership, including especially the superintendent at the district level and the principal at the school level. The leadership establishes clear goals and becomes heavily involved throughout the instructional delivery process.

2. A high expectation among teachers that all students are capable of achieving the educational objectives set for them.

3. A system of clear instructional goals by which student performance is systematically monitored and assessed.

4. A strong emphasis on the learning of basic skills and high levels of student time on task. Establishing a curriculum responsive to the academic and career development needs of the student.

5. A safe and orderly school environment.

6. A clear sense among teachers and students of the educational mission and purpose of the school.

7. Close involvement of parents and the local community in the educational process.
PROPOSED CHANGES

It is abundantly clear from the facts presented in relation to student behaviors that a strong majority of the Indian adolescents who come to Chemawa School do not find the school a productive place in which to live and learn. Surveys of staff attitudes support the assumption that they also are dissatisfied with the present situation. Immediate and comprehensive change must be instituted if the school is to continue to have the parental and agency support necessary for continued operation. The follow GLOBAL AGENDA FOR THE 1990-91 SCHOOL YEAR IS PROPOSED as a way to build on two models (one for education and one for the residence halls) and to bring into existence a school environment that will be more productive for all.

For one year only...

- **STUDENT BODY SIZE** - Reduce the size of the student body to a level (perhaps 200, requiring five residence halls) where the present numbers of administrators, supervisors and staff could provide the individualized clinical, educational, and maturational experiences that the students will find acceptable and productive.

- **EDUCATIONAL PROGRAM** - For all students utilize an individualized educational model similar to the one presently employed for students enrolled in the compensatory program at Chemawa. (See Appendix A.)

- **STUDENT ACTIVITIES PROGRAM** - Utilize a case management approach to the management of student activities in a coordinated effort with the educational program. (See Appendix B)

- **BUDGET** - Request that the budget for 1989-90 for Chemawa School be extended for one demonstration year (1990-91) without the requirement that funding be tied to the number of students enrolled during 1990-91.

- **SCHEDULE** - The months from the ending of the 1989-90 school year until the opening of the 1990-91 school year will be a planning and training period. During this time decisions must be made as to which staff will be retained and which must be replaced. Consultants must be brought in to assist in the refinement of the educational and residence hall programs. Organizational consultants must be brought in to lead morale-building and team-building experiences and to help administrators and supervisors develop insights and skills so they can provide continuing leadership with the rest of the staff. (See Appendix C.)
RELATIONSHIPS WITH OTHER AGENCIES AND GROUPS -
Supportive agreements and relationships must be developed with all organizations that are interested in Chemawa School and/or provide services that are helpful to Chemawa students. Understanding and cooperation in the mission of the school must be developed in all segments of the school and communities that participate in any way in the activities of the school.
APPENDIX A

An individualized education program for Chemawa students will contain at least the following elements ... (Note the similarity to the program elements listed below for a case management approach to student activities)...

1. Unit study plans - The development of unit study plans (the materials to be learned in weekly units) in the basic skill-areas. The development of unit study plans is required in order to:
   a. Make it possible for students to begin their studies at the proper achievement level.
   b. Make it possible for students to leave the school for a period of time and then to re-enter without loss of academic credit.

2. Assessment - Determining each student's academic strengths and weaknesses through the use of individual and group measurement instruments.

3. Planning - The development of an individual education plan (IEP) for each student with provisions for day and evening learning experiences.

4. Implementation - Insuring that each student is enrolled in the classes that will lead to the successful completion of the IEP.

5. Linking - Insuring that the student's educational plan is congruent with the activities planned by the student and the student's activities case manager.

6. Monitoring - Continuous evaluation of student progress to insure that the goals and objectives of the educational plan are being achieved. The IEP is a dynamic instrument and may have to be modified as circumstances warrant.
APPENDIX B

One case management model is described as follows:

1. Assessment - Determining an individual's current and potential strengths, weaknesses, and needs.

2. Planning - Developing a specific service plan for each adolescent, with provisions for day, evening, and night linkages to needed activities.

3. Linking - Referring or transferring individuals to all required services in the formal and informal care-giving systems.

4. Monitoring - Continuous evaluation of student progress ("Following along" the student).

5. Advocacy - Interceding on behalf of an individual to assure equity, both in the specific case and for any larger group or class to which the adolescent might belong.
The following list of more or less highly specific institutional needs has been developed through the analysis of studies that have been done over a period of years. It is offered here to illustrate the needs that may appear as the school moves to implement the two models identified above.

**ADMINISTRATIVE NEEDS:**

1. To update the statements of philosophy, mission, goals and objectives.
2. To define the programs that Chemawa can offer and the personnel needed for the success of those programs.
3. To require adequate and accurate social summaries to accompany applications for admissions.
4. An assistant to the registrar to help handle overload.
5. An admissions committee to review applications for admission.
6. An attendance program with appropriate staff and equipment to provide necessary documentation and other records in a timely manner.
7. A review of staff qualifications to determine where in-service or additional training may be needed.
8. A review of salary levels in view of program changes and the need to provide a reasonable level of professional staffing in all departments.

**COORDINATION NEEDS:**

1. Close links with programs at the tribal and home community level.
2. A parent/guardian/agency line of contact which will increase communications, accessibility to background information, program planning, and on-campus visitations.
3. A coordinated procedure for responding to mental health crises to be followed by all segments of the school community.
4. A volunteer services program to assist in programs designated to meet student needs where staffing is short.

**EVALUATION NEEDS:**

1. A department of evaluations and testing responsible to all other departments to perform:
   a. Screening and diagnostic studies to evaluate the psycho-social development of the students.
MENTAL HEALTH NEEDS:

1. Additional clinical staff to provide residential and academic programs.
2. A primary prevention mental health program for all students.
3. A mental health specialist for group counseling, in-service training, and to organize a program to teach coping skills.
4. A community service worker.
5. After hours and weekend IHS services for students.
6. Treatment programs for clinical depression and associated problems.
b. Screening and diagnostic testing for handicapping conditions, emotional problems, and behavioral problems.

c. Individual educational evaluations.

2. Develop a screening program and/or measures to identify students at-risk for psychiatric disorder or serious psychological dysfunction.

3. Full time behavioral/clinical psychologist.

4. Full time educational psychologist.

ACADEMIC NEEDS:

1. An assessment of the function and output of each academic area.

2. A vocational education program with curricula geared to the world of work, career choices, in-class hands-on experiences, on campus job experience, on site visitations, and coordination with programs offered at the community college.

3. An alternative academic curricula for students who cannot achieve all the high school requirements, coordinated with vocational education programs.

4. Schedule IHS field staff for specific health classes, including a pregnancy program, and small group sessions.

5. Reduce teacher - student ratio or provide aide time in classrooms requiring alternative or other specialized instruction for "non-handicapped" students.

6. Expand PE to include individual recreational sports and competitions.

7. Develop mental health education programs within academics.

8. Staff time to continue developing special programs.

9. Require special inservice training to teach in this diverse cultural setting.

STUDENT ACTIVITIES NEEDS:

1. Expand recreation and intra-mural sports activities.

2. Expansion of intensive residential guidance to include mental health needs and psycho-social needs as well as substance abuse.

3. A residential tutoring program.

4. Certified dormitory counselors.

5. More adequate staff coverage after class hours and on weekends.

6. Staff time to continue developing special programs.

7. In-service training of dormitory aides to provide experienced and qualified staff.

8. Mental health related programs and services available evenings and weekends.
Dear Sir:

This letter is in regards to one of your students who recently transferred from... Her name is... She is an Indian, and a member of the... Indian Reservation. Her Enrollment Number is..., and her date of birth is October 22, 1971.

Our Child Protection Services Worker received a referral of possible sexual abuse on... and was in the process of investigation when... left the area to go to school. The suspected perpetrator was... uncle, ...

What we are requesting of you is the possibility that one of your staff, such as a counselor or other personnel trained in this area, interview the young lady and report to this Court any information disclosed during the interview as soon as possible.

Your cooperation would be greatly appreciated. For any further information or correspondence, I can be reached at... ext. 528, or by writing to:... Tribal Court Prosecutor, P.O. Box 278, ...

Thank you in advance for your assistance.

Sincerely,

[Signature]

Tribal Court Prosecutor

RECEIVED
OCT 23 1986
CASE STUDY

Male student, 17 years of age, classified ED and in the 10th grade. Is in High Service.

Mother and father are both deceased. Student states that father died on his birthday and will come for him each year. Lives with aged grandmother.

One week an ambulance was to come for him at school or at home to take him to the hospital for an operation in which he had a 50/50 chance of living.

Next week he was taking some people to court because they tried to kill him. He said, "they" tried to put poison into something he was to drink.

Student has also been mistaken for a girl by new acquaintances, and has definite identity problems.

Student manipulates staff members, fantasises and tells and writes notes wrongfully accusing others thus pitting student against student and student against staff members.
CHIEF COMPLAINT: "I want to get off drugs, I can see my life going down the drain."

HISTORY OF PRESENT ILLNESS:
This is the second admission for Ali Menielito, age 15, a Native American who has most recently been heavily using cocaine. In the last few weeks he had an admission to the ER elsewhere complaining of palpitations and chest pains which apparently scared him enough to decide to seek re-entry into chemical-dependency treatment.

History of drug use starts with marijuana, first used at age five, regular use at age ten. He was a fairly recent smoker until about a year ago. During the same age ranges, the patient also initiated and then began regular use of alcohol in the form of whisky and beer, occasionally drinking large amounts to intoxication and near passing out. On October 10, 1988, this led to poor judgement and riding on a motor cycle which had a wreck, leaving him with fractured femur, vascular difficulties in the left lower leg, and head injury causing loss of LOC for at least an hour. Earlier this year, 1988, the patient was introduced to inhaled cocaine. His first episode he thought he was using marijuana and immediately became an avid seeker after a cocaine high. He entered treatment in July of this year at [redacted] motivated by his increasing episodes of irrational and assaultive behavior. At that time he was dealing drugs to provide money to use drugs, and had legal interventions due to his violent and assaultive behavior while intoxicated.

Since leaving treatment at [redacted], in August of 88, the patient stayed clean for one month then went back to using. He again became clean for one month and utilized AA and NA, and the [redacted] aftercare. More recently has fallen back into heavy use of cocaine using eight balls of crack daily and all during the three weeks prior to this admission, last used on Halloween, 10/31 at 4 pm. He used crosstops at age 14, 15 tabs on one occasion, and is a heavy user of caffeine in the form of cola and coffee, 15 to 20 servings per day. Allergies: None known. Prescription medications -- none.

FAMILY history is positive for chemical dependency in the patient's mother who has used cocaine IV and this precipitated removal of patient and his siblings from the home into foster care. The patient has been living with his aunt.

PERTINENT HISTORY: [redacted] has been raised by his extended family for the better part of a life. He has a nine-year-old brother who is in foster care with an aunt. Another sibling was "adopted out" and another died shortly after birth. [redacted] was six at the time and believes that his mother's boyfriend smothered the baby. He recalls that the boyfriend also put his nine-year-old brother (when he was two) in a clothes dryer. The child was apparently hospitalized as a consequence. [redacted] does not know his real father but understands that his mother's boyfriend was his father. His mother lives nearby but is a "drug addict." Chester says he gets along best with his younger brother and his maternal grandfather.

While he says he was introduced to marijuana and alcohol by his stepfather when he was five years old, he says he only used alcohol "off and on a little" until June of this year (1986). Then he began using and dealing cocaine and quickly became deeply involved. He says he had lots of money from fishing and from dealing the cocaine and "girls and coke whenever I wanted it." He was admitted to [redacted] this summer but left AWOL after four days because, he says, "all the feelings came out at once, and I didn't know what to do." He continued to use until the current admission. This was precipitated by his aunt reportedly telling him to kill himself, which says he was going to do. However, he attempted to contact his sponsor instead, and the two of them agreed to have [redacted] admitted here.
Mop has been in about eight different schools in the and school districts. Some of his moves were precipitated by changes in residence and some by changes in the location of the behavioral disabilities program he was attending. He is currently in the school in the "TLC" program "because of my temper." This apparently is a self contained behavioral program in the tribal school. I spoke with the school psychologist there, who indicated that had been diagnosed as "emotionally impaired" a number of years ago. He had not been assessed since then. requested a reassessment during treatment in order to facilitate educational placement after treatment. Unfortunately, apparently acted out on the unit and refused to comply with staff subsequently resulting in his being asked to leave. I had seen for the initial session that afternoon and completed the ISC-R but was unable to complete other tests.
IN THE INDIAN RESERVATION
TRIBAL COURT

IN THE MATTER OF: ) CASE NO. __________
) D.O.B. 5-7-71
MINOR CHILD ) ORDER
WARD OF THE TRIBAL COURT

UPON the hearing held, July 22, 1986, Honorable __________ presiding, all concerned parties present, good cause showing, and the court being fully advised;

IT IS HEREBY ORDERED that the above named minor is to be made a Ward of the Tribal Court, for his health, education, and welfare, until further notice of this court.

IT IS FURTHER ORDERED that he will remain where he is at but will be under close supervision of the Juvenile Department;

IT IS SO ORDERED:
Dated this __ day of __________, 1986;

CC: __________ Social Services
BI: __________ Chief Juvenile Officer
Mother

HONORABLE, ASSOCIATE JUDGE
TRIBAL COURT
INDIAN RESERVATION

FILED
JUL 23, 1986

BEST COPY AVAILABLE
Dear [Name],

This is in reference to [Name]. He was placed in the [Location] Center because he refused to attend the High School classes in 1985 on a regular basis. Also, he was involved with the juvenile department for various offenses, such as traffic violations.

Upon being placed in the [Location] Center, [Name] was removed because he was bringing marijuana and alcohol into the building and giving them to other residents. He was petitioned into the [Location] Detention Unit because of his assault on another resident, abuse of marijuana, failure to comply with rules and regulations in the school and from the juvenile department.

He was sent to the hospital for an evaluation, to determine if he had a psychological problem with a chemical dependency. The evaluation that was received was that he was chemical dependent and would need some mental health work. This was not in compliance; therefore, [Name] was sent to the Children's Hospital for a second opinion. The recommendation from there was that he did definitely have a psychological problem and that if that was taken care of, that the chemical dependency would take care of itself. It was also recommended that [Name] be placed in a long-term residential treatment program. It was suggested that the Boys and Girls Ranch be used in [Location]. At this time, there is an application that has been submitted. We have not heard as whether he has been accepted, the application has been there since May 1986.

It would be the recommendation from the [Name] Counselor and the Juvenile Department, BIA Social Services that if [Name] is accepted in Chemewa Indian School, that he see the school Counselor and enter any programs that they might have for Drug and Alcohol abuse. If any further information is needed, we will be happy to work with [Name] in any way possible to help [Name] stay in school there.

[Name]

Counselor

[Location]
DIAGNOSTIC EVALUATION SUMMARY CONCERNING [ADOLESCENT] - 10-2-87:

I. BACKGROUND INFORMATION: [Name] was referred to this agency by Juvenile Probation for an assessment. He is a 16 year old male, his home address is [Address] and his aunt's local phone number is [Number]. Date of birth is 2-3-71 and his social security number is [Number].

II. SUBSTANCE ABUSE HISTORY: [Name] states that his drug of choice is marijuana. He goes on to report that he started using the drug marijuana at age 14, that he smokes this drug when ever he can, maybe 1 bowl every 2 weeks. He goes on to report that the drug marijuana causes him to do crazy things and makes him laugh. He usually uses on weekends. John reports that he started using the drug alcohol at age 14, that he uses this drug mostly on the weekends, usually every weekend. John reports that he "got into trouble and had to go to AA in Hoonah (3 meetings)" with his use of alcohol. He goes on to report that he has fun when using the drug alcohol. John also admits experimental use of mushrooms at the age of 15 and use of speed for basketball at the age of 15. He goes on to state that he used speed every practice for basketball because it "helps me motivate..." He reports loss of control, blackouts, vomiting and tolerance increase with his use.

III. TREATMENT HISTORY: The only treatment or counseling history reports is attending 2 AA meetings in [Location].

IV. LEGAL HISTORY: [Name] reports 4 Minor Consuming charges, a Criminal Mischief and a Assault to Burglary charge. He is on probation and his probation officer is [Officer]. He was using the drug alcohol during all these charges.

V. FAMILY SOCIAL HISTORY: [Name] family consists of his mother, age 37, his father, age 43, a brother [Name], age 20, sister [Name], age 15, and a sister, age 9. He goes on to report that his relationship is good with all but his father and his relationship with his father is fair. He reports that he is in jail a lot is a possible addict. [Name] grew up in [Location] with his family.

VI. EMOTIONAL BEHAVIORAL ASSESSMENT: [Name] describes himself as a moody person when he is not drinking but happy when he is drinking, he doesn't feel lonely and he has had thoughts of hurting and killing himself. Almost 2 years ago he feared that he might act on these thoughts with a knife while drinking but he hasn't had these fears lately. He states that he prefers to spend time with others and the kinds of activities he enjoys are fishing and hunting. He feels that he is a friendly person, that he can communicate with his mother but that he and his father don't talk, he feels that others care about him, that he is friends with the town of Hoonah and that he can share important feeling with 4 of them. What he would most like to change about himself is his drinking.
VII. DIAGNOSTIC TOOLS: was tested on the Hopkins AA Test where he acquired a score of 7 positive answers. He was further tested on the Self Evaluation of Drug Use Behavior for Youth and following are some of the positive answers he gave:
1. Uses drugs to make him feel better around people.
2. Uses drugs to change the way he feels.
3. Skipped meals while using drugs.
4. Sometimes feels anxious to feel the initial effects of a drug.
5. Used drugs in the morning.
6. Has had times when he couldn't remember some of what happened while stoned or high.
7. Gets stoned at least once a month or more.
8. Uses some type of drug at least once a week.
9. Sometimes tries to cut down on his using.
10. Missed school or a class to get high or because of being high.
11. Gotten into trouble outside his home because of using drugs.
12. Gotten into trouble with the police because of using drugs.

VIII. DIAGNOSIS: 305.0 ALCOHOL ABUSE 305.2 CANNABIS ABUSE

IX. RECOMMENDATIONS: It is the recommendation of this agency that receive inpatient treatment as soon as possible at an appropriate facility like If that is not possible then an "AA" based intensive outpatient treatment program with other young people is recommended.

Respectfully submitted,

[Adolescent Counselor]

BEST COPY AVAILABLE
March 25, 1987

Superintendent
Chemawa School
3700 Chemawa Road, NE
Salem, OR 97305

RE: [Redacted]
DOB: 07/01/71
NO: [Redacted]

Dear [Redacted],

I am belatedly writing in reference to the above-named child, [Redacted], who until recently was on formal probation to this Court.

On February 12, 1987, I contacted [Redacted] of Chemawa, to inquire about the application for admission, only to learn that he had been turned down by the Admissions Committee. As I understand it, he was denied admission based on the school's difficulty in obtaining his academic records.

I would like to urge your reconsideration of this youngster's application based on the availability of information both from the School District and the Multnomah County Juvenile Court, which in my judgment clearly shows a need for the type of services which your agency offers. I believe it is critical.

[Redacted] is quite a pleasant young man of 15 years. He acknowledges that he has made many mistakes and that he goes right back to them every time. He says he doesn't go to school because he hates it. He says, "teachers get in your business too much", which seems to mean that if he comes in late, he has to answer a bunch of questions, that they pressure him about incomplete work, and so on. He last attended Alternative School in East Multnomah County and did say he liked the school better than all the others. He acknowledges, however, that he did "mess up" while there, that he began hanging around with friends, smoking dope, and not getting any work done.

This pretty much follows the modeling within the family of the older brothers, which is apparent to [Redacted] i.e., that most of the boys drop out of school as early as possible and get some type of employment, steady or otherwise. As things unfolded, it has become clear that this is his plan, overt or covert.
I agree with Dr. [redacted], Ph.D., who psychologically assessed [redacted] on March 14, 1986, and observed that she did not think she had thought it through, but it seems obvious that he is headed that way if there is not some intervention soon.

According to Dr. [redacted], [redacted] does not read well enough to do the HPI. On the Wisk-R, he obtained a verbal IQ of 73, a performance IQ of 88, and a full-scale IQ of 79, which means his academic skills and his comprehension of much of what is presented at the high school level is going to be quite limited.

Testing also indicated a lot of discouragement and anger at himself, but he was not seen as clinically depressed. Rather, his reasons for being so discouraged about school were seen as being related to his very limited ability and to a profound sense of failure and inability to deal with the work.

[redacted] appears also to be a young man who has not been able to set either short-term or long-term goals for himself. He seems to realize more and more the importance of school and at the same time, his frustration of not being able to keep up in an academic setting.

Again, I would like to ask you to reconsider the decision not to admit [redacted], whom I believe could greatly benefit from attendance at Chimera and from your special programs there.

I can assure you also that [redacted] parents are very supportive of such a plan and they actually initiated his application to the school.

Thank you for your consideration of this request. Please feel free to contact me at [redacted] in Portland if you desire any further information about [redacted].

Sincerely,

[redacted]

Juvenile Court Counselor
INITIAL ASSESSMENT

This 16 year old male Native American from [redacted] came into inpatient chemical dependency treatment referred by [redacted] of [redacted] Mental Health. Upon admission [redacted] related that he began using whiskey at the age of 12 but didn't drink seriously until the present time. Over the past year he has been drinking hard liquor every weekend up to 2/3ths per day. He does most of his drinking at his cousin's house, occasionally drinks alone. He lives at home and nobody drinks there. Patient feels that drugs and alcohol have interfered with his school life, school and his social life. He stated that he used marijuana on a daily basis, maybe 2 grams a day. Stated that he had used LSD, mushroom, snorted cocaine, smoked hash, ti sticks, sniffed rush and gasoline and used some pills with possibly codeine. He stated that he has experienced lots of blackouts. Upon admission [redacted] appeared nervous and fearful.

ADMITTING DIAGNOSIS

1. Chemical dependency

COURSE AND PROGRESS IN TREATMENT

was evaluated relative to his chemical dependency pathology, social functioning, school functioning and family functioning. Identified clinical problems which were addressed in treatment are:

1. being unaware of the physical effects of drugs and alcohol on the body
2. being unaware of his chemical dependent lifestyle
3. stuffing his true feelings
4. low self esteem
5. fears and worries

Items addressed in discharge planning and aftercare:

1. Where aftercare will be conducted
2. Continued personal growth

Items needed and referral completed:

1. Need for education
2. Continuation at Chemawa Indian School in Salem, Oregon

actively worked on the development and implementation of his treatment plan. He appeared to respond well to individual psychotherapy to address his alcohol/drug lifestyle. He achieved the objectives for treatment in this area and developed a meaningful plan for continued abstinence upon discharge from this inpatient rehabilitation setting.
**CHEMA STUDY: ALCOHOL, MARIJUANA, HARD DRUGS - TOBACCO USAGE**

Student participation October 7, 1962: 351 students completed a questionnaire anonymously for the Chemava Alcohol and Education Program staff. One purpose of the survey was to assess the extent of chemical use and abuse. A random sample of 100 girls and 100 boys was made to gather the following information:

### I. Tobacco Use:

<table>
<thead>
<tr>
<th></th>
<th>Girls</th>
<th>Boys</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>45</td>
<td>40</td>
<td>85</td>
</tr>
<tr>
<td>No</td>
<td>55</td>
<td>60</td>
<td>115</td>
</tr>
</tbody>
</table>

### II. Marijuana:

<table>
<thead>
<tr>
<th></th>
<th>Girls</th>
<th>Boys</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Non-User</td>
<td>(23) 11.5%</td>
<td>(33) 16.5%</td>
<td>28.0%</td>
</tr>
<tr>
<td>Experimenter</td>
<td>(31) 15.5%</td>
<td>(37) 18.5%</td>
<td>34.0%</td>
</tr>
<tr>
<td>Abuser</td>
<td>(27) 13.5%</td>
<td>(18) 9.0%</td>
<td>22.5%</td>
</tr>
<tr>
<td>Disease</td>
<td>(20) 10.0%</td>
<td>(11) 5.5%</td>
<td>15.5%</td>
</tr>
</tbody>
</table>

**Definitions:**
- **Non-User** - Never Used
- **Experimenter** - 1 to 8 times a year
- **Abuser** - More than once a month/more than 3 times a week
- **Disease** - More than once a day

### III. Drugs (Hard Drugs):

<table>
<thead>
<tr>
<th></th>
<th>Girls</th>
<th>Boys</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Non-User</td>
<td>(34) 17.0%</td>
<td>(30) 15.0%</td>
<td>32.0%</td>
</tr>
<tr>
<td>Experimenter</td>
<td>(34) 17.0%</td>
<td>(25) 12.5%</td>
<td>29.5%</td>
</tr>
<tr>
<td>Abuser</td>
<td>(22) 11.0%</td>
<td>(23) 12.5%</td>
<td>23.5%</td>
</tr>
<tr>
<td>Disease</td>
<td>(8) 4.0%</td>
<td>(19) 9.5%</td>
<td>13.5%</td>
</tr>
<tr>
<td>Unknown</td>
<td>(3) 1.4%</td>
<td>(1) 1.0%</td>
<td>1.5%</td>
</tr>
</tbody>
</table>

**Definitions:**
- **Non-User** - Never Used
- **Experimenter** - 1 to 8 times a year
- **Abuser** - More than once a month
- **Disease** - More than 3 times a week
- **Heavy Abuse/Disease** - Average 3 times a week
- **Disease** - Every day use
- **Unknown** - 1.5%

### IV. Alcohol:

<table>
<thead>
<tr>
<th></th>
<th>Girls</th>
<th>Boys</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Non-User</td>
<td>(21) 10.5%</td>
<td>(16) 8.0%</td>
<td>18.5%</td>
</tr>
<tr>
<td>Experimenter</td>
<td>(27) 13.5%</td>
<td>(20) 10.0%</td>
<td>23.5%</td>
</tr>
<tr>
<td>Abuser</td>
<td>(24) 22.0%</td>
<td>(50) 25.0%</td>
<td>47.0%</td>
</tr>
<tr>
<td>Heavy Abuse/Disease</td>
<td>(3) 1.5%</td>
<td>(10) 5.0%</td>
<td>6.5%</td>
</tr>
<tr>
<td>Disease</td>
<td>(2) 1.4%</td>
<td>(2) 1.4%</td>
<td>1.0%</td>
</tr>
<tr>
<td>Unknown</td>
<td>(5) 2.5%</td>
<td>(2) 1.0%</td>
<td>3.5%</td>
</tr>
</tbody>
</table>

**Definitions:**
- **Non-User** - Never Used
- **Experimenter** - 1 to 8 times a year
- **Abuser** - More than once a month
- **Abuse/Disease** - Average 3 times a week
- **Disease** - Every day use

The information gathered from the students does not define quantities taken but simply number of times they said they use these substances.
**CISHAWA ALCOHOL & DRUG USE STAFF SURVEY**  
November 18, 1982

**Staff Participants:** CAEC, Dormitory Staff, Special Program Teachers, Counsellors, and Social Worker. Staff used their subjective experience and knowledge of student behavior to classify 391 students within the following categories:

<table>
<thead>
<tr>
<th>Category</th>
<th>Girls %</th>
<th>Boys %</th>
<th>Total %</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Non-User</td>
<td>(44) 11.2%</td>
<td>(33) 8.4%</td>
<td>(77) 19.7%</td>
</tr>
<tr>
<td>1-2 Possible Experimenter</td>
<td>(49) 12.5%</td>
<td>(19) 4.8%</td>
<td>(68) 17.4%</td>
</tr>
<tr>
<td>2 Experimenter</td>
<td>(48) 12.2%</td>
<td>(50) 12.7%</td>
<td>(98) 25.0%</td>
</tr>
<tr>
<td>2-3 Possible Abuser</td>
<td>(27) 6.9%</td>
<td>(43) 10.9%</td>
<td>(70) 18.0%</td>
</tr>
<tr>
<td>3 Abuse</td>
<td>(25) 6.3%</td>
<td>(43) 10.9%</td>
<td>(68) 17.4%</td>
</tr>
<tr>
<td>3-4 Possible Disease</td>
<td>(4)</td>
<td>(3)</td>
<td>(10) 2.6%</td>
</tr>
<tr>
<td>4 Disease</td>
<td>(1)</td>
<td>(2)</td>
<td></td>
</tr>
</tbody>
</table>
MEMORANDUM

Date       June 28, 1988

TO          Karen C Fenton, Chairman, Chemawa School Board  
            Violet Hillaire, Vice Chairman  
            Marie Schmidt, Secretary-Treasurer  
            Margaret Jose, Member  
            Abraham Spotted Elk, Sr, Member

From:       Gerald J. Gray, Principal, Chemawa Indian School  
            Jim Edge, IHS, Western Oregon Service Unit Director  
            Calvin Hecocta, Acting Director, CAEC Program

Subject:    Chemawa Substance Abuse Program

Program Participation – 1987/88 School Year

Number of students assessed and services received

Program needs – 1988/89 School Year

The Chemawa School, The Chemawa Alcohol Education Program and the IHS Western Oregon Service Unit united in a concentrated effort this past school year to develop and provide an in-depth substance abuse program for Chemawa students. This effort was only possible because of the strong policy and program support given by the Chemawa School Board. As a campus community we have begun the process of facing and owning the extent of student substance abuse and the disease of chemical dependency. We believe that our experience has been remarkable for a school setting.

Together with parents, school board members, students, school and agency staff, we have learned a great deal about the extent and nature of our substance abuse problems as well as what program segments must be in place to effectively intervene and change student lives and give hope for the future.
I. **SUBSTANCE ABUSE PROGRAM PARTICIPATION:**

1. **CHEMAWA ALCOHOL EDUCATION PROGRAM**

   CAEC refocused to an out patient treatment model and provided:

   a. 163 assessments.
   b. Groups services twice a week for... Abusers, Chemically Dependent (CD) and Post Care Students
   c. Misuse group program.
   d. Parent contact on Primary Residential Treatment (PRT) referrals.
   e. Training for residential and social services staff.
   f. Designed special retreats, off-campus activities and therapeutic experiences for students.
   g. Post care staff made daily contact with school, social worker and dorm staff.
   h. Urinanalysis screening (UAs) to post care, CD and abusing students receiving group services.
   i. Intervention and Individual Counseling.
   j. Program consultations throughout.
   k. Children of Alcoholics (COA) training.
   l. On-going daily contact with Residential and/or Social Services staff to share and coordinate services.
   m. ATGS System documentation services.

2. **CHEMAWA SCHOOL**

   a. School Board approved a policy of administratively release for students unwilling to participate in assessment and treatment programs. Tying consequences to non participation in out-patient, PRT and post care was critical to student success.
   b. Social Services refocused Intensive Residential Guidance Program.
      - All post care and majority of abuse level and chemically dependent students placed in IRG dorms
      - Targeted substance abuse students.
      - Initiated IRG positive reinforcement program for non-use
      - IRG funding paid for two additional dorm aides to work with students.
Individual substance abuse counseling by IRG dorm staff and social services including parental contacts, PRT and out patient referrals.

- Provided 100 summaries to CAEC as part of the assessment process
- On-going daily contact with CAEC staff to share and coordinate services.

c. Residential Department Head had a policy of referring weekly all substance abusers to CAEC. Provided CAEC with summary student use data. Participated in Interventions. Transportation for alternative activities and to and from PRT. Supervised weekend holding area for out of control students.

d. Academic provided limited coordination of student academic work while in PRT. Academic provided release time for abuse groups.

e. Special Education developed individual assistance plans for some of their students.

f. BIA PAO allocation of substance abuse funds was used to provide one home living specialist with substance abuse experience, special assemblies retreats and alternative activities, purchase of educational materials, staff training, supervision for out of control substance related behavior an additional counselor, and post care materials needed by students.

g. Provided Here's Looking At You 2000 Program.

3. INDIAN HEALTH SERVICES:

a. IHS PAO funded most of Primary Residential Treatment and TLC program.
   - Red Willow treatment facility.

b. Mental Health Services.
   - Counseling and Social Services.
   - Psychiatric Consultation and Evaluation

c. Medical Services.

d. Training.

e. Program consultation to CAEC.

f. Special Mental Health project staff transferred to CAEC.
II. NUMBER OF STUDENTS SERVED BY SUBSTANCE ABUSE PROGRAM

Out of 500 enrolled students, 163 assessments were principally completed by CAEC staff with a small portion completed in students' home areas. A year end review of students revealed the following status.

<table>
<thead>
<tr>
<th>Student Status at Year's End</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Chemically Dependent</td>
<td>103</td>
</tr>
<tr>
<td>Abuse Level</td>
<td>43</td>
</tr>
<tr>
<td>Misuse</td>
<td>17</td>
</tr>
<tr>
<td><strong>Total Assessed</strong></td>
<td><strong>163</strong></td>
</tr>
</tbody>
</table>

80% of our students had known usage prior to and after enrollment at school. It is our belief that had we had the manpower to do assessments on all of these students, a significant additional number of students would have been identified as using at the chemically dependent and abuse level. This is supported by the findings of Dr. Norman Dingus' Indian Adolescent Mental Health Screening Project which found that 73% of the students in their study exceeded their drinking threshold screening score and 42% the drug threshold screening score.

GLOSSARY:
- **PRT**: Primary Residential Treatment
- **TLC**: Transitional Living Center (School and some activities on campus - evenings at Treatment facility.
- **UA**: Urinalysis screening for drug usage
C. Assessment and Treatment Services were provided for the 103 Chemically dependent students as follows:

<table>
<thead>
<tr>
<th>Number of Students</th>
<th>Action Taken</th>
</tr>
</thead>
<tbody>
<tr>
<td>44</td>
<td>Referred to and entered Residential treatment programs.</td>
</tr>
<tr>
<td>11</td>
<td>Refused Residential treatment services and were withdrawn by parents or administratively released until they went to PRT. One graduated at home after release.</td>
</tr>
<tr>
<td>1</td>
<td>Graduated at Chemawa. Individual counseling services only.</td>
</tr>
<tr>
<td>2</td>
<td>Entering PRT at home in June on referral from school social services.</td>
</tr>
<tr>
<td>11</td>
<td>Attended outpatient CD group and holding for summer PRT beds at the end of the school year. IHS/CAEC arranging PRT for 8 students.</td>
</tr>
<tr>
<td>3</td>
<td>Graduated. CD outpatient group/IHS/Spec Ed/IRG Services.</td>
</tr>
<tr>
<td>17</td>
<td>Participated in CD outpatient group waiting for bed space/continued usage resulted in release-insufficient appropriate resources available.</td>
</tr>
<tr>
<td>14</td>
<td>Parental withdrawal or disciplinary release prior to CD group service being established. Some students received services at the abuse level. Insufficient appropriate resources available.</td>
</tr>
</tbody>
</table>

Had PRT been available uniformly all year as well as Post Care and TLC - We firmly believe we could have doubled the number of CD students served and retained in school.
Note: -85% of identified chemically dependent students received some degree of newly, refocused substance abuse services.

Lack of immediate PRT for student after assessment and intervention hampered and frustrated staff efforts in working with the students. However the positive changes in students who did receive PRT and a period of TLC plus post care were dramatic. There were also very positive changes in the abuse groups. Students who were CD or Abusers in the IR6 dorms has a 10% higher retention rate than all other students.

D. SUMMARY OF PRIMARY RESIDENTIAL TREATMENT SERVICES, AND POST CARE / TLC BY IHS / BIA AREAS

<table>
<thead>
<tr>
<th>AREAS SERVICE</th>
<th>PAO</th>
<th>ALASKA</th>
<th>BILLINGS</th>
<th>OTHERS</th>
<th>SACR</th>
<th>TOTALS</th>
</tr>
</thead>
<tbody>
<tr>
<td>CD</td>
<td>38</td>
<td>19</td>
<td>39.</td>
<td>3</td>
<td>4</td>
<td>103</td>
</tr>
<tr>
<td>PLACED IN PRT</td>
<td>22</td>
<td>8</td>
<td>12</td>
<td>1</td>
<td>1</td>
<td>44</td>
</tr>
<tr>
<td>FAILED PRT</td>
<td>6</td>
<td>4</td>
<td>2</td>
<td>0</td>
<td>0</td>
<td>12</td>
</tr>
<tr>
<td>NOW IN PRT</td>
<td>1</td>
<td>0</td>
<td>1</td>
<td>0</td>
<td>0</td>
<td>2</td>
</tr>
<tr>
<td>SUCCESSFUL POST CARE CHEMAWA</td>
<td>12</td>
<td>4</td>
<td>6</td>
<td>1</td>
<td>1</td>
<td>24</td>
</tr>
<tr>
<td>SUMMER POST CARE AT HOME</td>
<td>1</td>
<td>0</td>
<td>1</td>
<td>0</td>
<td>0</td>
<td>2</td>
</tr>
<tr>
<td>FAILED POST CARE AT CHEMAWA</td>
<td>3</td>
<td>0</td>
<td>2</td>
<td>0</td>
<td>0</td>
<td>5</td>
</tr>
</tbody>
</table>
UNSUCCESSFUL COMPLETION OF PRT:

1. Completed school year here and usage controlled.
2. Now graduated, at home.
3. Re-entered PRT at home, but did not complete PRT.
4. Re-entered school at home.
4. Students at home. Need more information.

12

These twelve students were either administratively released or withdrawn by parents based on behavior problems and/or inability to work through denial during PRT.

<table>
<thead>
<tr>
<th>AREA</th>
<th>RED WILLOW PRT</th>
<th>**OTHER PRT</th>
<th>RED WILLOW TLC</th>
</tr>
</thead>
<tbody>
<tr>
<td>PAO</td>
<td>15</td>
<td>7</td>
<td>3</td>
</tr>
<tr>
<td>ALASKA</td>
<td>8</td>
<td>0</td>
<td>3</td>
</tr>
<tr>
<td>BILLINGS</td>
<td>8</td>
<td>4</td>
<td>6</td>
</tr>
<tr>
<td>OTHER</td>
<td>0</td>
<td>1</td>
<td>0</td>
</tr>
<tr>
<td>SACRA</td>
<td>0</td>
<td>1</td>
<td>0</td>
</tr>
</tbody>
</table>

**TOTALS 31 13 12**

**IHS funded at least one of the students receiving PRT other than at Red Willow. Of the 3 students initially at Red Willow 2 later re-entered PRT at other facilities. Above PRT numbers reflect unduplicated student count.**
E. PRIMARY RESIDENTIAL TREATMENT ESSENTIAL

PRT was not available many times during the school year. We cannot stress too strongly the necessity of having PRT available when the student is ready. Delays provide time to reinforce denial of the problem, can effect the eventual PRT outcome, can be upsetting to parents as well as the student who is going through the process of surrender. The student experiences considerable anxiety and turns to heavier use.

*Without PRT availability Chemawa simply cannot have a meaningful substance abuse program.* We have many chemically students enrolling year after year. We lose 50% of our students for many reasons—foremost among them are substance abuse related behavior.

The three deaths of students on campus over the past 20 years were each drug or alcohol related. Each summer we hear of alcohol related deaths of our students. This summer one of our chemically dependent students on hold for PRT bed space was injured after being found intoxicated on a railroad track.

It is the position of the school that chemically dependent students will be released from school if we cannot place them in primary residential treatment facilities.

F. POST CARE PROGRAM

1. Post care services included:
   a. Two 1 1/2 hour support group sessions a week.
   b. Off-campus retreats designed with combinations of group discussions, self esteem building exercises and therapy experiences.
   c. Student led AA meetings once a week on campus.
   d. Off campus NA and AA meetings - once a week - should be available daily - especially critical as number of post care students grows. We are limited by sufficient number of staff and vehicles to do this properly.
   e. UAs to verify sobriety
i. Daily follow-up with student- i.e dorm adjustment, group attendance

j. Mental health services.

h. Individual Counseling and intervention by Residential Social Services, and CAEC staff

i. IRG Dorm Placement with positive reinforcement program and regular dorm staff contacts and support groups.

j. IRG on and off campus activities and special post care sobriety alternative activities.

2. NUMBER OF STUDENTS RECEIVING POST CARE - 29

a. Successful: 24 Students

5 graduated
17 will return to Chemawa this Fall
1 family responsibilities prohibit return
1 may return this fall

Total 24
Twelve of these students have spent time in TLC.

b. Unsuccessful: 5 Students

2 referred to summer long outpatient programs. Need period of verifiable sobriety before return to school in fall
2 have repeated PRT - remain in relapse at last contact
1 doing follow-up at this time

Total 5
Two students were in the TLC program. The program did not exist when the other students were in continuing and serious relapse.
Sixty students within the school year received group services twice a week. Initially the groups were held for 8 weeks and later in the year for a 16 week block. Random UAs were part of the program as well as alternative activities. About 50% were receiving IRG services.

Of the originally assessed 64 students 18 were re-evaluated and transferred to the chemically dependent program. These are included in our CD group of 103 students. An additional 4 dropped out of school or remained unserved for other reasons. At the end of the school year there were a total of 43 students remaining assessed at the abuse level.

<table>
<thead>
<tr>
<th>Students</th>
<th>Outcome or action planned</th>
</tr>
</thead>
<tbody>
<tr>
<td>19</td>
<td>Successfully completed abuse groups</td>
</tr>
<tr>
<td>4</td>
<td>Will be returning to school in the fall and need individual counseling by abuse counselor.</td>
</tr>
<tr>
<td>20</td>
<td>Will be placed in abuse groups when they all return in the fall.</td>
</tr>
<tr>
<td>43</td>
<td>Total students at end of school year.</td>
</tr>
</tbody>
</table>

Page 10
H. MISUSE GROUPS

<table>
<thead>
<tr>
<th>Students</th>
<th>Action or Service</th>
</tr>
</thead>
<tbody>
<tr>
<td>16</td>
<td>Successfully completed</td>
</tr>
<tr>
<td>24</td>
<td>Re-evaluated at abuse level and move up to abuse level</td>
</tr>
<tr>
<td>3</td>
<td>Carried over to fall</td>
</tr>
<tr>
<td>3</td>
<td>Dropped and will not return</td>
</tr>
</tbody>
</table>

46 Served primarily with educational misuse group

1987/88 PROGRAM SUMMARY

This was an initial program year in which a treatment rather than a disciplinary behavioral control emphasis predominated at Chemawa.

Program services in all areas were being developed throughout the school year. This was a year of dramatic transition as together we determined the most appropriate policies and services needed to make the program work in a boarding school setting. As program segments came into place during the year, student retention and response improved. The climate and behavior was so changed by the close of the school year that drinking behavior was significantly reduced by the last two months of school -- a time when historically these behaviors have accelerated. During the last two months of school the temporary holding area was in use twice for a total of 2 students.

Many significant factors played a part: IHS funding for PRT; outstanding alcohol counselors able to provide group work services of a high caliber; the joining of forces -- CAEC, Social Services and Residential enabling the refocusing of the IRG Program; a high level...
of parental support for the services needed by their students; the School Board's commitment to policies reinforcing student participation in treatment; BIA Education substance abuse funding; Red Willow opening the TLC Program and we could go on.

This year we took the first step and moved a long distance. We cannot go back - We need to forge ahead this coming school year toward our goal to have a drug and alcohol free campus within five years.

III. PROGRAM NEEDS 1988/89 SCHOOL YEAR

- Available PRT for all CD students
- Available transitional living program for students unable to cope with full time campus re-entry. There is an equal need for the transitional living program for relapsed students.
- A van and driver with alcohol counseling ability to make available community NA/AA meetings and teen sobriety activities for post care students 5 to 7 nights a week. Transportation to support the student substance abuse program is critical.
- Female alcohol counselor at CAEC to assist with increasing numbers of post care students. We will begin the school year with 20 at a minimum.
- Academic coordinator to assure PRT students are receiving appropriate school work; evaluate credit earning potential of PRT programs and assure provision tutorial services for post care as well as abuse level students behind in their school work.
- Revised post care program establishing program content related to length of sobriety and encompassing relapse consequences and needs.
- Set goals for increasing campus community awareness of program especially among academic staff.
Program information dissemination for parents of students generally and for all parents of students assessed at the chemically dependent level specifically.

Increase awareness of the extent and seriousness of the problem of substance abuse among enrolling students. Students' lives are at stake and anyone concerned with Indian Education and Health Services - here or at home needs to own the problem as much as the chemically dependent student and his family.

Establish policy that chemically dependent students will be medically and/or administratively released if there is no reasonable availability of PRT with the understanding we will seek out PRT within school and IHS staff resources and funding constraints.

Give more emphasis to the mental health needs of dual diagnosis students and those in Special Education needing individually designed programs. Special Education students who are assessed as Chemically Dependent will not be released unless recommended by the Chemawa Multidisciplinary Team and IHS physician.

A safe and properly staffed and programmed holding facility is a critical need.

Urinanalysis screening funds are inadequate and limited now to CAEC. Funding levels must be increased to meet even current program level needs much less the growing need as the program develops. (Alcohol screening is done by breath-alizer.) A policy regarding drug screening of suspected users needs development in our 5 year plan toward a Drug and Alcohol Free Campus.

[Signatures]
October 4, 1991

Dr. Eddie Brown
Assistant Secretary, Indian Affairs
Mailstop 4140-HIB/Code IA/00
1640 C Street NW
Washington, DC 20240

Dr. Everett Rhodes
Director, Indian Health
Park Lawn Bldg.
5600 Fishers Lane
Rockville, MD 20857

Gentlemen:

Report on Mental Health Needs of Native Americans in Off-Reservation Boarding Schools and Home Environments.

This report is being sent directly to you because of the significant nature of the epidemic problems of Native American Youth attending off-reservation boarding schools (ORBS) from all reservations. These problems are not the result of attendance at ORBS. They are the result of many issues not being responded to appropriately by agencies at the student's reservation and in their homes. Further, the issues of service provision and solutions are not within the domain of one agency, division or program. All areas of service must be impacted for appropriate service provision. This includes services being provided by the Bureau of Indian Affairs (BIA) and Indian Health Service (IHS) at off-reservation boarding schools.

After consultation with Dr. Deloris Gregory, Chief, Mental Health Program for the Portland Area Office of Indian Education, and other IRS and BIA professionals, it was my professional opinion that this information should be provided to you directly rather than through the numerous division and program administrators. It is recognized that administrative decision making and planning must occur at your level, in consultation with the directors of the various programs, to respond to these multifarious issues for the next and subsequent fiscal years.

During the summer months of 1991, Chemawa Off-Reservation Boarding School established an interagency committee to develop a plan of services and programs that could respond to the identified needs of students attending Chemawa. This was a continuation of efforts initiated at Chemawa in 1987 to identify and provide better services, such as the current alcohol and drug program at Chemawa. Members of the committee consisted of personnel from the Portland Area Office of Indian Education, the Portland Area Indian Health Service and BIA/IHS staff at the Chemawa Indian School and Health Clinic.
Based on the identified needs of current students, it was determined that a joint model dormitory program should be developed. Initially, the program is being designed to provide service for twenty (20) students identified as most in need as determined by a joint screening committee. Other students will be provided service as needed staff are employed. Training of current staff is completed and funding for the program is identified. Initial funding for staff is being provided by IHS Mental Health Programs and BIA Special Education funding. All students in the initial program will be high service emotionally disturbed students in special education. Their placement in this program is the only option other than institutional placement or to return home with no services.

Responding to these issues on September 12-19, 1991, an interagency team from the Portland Area BIA and IHS and Chemawa provided a comprehensive school-wide Mental Health Screening of 280 students from ages fourteen (14) through twenty-two (22). The team was comprised of psychologists, psychiatrists, nurses and educational personnel from the two agencies. This screening responded to the recognition by Area and Chemawa BIA and IHS staff and past studies that students attending Chemawa were increasingly experiencing mental, physical, social and educational problems that could not be met with existing services and staff.

The purpose of this screening was to determine the major areas of need for students attending Chemawa in order that a program of services could be designed to better meet the identified needs. Areas of investigation included mental and physical health, social environments and educational needs, with mental health being the primary area of concern.

The screening categories consisted of depression, violence, suicide (attempts and ideation), drinking and drug abuse, sexual attitudes and involvement, social support and family environment, medical attributes, educational abilities and attitudes, nutrition. Other information gathered concerning stressful life events and other related psychosocial correlates.

While the survey provided to the students is not exhaustive, it is clear that the issues identified from the data is a true definition of student population needs at Chemawa and in the BIA’s boarding school system. The preliminary findings indicate increasing dysfunction in all areas investigated and that services from both agencies are not being appropriately provided. The majority of students screened (approximately 95%) are reporting critical medical, social, mental and educational needs that have not and are not being met.

The data from the mental health screening collaborates other valid studies completed on this population in the past ten (10) years. All studies clearly indicate the needs of the students extend far beyond the boundaries of any program or reservation and are becoming more severe. The lack of these appropriate services from all programs, provided directly by the IHS or BIA, or contracted, whether they be medical, social and mental health, educational, or law enforcement, border on criminal neglect. It is also
true that Chemawa and other off-reservation boarding schools and IHS clinics are receiving students that they cannot presently serve with existing funding and staff.

The results of this screening are not complete as newly arriving students are being screened and the data must be compiled. This data is being summarized and will be provided to you within two months. I am including in this report studies completed in 1987 by Dr. Dinees, that investigated similar areas, and Mr. Shadbolt's study completed at Chemawa in 1988, for your review. Studies completed at Stewart Indian School in 1979/80 and in Washington State in 1980 are available from the Indian Health Service. Office of Mental Health Programs.

The following is a brief description of current results:

(1) Students are reporting more suicide attempts and suicidal thoughts than reported in past clinically significant screenings:

(2) Violent behavior, violent ideation and depressive behaviors are increasing. More students are indicating violent episodes and thoughts:

(3) More physical, mental and sexual abuse are being reported by the students. Most of these have been reported although little action appears to have occurred on the part of law enforcement and social services.

(4) Most students are more involved with drug and alcohol use. Frequency, pattern, amount and severity of usage is greater. Abuse is becoming more common.

(5) Students are reporting significant medical needs that have not been corrected. Many issues are life threatening and have not been followed up on by medical staff, some have not been acted on at all.

(6) Social and family issues are epidemic. Extreme violence, alcohol and drug abuse, physical, mental and sexual abuse now seem to be the norm of the student's families. There appears to be a serious breakdown in the provision of social services and child protection.

(7) Students are reporting more sexual active behaviors. Many students still do not use birth control or practice safe sex methods. Culturally relevant and effective methods of HIV education are vital within this population due to the potential spread of AIDS within the young population, their partners and their future offspring. Additionally, if these young people are raped, their offenders are at risk as well as the offenders future victims.

(8) More students are indicating serious, binge-related eating
Nutritional issues are becoming more prevalent. Additionally, nutritional issues are becoming more prevalent.

(9) Students are three (3) years or more behind academically.

(10) Students being sent to Chemawa are not being provided necessary, or appropriate medical, social and educational screening. Most students records do not contain information needed to determine appropriate services.

While this list does not include all areas of need, it does give you a sobering indication of the treatment needs of students being sent to Chemawa and other Off-Reservation boarding schools. Even if students are over-reporting difficulties, the needs are still epidemic. There is not a lack of awareness of identified problems facing Native American youth. This has been known for some time. Attempts have been made to correct some of the problems with varying degrees of success. However, the current awareness of the high levels of pathology is of grave concern. The population of students attending Chemawa and other Off-Reservation boarding schools is an extremely high-risk group of Native American adolescents that have critical psychological and social dysfunction. Trupin's comparative study of overall serious emotional disturbances in American Indian youth in Washington State verifies that Native American students are experiencing serious emotional disturbances.

Nonetheless, the current funding and programs, both in the BIA and IHS, at ORBS do not provide needed staff, programs or facilities to even marginally meet these needs. Distinct ORBS programs need to be developed with appropriate staff and funding to provide needed treatment to overcome these problems as much as possible. This can not be done with current funding mechanism and philosophy.

This is true of programs on reservations nationally. In the past, lack of awareness of epidemiology of identified problems and extraordinarily high levels of pathology of students has caused condemnation of BIA educational programs and resulted in current attempts to close the off-reservation boarding schools and associated IHS facilities. At the same time little or nothing has been done to increase appropriate services on reservations, resulting in reduced program services to adolescents in need.

As a result the various reservations send students to off-reservation boarding schools as they do not have necessary programs or staff. Social service staff do not provide needed data on students as they suspect students will not be accepted into an ORBS where the students may receive better services. At the same time, ORBS accepts these students without needed information as funding is based on student count. Everyone in this...
It is known that many of these students will not receive needed services that the majority will lose or be deprived from school. They will that they will return home to the same dysfunctional families and inadequate environment. These same students will still need medical, mental, social and educational services. They will not have, nor will they have received, the emotional support and environmental structure necessary to promote behavioral adjustment.

Some positive efforts are being made by the BIA and IHS to isolated portions of these problems by targeting drug and alcohol, suicide and other educational, mental and social health issues. However, a fragmented approach will not likely overcome the epidemic dysfunctions being faced. A coordinated effort is needed that will utilize all current services while expanding interagency efforts to overcome this problem. This includes the acceptance and utilization of ORBS as an interagency alternative psycho-educational treatment facility that provides holistic psychological, social, medical and educational services.

As noted above, efforts have been made in the past several years to close ORBS. While ultimately that is a desirable goal, my professional opinion is that there are insufficient services on reservations and in Alaskan Native communities to justify this. What is needed is exactly what the BIA and IHS are attempting to do at Chemawa. This new program is being designed to provide holistic mental, physical, social and educational services for the identified population. Additionally, it will impact all levels of service delivery including home-based and transitional services to and from home reservations.

Redefining and developing interagency services and interfacing these with local community programs is a logical step to services being provided. The following are recommendations for your consideration regarding positive approaches and options that can create an interagency service model to reduce the significant difficulties facing young Native Americans. While some of these recommendations are not new, they are still appropriate for services needed:

1. Designate Chemawa as an "Off-Reservation Alternative Boarding School (ORABS)" that recognizes that students have needs that cannot be met by either the BIA or IHS alone. The provision of an alternative program operated conjointly by the BIA and IHS utilizing a formal interagency agreement is appropriate and will be able to provide services that neither alone could. A formal interagency agreement would represent our identification of student problems and would provide a needed program and staff response.
The BIA would provide educational and vocational services based on student's educational needs.

The BIA and IHS would conjointly provide homeliving services via a formal interagency agreement with professional staff and Para professional staff trained to work with adolescents with the identified educational, mental, social and health needs.

IHS will designate Chemawa as a school health facility and staff would be provided for adolescence services. or staff in the Western Oregon Service Unit will be identified specifically for Chemawa from all departments. Staff will be available twenty-four hours per day.

Chemawa will become a closed campus and fence will be placed around the facility. No one would be allowed in without appropriate authorization. Students would be allowed off campus with a pass.

There have been positive efforts made in the past two years by the BIA and IHS to some of the identified problems. by targeting drug and alcohol, suicide, educational need, and mental health and social service issues. But limited funding due to the BIA ISEP funding mechanism simply does not provide sufficient fiscal support.

The ISEP formula does not take into account the needs of ORBS students or programs. While the formula may work reasonably well for day schools, it does not begin to meet funding needs of dormitory programs providing education and homeliving services to students at risk. What is needed by ORBS is a new funding mechanism, based on a submitted budget developed by each ORBS that would become a line item of the budget submitted annually to Congress. This funding mechanism would provide a realistic budget that would allow for needed staff and redefining of the ORBS service model to more appropriately meet student needs.

The provision of a line item funding mechanism would provide a more realistic approach to needed services and would effect communities as well. This would allow:

(a) Professional educational, homeliving, mental health, and social services staffing according to students needs:
(b) Development of appropriate student selection criteria and appropriate planning for students prior to arrival at school.

(c) A year long program for students in need:

(d) Needed mental health and social services; and

(e) The development of needed transition services at the schools and home communities from all care providers.

(3) Funding for IHS clinical services at ORABS should have a separate budget and funding sources from other community programs. All funding identified for mental health dormitory programs should be provided to these dormitory programs for staff and services.

(4) Existing services, and those being developed, such as the alcohol and drug program now at Chemawa, suicide prevention programs, therapeutic recreation programs and transition services, will all be incorporated in the alternative program being proposed.

(5) The screening project conducted at Chemawa to include:

(a) Other ORBS:

(b) BIA and Tribal Boarding Schools; and

(c) Public and private schools on reservations if possible.

This will allow for the development of a standardized screening instrument to identify student needs and orient local program efforts. This should be completed by cost sharing between IRS and BIA.

(6) Social workers will be provided at all ORBS to provide needed case summaries and needs assessments. These Social Workers can also be utilized as case managers that can begin to develop transition services from community to programs and back. Social workers on reservations and within communities will also be identified on reservations for similar purposes. All BIA and IHS P.L. 59-638 contracts for these services on reservations will contain statements in the scope of work to ensure coordination of these services.

(7) BIA/IHS, Tribal and Contract Law Enforcement. Social
Services. Medical and Mental Health and Educational agencies need to develop a coordinated effort to deal with the amount of reported abuse. It appears there are many cases not being acted on, and Child Protective Teams are not being effective. It is hoped that this summary and these recommendations, while not exhaustive, will provide you with information to formalize a plan of action to respond to the identified needs. If you have further questions or desire to discuss these recommendations further, please contact me at (503) 230-5682 or FTS 429-5682.

Sincerely,

Dr. Carl Cooley
Area Psychologist

Enclosures: 1. Indian Adolescent Mental Health Screening Project
2. A Mental Health Promotion Program

cc: Ed Parisian, Director, OIEP
Ron Eden, Acting Deputy to the Assistant Secretary, Indian Affairs
Dave Hickman, Chief, Social Services
Keener Cobb, Chief, Branch of Exceptional Education, OIEP
Dr. George McCoy, Deputy Chief, Mental Health, IHS
Dr. George Brenneman, Chief, Maternal & Child Health, IHS
Stan Speaks, Area Director, Portland Area Office
Congress of the United States
House of Representatives
Washington, DC 20515

April 9, 1992

Assistant Secretary Eddie Brown
Bureau of Indian Affairs
Department of the Interior
1800 C Street, NW
Washington, D.C. 20240

Dear Mr. Brown:

I write to request your immediate and personal attention to reports of sexual abuse of students at the Wahpeton Indian School in North Dakota. I am requesting that you immediately appoint an emergency child protection team to ensure the safety and welfare of students at the school. I also urge that you set up a federal review panel to examine the longer-term issues of mission, staffing, and student placement at Wahpeton. I understand that North Dakota Governor George Brown has made a similar appeal to you and your staff.

My request was prompted by longstanding concerns about Indian child welfare and the Wahpeton Indian School and by recent communications from the North Dakota Department of Human Services and State Health Department. State officials have informed me that the state Child Protection Team has been approached by the Wahpeton Indian School to help it address problems of sexual abuse of one or more students at the school by other students. I understand that in response to my inquiries, school officials inform me that they have sought help to deal with this problem, that they are striving to address it, and that the reported problem involves students -- not school staff.

Nevertheless, I regard the request to me from state officials as an emergency call for top-level intervention. I have brought this matter to the attention of Chairman George Miller of the House Interior Committee and will pursue appropriate action with him. However, I do request that you undertake extraordinary steps as the official with ultimate management responsibility for the school. May I offer two recommendations?

Step one should be appointment of a child protection team, which might include professionals from the Bureau of Indian Affairs and from the North Dakota Health and Human Services Department. The enclosed letter includes a list of individuals who might assist the OIA in such an undertaking. This group should treat the present situation as an emergency and recommend an immediate management plan to safeguard all students at Wahpeton Indian School.

Step two should be establishment of a federal review panel, which might draw upon the services of individuals on the special child protection team, to analyze whether the school's current mission as a residential school matches its current requirements to provide residential treatment. I believe that the panel should make comprehensive recommendations about staffing, student placement and screening, and the school's future mission.

[Signature]

BEST COPY AVAILABLE
Dr. Brown

I don't wish to overstate the seriousness of the problem without the benefit of a full report on the situation. I also reiterate that school officials are trying to manage the situation with existing staff. However, I feel obliged to pass along the concerns and recommendations of state officials and to urge that you take whatever actions are needed to protect the students at the school, including the detailing of temporary staff.

I understand that our staffs have had some preliminary discussions on this matter. However, I would like to discuss with you the EIA's plans for immediate and long-term child protection at Wahpeton. Please let me know as well how I might assist in ensuring that all Indian boarding school students have a safe environment in which to learn and grow. Thank you for your cooperation and urgent attention to my requests.

Sincerely,

Byron L. Dorgan
Member of Congress

Bill, Dr.
Encl.
cc: Gov. George Deinner
Chairman George Miller
INDIAN ADOLESCENT MENTAL HEALTH SCREENING PROJECT
CHEMAWA INDIAN BOARDING SCHOOL

SUBMITTED BY
Norman Dinges, Ph.D.
Sandra Joos, Ph.D.
Greg Clarke, Fn.D.

Project RA: Quang Duong-Tran

Final Report to the Mental Health Program
Portland Area Indian Health Service
Contract # 248-86-0079

Psychiatry Department
Oregon Health Sciences University
3181 S.W. Sam Jackson Park Road
Portland, Oregon 97207
October, 1987

DO NOT COPY. CIRCULATE OR REPRODUCE IN ANY FORM
EXECUTIVE SUMMARY:
INDIAN ADOLESCENT SCREENING PROJECT
CHEMAWA INDIAN BOARDING SCHOOL

The following summary condenses the more detailed report below of a project to develop, administer and validate a mental health screening measure for American Indian adolescents.

After developing and pre-testing a general mental health screening measure, a schoolwide survey of 250 students was conducted in April of 1987 at the Chemawa Indian Boarding School, Salem, Oregon. Approximately 230 valid surveys were returned for a response rate of 92% of the available students. All students who responded to the screening survey were also interviewed individually with the National Institute of Mental Health-Diagnostic Interview Schedule for Children.

The screening measure consisted of major categories of diagnostic concern (e.g., depression, suicide, drinking and drug abuse) for American Indian adolescent populations. Additional information regarding stressful life events, social support and other potential psychosocial correlates were included as a means of enhancing the interpretation of screening results. The following are the key results of the screening efforts:

1. Approximately 62% of the students exceeded the Depression screening threshold of 16 or greater total score on the Center for Epidemiological Studies Depression Scale (CES-D). This is roughly double the incidence for non-Indian adolescent populations. Sex but not age was significantly related to scores, with more females having total scores of 16 or greater.

2. Approximately 73% of the students exceeded the Drinking threshold screening score composed of questions relating to frequency, pattern, amount and severity of drinking behaviors. Neither age nor sex were significantly related to the Drinking screening index.

3. Approximately 42% of the students exceeded the Drug threshold screening score composed of questions relating to frequency, pattern, amount and severity of drug use behaviors. Neither age nor sex were significantly related to the Drug screening index.

4. Approximately 32% of the students reported thoughts about suicide that would be considered clinically significant. The majority of such responses did not indicate an intention to act out the suicidal thoughts, but a smaller number of students did express serious suicidal intent. Sex, but not age, was significantly related to suicidal thoughts with females expressing more thoughts without intent to act on them while males expressed more serious suicidal thoughts with intent to act them out.
5. Approximately 18% of the students reported past suicide attempts. Both age and sex were significantly related to reported suicide attempts. Students aged 16 and older reported more attempts than those 15 and younger, and females reported more attempts than males.

6. The Depression, Suicide, Drinking and Drug screening indices were all significantly related to the corresponding diagnostic status of students as determined by the individual NIMH-Diagnostic Interview Schedules. These results support the usefulness of the screening measures in identifying those students who are currently experiencing or maybe at-risk for psychiatric disorder or serious psychological dysfunction.

7. The results of the individual interviews indicated that diagnoses of Depression, Suicidal Thoughts, and Suicide Attempt were significantly related to one another but not to diagnoses of Drug and Alcohol Abuse or Dependence. Diagnoses of Drug and Alcohol Abuse or Dependence were significantly related to each another.

8. When combined with specific screening indices, psychosocial variables also added significantly to predicting whether students were in a diagnosed or non-diagnosed group for each of the respective diagnostic categories.

9. The screening population in this project represents a very high-risk group of American Indian adolescents that is characterized by a high prevalence of psychiatric disorders and serious psychological dysfunctions. The majority of these problems appear to be currently undiagnosed and untreated.

10. The diversity of distinct and overlapping problems found in the screening population will require different treatment approaches and treatment modalities. Significant levels of clinical depression were diagnosed among students who were neither abusing nor dependent on drugs or alcohol. By contrast, significant levels of drug and alcohol abuse or dependence were diagnosed among students who were not clinically depressed. Smaller numbers of students had combined diagnoses of depression and drug abuse or dependence.
RECOMMENDATIONS:

The current screening effort, the first of its type and scope in the history of the Indian Health Service, has made major progress in constructing a valid mental health screening measure for at-risk Indian adolescents. Based on these outcomes, several recommendations are made, as follows:

1. Mental health screening efforts should be continued at Chemawa Indian Boarding School and expanded to include other off-reservation boarding schools, contract schools and public schools serving large enrollments of Indian students. These efforts will provide the opportunity to both refine and cross-validate the current screening measure and to increase its value in establishing mental health service needs and the resources required to meet these needs among Indian adolescents.

2. Treatment programs for Indian adolescents experiencing clinical depression and associated problems are severely limited and grossly inadequate. Substantial additional resources are required to address this problem. Immediate attention is required to provide culturally relevant, age-appropriate and demonstrably effective treatment interventions for clinical depression among Indian adolescents. Evidence from studies of non-Indian populations indicates that the long-term health consequences of untreated depression are more severe and potentially chronic psychiatric disorders, as well as a variety of associated mental health problems which impact seriously on families and communities. Similar outcomes can reasonably be predicted for untreated depression among Indian adolescents.

3. Preventive efforts are required to bring about an overall reduction in the prevalence of depression, drug and alcohol abuse or dependence among Indian adolescents. Substantial resources are currently and appropriately being focused on preventing drug and alcohol problems in this population. Similar amounts of resources are needed to develop and demonstrate the preventive potential of mental health interventions for clinical depression and associated problems among Indian adolescents.
AN INITIAL CONCEPT PAPER PREPARED FOR
AN ALTERNATIVE INDIAN BOARDING SCHOOL (PROVIDING A
THERAPEUTIC LIVING ENVIRONMENT WITH ENRICHED EDUCATIONAL,
INTRAPEOPLE, AND SOCIAL LEARNING OPPORTUNITIES)

An Initial Concept Paper Prepared by:
Indian Health Service, Office of Mental Health Programs,
July 16, 1980

INTRODUCTION

During the House Appropriations Subcommittee hearings on March 19, 1980, Congressman Sidney Yates, Chairman, made inquiry of Drs. Emery Johnson and Joe Exendine, Indian Health Service, regarding the mental health care and treatment of students within the BIA boarding school system. This dialog, contained in approximately 143 transcribed lines, contained several major questions and observations which required additional exploration and discussion. Congressman Yates asked Dr. Johnson to consider the issues raised and report back to him as soon as possible.

This concept paper represents the initial IHS response to the Congressman's interest and questions. It also provides the vehicle for Drs. Johnson and Exendine and other IHS professionals to set down some brief but important ideas regarding how the Federal Government might better address the well documented needs of the boarding school population. The major emphasis of this paper, however, will be a special group within the broader population, namely those socially/psychologically/educationally dysfunctional students who are attempting to make their way through residential educational systems currently in operation.

In exploring the issues raised in the referenced hearings, we have consulted with a select group of psychiatrists, psychologists, pediatricians, social workers, professional educators and others within governmental, university and private sectors. Opinions of students in various surveys, as well as program experience and clinical impressions, have also been built into our response. This paper, obviously, is neither comprehensive nor exhaustive but briefly presents workable ideas which can be further developed and programmed when the "go ahead" is given. We have assured that a need exists for it has been well documented across many years by many different agencies and researchers. The general format we will follow is to initially (1) present a schematic which reveals the current location of school-age Indian children and suggests ways for more effective and appropriate intervention and (2) share the brief philosophy of child and school mental health which undergirds our plan. We will then respond specifically to the following questions and issues raised at the March 19, 1980, hearings:
I. Which children/youth are in need of what types of services?

II. What kind of school is needed for these special children?

III. What kind of a facility is needed?

IV. Where could this school be located?

V. What will the program cost? Where are possible sources of funds?

School Age Indian Children

The American Academy of Pediatrics (AAP) in its 1993 study and report of the health status and needs of Indian children in selected BIA boarding schools, suggests a four-level pyramid model for supporting normal development in Indian Children (K-12). We have diagrammed, modified, and expanded this model to produce the following schematic:

Schematic I
Current Educational Settings for Indian Children and Youth (K-12) with Proposed Interventions
Sections of this paper which follow will explain this model but will particularly focus on "2" the Alternative Boarding School.

Brief Philosophy of Indian Child and School Mental Health

1. The ideal for every child is to be at home with loving parents. Where this is not possible we believe it is generally in the best interest of the child to remain on reservations in foster or Tribal group home placement and attend local schools. We feel that Tribal group homes should be developed as preferable alternatives to away-from-home boarding schools.

2. If Indian children attending boarding schools are to enjoy a life environment approximating "normal" there must be a separation of education and home living functions. Such a separation allows surrogate parents to fulfill an advocacy and supportive role while permitting children the necessary refuge from the structure and regimentation of school. Where the BIA provides education in boarding schools, we strongly believe that the Tribes, other agencies, or special contractors should provide the supportive home living environment. When no other entity can be found to provide this need, the BIA may be forced to assume this role. In any case, we feel that the school superintendent or principal should have no administrative control over the home living facility (just as with parents). As with normal families, educators should be made accountable and responsible to parents (or surrogates) not vis a vis.

3. No matter what the plan or design for boarding school or residential treatment facilities, the key ingredients to a therapeutic living community are the attitudes of administration and staff. When personnel are positively motivated, concerned and eager to do what is best for the child, training can focus those energies to improve almost any child's status. Without this motivation and concern, however, no amount of training will lead to attitudes and environment which foster positive child development. While we advocate for significantly better facilities, equipment, and other resources in education and home living, the greatest need is for a cadre of care givers who radiate self-respect and genuine respect for children.

SPECIFIC ISSUES AND QUESTIONS

1. Which children/youth are in need of what types of services?

1/ Appendix I contains a second schematic which further illustrates the relationships of items 1-4 as well as the current Indian Children's Program.

2/ This separation is required of surrogate parents in the final regulation for "Education of Handicapped Children" to avoid conflict of interest (Subpart E-Procedural Safeguards), 321a.514 Surrogate Parents (see Appendix II).
"Dr. Johnson. Mr. Chairman, if we are going to have boarding schools, it seems to me it has to be very carefully defined what is to take place in them. In order to do that, you have to define what type of children are going there and what types of professional support are required to give them an adequate education... and it is not just teachers and it is not just matrons.

As I have looked at this, and my experience goes back a long way with boarding schools—much of what we do in our school health centers is really dealing with not the physical needs of children, but the emotional needs."  

Hearings Transcript, Lines 1189-1199

Based on the pyramid model, we will briefly consider the broad spectrum of student and program needs indicated (alphabetical and numerical notations refer to Schematic X).

A. Children who stay within the home community and attend public, EIA, or mission schools (I and II). "Local community prophylactic and treatment programs should be the emphasis for the approximately 225,000 children in the first two levels of this pyramid. The establishment of this system will require the integration and support of existing local programs with the development of new programs. Such an approach is of great long term importance but will require extensive planning, legislation, and funding over a period of several years."

Over the past several years there has been a consistent decline in off-reservation boarding school enrollment. With a concomitant increase in Indian children of school age, this suggests that more children are attending school at home. Tribal leaders have frequently expressed their preference for local school attendance. Some tribes have developed tribal group homes to allow children from disrupted families to stay on reservations and attend local schools. Although many of these students must travel daily long distances by bus and are often victimized by discrimination in off-reservation day schools, the benefits of "coming home" after a day away at school outweigh the liabilities. Programs designed to assist Indian students succeed in local schools and to reinforce parental involvement in the educational process are needed. As recommended by the AAP, these needs should be studied and enrichment programs instituted if long term benefits are to be derived.

B. Children who attend BIA and Tribal boarding schools (III). The
AAP 1980 report, while supporting the desirability of local school-
ing and living at home as the goal for most Indian children and youth,
recognizes unique needs which mandate the existence of boarding schools
where approximately 15,000 students are in attendance. A great deal
has been written for many years regarding problems associated with BIA
boarding schools but the essential fact remains that there continues to
be a place for several of them to accommodate the needs of many students
who have no other viable option to home living and a formal education.

The primary purpose and mission of BIA boarding schools remains to
provide a sound basic education. The current BIA practice still ignores
the prepotent need for supportive surrogate parenting and home living.
Adequate resources have never been allocated to create an after-school-
hours family-like support system. We have recently come to recognize
that the BIA may be in a very untenable position in respect to their
dual roles in boarding schools. Although the language of the PL 94-142
Regulations applies to more formally structural “surrogate” parents, it
seems to suggest that the BIA may be in conflict of interest by unitary
administration of both education and home living services in any school.

The IES experience at several schools, as well as recent BIA PL 94-142
diagnostic screening, reveals that a range of 35-55% of students currently
enrolled in boarding schools may be classified as “handicapped” in one or
multiple areas. It has been estimated that a majority of all off-reserva-
tion boarding school students are “social” placement, and not enrolled
principally to obtain an education. In light of this, it is important to
distinguish between at least two classifications of boarding school
students: (1) adjusting-academically adequate persons and (2) maladjust-
ing academically deficient persons.

1. The adjusting-academically adequate student. There have been
numerous indications that among students in this category entering BIA
boarding schools, many are discouraged and actually harmed by a system
which does not build on their strengths. Understaffed and negligent
home living programs, inadequate counseling services, negative peer
pressure, inferior educational programs, etc., too often contribute to
reduced self-esteem and frustrated life goals. Thus, there continues to
be a great need to improve not simply the educational programs, but also
the home living and supportive services in every boarding school. Recent
BIA cutbacks in social service and counseling programs are contraindicated
by all of the evidence at hand. The AAP suggests that an increase in quality
and quantity of residence hall staffing, to provide at least one duty
individual for every 10 students during the day and evening hours and
one mental health professional for every 10 residence hall staff persons,
would produce a major change in the behavior and performance of all
boarding school students. They report “previous work . . . indicates
that the most effective way to impact on the lives of the boarding school

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student is to provide an adult support system for students living in a small group environment approximating a large family unit. 4/

As previously stated, we recommend that the home living function of all BIA boarding schools be removed from the management of school administrators. The AAP further recommends that residence hall staff need to be better trained and upgraded, that mental health programs need to be an integrated part of the entire school system, and that the BIA furloughing policy for the majority of residence staff needs to be abolished in the interest of better retention and training of these important workers (see Appendix III).

2. The maladjusting-academically inadequate student. There are a number of ways in which this category of students may be described. In the State of Kansas System for classification of "levels of care", similar to many other states, we are speaking here of a range of students who might span levels III-IV in respect to social-behavioral problems (see Appendix IV). Most of these students may be certified as eligible for PL 94-142 assistance.5/ These are the socially, psychologically, educationally, or physically dysfunctional children who bounce from placement to placement and often end up as drop outs, chemical abusers, unemployable and sometimes as suicides. Unfortunately, these large numbers of youth (approximately 35-55% in high school boarding schools) show up on campus and are usually treated as any other student. It is on this special population that this concept paper will focus and for whom we recommend the "alternative boarding school" model which provides a therapeutic living community.

c. Severely impaired children who need definitive diagnosis and effective treatment (IV). The FY 78 "Child Find Study" conducted by the IHS, after a search of medical records, revealed as many as 30,000 children and youth (ages birth-21) suffer from major handicapping disorders. The current Indian Children's Progress and Joint RD-IHS Child Study Project are focusing on this population on a limited geographic basis due to monetary and staffing restrictions. Some of these children are hidden within home communities, many are receiving limited treatment, some are being inappropriately diagnosed and treated, and a few are receiving adequate care. The IHS has proposed the Indian Children's Village as a short term diagnostic-prescriptive center to deal with this population. Once a full evaluation is made of each child and a definitive treatment and follow-up plan implemented, many of these children could return home and to local

5/ Such as mentally retarded, orthopedically impaired, other health impairments, seriously emotionally disturbed, specific learning disability, speech impaired, visually impaired, etc.
schools or enroll in boarding schools. Some of these children will, of necessity, require long term treatment or custodial care in State or contract facilities. At present through the Indian Children’s Program, the efforts of Tribal, BIA, State, and IHS personnel and facilities in many communities, the ‘Host in Need (HIN) project and contracts with medical schools and residential treatment centers, we are minimally addressing the needs of these youth and children. There is need for improved and expanded interagency cooperative efforts, better coordination of existing services, and expanded resources to adequately attack the problems presented by children and youth at this extreme. Documents describing an Indian residential diagnostic/prescriptive/treatment program have been prepared by the Indian Children’s Program and the Native American Research Associates.

II. What kind of school is needed for these special children?

“Mr. Yates: Do you have an idea of the kind of school you want? Dr. Johnson: Yes.”

Hearings Transcript, Lines 1121-1125

“Mr. Yates: Let’s see where we go on this. The important thing is to take care of the kids.”

Hearings Transcript, Lines 1152-1153

“Mr. Yates: Are you in the business of taking care of exceptional kids?”

“Dr. Johnson: That is the point. Somebody needs to take a very careful look at boarding schools in general because our experience in a couple of places and where we have made some fairly careful studies suggests that the boarding school is in fact a repository of exceptional children.”

Hearings Transcript, Lines 1157-1163

The first issue presented an overview of a pyramidal model useful in describing the educational-treatment continuum in which Indian children and youth are placed. This section will more closely examine “alternative boarding schools” for that special segment of “maladjusted and academically inadequate” students represented by “I” in the pyramidal schema. Most students included in this category will be certified in terms of 22 94-142 diagnosis noacclature. As stated before, estimates range from 25-55% of all students currently enrolled in off-reservation BIA boarding high schools fall into this category. We suggest the establishment of an initial model alternative boarding school with other units as needed to be subsequently developed after gaining two years of experience.

The Alternative Boarding School - A Conceptual Difference

Contrary to a regular boarding school, the alternative boarding school is therapeutic and supportive in nature. Good mental health practice must have an all pervasive influence in home living, health services, and educational programs. In many respects the most important staff persons are the surrogate parents who must be highly motivated and well trained in the basic mental
concepts involved in home living. The educational programs (including special education) will be separately administered but will be required to be supportive and responsive to the health care and home living functions. Home living and health care functions will be jointly administered with the Director of Home Living having the highest administrative position.

Schematic II will help visualize the difference we see between (1) a regular boarding school, (2) an alternative (therapeutic) boarding school, and (3) a residential treatment facility (such as the Indian Children's Village).

(See schematic II, Structural Relationships of Primary Components in Three Residential Centers for Indian Children/Youth on page 9)

Elements needed in an initial alternative boarding school. The following characteristics describe basic elements in the educational and home living aspects of this model.

1. The initial alternative boarding school should be designed for approximately 100 students.

2. In the interest of earlier intervention, priority should be given to the middle school years for the first unit (grades 7-9).

3. Alternative boarding schools should utilize locally available BIA, IHS, and other supplementary resources when they are appropriate to the need.

4. The initial school should be designed as prototypic with potential for replicability and possible expansion.

5. The school must have available to it all essential professional services needed to properly address the needs of students. Where it is not feasible to have specialists on staff, contract resources must be easily accessed. Essential professional services include education, medical, dental, psychological, home living, rehabilitative, recreational, etc.

6. A formal education per se is not the primary mission of the alternative boarding school. The prepotent need is to develop self-reliant, adjusting, responsible, adequately functioning persons who can benefit from the educational process. In light of this, primary program emphasis will be placed on a helping community where home living, classroom, and extra-curricular activities all provide a supportive and loving environment in which individual positive growth and life skills learning will occur. Although structure will be necessary, appropriate loving guidance and support will be the key program goal. Every effort will be made to help meet students' growing needs for independence and their increasing requirement of self-control.

7. Appropriate and good quality education must be available to students in the alternative boarding school. It must be accessible to students, whatever their level of achievement and rate of progress. An effective special education component is essential.
SCHEMATIC II
Structural Relationships of Primary Components
In Three Residential Centers for
Indian Children/Youth
(Showing Agency with Primary Responsibility)

1. Redesigned Boarding School

   HOME LIVING
   (Non-BIA)

   ED SERVICES (BIA)
   SPECIAL ED

   HEALTH SERVICES (IHS)

2. Alternative Boarding School (Therapeutic Living Community)

   HOME LIVING
   (IHS)

   HEALTH SERVICES

   ED SERVICES (BIA)
   SPECIAL ED

   PUBLIC

3. Residential Diagnostic and Treatment Center (Intensive Care)

   HEALTH SERVICES
   (IHS or CONTACT)

   HOME LIVING

   SPECIAL ED AND REHAB.
8. There should be administrative separation of the educational and home living functions within the alternative boarding school. The relationship should be structured as honestly as possible to emulate that existing within "normal" home-school interdependence. (This is a new concept which will be difficult to implement but must be done.) Health Services, especially mental health, will be administratively tied to the home living component but in such a manner to assure the relative autonomy and integrity of the home living milieu.

9. All staff members should be carefully screened and only those persons with demonstrated competence and commitment to this type of work shall be selected. Core staff will be full time employees so that the school can be operational 12 months each year.

10. In order to provide strong role models, Indian staff will be actively recruited. Indian staff and students will be encouraged to communicate in native languages whenever it is deemed useful. Every effort will be made to have at least one staff member who can speak in every child's native language.

11. All staff members, no matter what their function, shall receive ongoing training in interdisciplinary treatment. A program of ongoing employee evaluation and incentives must assure perpetuation of a vibrant and effective staff working cooperatively together at all levels.

12. The school will sincerely encourage the maintenance, understanding, respect and enhancement of Indian cultural values as essential parts of the student's identity and strength.

13. The school will maintain close liaison with the home families and communities of students through systematic and responsive outreach and input programs. Families will be encouraged to participate in school activities with their children from time to time. The school will assist parents in arranging periodic visits. There should be lodging facilities on campus for parents.

14. A complete psycho-educational evaluation will be done on behalf of each student with culture fair instruments (such as the System of Multicultural Pluralistic Assessment). Individual Educational Plans (IEPs) and Individual Behavioral Plans (IBP) will be developed with each student. Educational aspects of the program should include the best programed instructional materials and equipment possible. Progress will be regularly monitored with continuous feedback to students.

15. As students (and families together, where possible) develop sufficient remediation and strengths, they will be supported toward reintegration into regular school systems, family and community life.

16. Educational enrichment programs, ongoing therapy, supportive employment, and home living programs will be available on campus the year round.
Optional designs for an initial alternative boarding school. The following options can accommodate the "kind of school" we recommend. Each option would need to incorporate the twenty-four elements listed above. An approximation of annualized budget requirements, exclusive of construction/remodeling and basic education costs, is included for 100 students. In each case these designs may utilize cottage clusters of existing vacant dorms which have been redesigned. A more detailed break out of costs and kinds of staff is included in Appendix V.

1. Self Contained Unit (SCU) - Several dormitory schools presently exist within the BIA and provide an example of this design. This Alternative Boarding School, of course, would be designated for special students and have unusual resources. In this model, students "live" within the facility and program provided and simply attend public school nearby. There would be a physical separation of school and home life, the latter seeking to emulate a supportive and enriched home living environment. All routine educational needs, sports, etc., would be provided by a separate public, BIA, or private school system sympathetic and committed to the unique needs of these special students. An ideal situation might be for the school to be a university demonstration school. The Home Living Program would provide meals twice a day and on weekends and holidays, transportation, tutoring, health care, recreational activities, psychological services, as well as all custodial and maintenance services. Close liaison would be necessary between surrogate parents/program staff and school teachers, administrators, etc. Though compared to a "dormitory school," this model ideally requires cottage cluster living. This model minimizes isolation, clearly defines the program mission, and utilizes the educational and social advantages often provided by larger public schools. Its success would be greatly dependent, however, on the good faith and performance of the host school. Self contained units could be located on the sites of vacated BIA boarding schools if educational services can be purchased in adjacent communities. Schematic III gives a cost-staffing estimate for operations. Our preference is for this model.

2. Satellite Home Living Unit (SHLU). This model calls for the Alternative Boarding School to be housed on the campus of an under utilized existing BIA campus. BIA educational staff and facilities would be useful and the BIA would provide dietary, maintenance, transportation, and other support functions. In many respects this design is very similar to a model dormitory program. Advantages include intensive student involvement with a more normal Indian student population while receiving enriched and supportive after-school-hour activities. It runs the risk, however, of difficulties in integration between two student populations, two missions, and two administrations located on the same campus. This model is obviously less expensive than the first but when the support costs of the BIA are included, they may balance out.
Schematic III

Matrix of ABS Designs with Staff and Cost
(Education Costs not Included)

<table>
<thead>
<tr>
<th></th>
<th>Cottages</th>
<th>Dormitory</th>
</tr>
</thead>
<tbody>
<tr>
<td>Satellite Home living (SHLU)</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td></td>
<td>39</td>
<td>38</td>
</tr>
<tr>
<td></td>
<td>$1,012,000</td>
<td>$880,000</td>
</tr>
<tr>
<td>Self Contained Unit (CSU)</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td></td>
<td>60</td>
<td>59</td>
</tr>
<tr>
<td></td>
<td>$1,467,000</td>
<td>$1,335,000</td>
</tr>
</tbody>
</table>

*In the cottage design, staff units are used to describe surrogate parent/parents since it is not known whether single persons or couples will be recruited. Sixteen cottages are calculated for a six student per cottage ratio. (Thirteen homes are required for an eight-student capacity).

III. What Kind of Facility is needed?

"Mr. Yates. . . . couldn’t you use schools that have dormitories so you don’t have to build a school?"

Dr. Johnson. Mr. Chairman, you would have to make some changes in them. Obviously a dormitory is not a family setting.

Mr. Yates. Maybe there are cottages."

Hearings, Lines 1086-1091

Mr. Yates. . . . If it saves money, that is fine, but the most important thing to remember is the kids are the ones who have to be taken care of and the facility has to be adequate for that purpose—not only adequate but desirable for that purpose."

Hearings, Lines 1128-1131

Mr. Yates. . . . You know what we are trying to get. We are trying to get a facility which is better than what you have now."

Hearings, Lines 1144-1145

At this stage we will not attempt to describe the physical facility needs of the educational components of this school since these facilities will be provided by either the BIA, a public, or private school.
Suffice it to say that very adequate facilities and equipment are needed with built in provision for physically handicapped children.

In the interest of providing a supportive home living environment, we do make a strong recommendation that these facilities be cottages to accommodate no more than 6-8 students per unit. At present the HHS-HUD Indian Small Group Homes Project calls for similar units at a cost not to exceed $275,000 each. For 100 students, thirteen to sixteen such units are needed. Existing dormitories could be modified for the initial alternative boarding school but this is clearly less desirable than a cluster of cottages. With congressional support we feel that it might be possible to actually obtain construction monies out of the existing HHS-HUD plan and resources so that cottages could be quickly designed and built on the site selected.

Ideally facilities would be located on sufficient land to allow spacious accommodation of outdoor activities and recreation. Several such locations presently exist which lend themselves to this type of program. It must also be remembered that certain rooms will need to be available for visiting parents. Space to house the clinical and rehabilitative staff must be adequate to support their therapeutic function. Special equipment for working with certain types of handicaps must be available.

IV. Where could this school be located?

"Mr. Yates. Does the BIA have any kind of reasonably good school in existence which has lost its population either to the public schools or for other reasons where you can start such a school? Do you know whether there is such a place? I remember some of the boarding schools have lost their populations. Couldn't you use schools that have dormitories so you don't have to build a school?"

Hearings, Lines 1081-1087

"Mr. Yates. You know what we are trying to get. We are trying to get a facility which is much better than what you have now. You will report back to us on Seneca and what else? How far is Chilocco from Seneca? . . . . Take a look at both of them."

Hearings, Lines 1144-1150

On July 16, 1980, the Office of Mental Health Programs contacted Dr. Noah Allen, Chief, Division of Elementary and Secondary Education of the Bureau of Indian Affairs. Dr. Allen was briefed on Congressman Yates' request for information and was asked the following questions in regards to possible site/program placement:

1. Are there any Bureau dormitories/boarding schools that are being closed that could be used as alternative boarding schools?
2. Are there at present any Bureau dormitories/boarding schools that have sufficient space available to accommodate a program of this nature due to loss of student population?

3. Do you feel the Bureau would support the alternative boarding school concept and would participate once a site and program is approved?

Dr. Allen indicated that not only did he support such a project but would help in any way he could as there were many students already identified that were in need of a therapeutic program at this time.

Dr. Allen stated that of the schools being closed he was of the opinion that Fort Sill Indian School (Oklahoma) would seem to provide the best possible site in the midwest and that Stewart (Nevada) would be best in the west. Both schools have definite advantages for an alternative boarding school. He further stated that Theodore Roosevelt School at White River and Seneca should be considered as well.

In our discussions, Dr. Allen indicated that he felt a program of this nature should be self contained. He did not feel the program should be placed in an existing school with a typical education program but that students placed in an alternative boarding school should go to a public school. (Dr. Allen's telefaxed reply is contained in Appendix VI).

V. What will the program cost? Where are possible sources of funds?

"Mr. Yates. If it saves money, that is fine, but the most important thing to remember is the kids are the ones who have to be taken care of and the facility has to be adequate for that purpose—not only adequate but desirable for that purpose."

Hearings, Lines 1127-1131

The principal focus of this section is to superficially identify several sources of possible linkages which could help defray the total cost associated with all aspects of the alternative boarding school. Only a brief statement regarding program costs will be made at this point.

Program Costs. Not knowing precisely where the facility is to be located, we have not studied the cost of facility construction/renovation except to suggest a maximum cost of cottage units based on the current HHS-HUD Indian Small Group Housing Project. Since these units will be similar and will be built in a cluster, there should be significant savings on architectural, engineering, and construction costs. Also we have not included initial equipment and supply costs which will vary depending on the design implemented. These start up costs can be calculated in a more formal proposal later. Finally we have not included any costs for educational services since we recognize that the BIA is in the best position to determine these and will be providing for them. We have, however, earlier provided gross
estimates of costs associated with the home living and therapeutic health care support functions.

It should be clearly stated that this program will be costly but, if the "kids" are really helped, in the long run it should be cost effective. The earlier in life we catch and correct problems, the less the ultimate cost.

Possible Sources of Funds. Once the alternative boarding schools is established, there are a number of places where operational funds may be obtained within existing authorities and appropriations. Our cursory investigation revealed the following:

1. BIA formula funding provides an excellent foundation of support. Currently the basic allowance for day school education is $1,844.00 per student per semester with a .5 factor for residential programs ($922.00). Other additive factors for certified special students include 1.0 each for the mentally retarded, specific learning disabled, emotionally disturbed, etc. Severely emotionally disturbed, severely multi-handicapped, and other major handicapping disorders are assigned a weight of 3.0. Part-time students are reduced to .5 of their regular allowance. Based on these allowances, the following two semester revenues emerge for each of the following classifications:

<table>
<thead>
<tr>
<th>Classification</th>
<th>Revenue</th>
</tr>
</thead>
<tbody>
<tr>
<td>Regular Residential Students</td>
<td>$4,610.00</td>
</tr>
<tr>
<td>Single Factor Handicaps</td>
<td>$8,298.00</td>
</tr>
<tr>
<td>3.0 Factor Handicaps</td>
<td>$15,674.00</td>
</tr>
</tbody>
</table>

For those students involved in a 12-month program an additional increment no doubt could be added. It is our opinion that almost all students in the alternative boarding school would qualify for at least one additive factor and many would be certified multiply handicapped.

In addition to these basic formula and factor allowances, the BIA also has access to special discretionary funds. It is our understanding that up until now the BIA has not been able to plan for or spend its authorized PL 94-142 funds much less call upon PL 94-142 potential discretionary funding.

2. We have already mentioned HUD as a possible source of funding for construction of cottage clusters.

3. The IDS is programmed to provide basic medical and dental services to these students through direct or contracted services. Additional funding, however, will be required to provide the extraordinary mental health and home living services called for. Depending on the location selected, it could be that some general medical staff would also have to be added to the clinic or local service unit facility in order to provide the services required.

6/ Based on our review of the Stewart Indian School Allotment Calculation Form.
RECOMMENDATIONS

Based on our research and findings to date in respect to Alternative Boarding Schools, we recommend the following:

1. That strong consideration be given to exploring the idea of separating home living and educational functions administratively at the local level.

2. That the idea of therapeutic alternative boarding schools as described in this paper be vigorously pursued and implemented.

3. That the D.H.U.D. be contacted to determine the feasibility of their funding construction of cottage clusters for alternative boarding schools.

4. That the IES assign appropriate staff to continue working on this project.

5. That meetings be held jointly with the BIA to further develop this concept (We did not meet with the BIA in this initial formulation since Congressman Yates indicated he wanted information separately from both the IES and the BIA. We did consult with them in respect to possible locations and found them open to discussion and quite supportive of the concept).

6. That all sources of possible funding be explored in the interest of financing program operations out of existing authorizations and appropriations.
Appendix I

Conceptual Schematic of Special Mental Health Program/
Boarding School Service Population Parameters

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ICF

BIA Boarding School (1-5)

IHS Alt. B.S. (1/2)

IHS ICV (2/1)

Contract Res. Rx (2/1)

Indian Children's Program

Education with basic mental health support services

Therapeutic living component with educational components

Diagnostic/Prescriptive
Short/Intermediate Center

Contracted Residential Rx/
Inpatient/Institutional Care

Community oriented professional
team visits with screening,
evaluation, diagnosis, referral,
follow-up, training, etc.

(Continuum of Need)

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( ) Approximate staff to student/patient ratio

Normal population enrolled in boarding schools

Socially/psychologically/physically dysfunctional population
enrolling in boarding schools or on reservation

Moderate to severely dysfunctional youth/children

Severe chronic and acute youth requiring intermediate to long
term institutional care and treatment

Diagnostic services are contracted until ICV is authorized/established

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§ 121a.514 Surrogate parents.

(a) General. Each public agency shall insure that the rights of a child are protected when:

1. No parent (as defined in § 121a.10) can be identified;

2. The public agency, after reasonable efforts, cannot discover the whereabouts of a parent; or

3. The child is a ward of the State under the laws of that State.

(b) Duty of public agency. The duty of a public agency under paragraph (a) of this section includes the assignment of an individual to act as a surrogate for the parents. This must include a method (1) for determining whether a child needs a surrogate parent, and (2) for assigning a surrogate parent to the child.

(c) Criteria for selection of surrogates.

1. The public agency may select a surrogate parent in any way permitted under State law.

2. Public agencies shall insure that a person selected as a surrogate:

   (i) Has no interest that conflicts with the interest of the child he or she represents; and

   (ii) Has knowledge and skills that insure adequate representation of the child.
(d) **Non-employee requirement: compensation.**

(1) A person assigned as a surrogate may not be an employee of a public agency which is involved in the education or care of the child.

(2) A person who otherwise qualifies to be a surrogate parent under paragraph (c) and (d)(1) of this section, is not an employee of the agency solely because he or she is paid by the agency to serve as a surrogate parent.

(e) **Responsibilities.** The surrogate parent may represent the child in all matters relating to:

(1) The identification, evaluation, and educational placement of the child, and

(2) The provision of a free appropriate public education to the child.

(20 U.S.C. 1415(b) (1) (B).)
Appendix III

A Survey of the Health Status and Health Needs of Native American Children Attending Four Boarding Schools

EXECUTIVE SUMMARY

1. The Boarding School program serves an essential role at this time for the optimal development of many Indian children. While recognizing and supporting the desirability of local schooling and living at home as a goal for most children, current social, geographic, economic and psychologic problems found in most Indian communities mandate the support for and improvement in an appropriately staffed and organized boarding school system. Such a system can provide to appropriately selected children a) the child's basic needs of adequate nutrition, appropriate shelter and supporting adults, b) an opportunity to complete a K-12 education, c) the benefits of peer support, d) a broader understanding of the Indians culture and heritage and e) specialized programs otherwise not available i.e., vocational training, solo parent education, special education, mental health therapy and drug and alcohol abuse programs.

2. The Boarding School students' needs represent one aspect of a total program for child development but one that can be addressed with reasonable additional support of currently available skills and knowledge. A total developmental program for Indian children can be based on the concept of a four level pyramid. At the base are the large number of Indian children attending or able to attend the public school system. At the next higher level are the group of children who currently are in need of either BIA or tribally operated day schools. The third level consists of ten to fifteen thousand children who need a boarding school system because of their inability to attend public or other day schools for social, psychologic, geographic or economic reasons. A relatively small group of children constitute the fourth level - children who require a residential education program that has a major therapeutic emphasis. Local community prophylactic and treatment programs should be the emphasis for the approximately 225,000 children in the first two levels of this pyramid. The establishment of a system of local prophylaxis and treatment will require the integration and support of existing local programs with the development of new programs. Such an approach is of great long term importance but will require extensive planning, legislation and funding over a period of several years. The development of a residential education/treatment program will also be of value but will require considerable funding for a relatively small group of children. At this juncture the most cost effective program that can be started quickly is one that will bolster and expand the existing emotional support system in the boarding schools, i.e., the residential living arrangements, their personnel and related mental health personnel.

3. An increase in residence hall child care staffing to provide at least one on duty individual for every 10 students during the day and evening hours and one mental health professional for every 10 residence hall child care staff persons would produce a major change in the behavior and performance of the 10-15,000 boarding school students. Previous work in the boarding schools and other residential school experiences indicate that the most effective way to impact on the lives of the boarding student is to provide an adult support system for students living in a small group environment approximating that of a large family unit. This would require some funds to restructure existing dormitories so that there could be some
sense of small group living (approximately ten to twenty students per group) with one to two adult staff on duty during the time these students are in and around the residence halls. In this more personal arrangement, the staff would need additional in-service training and support. To accomplish this would require about one mental health professional for every ten residence hall staff. An associated aspect of this recommendation would be that the mental health program needs to be better integrated into the entire school program. The overall goal of the school should be the total development of the whole child. Such a goal requires extensive integration of the curricular program, the residence hall program and the mental health program so that all the school's staff can share in facing the emotional issues confronting the child and can together help meet the child's growing needs for independence and the child's increasing requirement for self-control.

4. The caliber of the training and experience of residence hall staff should be increased by upgrading their job description equivalent to the next higher civil service level. Attracting and retaining a high caliber of residence hall staff is essential to the process of improving the living environment of the boarding school students. This can be accomplished by requiring a somewhat higher level of training and experience than is currently the case. Then it will be possible to redefine the job of these individuals to broaden their support role for the student.

5. Abolishing the furloughing policy for the majority of residence staff would permit the establishment of summer programs and provide a major opportunity for intensive in-service training and evaluation. Under the current system that requires furloughing almost all staff during the summer months, there is a high turnover of personnel, with the loss of individuals who have gained considerable experience. There is also an inability to use the facilities in the summer months and there is an absence of any period for concerted in-service training.

6. Administrative changes to provide greater interaction between BIA and IRS staff within the schools are required if the previous proposals are to be maximally effective in creating improved student outcomes and stability within the school system. Personnel from two independent government agencies may often find individual ways to work together effectively but without appropriate administrative encouragement and support a long range, consistent, effective interaction is rarely sustained. The provision of more personnel can not by itself be relied upon to generate improved programs. Strong administrative action based on shared goals, objectives and methods is necessary for ultimate success. The basis for administrative decisions should be frequent, regular and open communication between the various groups comprising the total school staff. Whether the establishment of some form of a central joint administrative arrangement for operation of the boarding schools would serve an important and effective function remains to be ascertained.
7. Collection of pertinent information and internal and external evaluations should be essential features of the boarding school program. From such information it should be possible, for example, to estimate the need for, the programs of and the size of specialized residential education/treatment programs and/or facilities for children with severe degrees of maladjustment or mental illness. In addition the impact of changes in programs, the comparison of different programs and the progress of individual programs can be assessed for effectiveness, cost and efficiency.

NOTE: (Received from the American Academy of Pediatrics Cover Letter dated June 16, 1980)
APPENDIX IV
LEVEL OF RESIDENTIAL CARE
(CERTAIN CLASSES OF CHILDREN AND YOUTH)
STATE OF KANSAS

BACKGROUND

The Kansas Department of Social and Rehabilitation Services recognizes the need for residential service resources for Kansas children and youth. These youth may be dependent and neglected, status offenders, miscreant or delinquent youth placed in custody of SRS. Not all children need the same services, and some children are easier to manage than others. Levels of care is a classification and reimbursement system in which maximum payments are based on the type and number of services provided by a residential facility to meet the specified needs of the individual youth.

LEVEL III

Children in this group usually exhibit no "serious" problems other than those related to current stress and which reflect parental or caretaker inadequacy. These children and youth require a supportive living environment with direction and guidelines provided but for whom family foster care is not appropriate due to difficulty in sustaining relationships with parental figures.

LEVEL IV

Children and youth in this group display behavioral problems which may include difficulty with authority figures, repeatable minor criminal offenses, difficulty in school, involvement with drugs and/or alcohol. These youth require a structured program with controlled activities and a moderate level of services being provided.

LEVEL V

Children and youth in this group frequently exhibit serious behavioral problems which are typically anti-social and aggressive. These acts may relate to peer pressures, other external pressures, or may be reflective of an emotional disturbance. They require a controlled environment with a high degree of supervision and intensive services and usually have failed in other less structured placements.
Appendix V

Alternative Boarding School Operational Costs and Staffing Estimates.

The following matrix of alternative Boarding School designs provides an overview of costs and staffing (exclusive of education):

<table>
<thead>
<tr>
<th></th>
<th>Cottages*</th>
<th>Dormitory</th>
</tr>
</thead>
<tbody>
<tr>
<td>Satellite Home living (SHLU)</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td></td>
<td>39</td>
<td>38</td>
</tr>
<tr>
<td></td>
<td>$1,012,000</td>
<td>$880,000</td>
</tr>
<tr>
<td>Self Contained Unit (CSU)</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td></td>
<td>60</td>
<td>59</td>
</tr>
<tr>
<td></td>
<td>$1,467,000</td>
<td>$1,535,000</td>
</tr>
</tbody>
</table>

Program Costs

Option 1 (SHLU - Cottages)

Program located in cottage clusters on BIA campus. Administrative and clinical support housed in existing nearby buildings. Food services, maintenance, transportation, etc. provided by BIA.

- Core Staff (salaries and support) $390,000
- House parents/alternates (Sal. & Support) $372,000
- Operations $250,000

* In the cottage design, staff units are used to describe surrogate parent/parents since it is not known whether single persons or couples will be recruited. Sixteen cottages are calculated for a six student per cottage ratio (thirteen homes are required for an eight student capacity).
Option 2 (SHLU - Dormitory)
Same as Option 1 except that program located in a remodeled existing BIA dormitory.

- Core Staff (Salaries and Support) $390,000
- Child Care Staff (Salaries and Support) $288,000
- Operations $202,000

Total $880,000

Option 3 (CSU - Cottages)
Program located in newly constructed cottage clusters, with clinical support in central separate facility. Food services, maintenance, transportation, etc., provided by program itself.

- Core Staff (Salaries and Support) $390,000
- House Parents (Salaries and Support) $372,000
- Additional Staff required (Salaries and Support) $305,000
- Operations $400,000

Total $1,467,000

Option 4 (SCU - Dormitory)
Same as Option 3 except that home living is located in a remodeled unused BIA dormitory.

- Core Staff (Salaries and Support) $390,000
- Child Care Staff $288,000
- Additional Staff required (Salaries and Support) $305,000
- Operations $352,000

Total $1,335,000
INTRODUCTION

The following paper supplements the initial concept paper developed on July 16, 1980 and presents additional ideas based on reviews and comments received to date. Approximately 100 copies of the initial paper were circulated among a number of Indian, governmental, and other professional persons. Generally the paper was well received.

The report of the Appropriations Interior Subcommittee of the House, dated 9/17/80 gave strong additional indication that the Congress is not at all pleased with progress being made within the B.I.A. System in respect to the education and treatment of P.L. 94-142 - eligible Indian children and youth.

Last year the Committee expressed grave concern over the state of the Bureau's special education program. The Bureau receives $15,000,000 annually. $7,000,000 from this bill and $8,000,000 in passthrough money from the Bureau for the Education of the Handicapped (B.E.H) in the Department of Education. These passthrough funds, appropriated under the authority of Public Law 94-142, the Education of the Handicapped Act carry certain requirements which the BIA must meet including development of standards, program monitoring, evaluation of handicapped children, and corrective actions - individual education plans. It has come to the Committee's attention that the BIA is failing to comply with these requirements. Considering the strong language in last year's Committee report, and the consistent funding support initiated by Congress, BIA's inability to meet even these basic program mandates amounts to gross negligence.

1/ Groups included the NINH, BIA, OSE, ANA, IHS, as well as a number of interested educators, psychologists, psychiatrists, pediatricians, social workers, etc.
To fill a serious gap in the provision of noneducational services, the Indian Health Service has developed a model dormitory program which was operated at the Stewart Boarding School in Nevada. This program provides evaluation of handicapped children and a wide variety of necessary services based on the degree of each child's handicap. IHS has developed a plan which has been favorably reviewed by BEH to expand this program to a number of BIA boarding schools. In light of BIA's failure to develop necessary programs, the Committee directs the Bureau to enter into an interagency agreement by which IHS will establish three model dorm programs with BEH pass-through funds provided by BIA. The Committee expects to be kept fully informed on the progress of this agreement and its implementation. In addition, the Committee will expect a full report by February 1, 1981, on how BIA has corrected the BEH compliance problems.

The time has now come for us to take a second step in respect to designing a model which will optimally address the complex social, psychological, medical, and educational needs of the large number of high risk children currently enrolled in BIA boarding schools.

**MAJOR IDEAS**

Several major ideas have surfaced through critiques and discussions since the initial draft. These include the following:

1. There was agreement that a BIA administered education program and an IHS administered mental health/health program on the same campus could present major administrative difficulties. Also such an admixture of goals and missions would probably be confusing for students and parents as well as for staff and administrators.

2. There was strong agreement that educational and home living functions should be administratively separate yet many reviewers wondered how implementing this concept can be realistically accomplished.

3. There is unanimous agreement that cottages provide a much better facility for reinforcing home like living than dormitories. Yet nearly all existing BIA campus are dormitory designed.

4. Most agreed that high risk children should not be totally segregated from their more "normal peers". It was felt that the "least restrictive environment" ideally should include frequent interaction with non-problem students. Yet to house P.L. 94-142 eligible children on the same campus.

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with non-eligible students could result in revenue discrimination in terms of comparative benefits. Since resources available to problem students could be so much better than those available to others, fears were expressed that non-eligibles could, in fact, be harmed.

5. There is a recognized need for significant and innovative demonstration boarding school programs for emotionally disturbed/socially maladjusted Indian children.

6. Total cost and source of funds continue to be of major concern. There are also questions concerning personnel ceilings. Most reviewers believe an underfunded and understaffed model should not be attempted. The general sentiment is "if we are going to do it, let's do it right."

7. Ideally, programs should be administered at Area levels with an ABS facility being treated as a separate service unit (administratively under the Area Director with H.H. branch chief's support). There were strong recommendations however that all ABA units should be under the central supervision of the ONNP then be transferred to the Areas when they are firmly established.

RESPONSES TO QUESTIONS AND CONCERNS

(AND ADDITIONAL DESCRIPTION OF THE MODEL.)

The above questions and the critiques we have received have allowed us the opportunity to further define and refine the model we are proposing. The following narrative responds to each question and then moves on to additional descriptive materials.

Responses to the Questions
1. How should this program be administered? Three major models exist:
   a. BIA administered boarding school with IHS providing health/mental health support services.
   b. IHS and BIA as equal partners on the same campus with the holistic goal of healing and educating students.
3. IHS administered "School" providing a home living environment (tribal contract) and mental health/clinical services (IHS or contract) for Indian students with BIA providing support services (education, facility management, and dietary – all or in part).

We strongly propose the latter. The school should have a clear mission of "providing a therapeutic living environment with enriched educational, intrapersonal, and social living opportunities". The goal is individual "well-being". Facilitation of individual growth and development is accomplished by providing whatever support services are necessary with education viewed as only one of many tools.

2. How can the home living/mental health/clinical services and educational functions be separated in an IHS administered program to allow for better child advocacy/refuge supports?

The "ideal" model which has emerged combines the best of Tribal, IHS, and BIA capabilities. It is diagrammed as follows as it relates to any given ABS location:
In the above, the program is totally administered by the IHS which, in turn, utilizes appropriate capabilities from Tribe, BIA and IHS. Certain assurances are essential in the design:

a. The ABS director must be a well trained and experienced (doctoral level) mental health and education professional. Such a person could be an educational psychologist, hold credentials in special education, etc.

b. It will be important that the home living scope of work for the Tribal contract includes specific assurances of high level and appropriately paid parent surrogates. Adequate entry training and experience must be required as well as assurances of mandatory inservice education which will be provided by the clinical staff and/or contracted with institutions of higher education and professional organizations. The ABS Director should not be the IHS project officer but should be involved in evaluating the home living contract. Differences between the ABS Director and the Director of Home Living should be negotiated at the next highest level (Director of CHIP or Area Director).

c. If the BIA is to provide staff for the educational, facility management, dietary, and other support functions, these staff should be formally IPA'd to the IHS. The ABS Director must have the authority and flexibility to screen, hire, evaluate, discipline and reward all staff directly under his/her administrative span. Should the BIA have difficulty in providing staff on these conditions a better option might be for them to totally contract these functions to the IHS.

d. The "special.ed" function may exist in either or both of the educational and clinical service divisions. At this point the discussion is not clear.

3. Cottages vs. dormitories for "home atmosphere". Cottages designed to approximate home living are much more preferable than institutional dormitories. M.U.D. should be approached in order to determine the degree of their interest in such a project for one to three schools initially. If dormitories are to be used, remodeling must occur to assure "family integrity" within the primary nucleus of "parents" and six to eight "children." Facilities should include certain common areas such as a kitchen, dining area, laundry area, and den.
Students will share in rotated home and yard responsibilities and chores so that maintenance personnel would be required for only major problems. Bedrooms should accommodate two or, at the most, three students. There are clear advantages, as well as risks, associated with coeducational and age variability grouping. We strongly recommend an age mix. A mixture of sexes will depend on cultural and clinical considerations.

L. 94-142 segregated vs. integrated programs. The problem of differentiating between P.L. 94-142 eligibles and non-eligibles obviously derives from funding authorities. We strongly recommend integrated alternative boarding schools which will serve the entire continuum of students from gifted to most needy, the least restrictive environment. Studies have shown that most existing observation schools have a population of 55% to 85% handicapped or otherwise maladjusted students. To make this 100% is to create a "leper colony". To provide a significantly more enriched program for only the P.L. 94-142 certified eligible on an integrated campus is to reinforce differences between the groups. We believe this could be to the detriment of both.

We strongly recommend a model which provides an enriched environment for students and where they are mixed in home living and many other activities. Stronger students can thus become role models and peer tutors counselors of the others. Special needs will be attended in special settings but students will be encouraged to understand and help one another in many common activities. In such a program all students must be tested given an Individual Treatment and Education Plan which guides their activities in terms of social, vocational, cultural and therapeutic goals. The program will build on the strengths of each student as well as assess the remedial needs which are identified. It is hoped that P.L. 94-funding can be used in such a way as to reinforce this concept of a therapeutic community with all students being assisted in developing maximum ability. If P.L. 94-142 funds are not available for enriching the stronger student "role model/therapeutic aids," then other monies must be available so as to minimize the ostensible differences between the two.
5. Cost and source of funding.

Interest in this project has been expressed by the O.S.E. (B.E.H.), the NIH and others. The primary source of funding should, of course, come from or through the BIA which has the authority and responsibility for providing general and special education. The following schematic shows a possible model for basic funding and oversight of the project.

* In this model, OSE (B.E.H.) is seen as an important liaison and facilitator in the interaction between the IHS and the BIA.

BIA funds will pass on OSE monies as well as contract with IHS with basic education and home living appropriations. It is thought that little "new monies" will be required. What is indicated is a redistribution of existing funds and positions which should become recurring monies.
MEMORANDUM

Date: August 27, 1991

To: ISEP Working Committee

From: Jim Martin, OIEP

Subject: Final Report of ISEP Working Committee

Under separate cover, I am sending you a copy of the final report prepared by the ISEP working committee. A copy has been provided to the Director, OIEP. On August 22, 1991 we briefed the Director on the report and, in particular, the Executive Summary. I thank each of you for contributing to the study and the report.

The Director will include the entire report in the January, 1992 Tribal Consultation Booklet.

The Director has scheduled a briefing with the Assistant Secretary for Indian Affairs on September 9, 1991 at 11:00 am in the Assistant Secretary's office on the contents of the report. Due to the small size of the meeting room, the number of individuals who will listen to the briefing and budget constraints, I can invite only three working committee members to the briefing. I have selected Forbin Jordan, Doug Weaver and Betty Walker to assist me in the briefing.

Overall, the report states what the committee found and I appreciate the many hours each of you spent on this important project. Please call if you have any questions.

Jim Martin

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United States Department of the Interior
BUREAU OF INDIAN AFFAIRS
WASHINGTON, D.C. 20245

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Jim Martin
Submitted to the Director, Office of Indian Education Programs

Prepared by the ISEP Working Committee
Executive Summary

The Study Committee has identified these observations, findings and recommendations as ways to improve the Indian School Equalization program (ISEP). They are based on a review of the current ISEP and field visits to individual schools. (The relevant National Education goals are noted after each of the findings.)

FINDINGS. The overarching finding is that the level of ISEP funding is insufficient for the BIA funded schools to conduct a comprehensive educational program based on the diverse educational needs of American Indian youth.

1. Schools are grossly underfunded as illustrated by the value of the basic funding level per weighted student unit (WSU) at $2538 for FY90 and the failure to substantially increase the level in the interim.

The ISEP funding level has not increased in a sufficient amount to fund the statutorily mandated teacher pay scale needed to attract and retain qualified personnel.

Bureau funded schools operate at subsistence levels, and the ISEP funding level is not sufficient for schools to provide an education program required to provide a quality education program in keeping with the residential and Secretarial Initiatives. Programs in BIA funded schools cost more because of variables such as small school size, school isolation, bilingual student population, and obsolete educational materials. Educational programs are independent of academic programs. Residential staff are not always properly trained to deal with problems of students.

Goal 1 (Readiness), Goal 2 (School completion), Goals 3 and 4 (Student performance), and Goal 6 (Safe schools).

2. At current funding levels, BIA funded schools cannot meet urgent student needs for early childhood programs, extended school year, vocational education, enrichment programs, school readiness, and dropout prevention programs, all of which are required if residential goals are to be realized.

Goal 1 (Readiness), Goal 2 (School completion), Goals 3 and 4 (Student performance), and Goal 6 (Safe schools).

3. Current funding levels, staffing ratios, and counseling and program services are not sufficient to meet the needs of residential students.

The characteristics of the student population residing in dormitories are changing. Students enrolling in boarding schools are increasingly "at-risk" for social, economic, and psychological reasons. Residential programs are independent of academic programs. Residential staff are not always properly trained to deal with problems of students.

Goal 2 (School completion), Goals 3 and 4 (Student performance), and Goal 6 (Safe schools).

4. Facilities for BIA funded schools are deteriorating, overcrowded,
Statement of Assumptions

The ISEP Working Committee operated on the premise that the following criteria should be reflected in the design and implementation of the funding system:

1. The Administration's goals for the education of Indian youth as stated by the President and the Secretary of Interior should be reflected in the standards for the operation of schools and fully funded through ISEP as developed in consultation as required under Section 1130 of PL 95-561, as amended.

2. The OIEP's assessment and reporting system should provide evidence of the extent to which (a) standards are being met, (b) all students are being served adequately, and (c) the timelines by which the schools are expected to achieve the Administration's goals for the education of Indian youth.

   The base per pupil amount in the funding system should be sufficient to ensure that all Indian youth have equality of access to equivalent educational programs and services appropriate to their needs and aspirations.

   The funding system should provide sufficient funding for the full range of necessary educational programs and services including but not be limited to, the basic educational and human development programs, special educational services and programs, instructional aids, school food services, pupil transportation, and special psychological and diagnostic services programs.

3. The funding system should recognize the additional costs associated with different grade levels and special educational needs including, but not be limited to, those related to physical or psychological disabilities, limited English proficiency, educational disadvantage, "at risk" of not completing high school because of special academic or socio-emotional conditions, and gifted and talented.

4. The funding system should recognize the additional costs occurring in schools whose special conditions contribute to variations in the necessary costs associated with providing equivalent educational programs and services. Such special conditions shall include, but not be limited to, geographical isolation, school enrollment, cost of living, staffing differentials, and special socio-economic conditions.
o gather information to answer the seven questions, the committee elected an initial sample of 37 schools and asked to voluntarily complete a Budget and Program Questionnaire (BPO) on their FY 1990 school year. The initial survey instrument was distributed to the sample of 37 schools in January, 1991. A copy of the BPO appears in Exhibit II.

Based on the responses to the initial survey instrument, the committee selected a final sample of schools for on-site visitations by teams of the working committee. A separate instrument was developed for use during the on-site visits and appears in Exhibit III.

The committee also reviewed information obtained from the Department of Defense, several state departments of education, several tribes, and schools. Such information included other pertinent research studies/surveys, the Code of Federal Regulations (CFR), various statutes, BIA financial reports, a recent Inspector General report and other education related documents.

### Sampling

During the 1989-90 school year, the Bureau funded 180 schools under ISEP. The initial sample of 37 schools was selected based on size of school enrollment, type of school, location, and grade levels offered. The number and type of schools within the initial sample approximate the proportionate number of such schools within the overall universe of 180 schools. The Bureau funded schools within eleven (11) areas/jurisdictions during the 1989-90 school year, and the initial sample included schools from all eleven Bureau areas.

Ten (10) schools responded to the initial survey instrument during March and April, 1991. On-site visitations to eight of the ten schools were conducted by teams of the working committee during May/June 1991.

The overall results of the sampling process were as follows:

<table>
<thead>
<tr>
<th>Type of School</th>
<th>Number of Schools Funded</th>
<th>Number of Schools Surveyed</th>
<th>Number of Schools Responding</th>
<th>Number of On-Site Visitations</th>
</tr>
</thead>
<tbody>
<tr>
<td>Day</td>
<td>109</td>
<td>19</td>
<td>5</td>
<td>4</td>
</tr>
<tr>
<td>Boarding</td>
<td>57</td>
<td>14</td>
<td>4</td>
<td>3</td>
</tr>
<tr>
<td>Peripheral</td>
<td>14</td>
<td>4</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Dormitory</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Totals</strong></td>
<td><strong>180</strong></td>
<td><strong>37</strong></td>
<td><strong>10</strong></td>
<td><strong>8</strong></td>
</tr>
</tbody>
</table>

5

BEST COPY AVAILABLE
Finding 1.5: The activities funded under the ISEP weights were as follows:

<table>
<thead>
<tr>
<th>Academic</th>
<th>Residential</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. direct instruction</td>
<td>1. all-staffing in the dorms</td>
</tr>
<tr>
<td>2. teachers</td>
<td>2. student coverage</td>
</tr>
<tr>
<td>3. para-professionals</td>
<td>3. tutoring/remedial</td>
</tr>
<tr>
<td>4. bilingual</td>
<td>4. psychological services</td>
</tr>
<tr>
<td>5. intense residential</td>
<td>5. state training</td>
</tr>
<tr>
<td>6. gifted/talented</td>
<td>6. editorial services(nongovernment)</td>
</tr>
<tr>
<td>7. exceptional child</td>
<td>7. equipment replacement</td>
</tr>
<tr>
<td>8. vocational education</td>
<td>8. student security</td>
</tr>
<tr>
<td>9. athletic training</td>
<td>9. in-school training</td>
</tr>
<tr>
<td>10. special education</td>
<td>10. transportation</td>
</tr>
<tr>
<td>a. art</td>
<td>11. inter-community relations</td>
</tr>
<tr>
<td>b. music</td>
<td>12. facility agent costs(nongovernment)</td>
</tr>
<tr>
<td>c. physical education</td>
<td>13. study space for students</td>
</tr>
<tr>
<td>11. guidance</td>
<td>14. weekend activities</td>
</tr>
<tr>
<td>12. health</td>
<td>15. library services</td>
</tr>
<tr>
<td>13. library</td>
<td>16. drug/alcohol education</td>
</tr>
<tr>
<td>14. reading improvement</td>
<td></td>
</tr>
<tr>
<td>15. administration</td>
<td></td>
</tr>
<tr>
<td>a. principals/assistant principals</td>
<td></td>
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<tr>
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### TABLE III

**INSTRUCTION - GRADES 9-12**

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<th>Difference</th>
<th>%Pers</th>
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<tr>
<td>7</td>
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<td>8</td>
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### TABLE IV

**RESIDENTIAL - GRADES 1-3**

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<th>Pers.Exp</th>
<th>Oth.Exp</th>
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<td>39,085</td>
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*BEST COPY AVAILABLE*
### TABLE III
RESIDENTIAL - GRADES 9-12

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<th>Oth.Exp.</th>
<th>Tot.Exp.</th>
<th>Difference</th>
<th>%Pers</th>
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<td>604,387</td>
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<td>232,252</td>
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</tr>
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<td>64,118</td>
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<td>16,882</td>
<td>61,164</td>
<td>2,954</td>
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<td>0</td>
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</tbody>
</table>
Additional revenues in the amount of $533,040 were obtained to supplement the ISEP funds. In school number one, 85% of the total expenditures ($2,457,967) was expended for personnel services within the school's overall program.

It can also be seen from Table I that the cost of personnel services or this sample of ten schools ranged from 54% to 88% of the total expenditures. Specifically, five or 50% of the ten sampled schools expended more than 50% of their budgets for personnel services.

Table IV shows the additional sources of funds used by the schools. For example, in addition to the basic ISEP funding, school number one received chapter I, exceptional education, Title V, state and other funds. In addition to the basic ISEP funding, school number two received exceptional education funds. School number six, number seven and number eight used a significant amount of Tribal funds to supplement their ISEP funding.

Finding 4.B: It can be seen from Table IV that not all schools received outside or competitive funds in addition to the ISEP funds. The results of the BPOs and the on-site visitations indicated that most schools were supplementing their ISEP funding levels, but that some schools were not organized or structured in a manner which served an effective or successful pursuit of outside funding sources. However, in at least three instances, tribes were required to augment the funds to meet the needs of their education programs.

Question 5. What academic standards did the school elect to meet for accreditation purposes? What residential standards were in effect at the school?

Finding 5.A: Table V shows the academic standards being pursued by each of the ten schools.

Finding 5.B: In many instances, Bureau standards were met by using other funds (see Tables IV and V).

Finding 5.C: The presence of such other funds which allowed general compliance with standards may have partially determined the make up of the respondents.

BPO and on-site visits indicated that many activities are necessary to provide home living, security, or personal development services that meet the special developmental needs of the students who are totally under Federal care 24 hours a day.
TABLE V

ACADEMIC AND RESIDENTIAL STANDARDS NOT MET

<table>
<thead>
<tr>
<th>Sci#</th>
<th>Academic Stands Not Met</th>
<th>Res St Not Met</th>
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</thead>
<tbody>
<tr>
<td>1</td>
<td>BIA VII-VIII-XII</td>
<td>V</td>
</tr>
<tr>
<td>2</td>
<td>BIA Region XIII</td>
<td>IV</td>
</tr>
<tr>
<td>3</td>
<td>BIA noise</td>
<td>N/A</td>
</tr>
<tr>
<td>4</td>
<td>BIA XIII-XVI-XI</td>
<td>N/A</td>
</tr>
<tr>
<td>5</td>
<td>State None</td>
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</tr>
<tr>
<td>6</td>
<td>Region III-XIV-XVVI</td>
<td>N/A</td>
</tr>
<tr>
<td>7</td>
<td>BIA III-IV-XIII-XV-XVI-XVII</td>
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</tr>
<tr>
<td>8</td>
<td>State II-III-IV-VII-VIII-XIII-XIV-XVI</td>
<td>N/A</td>
</tr>
<tr>
<td>9</td>
<td>N/A</td>
<td>I-IV</td>
</tr>
<tr>
<td>10+</td>
<td>BIA: None</td>
<td>none</td>
</tr>
</tbody>
</table>

Standard:

I. Philos/Goals
II. Admin. Requir.
III. Notes Access.
IV. Curric. Devel.
V. Min. Programs
VI. Kindergarten
VII. Elementary
VIII Jr. High
IX. Secondary
X. Grading
XI. Student Promotion
XII Graduation
XIII Library/Media
XIV Text books
XV Counseling
XVI. Student Activ.
XVII Program Evalua.
a. miles for extra curricular activities, emergency, health, personal, bereavement, and holidays are not funded.
b. current per mile amount is insufficient
c. costs or miles for maintenance of buses is not funded
d. bus related communications costs are not funded
e. inaccessibility/Unavailability of GSA vehicles
f. additional students after count week

Finding 7.8: Transportation expenditures may not necessarily include the transportation costs for extra curricular and sports activities, emergency health care services and transportation services for students. The costs for these necessary services are usually borne by the use of private autos, administration vehicles and volunteer drivers, or are charged directly to instructional program budgets.

Finding 7.C: Deficits were found in the facilities management programs. The on site visitations found several reasons for this situation:

1. The facility management operations and maintenance formula (O and H formula did not consider janitorial services for kitchen/dining/residential facilities and provided funds for only 190 days.
2. Funds for extended school day activities were not considered by the O & H formula.
3. Costs of security services were not provided by the O & H formula on a year-round basis.
4. Costs for home-living appliances and furnishings purchases and repairs and maintenance were not considered by the O & H formula.

Finding 7.D: The Facility Improvement and Repair (FI&R) backlog for a given school represents those facility maintenance and repair projects which are needed at the school but have not yet been funded. The results of the on-site visitations indicated the following:
1. Funds from the O & H formula are not intended to be used for these FI&R projects.
2. Some schools are forced to correct some critical health-safety deficiencies on the backlog from funding sources other than the FI&R funds. Such unfunded FI&R backlog items jeopardize the overall accreditation of the school.
3. Table VI shows the FI&R backlog reported by six (6) of the sampled schools. The total amount needed for these six schools was $5.8 million. Of the $5.8 million, an expenditure of $399,536, at an
The average cost of $1,359, would eliminate 294 of the total 435 items on the backlog.

Portions of some dormitories were not fully utilized and, consequently, not funded to correct safety compliance factors or to provide minimum maintenance services. Factors included roofs, alarm systems, and heating systems. Such inattention to the areas within a dormitory will lead to further deterioration of the facility and prohibits the planning for any enrollment increases or changes in the dormitory program.

The structure and usage of the school facilities are not sufficient to serve the purpose and changing needs of the education programs and growth trends in a timely manner.

CONCLUSIONS

The ISEP working committee concluded the following:

1. The ISEP basic Weighted Student Unit (WSU) dollar values have not increased at a rate sufficient to provide the funding level required under the statutorily mandated teacher salary schedule. Bureau funded schools should not be required nor expected to rely on competitive grants to support basic school operations.

2. ISEP's funding level and calculating procedures do not provide the funds required to meet the mandated basic costs of education and residential programs as set out by the standards of the Bureau or to meet the requirements of the statutes and policies of the administration.

3. The current standards do not support a quality program geared toward the needs of Indian students, either academically or in the residential area. The standards are based upon restraint of costs, not provision of services. Particularly as it relates to home living situations, the standards do not support the provision of minimal activities necessary to protect and nurture Indian students under the care of the Federal government. This is particularly acute due to the special needs of many Indian students who are at risk and require residential care.

4. The BIA basic academic and dormitory standards fail to address the needs of the students. As a result, costs of the basic academic/residential living programs either are not being met, or are being met by funds originally intended and provided for other purposes thus denying students those other services.

Many Bureau funded schools are isolated, serve small communities, and have low enrollments; thus, their costs for providing basic programs are high because of the limited number of students.
j. Increase the base funding level per weighted student unit (WSU) based on the following assumptions:

a. Increases related to the statutorily mandated salary schedule should be recognized in calculating the WSU amount in ISEP. The amount of the increase above the Bureau schedule was 22 percent for the third year phase-in above the 1989-90 level.

b. For the non-teacher salary portion of the expenditures, the value of the WSU should increase consistent with the current services inflator. The assumed inflation rate was 4.5 percent per annum.

c. The base amount of the WSU should be increased by an amount equal to the underfunding of regular educational programs from non-ISEP funds. Results of the field study indicated that the schools were underfunded from ISEP by 11 percent.

d. The profile of proportional expenditures in public schools can be used in calculating the effect of the statutorily mandated salary schedule and in projecting a WSU for ISEP. (Source: Local School Budget Profile Study. Educational Research Service, Arlington, VA, September, 1990, published in School Business Affairs, September, 1990.)

Salaries for teachers, counselors and librarians in the public schools represent approximately 60 percent of total expenditures for current operations. Current operations in the public schools include custodial and maintenance services provided in Bureau funded schools by BIA facility management. Based on expenditure patterns in the public schools and assuming that BIA expenditure categories funded by ISEP represent 80 percent of current expenditures reported by public schools, BIA expenditure patterns for teacher, counselor and librarian salaries represent 75 percent of the BIA school expenditures.

f. The projected increase in BIA teacher salaries needed for full implementation of the statutorily mandated Department of Defense (DOD) salary scale for the 1991-92 school year requires a 22 percent increase over the base 1989-90 school year.

g. The remaining 25 percent of the BIA expenditures are increasing at a rate no less than an annual inflation rate of 4.5 percent.

h. Assuming that the underfunding of 11 percent in FY 1990 in the sampled schools was representative of all BIA funded schools, the WSU amount for FY 1990 should have been $2,817 ($2,538 x 111%). For the 1992-93 school year the WSU funding amount should be $3,499 using the following calculation process:
programs. This would also include the upgrading of personnel standards/qualifications for positions in the residential programs.

c. The following calculations were made to project residential weights needed to (1) support continuance of 1989-90 program expenditures adjusted for inflation at 4.6 percent per year, (2) increase the number of certified counselors to meet the proposed new standards and adjust counselor salaries by percentages equivalent to increases occurring in the DOD counselor pay scale since FY 1990 and (3) double personnel expenditures for residential staff, excluding counselors, administrative and support staff, to meet the new proposed staff/student ratios.

The following steps were used:

1. Residential personnel costs were identified for counselors, administrative and support staff and other residential staff for grades 1-6 and 7-12 programs needed to achieve the new proposed counselor ratios, with 33% added to 1-6 programs and 67% added to 7-12 programs; increasing administration and support costs by 13.8% (three years times 4.6% cost of living increase); and increasing the cost of other staff by a factor of 2.138, reflecting the need to double staffing needed to meet the new proposed staffing and to provide a three year cost of living adjustment.

2. Projected costs for the 1992-93 school year were derived by:

increasing exiting counselor salaries by 16.6% (two DOD increases and one 4.6% cost of living increase); adding $3,000 salary and fringe needed to achieve the new proposed counselor ratio; with 33% added to 1-6 programs and 67% added to 7-12 programs; increasing administration and support costs by 13.8% (three years times 4.6% cost of living increase); and increasing the cost of other staff by a factor of 2.138, reflecting the need to double staffing needed to meet the new proposed staffing and to provide a three year cost of living adjustment.

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<th>Grade</th>
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<th>Admin/Supp</th>
<th>Other</th>
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</thead>
<tbody>
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<td>$119,303</td>
<td>$998,583</td>
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<tr>
<td>7-12</td>
<td>540</td>
<td>$340,228</td>
<td>$282,094</td>
<td>$2,070,266</td>
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</table>
In early March, 1991 a final selection of 15-20 schools will be made for the April-May on-site visits and you will be notified. If selected, the on-site visitation team will contact you to arrange a convenient date for the on-site visit. The visitation team will have reviewed your school’s documentation prior to its arrival and should complete its on-site visitation within a two day period.

Thank you for your cooperation and please contact me at 202-208-3550 (telephone) or 202-208-3312 (telefax) if you have any questions.

Sincerely,

Jim Martin
Acting Director, Office of Indian Education Programs

Attachments
INSTRUCTIONS FOR COMPLETING EXHIBIT I

1. Column A of Exhibit I shows the programs currently funded through ISEP as identified by the ISEP allotment calculation form for FY 1990. Based on the ADI of your school during the FY 1990 student count, your school generated specific WSUs and corresponding funding amounts for each ISEP program. These final FY 1990 funding amounts are identified under Column B for each program.

2. Column C1 requests you to identify the total actual costs/expenditures your school incurred to provide each program. Column C1 and C2 identify the costs as "personnel" and "all other" costs. Your personnel costs for each ISEP-funded program are to be listed in Column C1. Your other costs for supplies, food, materials, staff travel, equipment, etc., for each ISEP program are to be listed in Column C2. Column C3 equals the total personnel (C1) and all other (C2) costs for each ISEP program. Before attempting to complete Exhibit I, refer to Items 3 and 4 (below) on attachments to Exhibit I.

3. It is acknowledged that a school's final FY 1990 budget may not reflect expenditures in the same categories as the ISEP formula did in generating funds. For example, ISEP generates separate amounts of funds for Instruction-Kindergarten, Instruction-Grades 1-3, Instruction-Grades 4-6, and Instruction-Grades 7-8. Most elementary schools, however, generate an overall FY 1990 instructional budget covering all grades K-8. To enable you to properly analyze a school's expenditures in relation to how funds were actually generated, a breakdown of FY 1990 expenditures by each ISEP-funded program level is necessary.

To assist a school in completing Exhibit I, a series of Attachments to Exhibit I is enclosed. All necessary Attachments to Exhibit I for your school have been enclosed. A school should first complete all necessary Attachments to Exhibit I and then use the amounts calculated on the Attachments in completing Exhibit I for the school.

In addition, a completed copy of Exhibit C and its attachments for a school is enclosed. In the example, the Attachments were completed first. Exhibit I was then completed using the amounts from the Attachments.

4. Attachments – Section I of each Attachment for Exhibit I allows the school to identify all personnel and personal costs associated with providing the particular ISEP-funded program. Section II allows the school to identify all "other" costs for that particular program.

NOTE: Some "personnel" costs for an ISEP-funded program, such as the cost of a kindergarten teacher can be readily identified. However, some "personnel" costs for the Instruction-Kindergarten program, such as the Kindergarten program's "share" of the librarian's salary, may not be readily identifiable. If the school cannot identify such "personnel" or "all other" costs specifically for the ISEP funded program, an estimated cost may be identified by pro rata rating the total school's cost across all students i.e. on a per-pupil pro rated basis.
2. Using the numbering system within the attached copy of residential standards, enter or reference under Column A any standard you were unable to meet during FY 1990 with ISEP funds. List only those residential standards you did not meet. Under Column B, list the estimated cost needed to meet each residential standard identified under Column A.

3. Since some schools may have opted to follow other or additional state, regional or tribal residential standards, Column C allows the school to identify any such standards not met with ISEP funds for FY 1990.

4. Under Column D, list the estimated cost needed to meet each residential standard identified under Column C.

INSTRUCTIONS FOR COMPLETING EXHIBIT IV

1. Columns A, B, C and D refer to the student transportation program for your school. The level of ISEP-generated student transportation funds for FY 1990 has been entered in Column A.

2. Column B requests you to identify your program's actual expenditures/costs for FY 1990. Column B costs should include all expenditures for personal, vehicle leases, fuel, etc.

3. Under Column C, please enter the difference between the total amounts entered for Columns A and B. Such amounts under Column C may be positive (+) or negative (-).

4. If the amount entered in Column C is negative (-), it means that you expended more funds for the student transportation program than you generated through the student transportation formula. Column D asks you to identify the additional source of funds you used in providing your student transportation program. In completing Column D, please use the following codes for the additional sources of funds:

   A = ISEP funds
   B = Tribal funds
   C = Contract Support or Administrative Cost Funds
   D = Chapter I
   E = Exceptional Education funds (P.L. 94-142)
   F = Title V (Indian Education Act) funds
   G = State funds
   H = Other funds (specify: ____________________________)

5. Columns E, F, G and H refer to the Facility Management Operations and Maintenance (O and M) program for your school. Under Column E, enter the amount of FY 1990 Facility Management Operations and Maintenance funds provided to the school.
| Location Code: ___ | Bu. Ar. ___ | ___ |

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<td>ISEP Personnel</td>
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<tr>
<td>All Other Expenditures</td>
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<td>Total Expenditures</td>
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</table>

<table>
<thead>
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<th>Source of Additional Funds</th>
</tr>
</thead>
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| Difference between Columns B and C3 (+ or -) |

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<td>7-8</td>
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<tr>
<td>9-12</td>
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</table>

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<td>7-8</td>
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<tr>
<td>9-12</td>
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<table>
<thead>
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<th>Talented</th>
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<table>
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Total

BEST COPY AVAILABLE
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<tr>
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<tr>
<td><strong>Academic Standards in 25 CCR</strong></td>
<td><strong>Estimated Cost Needed to Meet Standard</strong></td>
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<td>36 Not Met with ISEP Funds</td>
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<thead>
<tr>
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<tr>
<td><strong>Other State, Regional, or Tribal Academic Standards Not Met with ISEP Funds</strong></td>
<td><strong>Estimated Cost Needed to Meet Standard</strong></td>
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<tr>
<th>A</th>
<th>5. FUNDS IDED BY</th>
<th>B</th>
<th>ACTUAL TRANSPORTATION COSTS FOR FY 1990</th>
<th>C</th>
<th>DIFFERENCE BETWEEN COLUMN A &amp; B (+ or -)</th>
<th>D</th>
<th>SOURCE OF ADDITIONAL FUNDS</th>
<th>E</th>
<th>FACILITY MANAGEMENT FUNDS PROVIDED</th>
<th>F</th>
<th>ACTUAL OPERATION/Maintenance COSTS FOR FY 90</th>
<th>G</th>
<th>DIFFERENCE BETWEEN COLUMN D &amp; E (+ or -)</th>
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SCHOOL VISITATION GUIDE

Prior to the visit, the Central Office will write a letter to the schools explaining the purposes of the visit—to verify and clarify information about the school submitted by the BIA and the school, to gather any information needed about the school, and not to make value judgments about the use of funds, organization or management of the school, or the school's curriculum.

Prior to the visit, each team will be provided with background information about the school. The team will meet in advance, review the materials, and identify specific areas to be reviewed by members of the team. If individual team members assume responsibility for specific areas or work as a team, the final report is a "team report."

Interviews should be conducted with the school board, school principal or superintendent, area or agency line officers, teachers, teacher aides, counselors, dormitory aides, school clerks, support staff, other school employees, students, patrons, and tribal leaders. If feasible, interviews should be conducted with officials in the local public schools. (The principal should not be present during interviews with other school staff.)

Focus of the Team Visit

During the visit, answers should be secured on a variety of items. Team members should ask the questions of a sufficient number of persons to be comfortable with the accuracy of the responses. The team is to validate basic information about the school program(s), students, dormitory residents and staff,
ON-SITE INTERVIEW FORMAT

A. Questions which MUST be asked of each school BY EACH TEAM.

1. ID areas on original application that were not completed. A-H, etc.)
2. Attendance form.
3. Were there any school (curricular or extra curricular) programs which you actually had to cut due to lack of funds.
4. What would (or how much of a difference to your school) the use of ADA (Average Daily Attendance) be than ADH (Average Daily Membership) in figuring your student count?
5. How do you feel about the present count system? Relate if possible to the forward funding. What about a three week count period as opposed to the present one week count week?
6. Should ISEP fund Tribal Choice or BIA Standards? Do you follow BIA standards? Has your school waited BIA standards? What standards, if BIA standards are waived, do you follow? Does your school have a BIA compliance form completed for 1989-1990? (Elective sources at on site visit)
7. Due to your financial situation, have you reduced hours of staff or staff totally?
8. Are food costs using ISEP money?
9. In your application for this project have you in funding considered all extra-curricular salaries over and above salary listed?
10. Is your transportation enough as shown in Exhibit 4. If not where do the extra funds come from.
11. What recommendations would your have to alter, better the formula.
12. Could you assure all sources of funding and amounts. (If you did not fill in the lower right corner of Exhibit I).
13. How many other funding sources have you tried to access? Successful? Unsuccessful? List those attempted.
14. What local conditions in your school or area effect your costs and needs in education that are not addressed in the ISEP formula.
E. Expenditures or health, postage, special counseling and psychiatric care, employee benefits, labor for O&M for the dormitories, security expenses, home living materials (furniture, TV, VCR, student recreation, and extra-curricular activities).

F. Library Expenditures--use, amount, and sources of dedicated funds.

G. ((This item of CONTRACT/GRANT SCHOOLS ONLY)) Financial Reports: (closeout for FY 90 and first quarter of FY 91)--detailed report of expenditures by contracted services, personnel, transportation, etc.
B. Questions which may be asked at schools, but not mandatory.

1. Standards (Oct.-Nov.) may need modifications. Teams can explore this at visit.
2. ISEP funding used for Special Education. (<ID cost verses Uses> How do services effect cost?)
3. O&M costs. (Check local school materials now listed on their backlog)
4. Have your received outside funding referral to in question 12 A.
5. How would you change the ISEP formula to be more program orientated.
6. If your supplemental programs were not funded would you be able to run your basic program?

C. Other necessary questions which occur to each team as they develop at each school. (Record here with answers).
21. Are library services/materials sufficient for your residential program? Please list the needed services/materials.

22. Is your location in a remote area away from a major college library? Would a computer network between your facility and the university library benefit your students.

23. Is your school sufficiently funded to meet the drug and alcohol needs of your students.

24. What changes would you make in the IRG program?

LIST ANY OTHER NEEDS FOR YOUR RESIDENTIAL PROGRAM:
The Study Committee has identified these observations, findings, and recommendations as ways to improve the Indian School Equalization Program (ISEP). They are based on a review of the current ISPP and field visits to individual schools. (The relevant National Education Goals are noted after each of the findings.)

The overarching finding is that the level of ISEP funding is insufficient for the BIA funded schools to conduct a comprehensive educational program based on the diverse educational needs of American Indian Youth.

Schools are grossly underfunded as illustrated by the value of the basic funding level per weighted student unit (WSU) at $2,538 for FY '90 and the failure to substantially increase the level in the interim.

At current funding levels, BIA funded schools cannot meet urgent student needs for early childhood programs, extended school year, vocational education, enrichment programs, school readiness, and dropout prevention programs, all of which are required if Presidential goals are to be realized.

Current funding levels, staffing ratios, and counseling and program services are not sufficient to meet the needs of residential students.

RECOMMENDATIONS

These recommendations are based on the compelling finding that the formula distributes insufficient funds and ISEP does not recognize the diversity of needs found in the student population. Changes in the ISEP weights should not be made unless the value of the WSU is increased to a level of $3,499 for FY 1993.

For FY 1993, the WSU amount should be increased to $3,499 and in successive years, the amount should be adjusted to reflect increases in the statutorily mandated teacher pay scale and the OMB current services inflation adjustment.
Eight of the ten sampled schools spent more on the provision of their respective education programs than was generated by the ISEP formula.

Eight of the ten schools actually expended additional non-ISEP generated funds to provide education activities which are required to meet the education programs originally intended to be funded by ISEP.

The BPO and on-site visits indicated that many activities are necessary to provide homeliving, security, or personal development services that meet the special developmental needs of the students who are totally under Federal care 24-hours a day.

CONCLUSIONS

The ISEP Working Committee concluded the following:

- The ISEP basic Weighted Student Unit (WSU) dollar values have not increased at a rate sufficient to provide the funding level required under the statutorily mandated teacher salary schedule.

- Bureau funded schools should not be required nor expected to rely upon competitive grants to support basic school operations.

- ISEP's funding level and calculating procedures do not provide the funds required to meet the mandated basic costs of the education and homeliving programs as set out by the standards of the Bureau or to meet the requirements of the statutes and policies of the Administration.

- The BIA basic academic and dormitory standards fail to address the needs of the students. As a result, costs of the basic academic/residential living programs either are not being met, or are being met by funds originally intended and provided for other purposes thus denying students those other services.

- The fragmented and untimely delivery of non-education Bureau administrative services, such as procurement, personnel, finance, and facilities management, exacerbate the negative situation and prohibit effective education budget and program planning.

RECOMMENDATIONS

The ISEP Working Committee strongly recommends that changes in ISEP Program
weights should not be made unless the dollar value of the WSU in the ISEP Program is increased to the recommended funding level. Recommendations are grouped into the following categories:

A. To modify the academic and residential standards to reflect the current needs of students. The committee recommends that, at a minimum, the following actions be implemented immediately:

1. Adopt a new standard on teacher/teacher aide/dormitory personnel training and use summers and other periods to conduct such training.

2. Reduce the student-staff ratio of academic and residential counselors and require the presence of health professionals trained in working with at-risk students.

3. Require that funds generated for academic and residential purposes shall be expended in the areas as primarily designated, unless the local school board approves a reprogramming pursuant to Section 1129 of PL 95-561.

4. Revise the National Dormitory Criteria related to programs and services for at-risk students that the Bureau and Tribes are presently responsible for in residential centers. Based on the special needs of the unique student population currently enrolled in residential programs, the committee recommends that the objectives appearing in Exhibit IV be adopted and implemented in full.

B. To modify the ISEP to provide sufficient funds to meet the full expenses of all activities basic to the provision of basic educational and homeliving programs in Bureau funded schools, without reliance on supplemental funding sources designed to meet other needs. The committee recommends that, at a minimum, the following actions be implemented immediately:

1. Due to the development of many kindergarten programs into full-day programs, the pattern of kindergarten expenditures with the sampled schools and the current emphasis on school readiness as stated in the National Goals for Education, change the ISEP weight for kindergarten pupils to 1.20.

2. Add a weight of 1.0 to ISEP for a preschool program (ages 3-4) to support the national education goal on school readiness.
Gilbert Robertson  
Board Chairman, PILC  

May 3, 1993

Dear Gilbert:

There is a desperate need for Regional Long-term Mental Health Treatment Centers for severely emotionally disturbed Indian youth. Indian tribes, the Bureau of Indian Affairs, Indian Health Service, and the Tribal Court systems throughout the country, must get together and start addressing the serious emotional/behavioral problems plaguing so many of the young Indian children today.

As the superintendent of an off-reservation boarding school in South Dakota for the past four years, I have seen significant changes in the type of students that are sent to us each year. Usually these are the students with severe emotional and behavioral problems that the tribal schools, BIA schools, and public schools on the reservations cannot or will not tolerate. This has to reflect upon the all the negative changes which is taking place in the home environments and communities.

According to Dr. Judson B. Reaney, behavioral/developmental pediatrician, who has been a consultant at the Pierre Indian Learning since 1980, the mental health diagnoses of children sent to the Pierre boarding school, which serves children from the 15 tribes in North Dakota, South Dakota, and Nebraska, has become increasingly more severe and more complex. It is not unusual for the boarding school to get referrals from social service agencies or tribal courts to take children who have just been released from jail or from an acute brief psychiatric hospital. In addition, Dr. Reaney says that there has been a concomitant increase in children who have very tragic social histories and inadequate family support. The histories frequently include significant loss issues from parental deaths, multiple foster home placements, parental alcoholism, family violence, child abuse, and parents who were young teens when they gave birth to the children who are now preteens and teenagers and are now having babies themselves. This negative lifestyle cycle must be broken if Indian people are to survive!

Most BIA, tribal, and public schools on reservations view boarding schools as dumping grounds for unmanageable students with severe emotional and behavioral problems. Also, the boarding school is frequently seen by social services, law enforcement, and the courts as being a resource for children who previously would have been treated in a residential treatment facility or in a juvenile correctional facility.
have never been roles for a boarding school, and boarding schools are not in a position to treat seriously emotionally disturbed children on a long-term basis or to act as a correctional facility. What usually happens is the boarding schools end up being a temporary "holding tank" to temporarily contain behaviors for these troubled youth until they go back to their home communities over the summer. They do not provide a long-term solution to these children's problems.

The types of severe problems that Dr. Reaney increasingly sees include major depressions, sometimes associated with suicidal behaviors; conduct disorder, often with marked aggression and rage; fetal alcohol syndrome and its associated behavioral problems; post traumatic stress disorder as a result of extreme cases of physical and sexual abuse; reactive attachment disorders in children who have been abandoned, neglected, or been in multiple foster placements; and occasionally some children with schizophrenia. Under the best of circumstances, many of these conditions would be difficult to treat on an out-patient basis. The children who are referred to the boarding school have generally failed standard forms of treatment and are candidates for longer-term residential treatment programs which are not available to them.

Private long-term treatment centers for young people with the above-mentioned disorders cost anywhere from $1000 to $1500 per day. Most tribes and social service agencies just cannot afford to place students in private institutions...but even if they could, most of these facilities often have a long waiting list. As a result, these problem kids do not receive the help they need to help them function as normal citizens.

I included the tribal courts as one of the groups that must become involved in addressing the need for establishing Regional Treatment Centers for young Indian students because, ultimately the majority of these problem children end up in their courts. When the courts become involved the child is sometimes placed in an adolescent center or some type of state correctional facility, if there are vacancies. In a lot of instances the child is merely placed on unsupervised probation and placed back into the same environment which was the sole cause of the child's problems to begin with. More than likely this dysfunctional child will assume the role of living an unproductive lifestyle which involves drugs, alcohol, and welfare; and those that have children at a young age often continue the cycle of neglect and child abuse.

To break this negative cycle tribal and community leaders are going to have to look past economic development and gaming issues for awhile.
and start thinking about implementing and enforcing the prevention programs established to minimize the number of children who suffer from serious emotional disturbance. This would include programs that support families, decreasing teenage pregnancy, decreasing alcohol use during pregnancy, intervening in child abuse and domestic violence, and providing educational and economic opportunities that give hope to children. In the meantime, we cannot neglect the children who already suffering.

The advantage of the the regional approach would be the coordination of efforts and funding between tribes from several states, several Area Bureau of Indian Affairs and Indian Health Service areas, along with schools, courts, and state agencies.

If and when plans for Regional Treatment Centers becomes a reality, tribes cannot start thinking about how and why such a facility should be located on their reservation. Because of the type of personnel required to provide treatment (behavioral & developmental pediatricians, child psychiatrists, psychologist, clinical counselors, etc.) the centers would almost have to be located in a metropolitan area. It would be difficult to get these highly skilled professionals to relocate to a reservation, especially when they are in such big demand all over the country. Locating these treatment centers in a large city would allow for good staffing and treatment resources. Overall, it would provide adequate long-term treatment for children who have serious emotional problems and truly treat those problems rather than contain them until they break out in young adulthood.

Please understand that I am not suggesting that the problems identified in this article are restricted only to reservations and Indian children. Also, it was not my intention to lead anyone to believe that all students attending boarding schools have been victims of abuse and neglect and have serious behavioral and emotional problems as a result. Basically, a large percentage of the students are sent to us because their parents can’t provide for all their needs and feel that they would be better off at a boarding school. In addition, I am sure that tribal, BIA, and public school administrators will tell you that just a small percentage of the emotionally troubled students are ever removed from their schools.

Sincerely,

Darrell F. Jeanotte  
Superintendent, PILC
Letter to Congress Reps. & Tribal Leaders: (May 1993)

There is a desperate need for Regional Long-term Mental Health Treatment Centers for severely emotionally disturbed Indian youth. Indian tribes, the Bureau of Indian Affairs, Indian Health Service, and the Tribal Court systems throughout the country, must get together and start addressing the serious emotional/behavioral problems plaguing so many of the young Indian children today.

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Sincerely,

Darrel F. Jeanotte
Superintendent, PILC
I. INTRODUCTION.

The Office of Attorney General first received reports of allegations of physical abuse and other serious problems at Wahpeton Indian School (WIS) in mid-November 1993.

Initially, there was tremendous concern that the investigation might be delayed while the jurisdictional issues posed by the unique circumstances at the school were litigated. Rather than delay the investigation, all affected federal, state, tribal, and local agencies and entities agreed to cooperate and coordinate their efforts. This cooperation underscored the concern shared by all the entities for the welfare of the children attending WIS.

The investigation's goals were to first protect the interests and welfare of the children at the school by investigating all allegations as soon as possible; second, to initiate short and long term solutions to all problems identified; and third, to
clarify federal, state, and tribal school board jurisdiction over the school.

The United States Attorney's Office initiated an investigation into the financial management of the school. The North Dakota Bureau of Criminal Investigation, with some assistance from the Bureau of Indian Affairs, investigated the allegations of criminal behavior stemming from physical abuse of the children and staff at the school. The North Dakota Department of Human Services, with assistance from its regional and local offices and a representative of the Bureau of Indian Affairs, inaugurated and completed its investigation into allegations of child abuse and neglect. The Bureau of Indian Affairs sent an investigative team to the school in January 1994.

Several of these investigations are completed. The BIA review and the Department of Human Services investigations have resulted in numerous recommendations for improvement in administration of the school. Some of these recommendations have already been implemented by the school.

With this report, the Office of Attorney General concludes its criminal investigation into the allegations of criminal activity at the Wahpeton Indian School.

Although the primary role of the Office of Attorney General has been to investigate allegations of certain criminal activity and resolve jurisdictional issues, we have also become involved in the issue of how problems at the school could be solved. To this
end, this report also identifies the causes of the problems and possible solutions.

II. CRIMINAL INVESTIGATION.

Attached to this report is a summary of the Bureau of Criminal Investigation's (BCI) investigation of the Wahpeton Indian School. This summary highlights the reports of numerous investigations and interviews. The following major problems were identified:

1. Staff to student physical assaults;
2. Student to student physical assaults, including two reports of serious sexual assault which occurred outside of North Dakota;
3. Huffing of chemicals, including glues and gasoline; and blocking, a form of oxygen deprivation;

Also attached is a copy of a letter sent by State's Attorney Earle "Bud" Myers, concluding that criminal prosecutions will not be pursued.

The reasons prosecution could not be pursued varied from case to case, but include:

(1) lack of jurisdiction over the alleged sexual assaults which occurred in Minnesota and South Dakota;
(2) unavailability of witnesses;
(3) conflicting testimony of witnesses;
(4) desire by some parents of students that investigations and charges not be pursued;
(5) lack of evidence and, in some cases, of sufficient physical injuries to support assault charges; and
(6) reluctance on the part of some victims and victims' families to become involved in criminal proceedings.
III. CAUSES OF THE PROBLEMS.

A. Shifting Federal Policies and WIS

To understand the current problems at WIS, it is necessary to first understand the origins and history of WIS. The Wahpeton Indian School was created in 1904 by an act of Congress. Act of April 21, 1904, ch. 1402, 33 Stat. 189, 215. The act creating WIS occurred in the middle of the period of allotment and assimilation, which began in 1887 with enactment of the General Allotment or Dawes Act, and ended in 1934 with enactment of the Indian Reorganization Act. The Dawes Act allowed the President to divide tribal lands into separate parcels or allotments and then transfer them to individual tribal members. Excess or "surplus" lands on reservations were then sold to non-Indians. "The objectives of allotment were simple and clear-cut: to extinguish tribal sovereignty, erase reservation boundaries, and force the assimilation of Indians into the society at large." County of Yakima v. Confederated Tribes and Bands of Yakima Indian Nation, 502 U.S. ___, 112 S. Ct. 683, 686 (1992).

To further the goals of assimilation, Indian children were removed from their tribal and cultural heritage and placed in off-reservation boarding schools with the goal of absorbing the children into mainstream society. WIS was placed in a non-Indian community in 1904 partly because of this policy of removing Indian children from their homes, parents, extended family, and heritage in an attempt to more quickly "assimilate" them into non-Indian society.
In 1934, federal policy shifted away from assimilation. This shift followed the 1928 Meriam Report, a survey of social and economic conditions of the American Indian, prepared by the Brookings Institute, under the direction of Lewis Meriam of the University of Chicago. The major findings of the Meriam Report were that: (1) Indians were excluded from the management of their own affairs; and (2) Indians were receiving poor quality services (especially in the areas of health and education) from the public officials who were supposed to satisfy their needs.

The Meriam Report also addressed Indian boarding schools. A 1969 Senate subcommittee summarized these findings:

The report was highly critical of boarding schools, both because of their inadequate facilities and the manner in which they were operated. It condemned the practice of taking children from their homes and placing them in off-reservation boarding schools. It stressed repeatedly the need for a relevant instructional curriculum adapted to the individual needs and background of the students. It chided the schools for failing to consider or adapt to the language of the child. It asked why Indians could not participate in deciding the direction of their schools. And it suggested that public schools, with their traditional curriculums, were not the answer either.

"The most fundamental need in Indian education," according to the report, "is a change in point of view." The Indian family and social structure must be strengthened, not destroyed. The qualifications of teachers in Indian schools must be high, not poor to average. The Federal school system must be a model of excellence.¹

In the early 1950's, federal Indian policy shifted to a policy of termination. The legislative base for the termination policy was Public Law 280. Passed in 1953, PL 280 transferred federal jurisdiction over law and order on Indian reservations to individual states. In furtherance of the termination policy, Congress passed House Concurrent Resolution 108, which called for the end of federal services to Indians.

Public Law 280 was amended in 1968 to require approval of tribal members as a condition precedent to further extensions of state adjudicatory authority into reservations in states like North Dakota where the state legislature had not already assumed adjudicatory jurisdiction.

In 1969, the portion of S. Rep. 501 (See footnote 1) regarding federal Indian boarding schools outlined problems similar to those at WIS. The report noted that the Senate subcommittee "has become concerned about the psychological ramifications stemming from the Indian boarding school" (p. 253) and that it has "become obvious" that "the well-adjusted child is scarcely found in the average boarding school population." (p. 254) Among the criteria used for admission of children to boarding schools was "[t]hose who are rejected or neglected by their families and for whom no suitable alternative care can be made" and "[t]hose whose behavior problems are too difficult for solution by their families or -through existing community facilities..." (p. 254)

The report continues (p. 254):

The undesirable results of these criteria being applied in the local communities is a heavily weighted proportion
of students who are assigned, usually by a community social worker, for social reasons. The distressing fact, repeatedly emphasized in the evaluations, is that the desperately needed special services required by the students with social problems are virtually nonexistent. The schools, in other words, are not responding to the many special needs of the students -- presumably the needs for which they are sent to the school.

This portion of S. Rep. 501 also contains the following comments on administrative problems relating to boarding schools:

Administrative problems associated with the off-reservation boarding schools are many. One of the most basic is the confusion over goals established by the BIA as to Indian education as a whole, and where the individual school fits into this picture. Administrators seem to realize that the schools have become a dumping ground for problem students, but feel helpless either to work toward solving the problems of the student, or toward finding adequate personnel to work toward their solution.

(Emphasis supplied.)


The Indian Self-Determination and Education Act requires the Secretaries of Health and Human Services or of the Interior to contract with tribes for the purpose of providing services that previously had been provided by those federal agencies. The tribe
makes the request to the appropriate Secretary by tribal resolution. The federal government then enters into a contract with the tribal government within 60 days of receipt of the resolution and contract proposal unless the affected Secretary concludes one of the following applies: (1) the service to be rendered the Indian beneficiaries of the particular proposed program or function will not be satisfactory; (2) adequate protection of trust resources is not assured; or (3) the proposed project or function cannot be properly completed or maintained by the proposed contract. 25 U.S.C.S. §§ 450f(a)(2) and 2501-2511.

Pursuant to the provisions of the Indian Self-Determination and Education Assistance Act, the Wahpeton Indian School was converted from a BIA school to a grant school on July 7, 1993. The Red Lake Chippewa Tribe of Minnesota presented the tribal resolution to the Secretary of the Interior asking for the grant status.

Some argue that the school's switch from a BIA school to a grant school is the cause of the school's current problems. In response, it must be remembered that the school had serious problems while under BIA control. On the other hand, others argue that the problems are the result of BIA control of the school. This claim is equally without merit. These arguments are unfortunate because they attempt to assess blame, a practice which is one of the biggest obstacles to resolving problems at the school. The "Blame Game" places all governments and agencies in defensive positions and makes constructive agreement and resolution
of the problems nearly impossible. Further, this discussion ignores facts and diverts attention from meaningful analysis.

B. WIS Student Population

WIS is the only remaining off-reservation boarding school for elementary students in the United States. As such, the school has become a "last resource" for many students who have behavior problems too difficult to be solved by their families or through existing reservation or community facilities.

1. Special problems of Indian children.

Statistics from the 1990 Indian Health Service (IHS) Trends Data Book show accidents, suicide, and homicide as the leading causes of death for Indian youth in the 15-24 year old age group. Death rates are higher for American Indian youth than for the U.S. All Races population of the same age group. There is a ratio of 1.5 deaths for all Indian youth in the 15-24 age group (157.5 deaths per 100,000 population each year) as compared to the annual death rate of the United States All Races population for the same age group (102.3 deaths per 100,000 population each year), or 50% more than the national average. The ratio of Indian youth deaths caused by accidents (1.7) and suicide (1.8) exceed the national averages for the same age group to an even higher degree. Deaths due to chronic liver disease and cirrhosis, to complications of pregnancy, childbirth, and puerperium also occur at a higher rate in American Indians in the 15-24 year age group than in the U.S. All Races population of the same age.
The Boarding School Student Profile for WIS for the period from September 1, 1993, to November 30, 1993, reflects in a more concentrated manner, and in a younger population, these national trends. The Student Profile shows an extremely high level of special needs within the student body of the school (age range 7-16 years old). See Exhibit "A". The profile, covering 277 students, reveals that:

- 95% suffer from low self-esteem;
- 84% have problems with cultural identity;
- 84% have needs related to gang education and prevention;
- 69% are dealing with peer trauma;
- 65% are dealing with trauma in the family;
- 28% are dealing with a recent death in the family;
- 50% of the students have a history of sexual abuse;
- 44% have a history of emotional or psychological abuse;
- 35% have a history of physical abuse;
- 54% suffer from depression;
- 29% have suicidal ideation;
- 7% have actually made suicide attempts;
- 80% have a history of school truancy;
- 40% have a history of absenteeism;
- 95% are in need of basic skills in reading, writing, and math;
- 80% have a diagnosis of Fetal Alcohol Effect;
- 40% have a diagnosis of Fetal Alcohol Syndrome;
- 75% have problems relating to inhalant abuse in the form of huffing and sniffing;
65% are in need of some type of inpatient treatment for alcohol and substance abuse; and 16% are severely emotionally disturbed.

The combination of high levels of student needs and the lack of adequate staff, facilities, and resources is the primary cause for the current problems at WIS. This is not to say that conditions at the school could not be improved by additional staff training, improved administration of the school, and additional funding and resources. However, long term solutions to the students' problems must be aimed at the underlying causes of the problems: alcohol use and abuse during pregnancy; high birth rate among young, single mothers; abuse and trauma in early childhood; and lack of resources to deal with these problems within Indian families and on Indian reservations.

2. Changing nature of WIS student population.

The nature of the student population at WIS has changed in the past few years. The reason for these changes should be further studied and reviewed. However, several possible causes for the changes at WIS have been suggested.

First, other off-reservation elementary boarding schools have either closed or changed, leaving WIS as the only alternative for some students.

Second, the Indian Self-Determination and Education Assistance Act results in both families and tribes keeping young students with less severe problems at home and in their communities, leaving only those children with severe problems as potential students of WIS.
Third, single parent and teenage pregnancies remain a growing problem, as does alcohol use and abuse during pregnancy.

A review of the Wahpeton Police Department's logs for each of the last three years provides further information about the change in the student body. By far the most often reported problems to police are absences without leave or AWOL's. The Wahpeton Police summary from September 1991 to June 1992 shows 287 AWOL's, with the highest frequency of this problem in the fall, and a second wave of AWOL's when the weather warms up in the spring. The police summary from September 1992 through March 1993 shows 394 AWOL's in a two-month shorter period of time. The police summary from September 1, 1993, to November 17, 1993, shows 246 AWOL's and 42 runaways in that two and one-half month period of time. In fairness it must be noted that this is the period of time when the highest number of AWOL's usually occur at the school.

From September 1, 1993, to November 17, 1993, Wahpeton police received referrals for 21 assaults involving WIS and its students. This compares to 14 referrals for assaults from September 1992 through March 1993, and 5 referrals for assaults from September 1991 through May 1992. Although the increase in numbers of AWOL's and assaults appear to be significant, the reasons for the increases are not clear. Possible causes could be any one or a combination of the following: (1) a decrease in supervision and discipline at the school; (2) a change in reporting policies; (3) more staff available to discover and report AWOL's and
assaults; or (4) the closing of other boarding schools, increasing the percentage of students with serious problems at the school.

On the other hand, local law enforcement officials believe that, although no year-to-year figures are available, pregnancies and auto thefts have decreased. No reports of pregnancies or auto thefts have occurred in the current school year at WIS.

In response to the problems with assaults and AWOL's, WIS has recently instituted an Honor Dorm program and a new juvenile detention policy. WIS reports that these efforts have reduced both AWOL's and student-on-student assaults. While promising, these programs must be analyzed for a longer period of time before final conclusions can be drawn.

As recognized by WIS, problems with control and discipline of the student body can be greatly reduced if an annual pattern at the school is changed. In explanation, the largest numbers of AWOL's occur at the beginning of each school year when large numbers of new students and staff are adjusting to their new environment. This period of disruption could be reduced by: (1) stabilizing the student population; that is, having a larger percentage of the students returning from year-to-year; (2) stabilizing the staff; and (3) switching to a twelve month program, thereby eliminating the influx of a large number of new students. In addition, a twelve month program would allow treatment and counseling to occur without disruption and would allow the school to serve a smaller number of students at any one time while not reducing the total number of students served by the school in a school year.
Starting the school year with a larger number of students and then sending home the students who are causing the most problems, which is the current practice, causes an unnecessary period of disruption at the beginning of each year until the student population is reduced to a manageable size and composition.

C. Recent Changes in Staff and Administration.

In the fall of 1992, 66 persons were on staff at WIS. The staff at the school was increased during the 1992-93 school year so that by the spring of 1993 WIS employed 87 persons. After converting WIS to a grant school on July 7, 1993, the staff increased to 152 by the fall of 1993.

The massive increase in staff at the school was not accomplished without problems. Records and background checks for five of these new employees failed to reveal existing felony records. A new employee with a criminal record for felony assault is alleged to have committed several acts of use of excessive force or inappropriate discipline against students of the school. In interviews with the North Dakota Bureau of Criminal Investigation, several students confirmed that these assaults occurred. This employee has since resigned, as have other employees with felony records.

Performing adequate background checks and adequate employee training are among the most important responsibilities of the WIS superintendent and board. The statement in the 1928 Meriam Report is as true today as when it was made: "The qualifications of teachers in Indian schools must be high, not poor to average."
Mixing students who have many special needs and vulnerabilities with staff who are inadequately trained or who have histories of violence or criminal behavior is a formula for disaster. The superintendent and the board are responsible for hiring and supervising employees. When things go wrong, the administration must take responsibility and must take initiative to identify the problems and make the corrections.

Some believe that the simple solution to the school's problems is to change management. This belief is supported by completed reports which provide almost 100 recommendations for improvement of the administration of the Wahpeton Indian School. In further support, the school administration's response to reports of problems has often been to demean the messenger. That attitude has created a fearful atmosphere at the school and does not encourage effective reporting of abuse or communication with staff or students. Consequently, it is no wonder that problems have largely gone unreported or ignored.

However, it is dangerous folly to assume that the problems will disappear with a change in administration. The root cause of the school's long term problems is that the school is not adequately equipped nor effectively staffed to properly educate or treat its unique student population. Until that cause is properly addressed, the problems will continue.

III. CLEAR IDENTIFICATION OF THE MISSION OF THE SCHOOL

As stated earlier, as the last off-reservation elementary boarding school in the United States, WIS has become the only
alternative for problem students. WIS has not developed a clear mission for the school, thereby enabling the school to succeed in the areas where BIA boarding schools have traditionally failed.

S. Report 501 stated in 1969 of BIA boarding schools (p. 256):

At the risk of oversimplification, there appear to be two related problems: the amount of confusion permitted to exist around the purpose for which these schools exist, and the consequent inability of anyone to develop an adequate program under these circumstances.

(Emphasis supplied.)

In 1969, S. Report 501 suggested the following approach to boarding schools:

The situation demands imaginative and cooperative child health, welfare, and education programming at the local level. Fragmentation of effort is rampant and the power structure is well established. Still, if more effort were concentrated there, the division of education might receive the help it needs to focus on a role for the boarding schools with more obtainable objectives and programs to meet them. If it is not, they must surely continue their muddled existence.

The high mobility rate, and the lack of adequate records, only add to the rush of administrative problems. Even if a confusion of goals is evident, each teacher could work with each student at the level of the student's particular ability. However, if no records accompany the student, his past history is not available to provide the staff with the insight necessary for even a rudimentary beginning. (p. 257).

Grant status arguably gives the WIS board and administration the flexibility needed to develop imaginative and cooperative child health, welfare, and education programming.

In exercising its flexibility, the school can look to past identifications of the type of school needed to meet the needs of the students. S. Report 501 said in 1969 (p. 259):
The many psychological problems which are manifest in the student behavior and attitudes have brought many to recommend that the off-reservation boarding school be changed to a residential treatment center. These centers could be appropriately staffed with clinical personnel to deal with psychological problems, and highly trained teachers to provide the compensatory assistance which could bring achievement levels closer to national norms and allow a satisfactory preparation for additional post-secondary education (college or vocational school) or satisfactory employment. One center's principal contribution could be to treat the problems of those with serious psychological problems differently from those who have developed comparatively minor problems as a result of constantly failing in school or having dropped out or been pushed out of public school. Substantial progress toward proper individual adjustment will reap untold progress in the academic and social futures of the students.

Drafts have been circulating within the BIA since at least 1980 concerning alternatives to Indian boarding schools. See attached Exhibit "B." However, as this draft warns, "an underfunded and understaffed model should not be attempted."

The residential treatment center model would treat the special needs of the student as effectively and quickly as possible so that the student could return to his or her home, parents, extended family, community and cultural heritage. However, without adequate planning and resources, there will be little change from the current function of the school, which is a custodial institution for troubled children who have no place else to go.

It is important to note here the difference of opinion between the WIS board and the state concerning what levels of public scrutiny should be applied to the WIS school and its administration.
The WIS board makes many valid points about the difficult problems that must be overcome in administration of the school and the complications of unyielding public scrutiny. There appears to be inadequate funding and resources to provide needed services to the student population. Intense public scrutiny stigmatizes a very vulnerable group of students and reinforces stereotypes in the general public's minds that Indian peoples have been struggling for decades to overcome. In addition, the board finds it difficult to function when every move it makes receives front page attention.

The WIS board cannot be expected to immediately solve all the problems at the school. It is the board's position that the conditions at the school, though less than they ought to be, are still superior to the conditions many of these students experience at home. Until a better alternative is available to these students, the board's position is that the school must remain open. Public scrutiny threatens that probability.

We share the WIS board's concerns that public scrutiny may stigmatize the school and its students. However, it is our belief the WIS board is in the current dilemma partly because problems at BIA boarding schools have been swept under the rug and away from the public for such a long period of time. WIS's problems are unlikely to receive adequate public funding until the public is made aware of the problems and solutions. While this public scrutiny may be painful for the board, the superintendent, and the students, it is perhaps the only way those problems can begin to be resolved.
WIS is presented with three options: (1) change the makeup of the student population; (2) convert the school to a residential treatment facility; or (3) discontinue operation of the school.

In analyzing the viability of option 1, the school should be evaluated to determine, given current staff and facilities, the type of student which can be educated in the school. Admissions criteria and enrollment limits should be established based on that review. If, using admission criteria, the school attracts a sufficiently large student population to keep the school financially viable, the bulk of the problems are solved. However, if, as we suspect and have earlier stated, students who meet the admissions criteria are better and more appropriately served in their reservation schools or other public schools, a decision must be made regarding whether or not to convert the school to a residential treatment center.

Before the decision is made to convert the school to a treatment facility, bridges between the Indian and non-Indian communities, entities, and governments must be built, and cooperative agreements must be reached. To be successful, the school must have the support of not only the federal and tribal officials, but also the community of Wahpeton. The remainder of this report will consist of identifying areas where agreement must be reached and suggesting possible terms of that agreement.
IV. AREAS OF AGREEMENT SHOULD BE REACHED.

A. Jurisdiction.

Jurisdictional issues between the WIS board, the federal government, the state, and the 36 tribes which presently have students at the school must be resolved. Because of the unique facts at WIS, litigation over jurisdictional issues likely would be long and protracted. A possible, perhaps even likely, outcome of such litigation is that neither the WIS Board, the federal government, nor the state have exclusive authority over all matters related to the school. Rather, jurisdiction over WIS will be divided, in some form, between the WIS board, the federal government, and the state. Federal, state, tribal, and local entities should make every effort to negotiate and reach agreement before investing a massive amount of time and resources in attempting to resolve these issues through litigation.

The district court for Richland County recently issued a memorandum opinion in Allery, et al. v. Ball and W.I.S., Civil No. 93-280. It held, among other things, that the provisions of N.D.C.C. ch. 50-25.1 apply to WIS. Chapter 50-25.1 regards reporting and investigation of child abuse and neglect. The Office of Attorney General filed an amicus brief in that action on behalf of the State of North Dakota. The state took no position on the underlying merits of that case, but simply argued that state law does apply to WIS. Nowhere does the state's amicus brief take the position that state jurisdiction at WIS is exclusive.
It is imperative that the roles and responsibilities of each government and entity be quickly defined. Confusion and lack of definition of the roles and responsibilities of each government have undoubtedly contributed to the problems at WIS.

Federal, state, tribal and local agencies and entities all bear some of the responsibility for allowing the problems at WIS to develop and continue. Playing the "blame game" of who is most responsible is counterproductive to negotiation and agreement. The goal of the agreement should be to define the responsibilities of each agency and entity, and then to work out legal and practical solutions for the federal, state, tribal, and local entities to work together to accomplish the mission of the school.

The federal government, the tribal school board, and the state are best served by focusing on practical solutions rather than state and tribal sovereignty. A solution is possible since the goal of all entities is the same -- to serve the students at WIS.

B. Areas where agreements must be reached and the necessary parties.

The following discussion presents the areas where "networks" must be established to provide adequate services and support to WIS. Although the WIS board will be the key participant in all of these negotiations, all the parties described below must be included for the "networks" to properly function.

1. Abuse and neglect reports and investigations.
Because there is no BIA office or tribal government in the Wahpeton community, the logical choice to conduct child abuse investigations is the North Dakota Department of Human Services.

To ensure abuse and neglect reporting, it is imperative that the reporter be assured of confidentiality and freedom from retaliation. Without that, there is a chilling effect on reporting, and, for the investigation process to have teeth, the investigator must have the authority to take corrective action if matters do not improve.

As an alternative or modification, a combined federal-state-tribal child protection team, much like the county child protection teams set up under N.D.C.C. ch. 50-25.1, should be explored in negotiations. Attached as Exhibit "D" is an agreement dealing with abuse and neglect reports used by the Chemawa School in Oklahoma. This agreement is a useful starting point.

Parties to such agreement should include: BIA, state, WIS board, and Richland County.

2. Criminal jurisdiction -- misdemeanor and felony.

Again, it is impractical for either the BIA, any tribal government, or the United States Attorney's Office to provide investigation and prosecution services in Wahpeton. The practical solution is to use local law enforcement and the juvenile court system in Richland County. Although this is being done now, it has not been effective. In explanation, the process breaks down at two stages: the investigatory stage, when students are sent home
before investigations are completed; and the disposition stage, when students are sent home after adjudication, but there is no follow up in the treatment-counseling-restitution-community service phase of the juvenile process. Juvenile law is designed to provide treatment and rehabilitation, not punishment. The whole process becomes meaningless if the court and the custodial parent or guardian do not follow through with the disposition phase of the juvenile proceeding.

During negotiations, the possibility of WIS hiring one or two juvenile probation officers who are also licensed peace officers should be discussed. Such person(s), if deputized by the Wahpeton Police Department and the Richland County Sheriff’s Office, make arrests and help conduct investigations. Most importantly, such structure would ensure that court ordered treatment, counseling, restitution, and community service is completed.

Tribes should also consider recognizing adjudications by the state juvenile court. This will ensure that appropriate documentation and services are provided when a child is sent back to a reservation after adjudication. Agreement regarding juvenile adjudications must also address the transfer of a juvenile to adult court. Agreements also should be negotiated to determine who investigates and prosecutes various crimes committed by adults on the WIS campus.

Parties to an investigation and prosecution of criminal acts agreement should include: U.S. Attorney, BIA, WIS board, state, Richland County (sheriff, state’s attorney, juvenile court
supervisor), City of Wahpeton (police department and city attorney), and tribes with students at the school.

C. Unruly acts - runaways.

Same as for criminal jurisdiction.

In addition, efforts identified earlier in this report concerning stabilizing student population and switching to a twelve month program must be further developed and discussed.

D. Records and admission process.

The following records and documents should be maintained for each child at the school when that student is accepted for enrollment:

i. school records;
ii. tribal court placement papers;
iii. social summary;
iv. medical history and records;
v. evaluation by licensed professionals;
vi. custody, power of attorney, and any waivers agreed upon by WIS board, tribe, and custodial parents or guardians so proper medical, court, and other services can be administered.

Transfer of copies of tribal court records to and from juvenile court should be negotiated, with appropriate recognition of confidentiality. Parties to such an agreement should include: Richland County, WIS board, tribes, BIA, and custodial parents or guardians.

E. Administration, oversight, and funding.

The mission of the school must be clearly defined. WIS must not be required to take students it is not equipped to serve. Staff must be adequately screened and trained. The administration must be held accountable.
Outdated funding formulas should be discontinued. Adequate funding for WIS must be provided, including funding for any necessary services.

Congress, BIA, WIS board, and state must agree on proper monitoring and oversight of the school.

IV. CONCLUSION.

The purpose of this report is to initiate discussion on how best to solve the problems identified at the Wahpeton Indian School. The proposed solutions to various problems are intended as starting points for discussion, not final positions. All entities must work together if these problems are to be resolved quickly and in a way that addresses the needs of the students enrolled in the Wahpeton Indian School.
MEMORANDUM

TO:    Attorney General Heidi Heitkamp
FROM:  Chief Agent Richard Olson
        Bureau of Criminal Investigation
RE:    Summary of BCI Investigation into Alleged Criminal Activity at the Wahpeton Indian School
DATE:  February 23, 1994

The following is a summary of the BCI investigative activities to date regarding the Wahpeton Indian School Investigation.

1. On November 14, 1993 S/A Dan Rocking received a phone call from Detective Don Rukee of the Wahpeton Police Department regarding allegations of abuse of students by staff members at the Wahpeton Indian School. S/A Rocking requested a copy of the report.

2. On November 15, 1993 S/A Rocking received the report from Detective Rukee and the report was given to C/A Richard Olson for his consideration.

3. On November 29, 1993 S/A Rocking and S/W Judy Wasness were informed that jurisdictional problems have been addressed and jurisdiction resides with City of Wahpeton, County of Richland and the State of North Dakota. S/A Rocking and S/W Wasness were assigned to assist Detective Rukee investigate the allegations of abuse at the Wahpeton Indian School.

4. On November 30, 1993 S/A Rocking and S/W Wasness met with officials from the FBI, Wahpeton Police Department, Richland County Social Services and States Attorney's Office. Arrangements were made with Attorney Tracy Lindberg to interview the staff members of the school. Attorney Lindberg is representing several staff members.

5. On November 30, 1993 S/A Rocking and S/W Wasness interviewed John Allery, a counselor at the Wahpeton Indian School. Mr. Allery stated that the school lacks any discipline or policies regarding issues at the school. He cited the following examples:

   a. Mr. Allery and family were threatened by a student, however, no action has been taken by the school administration to get the student into psychotherapy as recommended by a psychiatrist. It is considered a very dangerous and angry...
young man.

b. Student **blurred** was beaten by gang members. Although Allery reported abuse to the administration, no action was taken against the attackers and **blurred** was returned to her home in Browning, MT. Allery stated it was common practice to send students home rather than address problems.

c. He stated that he is aware of students not receiving adequate medical care.

d. He stated that drugs including inhalants are a problem at the school, however, the administration refuses to address the problem. There are no drug/alcohol programs at the school to deal with the problem.

6. On November 30, 1993 S/A Hocking and S/N Nasness interviewed Deb Roberts, an academic counselor at Wahpeton Indian School. Ms. Roberts related the following abuses:

a. Student **blurred** told her that a male student **blurred** forced himself on her on Halloween night while both were at a faculty member’s home.

b. Students are improperly clothed, without winter clothing or coats.

c. Counselors have been told to falsify student records to obtain more funding for the IDA program.

d. Students are counted as present at school when they are have been absent from the school for weeks or months.

e. The school has no policy on dealing with students fighting among themselves. On some occasions staff are told they cannot physically separate students and at other times they are told they must physically separate students.

f. She has observed a dorm matron slap a female student. She has also heard dorm matrons verbally abuse students.

g. She has concerns about the medical attention students receive. One student’s heart stopped and
diagnosis was severe malnutrition. The dorm mother had been aware that the student had not eaten for over a week but took no action.

h. She stated that teachers are teaching classes they are not certified to teach. Several counselors are also not certified.

7. On December 1, 1993, S/W Wasmess met with a student at Wahpeton Indian School. She has a chronological age of 14 with a mental age of 8/9 by WISC-R III standards.

She stated that she was sexually assaulted by a 15 year old male student on Halloween night while she was at a staff member's home in Sisseton, South Dakota. She stated that she is afraid of her friends.

Approximately 3 hours after the interview, S/W Wasmess was advised that had been attacked at the school by friends of managed to get away from her attackers and was not injured.

8. On December 1, 1993 S/A Hocking interviewed Peggy Carlson, Richland County Superintendent of Schools. Ms. Carlson reported that her records show only 2 staff members at the Wahpeton Indian School have licenses although Wahpeton Indian School Director Robert Hall stated all his counselors were licensed at a public hearing meeting earlier this fall.

9. On December 1, 1993 S/A Hocking interviewed Jodi Sharma at the Wahpeton Police Department. Ms. Sharma is a teacher at the Wahpeton School of Science and she and her family live close to the Wahpeton Indian School. Ms. Sharma stated that gangs of students from the Indian School would come by her house during the summer. She was afraid to let her children play outside for fear something would happen to them.

Ms. Sharma stated that she has heard that medical care has gone up at the school and that the school now has problems with gangs.

10. On December 1, 1993 S/A Hocking interviewed Paye McElroy, a matron at the Wahpeton Indian School. Ms. McElroy related the following abuses at the school:

a. She observed a girl sniffing glue in the student's
The girl came out of the room and threw a knife at her.

b. She stated that approximately 50% of the students huff and "block" at the school. She relates that blocking occurs when a student chokes himself with a belt to get high. She has observed many students with belt marks around their necks.

c. She is aware of a sexual assault of a female student by a Mexican in Breckenridge, MN. This is currently being investigated by Breckenridge Police Department.

d. Meals at the school are terrible and she has observed unclean silverware and plates.

11. On December 1, 1993 S/A Rocking and S/W Wasmess interviewed Louise Owens at the Wahpeton Police Department. Ms. Owens had worked at the Wahpeton Indian School as a counselor from August to October, 1993 but resigned because of abuses at the school and lack of administration to address problems. Ms. Owens reported the following abuses she has observed at the Wahpeton Indian School:

a. Students do not have adequate clothing. She has observed students standing outside with a blanket wrapped around them. She has also observed students going to classes between buildings without shoes on during the winter.

b. She was told to bring her children for count day although they were no longer enrolled as students.

c. She has observed several verbal and physical assaults of student/student, student/staff, and staff/student.

d. She is concerned about health care of students. Nurses are directing matrons to give out medication. Medication belonging to one student is given to other students. There is no policy on how to deal with sick students and she has observed sick students being pulled out of their beds to attend school.

12. On December 1, 1993, John Allery gave S/A Rocking 3 knives he took from students at the school.
13. On December 1, 1993, S/W WaEneas interviewed Irene Marie Bear Runner, a counselor technician at the Wahpeton Indian School. Ms. Bear Runner related the following abuses at the school:

a. She has heard verbal abuse of students by staff members. She has observed medical abuse of students and related an incident of a student given another student's medication and the students having difficulty breathing afterward.

b. Student records are incomplete and do not include medical problems or immunization records.

c. She is concerned about nutritional needs of students. She has not seen any raw vegetables and very little fresh fruit. The diet is high in starch and carbohydrates.

14. On December 16, 1993 S/A Ron Erivoruchka interviewed ________, a former student of the Wahpeton Indian School, at the Mandaree, ND school. ________ related the following abuses:

a. Dorm matron Mr. Warres grabbed him by the neck and threw him up against a wall. He turned his head and struck the wall on his left side causing a lump on his head. He also saw three (3) other students get thrown against the wall by Mr. Warres.

b. The matrons would play with the students "swirling" them. He explained swirling as the matron grabbing students by the legs, putting their heads in the toilet and flushing the toilet.

15. On December 16, 1993 S/A Ron Krivoruchka interviewed ________, a former student of the Wahpeton Indian School, at the Mandaree, ND school. ________ related the following abuse:

a. Mr. Warres pushed his head into a wall where he bumped his head on a thermostat. Warres also was cursing him out. He also observed Warres do this to other students.

b. He witnessed dorm matron Crawford push a student down and kick him.

16. On December 16, 1993 S/A Ron Krivoruchka interviewed ________, a current student at the Wahpeton Indian
School. Louise indicated the following abuses:

a. Ms. Peltier grabbed her by the shirt causing her to get a cloth burn around her neck.

b. She observed three (3) girls get beat up by a gang of girls. One (1) girl landed in the hospital with a broken nose.

17. On January 13, 1994 S/A Dick Rolle interviewed [redacted], a student at the Wahpeton Indian School. Related the following abuse:

a. Dorm manager David Keehn grabbed her by the arms and shook her causing an injury to her jaw area.

18. On January 13, 1994 S/A Dick Rolle interviewed [redacted], a former student at the Wahpeton Indian School. Related the following abuse:

a. Dorm matron Blaine Buss grabbed him by the shoulder and kicked him in the butt. He has also observed one (1) other student treated in this manner by Mr. Buss.


20. On January 14, 1994 Bureau of Indian Affairs Criminal Investigator William Falls Down interviewed [redacted], a former student at Wahpeton Indian School, at Poplar, Mt. Related the following abuse:

a. Dorm matron Blaine Buss threw him against his bedroom wall and hit him in the face causing a red mark on his face.

21. On January 13, 1994 S/W Wasness contacted William Powell via telephone for permission to interview his daughter [redacted] regarding alleged abuse while she was a student at Wahpeton Indian School. Mr. Powell refused permission to interview stating that she has returned to the Wahpeton Indian School and has assured him that any problems in the past have now been taken care of.

regarding reports that he had assaulted students at the school. Mr. Buss denied that at no time has he ever kicked, hit, or treat harshly. He did state that he has escorted to his room but he did this in a gentle manner.

23. On January 22, 1994 S/A Dick Rolle interviewed Janice DuBois, a counselor at the Wahpeton Indian School. Janice was present during the altercation between and David Keehn. Ms. DuBois stated that she did observe Mr. Keehn grab by the shoulders and shake her but that behavior was out of control at the time and she was acting violently.

24. On January 22, 1994 S/A Dick Rolle interviewed Jeffrey Lilley, a dorm matron at the Wahpeton Indian School. Mr. Lilley was present during an alleged assault of by Blaine Buss. Mr. Lilley stated that he did observe Buss escort to his bed by placing one arm on shoulder and the other on arm, however, at no time did he observe Buss kick or manhandle.

25. All reports have been distributed to law enforcement, prosecutors, social services, and the FBI.
# BOARDING SCHOOL STUDENT PROFILE

## ASSESSMENT OF STUDENT NEEDS/PROBLEMS

**School:** Haxbton Indian School  
**Address:** 832 8th St. N., Haxbton, MN 56075  
**Phone Number:** 701 - 642 - 3796  
**Person(s) Completing Profile:** Academic & Counseling Staff

How many total number of students enrolled in your school from September 1, 1993 to present (November 30, 1993) have need for program/staff services in the following service areas/categories:

### SOCIAL

<table>
<thead>
<tr>
<th>Student Need(s)</th>
<th>Total Numbers Needing Service</th>
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</thead>
<tbody>
<tr>
<td>Intervention/Prevention - Violent Behavior</td>
<td>657</td>
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<tr>
<td>Constructive use of Leisure Time</td>
<td>911</td>
</tr>
<tr>
<td>Movement from School to School without regard/consideration of consequence</td>
<td>763</td>
</tr>
<tr>
<td>Sexual Identity</td>
<td>582</td>
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<tr>
<td>Problems with Cultural Identity</td>
<td>845</td>
</tr>
<tr>
<td>Parenting Skills (is an adolescent parent)</td>
<td>677</td>
</tr>
<tr>
<td>Solo Parent Program</td>
<td>507</td>
</tr>
<tr>
<td>Lack of Adult Nurturing</td>
<td>842</td>
</tr>
<tr>
<td>Interpersonal Relationships (boy/girl/peer)</td>
<td>907</td>
</tr>
<tr>
<td>Interpersonal Relationships (student/adult)</td>
<td>915</td>
</tr>
<tr>
<td>Social Interaction Skills</td>
<td>902</td>
</tr>
<tr>
<td>Problem Solving/Decision Making</td>
<td>912</td>
</tr>
<tr>
<td>Surrogate Family Participation</td>
<td>487</td>
</tr>
<tr>
<td>Self-Discipline</td>
<td>417</td>
</tr>
<tr>
<td>Experience Racism</td>
<td>872</td>
</tr>
<tr>
<td>Is Racist</td>
<td>872</td>
</tr>
<tr>
<td>Int &amp; Tribal Conflicts</td>
<td>482</td>
</tr>
<tr>
<td>Employment</td>
<td>442</td>
</tr>
<tr>
<td>Money Management</td>
<td>582</td>
</tr>
<tr>
<td>Gang Education/Prevention</td>
<td>772</td>
</tr>
<tr>
<td>Other</td>
<td>842</td>
</tr>
</tbody>
</table>
### Student Needs/Problems

<table>
<thead>
<tr>
<th>Problem</th>
<th>Total Number of Students Needing Service</th>
</tr>
</thead>
<tbody>
<tr>
<td>Severely Emotionally Disturbed</td>
<td>162</td>
</tr>
<tr>
<td>Behavior Management Problems</td>
<td>662</td>
</tr>
<tr>
<td>Depression</td>
<td>542</td>
</tr>
<tr>
<td>Suicidal Ideation</td>
<td>282</td>
</tr>
<tr>
<td>Suicide Attempts</td>
<td>72</td>
</tr>
<tr>
<td>Suicides Completed</td>
<td>0</td>
</tr>
<tr>
<td>History of Physical Abuse</td>
<td>352</td>
</tr>
<tr>
<td>History of Emotional/Psychological Abuse</td>
<td>442</td>
</tr>
<tr>
<td>History of Sexual Abuse</td>
<td>502</td>
</tr>
<tr>
<td>Low Self-Esteem</td>
<td>952</td>
</tr>
<tr>
<td>Unresolved Grief</td>
<td>632</td>
</tr>
<tr>
<td>Anger Management</td>
<td>862</td>
</tr>
<tr>
<td>Difficulty Identifying Feelings</td>
<td>902</td>
</tr>
<tr>
<td>Handling Feelings Effectively</td>
<td>802</td>
</tr>
<tr>
<td>Impulse Control</td>
<td>862</td>
</tr>
<tr>
<td>Seeks Immediate Gratification</td>
<td>792</td>
</tr>
<tr>
<td>Dealing with Recent Death in Family</td>
<td>282</td>
</tr>
<tr>
<td>Dealing with Trauma in Family</td>
<td>662</td>
</tr>
<tr>
<td>Dealing with Peer Trauma</td>
<td>692</td>
</tr>
</tbody>
</table>

**Types of Trauma:**
- e.g. Homelessness, fighting (to gain acceptance), gang issues, etc.
- Other Emotional Disturbances:
## ACADEMIC DEFICIENCIES

<table>
<thead>
<tr>
<th>Student Needs/Problems</th>
<th>Total Number of Students Needing Service</th>
</tr>
</thead>
<tbody>
<tr>
<td>Tutoring - School-wide</td>
<td></td>
</tr>
<tr>
<td>Academic (during school)</td>
<td>96%</td>
</tr>
<tr>
<td>Residential (after school)</td>
<td>95%</td>
</tr>
<tr>
<td>Vocational Education</td>
<td></td>
</tr>
<tr>
<td>Basic Skills (Reading, Writing, Math)</td>
<td>95%</td>
</tr>
<tr>
<td>Career Education</td>
<td>90%</td>
</tr>
<tr>
<td>Application of Academic Skills</td>
<td></td>
</tr>
<tr>
<td>Study Skills</td>
<td>96%</td>
</tr>
<tr>
<td>How to Implement &amp; Attain Goals</td>
<td>95%</td>
</tr>
<tr>
<td>Bilingual Instruction</td>
<td>90%</td>
</tr>
<tr>
<td>English Language Skills</td>
<td></td>
</tr>
<tr>
<td>Apprentices/Work Study Program</td>
<td>90%</td>
</tr>
<tr>
<td>Self-Directed Learning/Independent Study</td>
<td>95%</td>
</tr>
<tr>
<td>Cultural Studies (Expand)</td>
<td></td>
</tr>
<tr>
<td>Adult Living Skills - How to cope in the &quot;real&quot; world</td>
<td>96%</td>
</tr>
<tr>
<td>Post High School Transition</td>
<td>90%</td>
</tr>
<tr>
<td>Economic Development - Establish Business Partnerships</td>
<td>90%</td>
</tr>
<tr>
<td>Truancy</td>
<td></td>
</tr>
<tr>
<td>Absenteeism</td>
<td>80%</td>
</tr>
<tr>
<td>Other:</td>
<td></td>
</tr>
</tbody>
</table>

**TOTAL:** 433

BEST COPY AVAILABLE
HEALTH/PHYSICAL

### Student Needs/Problems

<table>
<thead>
<tr>
<th>Alcohol/Substance Abuse Education:</th>
<th>Total Number of Students Needing Service</th>
</tr>
</thead>
<tbody>
<tr>
<td>Prevention</td>
<td>95%</td>
</tr>
<tr>
<td>In-patient Treatment</td>
<td>65%</td>
</tr>
<tr>
<td>Out-patient Treatment</td>
<td>50%</td>
</tr>
<tr>
<td>Aftercare</td>
<td>25%</td>
</tr>
<tr>
<td>Inhalant Abuse</td>
<td></td>
</tr>
<tr>
<td>Huffing</td>
<td>75%</td>
</tr>
<tr>
<td>Sniffing</td>
<td>75%</td>
</tr>
<tr>
<td>Education</td>
<td>90%</td>
</tr>
<tr>
<td>Prevention</td>
<td>95%</td>
</tr>
<tr>
<td>Treatment</td>
<td>95%</td>
</tr>
<tr>
<td>Aftercare</td>
<td>25%</td>
</tr>
<tr>
<td>Tobacco Abuse</td>
<td>75%</td>
</tr>
<tr>
<td>Education in Nutrition</td>
<td>95%</td>
</tr>
<tr>
<td>Mental Health:</td>
<td></td>
</tr>
<tr>
<td>Services During the Day</td>
<td>40%</td>
</tr>
<tr>
<td>Do you need mental health or related services, during evening/weekends?</td>
<td>75%</td>
</tr>
<tr>
<td>Number of students who need education services on:</td>
<td></td>
</tr>
<tr>
<td>Sex Education</td>
<td>95%</td>
</tr>
<tr>
<td>Birth Control</td>
<td>40%</td>
</tr>
<tr>
<td>Sexually Transmitted Disease</td>
<td>40%</td>
</tr>
<tr>
<td>Eating Disorders:</td>
<td></td>
</tr>
<tr>
<td>Anorexia/Bulimia</td>
<td>40%</td>
</tr>
<tr>
<td>Obesity</td>
<td>40%</td>
</tr>
<tr>
<td>General Health Care:</td>
<td></td>
</tr>
<tr>
<td>Personal Hygiene</td>
<td>75%</td>
</tr>
<tr>
<td>Diagnosis of:</td>
<td></td>
</tr>
<tr>
<td>ADD (Attention Deficit Disorder)</td>
<td>40%</td>
</tr>
<tr>
<td>FAE (Fetal Alcohol Effect)</td>
<td>80%</td>
</tr>
<tr>
<td>FAS (Fetal Alcohol Syndrome)</td>
<td>50%</td>
</tr>
<tr>
<td>Student Needs/Problems</td>
<td>Total Number of Students Needing Service</td>
</tr>
<tr>
<td>----------------------------------------------</td>
<td>------------------------------------------</td>
</tr>
<tr>
<td>Traumatic Head Injury</td>
<td>0%</td>
</tr>
<tr>
<td>Student Health Care Service (Infirmary service)</td>
<td>25%</td>
</tr>
<tr>
<td>Pregnancy</td>
<td>0%</td>
</tr>
<tr>
<td>Dental</td>
<td>15%</td>
</tr>
<tr>
<td>Visual</td>
<td>20%</td>
</tr>
<tr>
<td>Hearing</td>
<td>10%</td>
</tr>
<tr>
<td>Chronic Diseases</td>
<td>10%</td>
</tr>
<tr>
<td>Student Needs/Problems</td>
<td>Total Number of Students Needing Service</td>
</tr>
<tr>
<td>--------------------------------------------------------------------------------------</td>
<td>------------------------------------------</td>
</tr>
<tr>
<td>Has Been Rejected</td>
<td>852</td>
</tr>
<tr>
<td>Has Been Neglected</td>
<td>802</td>
</tr>
<tr>
<td>Lack of Adequate Parental Supervision</td>
<td>752</td>
</tr>
<tr>
<td>Lack of Family Support and Communication</td>
<td>752</td>
</tr>
<tr>
<td>Lack of Home Based Social/Support Services</td>
<td>852</td>
</tr>
<tr>
<td>Well being was Imperiled Due to Family Behavioral Problems</td>
<td>852</td>
</tr>
<tr>
<td>Has Behavioral Problems too Difficult for Solution by Family or Local Resources</td>
<td>852</td>
</tr>
<tr>
<td>Separation from Siblings or other Close Relatives and is Adversely Affected by Separation</td>
<td>752</td>
</tr>
<tr>
<td>Adversely Affected by Poverty</td>
<td>752</td>
</tr>
<tr>
<td>Academic Counseling</td>
<td>752</td>
</tr>
<tr>
<td>Behavior Counseling</td>
<td>802</td>
</tr>
<tr>
<td>Juvenile Probation Program</td>
<td>202</td>
</tr>
<tr>
<td>Court Ordered Boarding School Placement</td>
<td>252</td>
</tr>
<tr>
<td>Spiritual Program Opportunities</td>
<td>902</td>
</tr>
<tr>
<td>Vandalism/Vandalism</td>
<td>852</td>
</tr>
<tr>
<td>Family Role (head of household)</td>
<td>802</td>
</tr>
<tr>
<td>Adherence to Consistent Program Policies/Procedures</td>
<td>802</td>
</tr>
<tr>
<td>Long Term Transition/Adjustment Program</td>
<td>852</td>
</tr>
<tr>
<td>Discipline/Attendance Program Supported by Appropriate Staff</td>
<td>602</td>
</tr>
<tr>
<td>Law Enforcement Program</td>
<td>902</td>
</tr>
</tbody>
</table>
DEMOGRAPHICS

**Age(s) --- Student Population Served (Numbers):**

<table>
<thead>
<tr>
<th>Age</th>
<th>5 years</th>
<th>6 years</th>
<th>7 years</th>
<th>8 years</th>
<th>9 years</th>
<th>10 years</th>
<th>11 years</th>
<th>12 years</th>
<th>13 years</th>
<th>14 years</th>
<th>15 years</th>
<th>16 years</th>
<th>17 years</th>
<th>18 years</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total</td>
<td>44</td>
<td>60</td>
<td>42</td>
<td>13</td>
<td>10</td>
<td>6</td>
<td>7</td>
<td>8</td>
<td>13</td>
<td>14</td>
<td>15</td>
<td>16</td>
<td>17</td>
<td>18</td>
</tr>
</tbody>
</table>

**Grade Levels Offered (Please check):**

<table>
<thead>
<tr>
<th>Grade</th>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total Females: 146</td>
<td>5</td>
<td>6</td>
<td>7</td>
<td>8</td>
</tr>
<tr>
<td>Total Males: 135</td>
<td>9</td>
<td>10</td>
<td>11</td>
<td>12</td>
</tr>
</tbody>
</table>

**Number of Admission Applications Received this School Term:**

306

**Number of Students Denied Admission this School Term:**

25

**Total Number of Students Requiring Handicapped Services:**

77

**Reasons Students Denied Admission:**

1. Behavioral and/or emotional issues. Needs could not be met by program presently in place at WIS.
2. Incomplete information on application blanks.

**States Serve (Please list):**

- North Dakota
- South Dakota
- Minnesota
- Montana
- Wisconsin
- Washington
- Idaho
- Michigan
- Nebraska
- Arizona
- Wyoming
### DEMOGRAPHICS

<table>
<thead>
<tr>
<th>Grade</th>
<th>Number of Students</th>
</tr>
</thead>
<tbody>
<tr>
<td>5 years</td>
<td>146</td>
</tr>
<tr>
<td>6 years</td>
<td>135</td>
</tr>
<tr>
<td>7 years</td>
<td>120</td>
</tr>
<tr>
<td>8 years</td>
<td>105</td>
</tr>
<tr>
<td>9 years</td>
<td>90</td>
</tr>
<tr>
<td>10 years</td>
<td>75</td>
</tr>
<tr>
<td>11 years</td>
<td>60</td>
</tr>
<tr>
<td>12 years</td>
<td>45</td>
</tr>
<tr>
<td>13 years</td>
<td>30</td>
</tr>
<tr>
<td>14 years</td>
<td>15</td>
</tr>
<tr>
<td>15 years</td>
<td>10</td>
</tr>
<tr>
<td>16 years</td>
<td>5</td>
</tr>
<tr>
<td>17 years</td>
<td>3</td>
</tr>
<tr>
<td>18 years</td>
<td>2</td>
</tr>
<tr>
<td>19 years</td>
<td>1</td>
</tr>
<tr>
<td>20 years</td>
<td>1</td>
</tr>
<tr>
<td>21 years</td>
<td>1</td>
</tr>
</tbody>
</table>

#### Grade Levels Offered

- 1
- 2
- 3
- 4

- Total Females: 146
- Total Males: 135

#### Number of Admission Applications Received this School Term: 306

#### Number of Students Denied Admission this School Term: 25

#### Total Number of Students Requiring Handicapped Services: 77

#### Reasons Students Denied Admission:
1. Behavioral and/or emotional issues. Needs could not be met by program presently in place at VIS.
2. Incomplete information on application blanks.

#### States Served:
- North Dakota
- Washington
- South Dakota
- Idaho
- Minnesota
- Michigan
- Montana
- Nebraska
- Wisconsin
- Arizona
- Wyoming
**Number of Tribes Served (Please list):**

- Red Lake
- Fort Peck
- Menominee
- Blackfeet
- Fort Totten
- Turtle Mt.
- Sisseton
- Pine Ridge
- Osage
- Standing Rock
- Fort Berthold
- Otec
- Fort Belknap
- Potawatomi
- Fort Hall
- Mille Lacs
- Cahuilla
- Rocky Boy
- Wind River
- Cheyenne River
- Crow Creek
- Prairie Island
- White Earth
- Bad River
- Bay Mills
- Yakima
- Northern Cheyenne
- Winnebago
- Leech Lake
- Shakopee

**Total Number of Students Counted During ISEP Count Week:**

- 281

**Total Number of Students Eligible for Free School Meals (USDA Food Service Reimbursement Program):**

- 50

**Total Number of Students Eligible for Reduced Price School Meals (USDA Food Service Reimbursement Program):**

- 116
A Second Supplementation Concept Paper Prepared by:
Indian Health Service, Office of Mental Health Programs
In collaboration with the Acting Executive Director,
H.H.S. Intero-Departmental Council on Indian Affairs

INTRODUCTION

The following paper supplements the initial concept paper developed on July 16, 1980 and presents additional ideas based on reviews and comments received to date. Approximately 100 copies of the initial paper were circulated among a number of Indian, governmental, and other professional persons. Generally the paper was well received.

The report of the Appropriations Interior Subcommittee of the House, dated 9/17/80 gave strong additional indication that the Congress is not at all pleased with progress being made with the System in respect to the education and treatment of P.L. 74-141 eligible Indian children and youth.

Last year the Committee expressed grave concern over the state of the Bureau's special education program. The Bureau receives $15,000,000 annually, $7,000,000 from this bill and $8,000,000 in pass-through money from the Bureau for the Education of the Handicapped (BHE) in the Department of Education. These pass-through funds, appropriated under the authority of Public Law 94-142, the Education of the Handicapped Act carry certain requirements which the BIA must meet including development of standards, program monitoring, evaluation of handicapped children, and corrective actions - individual education plans. It has come to the Committee's attention that the BIA is failing to comply with these requirements. Considering the strong language in last year's Committee report, and the consistent funding support initiated by Congress, BIA's inability to meet even these basic program mandates amounts to gross negligence.

Groups included the NIAA, BIA, OSE, AMA, IHS, as well as a number of interested educators, psychologists, psychiatrists, pediatricians, social workers, etc.
To fill a serious gap in the provision of noneducational services, the Indian Health Service has developed a model dormitory program which was operated at the Stewart Boarding School in Nevada. This program provides evaluation of handicapped children and a wide variety of necessary services based on the degree of each child's handicap. The Service has developed a plan which has been favorably reviewed by BIA to expand this program to a number of BIA boarding schools. In light of BIA's failure to develop necessary programs, the Committee directs the Bureau to enter into an interagency agreement by which the Service will establish three model dorm programs with BIA pass-through funds provided by BIA. The Committee expects to be kept fully informed on the progress of this agreement and its implementation. In addition, the Committee will expect a full report by February 1, 1981, on how BIA has corrected the BIA compliance problems.

The time has now come for us to take a second step in respect to designing a model which will optimally address the complex social, psychological, medical, and educational needs of the large number of high risk children currently enrolled in BIA boarding schools.

**MAJOR IDEAS**

Several major ideas have surfaced through critiques and discussions since the initial draft. These include the following:

1. There was agreement that a BIA administrated education program and an IHS administrated mental health/health program on the same campus could present major administrative difficulties. Also such an admixture of goals and missions would probably be confusing for students and parents as well as for staff and administrators.

2. There was strong agreement that educational and home living functions should be administratively separate yet many reviewers wondered how implementing this concept can be realistically accomplished.

3. There is unanimous agreement that cottages provide a much better facility for reinforcing home-like living than dormitories. Yet nearly all existing BIA campus are dormitory designed.

4. Most agreed that high risk children should not be totally segregated from their more "normal peers." It was felt that the "least restrictive environment" ideally should include frequent interaction with non-problem students. Yet to house P.L. 94-142 eligible children on the same campus

---

with non-eligible students could result in revenue discrimination in terms of comparative benefits. Since resources available to problem students could be so much better than those available to others, fears were expressed that non-eligible could, in fact, be harmed.

5. There is a recognized need for significant and innovative demonstration boarding school programs for emotionally disturbed/socially maladjusted Indian children.

6. Total cost and source of funds continue to be of major concern. There are also questions concerning personnel ceilings. Most reviewers believe an underfunded and understaffed model should not be attempted. The general sentiment is "if we are going to do it, let's do it right."

7. Ideally, programs should be administered at Area levels with an ABS facility being treated as a separate service unit (administratively under the Area Director with K.B. branch chief's support). There were strong recommendations however that all ABS units should be under the central supervision of the OMBU then be transferred to the areas when they are firmly established.

RESPONSES TO QUESTIONS AND CONCERNS

(THE ADDITIONAL DESCRIPTION OF THE MODEL.)

The above questions and the critiques we have received have allowed us the opportunity to further define and refine the model we are proposing. The following narrative responds to each question and then moves on to additional descriptive materials.

Responses to the Questions

1. How should this program be administered? Three major models exist:
   a. ABS administered boarding school with IHS providing health/mental health support services.
   b. IHS and ABS as equal partners on the same campus with the holistic goal of healing and educating students.
c. IHS administered "School" providing a home living environment (tribal contract) and mental health/clinical services (IHS or contract) for Indian students with BIA providing support services (education, facility management, and dietary - all or in part).

I strongly propose the latter. The school should have a clear mission of "providing a therapeutic living environment with enriched educational, interpersonal, and social living opportunities". The goal is individual well-being. Facilitation of individual growth and development is accomplished by providing whatever support services are necessary with education viewed as only one of many tools.

How can the home living/mental health/clinical services and educational functions be separated in an IHS-administered program to allow for better child advocacy/refuge supports?

The "ideal" model which has emerged combines the best of Tribal, IHS, and BIA capabilities. It is diagrammed as follows as it relates to any given ABS location:
In the above, the program is totally administered by the IHS which, in turn, utilizes appropriate capabilities from Tribe, BIA and IHS. Certain assurances are essential in the design:

a. The ABS director must be a well trained and experienced (doctoral level) mental health and education professional. Such a person could be an educational psychologist, hold credentials in special education, etc.

b. It will be important that the home living scope of work for the Tribal contract includes specific assurances of high level and appropriately paid parent surrogates. Adequate entry training and experience must be required as well as assurances of mandatory inservice education which will be provided by the clinical staff and/or contracted with institutions of higher education and professional organizations. The ABS Director should not be the IHS project officer but should be involved in evaluating the home living contract. Differences between the ABS Director and the Director of Home Living should be negotiated at the next highest level (Director of CHMP or Area Director).

c. If the BIA is to provide staff for the educational, facility management, dietary, and other support functions, these staff should be formally IPA'd to the IBS. The ABS Director must have the authority and flexibility to screen, hire, evaluate, discipline and reward all staff directly under his/her administrative span. Should the BIA have difficulty in providing staff on these conditions a better option might be for them to totally contract these functions to the IBS.

d. The "special ed" function may exist in either or both of the educational and clinical service divisions. At this point the discussion is not clear.

3. Cottages vs. dormitories for "home atmosphere". Cottages designed to approximate home living are much more preferable than institutional dormitories. R.U.D. should be approached in order to determine the degree of their interest in such a project for one to three schools initially. If dormitories are to be used, remodeling must occur to assure "family integrity" within the primary nucleus of "parents" and six to eight "children." Facilities should include certain common areas such as a kitchen, dining area, laundry area, and den.
will share in rotated home and yard responsibilities and chores.

Maintenance personnel would be required for only major problems.

... should accommodate two or, at the most, three students. There are advantages, as well as risks, associated with coeducational variability grouping. We strongly recommend an age mix. A sex of sexes will depend on cultural and clinical considerations.

142 segregated vs. integrated programs.

In of differentiating between P.L. 94-142 eligibles and non-eligibles obviously derives from funding authorities. We strongly favor integrated alternative boarding schools which will serve the continuum of students from gifted to most needy, the least live environment.

Studies have shown that most existing off-campus schools have a population of 55% to 85% handicapped or maladjusted students. To make this 100% is to create a "leper colony." To provide a significantly more enriched program for only the certified eligible on an integrated campus is to reinforce agencies between the groups. We believe this could be to the benefit of both.

We recommend a model which provides an enriched environment for those and where they are mixed in home living and many other activities. In such a program all students must be tested for Individual Education Plan which guides their growth in terms of social, vocational, cultural and therapeutic goals. Programs will build on the strengths of each student as well as remedial needs which are identified. It is hoped that P.L. 94-142 can be used in such a way to reinforce this concept of a community with all students being assisted in developing maximum potential. If P.L. 94-142 funds are not available for enriching these student "role model/therapeutic aids," then other monies must be allocated so as to minimize the ostensible differences between the...
5. Cost and source of funding.

Interest in this project has been expressed by the O.S.E. (B.E.R.), the
VIM and others. The primary source of funding should, of course, come
from or through the BIA which has the authority and responsibility for
providing general and special education. The following schematic shows
a possible model for basic funding and oversight of the project.

In this model, O.S.E (B.E.R.), is seen as an important liaison and facilitator
in the interaction between the IRS and the BIA.

BIA funds will pass to OSE monies as well as contract with IRS with basic
education and home living appropriations. It is thought that little "new
monies" will be required. What is indicated is a redistribution of existing
funds and positions which should become recurring monies.
MEMORANDUM OF UNDERSTANDING

SUBJECT: Handling of cases involving children at Riverside Indian School in Anadarko, Oklahoma, who are delinquent, deprived, abused, neglected or in need of treatment or supervision.

I. PARTIES:

Oklahoma Department of Human Services ("DHS")
Riverside Indian School ("RIS" or "Facility")
Riverside Indian School Board
Oklahoma Area Education Program Administrator ("EPA")
ZIA Anadarko Agency Community Services
IRS Oklahoma City Area Office
ZIA Anadarko Agency Branch of Law Enforcement
Caddo County District Attorney's Office ("DA")
Caddo County Sheriff's Department
Anadarko Police Department

II. PURPOSE:

1. The jurisdictional status of the Riverside Indian School (RIS) has not yet been determined by a court of competent jurisdiction. Until such a determination is made, each of the parties hereto recognize a shared responsibility to provide an environment at the Riverside Indian School which is safe and secure for Indian students. Various programs and services are now provided to Indian students including counseling and other such services at RIS; however, all the parties recognize that the resources of Oklahoma Department of Human Services (DBS) are needed to supplement these services. In the past there was little or no coordination among the parties. Effective child protection encompasses the identification, reporting, treatment and prevention of child abuse, including neglect, physical injury, sexual maltreatment, emotional maltreatment, or a combination of the above; it also encompasses proper treatment of delinquency. A cooperative multi-disciplinary approach is necessary to provide Indian children with all available services and protection. This Memorandum of Understanding (MOU) establishes procedures for inter-agency cooperation in reporting, investigating, determining treatment and supervising progress of the cases involving students at Riverside Indian School who are in need of treatment, abused, neglected or delinquent. Those students who are in need of supervision, as defined below, remain the sole responsibility of RIS faculty and staff. The parties agree, however, to cooperate with RIS in providing services or facilities if requested by RIS. It is in the best interest of RIS children
for the various state and federal agencies to enter into this Memorandum of Understanding.

2. Most administrative jurisdictional issues concerning child protection can be overcome through cooperative agreements such as cross deputization agreements for law enforcement officials and this Memorandum of Understanding. Judicial jurisdictional issues only become crucial when facts are developed which lead to charges being brought under state or federal law.


III. DEFINITIONS

1. **Indian Child** means any unmarried person who is under the age of eighteen (18) and is either (a) a member of an Indian tribe or (b) is eligible for membership in an Indian tribe and is the biological child of a member of an Indian tribe.

2. **Child** means a person under eighteen (18) years of age except, in cases of delinquency, those youths sixteen (16) or seventeen (17) years of age who may be tried as an adult under provisions of state law or youths fifteen (15) years of age or older who may be tried as an adult under federal law. Under The Indian Child Protection Act and the Indian Child Welfare Act, a child is defined as under eighteen (18) years of age and not married. However, marital status has no impact on the definition of a child for delinquency purposes.

3. **Delinquent child** means a child who:
   a. has violated any lawful order of the court or any federal or state law or municipal ordinance, except a traffic statute or traffic ordinance, or
   b. has habitually violated traffic laws or traffic ordinances.

4. **Child in need of supervision** means a student who:
   a. has repeatedly disobeyed reasonable and lawful
b. is willfully and voluntarily absent from RIS without the consent of the student's approved guardian or parent and without being properly checked out by the principal (from 8 a.m. to 3:30 p.m.) or the dorm attendant (3:30 p.m. to 8:00 a.m.), or

c. is willfully and voluntarily absent from school for fifteen (15) or more days or parts of days within a semester or four (4) or more days or parts of days within a four-week period without a valid excuse as defined by the local school boards, if said student is subject to compulsory school attendance.

5. **Child in need of treatment** means a child who has a demonstrable mental illness and as a result of that mental illness:

   a. can be expected within the near future to intentionally or unintentionally seriously physically injure himself or another person and has engaged in one or more recent overt acts or made significant recent threats which substantially support that expectation, or
   
   b. is unable to attend to those of his basic needs that must be attended to in order for him to avoid serious harm in the near future and has demonstrated such inability by failing to attend to these basic needs. A determination regarding the ability of the child to attend to his basic needs shall be based upon the age of the child and reasonable and appropriate expectation of the abilities of a child of such age to attend to said needs.

The term "child in need of treatment" shall not mean a child afflicted with epilepsy, developmental disability, organic brain syndrome, physical handicaps, brief periods of intoxication caused by such substances as alcohol or drugs or who is truant or sexually active unless the child also meets the criteria for a child in need of treatment pursuant to subparagraph a or b of this paragraph.

6. **Child abuse** means the physical or mental injury, sexual abuse or exploitation, or negligent treatment of a child. The term includes but is not limited to:

   a. any case in which
      
      (i) a child is dead or exhibits evidence of skin bruising, bleeding, malnutrition, failure to thrive, burns, fracture of any bone, subdural hematoma, soft tissue swelling, and
(ii) such condition is not justifiably explained or may not be the product of an accidental occurrence; and
b. any case in which a child is subjected to sexual assault, sexual molestation, sexual exploitation (which includes use of child in pornography or prostitution), sexual contact, or prostitution.

7. Child neglect includes but is not limited to, negligent treatment or maltreatment of a child by a person, including a person responsible for the child’s welfare, under circumstances which indicate that the child’s health or welfare is harmed or threatened thereby or the failure to provide, for reasons other than poverty, adequate food, clothing, shelter or medical care so as to seriously endanger the physical health of the child.

8. District Court (Court) for purposes of this Memorandum is the District Court, Juvenile Division for Caddo County. Where state jurisdiction is found, this Court has jurisdiction to dispose of cases involving children within the county who are delinquent, in need of treatment or abused or neglected.

9. CFR Courts are Courts of Indian Offenses as provided by 25 C.F.R. Part 11.

10. Tribal Courts are courts or other judicial entities which have been established by a federally recognized tribe.

11. The District Attorney is responsible for prosecuting state jurisdiction cases of juvenile delinquents, children in need of treatment, and children who have been abused or neglected.

12. Department of Human Services (DHS or Department) means the Department of Human Services of the State of Oklahoma. DHS is responsible for receiving reports of abuse and/or neglect in children, investigating the reports and forwarding its findings and recommendations for disposition to the District Attorney’s Office. The Department shall also report its findings and recommendations, when appropriate, to law enforcement, other prosecutorial authority, or to the court having jurisdiction over the matter. When a child is committed to the custody of the Department, the Department must provide for the child under the laws governing custody and placement including the Indian Child Welfare Act. DHS programs are available to AIS students.

13. Indian Health Service, U.S. Department of Health and Human Services (IHS) provides medical examinations for suspected abused and neglected children. Persons a IHS
are required by state and federal law to report cases of abuse and neglect or suspected abuse and neglect to the appropriate designated agency or law enforcement unit. Generally the child is transported to IRS by the child's custodian or law enforcement personnel.

14. **Local law enforcement agency** means that Federal (including BIA), tribal or State law enforcement agency that has the primary responsibility for the investigation of an instance of alleged child abuse.

15. **Indian Country** generally has the meaning given to the term by 18 U.S.C. § 1151:

   (a) all land within the limits of an Indian reservation...
   (b) all dependent Indian communities...
   (c) all Indian allotments, the Indian titles to which have not been extinguished...

The Indian Child Welfare Act defines a "reservation" as including the above definition "and any lands, not covered under such section, title to which is either held by the United States in trust for the benefit of any Indian tribe or individual or held by any Indian tribe or individual subject to a restriction by the United States against alienation. 25 U.S.C. § 1903.

However, "Indian reservation" is defined in the Indian Child Protection Act as any Indian reservation, public domain Indian allotment, former Indian reservation in Oklahoma, or lands held by incorporated Native groups, regional corporations, or village corporations.

16. **Riverside Indian School (RIS)** is on land of the United States set aside for educational purposes.

17. **Child Protection Team (CPT)** is a multi-disciplinary team generally of eight persons representing social services, law enforcement, medical services, psychological or other mental health counseling and judicial services. The Anadarko Agency CPT includes representatives from the seven area tribes, DHS, IHS, BIA Community Services and BIA Law Enforcement. The BIA and IHS have primary coordinating responsibilities for the team which encourages the exchange of information and coordination of federal, state, county and tribal programs to provide appropriate referrals to obtain protection for Indian children who are neglected and/or abused.
IV. REPORTING OF SUSPECTED CHILD ABUSE:

A. All persons having knowledge of a suspected case of abuse or neglect of a RIS student are required to immediately report the matter to the RIS superintendent or the RIS official charged with the responsibility for insuring the safe environment of the student; concurrently, persons must also report the matter to DHS Child Welfare Office, (405) 247-7301, for Caddo County. Persons with such knowledge may also report the matter to Anadarko Area Community Services or local law enforcement. 18 U.S.C. § 1169; 21 Okla. Stat. § 846. Reports may also be made to the State Child Abuse Hotline, 1-800-522-3511.

B. With regard to any matter referred to it, DHS will inform the Anadarko Area Social Services and the appropriate tribal child protection teams, and, when appropriate, local law enforcement agencies, of abuse and neglect cases at RIS.

C. Whether the allegations of child abuse or neglect indicate the incidents happened on or off campus, RIS will also immediately report, depending on the location of the alleged incident, all such allegations involving RIS students to the Anadarko Police Department, the Caddo County Sheriff's Department, the ETA Law Enforcement Office, the FBI or other appropriate law enforcement agency having jurisdiction over the matter.

D. Under the Indian Child Protection Act, any person who knows, or has reasonable suspicion that a child was abused and fails to immediately report such abuse or actions to the local child protective services agency or local law enforcement agency, shall be fined not more than $5,000 or imprisoned for not more than six (6) months or both. Any person who supervises, or has authority over, a person described above and inhibits or prevents that person from making a report of suspected abuse, shall be fined not more than $5,000 or imprisoned for not more than six (6) months or both. 18 U.S.C. §§ 1169, 2258.

E. DHS reporting requirements include:

1) Within 36 hours after receiving an initial report, the receiving agency shall prepare a written report which shall include, if available:
   a. the name, address, age, and sex of the student that is the subject of the report;
   b. the grade in which the student is currently enrolled;
   c. the name and address of the student's parents;
or other person responsible for the student's care;
d. the name and address of the alleged offender;
e. the name and address of the person who made the report to the agency;
f. a brief narrative as to the nature and extent of the student's injuries, including any previously known or suspected abuse of the student and the suspected date of the abuse; and
g. any other information the agency or the person who made the report to the agency believes to be important to the investigation and disposition of the alleged abuse.
2) When DHS receives a report alleging abuse, it shall immediately initiate an investigation of such allegation and shall take immediate, appropriate steps to secure the safety and well-being of the student or students involved.
3) Upon completion of the investigation of any report of alleged abuse that is made to DHS, the agency shall prepare a final written report on such allegation and, if appropriate, submit the report to the FBI and/or any official with jurisdiction over the matter.

V. CONFIDENTIALITY:

A. The identity of any person making a report of suspected child abuse shall be confidential, unless the reporter consents to disclosure, except that the reporter's identity may be revealed under certain circumstances to a court of competent jurisdiction and/or an employee of an Indian tribe, the state or the federal government who needs to know the information in the performance of the employee's duties. The person making a good faith report of suspected child abuse is protected from civil or criminal liability for making the report.

B. The parties to this memorandum of understanding that investigate and treat incidents of child abuse may not release information and records concerning the incident except to those agencies of any Indian tribe, any state, or the federal government that need to know the information in performance of their duties. Violation of confidentiality requirements may subject the offender to a fine and/or imprisonment. Privacy Act, 5 U.S.C. § 552a (i)(1); 21 Okla. Stat. § 846.
VI. PROCEDURES -- ABUSED OR NEGLECTED CHILDREN AND CHILDREN IN NEED OF TREATMENT:

The Oklahoma Area Education Program Administrator specifically permits the parties to this agreement to enter the RIS campus to perform their prescribed functions in accordance with the terms of this agreement. Nothing in this agreement shall be construed to conflict with any applicable Federal or State law or regulation which outlines a method for performing authorized functions at RIS.

A. Local Authority Involvement:

DHS is permitted to enter the RIS campus to investigate a reported incident and take appropriate action as required. The RIS Principal, Area Education Program Administrator, or other authorized persons will assist DHS in performing its functions at RIS. DHS and other State/County agencies will coordinate with the RIS principal or EPA prior to conducting on-location investigations. The RIS principal or EPA will assist DHS personnel who wish to visit RIS where the child resides and other appropriate locations to properly investigate the facts and circumstances of the case. RIS authorities will also cooperate with local authorities concerning the enforcement of court orders and service of process at RIS.

B. Temporary Custody

In order to prevent eminent physical damage or harm to an RIS student, the local law enforcement authority may effect the emergency removal of the student to a children’s shelter or other shelter under applicable state law. DHS or the local law enforcement authority will then notify the RIS superintendent and the EPA as to the disposition of the case. The State authority, official, or agency involved shall insure that the emergency removal or placement terminates immediately when such removal or placement is no longer necessary to prevent imminent physical damage or harm to the child.

All other Oklahoma laws and regulations regarding temporary custody of abused or neglected children will apply to RIS students, subject to the provisions of the federal law and the Indian Child Welfare Act.

RIS students who are or who become in need of treatment will be treated as all other Oklahoma children in need of treatment are treated.

C. Follow-up Reporting

The parties to this HOU resolve to make follow-up reports
monthly to each other party to this agreement with a continuing need to know the disposition of any case involving a RIS student.

VII. PROCEDURES -- DELINQUENT CHILDREN:

All RIS personnel have a duty to report incidents of juvenile delinquency to the Caddo County Sheriff's Department or other appropriate law enforcement authority. RIS will cooperate with the Court which assumes jurisdiction over the matter and all law enforcement authorities in the investigation and handling of the case.

RIS juveniles will be treated as other juveniles in Oklahoma are treated. In appropriate cases, the RIS student will be released to the custody of the RIS officials.

VIII. PROCEDURES: RIS STUDENTS WHO NEED TREATMENT BECAUSE OF INTOXICATION CAUSED BY ALCOHOL OR DRUGS:

Those students on the RIS campus who are in need of medical attention due to intoxication caused by such substances as alcohol or drugs remain the responsibility of RIS and INS. If RIS students are found off campus in an intoxicated condition, the other parties to this MOU agree to provide the immediately necessary care for the child and to notify RIS as soon as possible. All parties agree, also, to provide appropriate facilities and care for RIS students when requested to do so by RIS.

IX. LAW ENFORCEMENT RESPONSIBILITIES AND REPORTING:

A. The law enforcement units of the City of Anadarko, Caddo County, the Bureau of Indian Affairs, and the various Tribes state their intention to enter into cross-deputization agreements pursuant to the authority of the Indian Law Enforcement Reform Act, 25 U.S.C. §§ 2801, et seq., and 74 Okla. Stat. §§ 1221, et seq.

B. When a local law enforcement agency receives a report concerning the suspected abuse of a RIS student, the receiving agency shall immediately notify OHS of such report and shall also submit a written report to the other agency.

C. Where a report of abuse involves a RIS student or where the alleged abuser is an Indian and where a preliminary inquiry indicates a criminal violation has occurred, the local law enforcement agency, if other than the Federal Bureau of Investigation, shall immediately report such occurrence to the Federal Bureau of Investigation.
D. Within 36 hours after receiving an initial report the receiving agency shall prepare a written report which shall include, if available:

a. the name, address, age, and sex of the student that is the subject of the report;
b. the grade in which the student is currently enrolled;
c. the name and address of the student's parents or other person responsible for the student's care;
d. the name and address of the alleged offender;
e. the name and address of the person who made the report to the agency;
f. a brief narrative as to the nature and extent of the student's injuries, including any previously known or suspected abuse of the student and the suspected date of the abuse; and
g. any other information the agency or the person who made the report to the agency believes to be important to the investigation and disposition of the alleged abuse.

E. Any local law enforcement agency that receives a report alleging abuse shall immediately initiate an investigation of such allegation and shall take immediate, appropriate steps to secure the safety and well-being of the student or students involved.

F. Upon completion of the investigation of any report of alleged abuse that is made to a local law enforcement agency, such agency shall prepare a final written report on such allegation and, if appropriate, submit the report to the FBI and/or any official with jurisdiction over the matter.

X. MODIFICATION OR CANCELLATION:

This agreement shall become effective immediately upon the signatures of the parties and shall remain in effect and be reviewed annually with revisions as necessary. Any party to this agreement may, at any time, notify the other parties to this agreement of the need to renegotiate procedures, allocations of authority or any other provision to this agreement.
XI. CONCLUSION:

Therefore, to insure a viable and active program for the handling of cases of delinquent children, children in need of treatment and abused and neglected children, the undersigned parties agree to the principles, policies and procedures hereinafter stated.
March 16, 1994

Dear Lyle:

Sorry it took so long for these numbers. As of today, we have 47 students in the honor dorm with 5 students in the healing center. In the girls dorm, there are 11 girls on level four; 15 girls on level three; 16 girls on level two and 2 girls on level one. In the boys dorm, there are 19 boys on level four; 14 boys are level three; 8 boys are level two and 8 boys are level one.

In looking at these numbers, we find 73% of our dorm students above the middle level with only 17% below the middle level. These figures do not include our day students. Also, the enrollment in the honor dorm has steadily increased since it was opened with 15 students.

Sincerely,

[Signature]

Bot
Off-Reservation Boarding School
Student Needs Profile

March 1994

Data Compiled at: Chemawa Indian School
3700 Chemawa Rd. NE.
Salem, OR 97303-1199
(503) 399-5721
Off-Reservation Boarding School Needs Profile

March 1994

BEST COPY AVAILABLE
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<th>Chemawa</th>
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<th>Pierre</th>
<th>Riverside</th>
<th>Wahiuton</th>
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March 1994
### Off-Reservation Boarding School Needs Profile

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<th>Flandreau</th>
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<th>Saguoyah</th>
<th>Pine</th>
<th>Riverside</th>
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<td>181</td>
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March 1994
Off-Reservation Boarding School Needs Profile

Social - Student Needs Profile

Percentage

Off-Reservation Boarding Schools

Handreau

Sherman

Sequoyah

Riverside

Wehlieten

Gang Education/Prevention
## Off-Reservation Boarding School Needs Profile

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**BEST COPY AVAILABLE**

March 1994
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Off-Reservation Boarding School Needs Profile

Emotional and Student Needs/Problems

March 1994
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March 1994

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### Off-Reservation Boarding School Needs Profile

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March 1994
Off-Reservation Boarding School Needs Profile

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March 1994

BEST COPY AVAILABLE
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### Demographics - ORBS Schools

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<th>Requoysh</th>
<th>Pierre</th>
<th>Riverclla</th>
<th>Webpooon</th>
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<th>2-12</th>
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<td>257</td>
<td>192</td>
<td>112</td>
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<td>202</td>
<td>204</td>
<td>74</td>
<td>108</td>
<td>144</td>
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</table>

| Applications Received | 480  | 687  | 700  | 425  | 215 | 428  | 308 | 3241 |
| Denied Admission      | 10   | 19   | 186  | 25   | 35  | 1    | 28  | 301  |
| Total Requiring Handicapped Services | 129 | 69  | 0    | 30   | 0   | 0    | 77  | 325  |
| Total Number Counted at ISEP | 414 | 597 | 488 | 286 | 181 | 408 | 381 | 2628 |
| Total Free Meals (USDA program) | 255 | 325 | 0   | 181  | 178 | 375 | 50  | 1368 |
| Total Reduced Meals (USDA program) | 120 | 130 | 0   | 35   | 3   | 0   | 118 | 404  |

March 1994
### Demographics - ORBS Schools

#### Age of Students:

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<th>Charnow</th>
<th>Flandreau</th>
<th>Hot Springs</th>
<th>Moore</th>
<th>Piero</th>
<th>Riverdale</th>
<th>Total</th>
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<tbody>
<tr>
<td>5 years</td>
<td>432</td>
<td>648</td>
<td>450</td>
<td>390</td>
<td>181</td>
<td>408</td>
<td>2805</td>
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<tr>
<td>13 years</td>
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<td>0.0%</td>
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#### Grade Levels Offered:

- 9 - 12
- 13 - 12

#### Applications Received

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#### Percent Admitted:

- 2.1%
- 2.6%

#### Total Handicapped Services

- 25
- 25

#### Percent Handicapped Services

- 29.3%
- 13.7%

#### Total Handicapped Students

- 325
- 325

#### Percent of Applicants/Became Students

- 68.3%
- 66.4%

#### Total Free Meals (USDA program)

- 256
- 325

#### Percent Free Meals

- 61.5%
- 55.4%

#### Percent Reduced Meals

- 28.0%
- 22.1%

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CONCEPT PAPER

FOR THE DEVELOPMENT OF AN ALTERNATIVE RESIDENTIAL AND ACADEMIC PROGRAM AT CHEMAWA INDIAN SCHOOL
I. OVERVIEW -

Concomitant with a decline in enrollment at the Bureau’s Off Reservation Boarding Schools there has been another change that has been identified. The student population mix in attendance at Bureau Off Reservation Boarding Schools has changed significantly from a group representing the most capable of Indian youth who were required to attend off reservation boarding schools (ORBS) due to isolation, to one which now includes the least capable and most handicapped from the social, physical, mental and educational perspectives. This significant change is due, in part, to eligibility criteria.

The recent mental health screening study performed by Dr. Norman Dinges at Chemawa Indian Boarding School and the Management Report for Chemawa Indian Boarding School regarding a mental health promotion program prepared by Lawrence Shadbolt Jr. confirms empirically unique needs and problems in off reservation boarding schools (ORBS) which have been documented in countless studies and reports over the past twenty years. These findings, confirm that students being placed in ORBS programs are in need of strategies not presently being provided to meet the educational and affective developmental needs of the Indian students placed within the ORBS program.

What is needed in this respect, is an accurate collaborative appraisal of the various problems, affective, behavioral and social, of the students in attendance and being accepted for ORBS programs along with an analysis of existing systems within the Bureau of Indian Affairs and Indian Health Service. This appraisal and analysis would create programmatic and administratively change that will amend these services and ultimately the outcome variables of the students and the communities we serve.

For example, when the student population at the ORBS programs was more normally distributed in terms of educational achievement, aptitude and affective variables, the staff was predominantly professional educators with a small number of attendant support staff (School Nurses, Counselors etc.). Residential staff, generally nonprofessionals, did not possess any particular level of expertise. The Indian Health Service generally provided a physician, a school nurse or physician assistant to accommodate general medical difficulties typical of a normal juvenile population. Similarly, this population did not
However, while recognizing present student characteristics, a typical academic environment which provides supplemental services for the treatment of recognized symptomatic expression of disease is inappropriate. In order to provide appropriate services to students presently in attendance in ORBS programs it is necessary to provide a program more appropriately called an Alternative Educational Residential program. A reorganization of the systems at ORBS programs is necessary not only in the academic, but more specifically in the home living (the social and behavioral) programs if we are going to provide an opportunity for acceptable growth on the part of the students that we service.

With present Indian Health Service and Bureau of Indian Affairs staff, budgets and facilities, there is no way that we can provide the services and programs needed. When a population becomes predominantly handicapped then:

1. The composition of the professional staff must change.
2. The staff/student ratio must reflect the need for increasingly individualized approaches.
3. The residential staff must increase in skill and accept a changed role.
4. The facilities need to be altered, to accommodate contemporary treatment programs and a new array of health professionals.

It is clear that the present educational, residential health staff of the ORBS programs are no longer able to design and deliver appropriate and effective solutions. What is needed is the development of an alternative residential program concept which plans a dramatic new approach where education is subordinate to a treatment program directed by health professionals and yet remains as an intricate part of a highly individualized whole child program.

It is recommended that Chemawa Indian Off Reservation Boarding School become the facility that will develop this concept and focus attention on meeting these social and behavioral needs of the students.
Dr. James C. Martin, Assistant Director, Office of Indian Education Programs. In his memorandum of January 14, 1982 responding to the need addressed in Dr. Dinges and Shadbolt's studies authorized the Portland Area Education Programs Administrator to initiate a study to examine the feasibility of developing collaborative efforts with the Indian Health Service in meeting the needs of the students residing within the Chemawa dormitories. Included in recommendations based on these studies provided to him and to appropriate Indian Health Service managers, was a recommendation to provide a consultation plan to bring tribes, the school board and the union into future actions and/or recommended changes.

The following philosophy, recommendations and assumptions are viewed as key elements in the development of an alternative residential off reservation boarding school to accommodate the uniqueness of the service population and need for preventative and remedial services.

II. PHILOSOPHY -

The purpose of this concept paper is to recommend strategies and direction in the development of a off reservation residential treatment program at Chemawa Indian School. Conversations and research to date does indicate succinctly that an integrated well planned educational and health bureau program for Native American Youth in attendance in ORBS Programs has not been developed and that very few Interagency or Intraagency efforts have been established in regards to the initiation of wholistic program at off reservation boarding schools.

Recognizing limitations of survey and research data to date it is still very obvious that any measure of symptoms such as drug, anxiety, depression, suicide, etc. indicate a very serious problem among American Indian youth. Regardless of how this information is looked at, with what degree of skepticism, the fact remains that the problems that are being experienced by Native American Youth are not decreasing, but are becoming more severe. Unless a preventive Health Program is initiated that can meet the needs - whatever these needs are identified to be, the problems experienced by youth in off reservation boarding schools will not go away and will create an untenable situation increasing socio/maladjustment symptoms, social behavior maladjustment and insufficient growth. To develop
a program for American Indian Youth at off reservation boarding schools a complete interactive plan with all service providers is needed in order to develop the scope and directions for a program necessary to provide both technical and professional services. This strategy mandates a comprehensive consideration and approach that includes physical, mental and intellectual components of the individual.

DEFINITION -

An off reservation alternative boarding school is defined as a live in center for American Indian Youth of selected age ranges for short and long term care for mental, physical and health treatment, combined with an appropriate educational program. The purpose of an off reservation alternative boarding school is to prepare and implement comprehensive and effective individualized programs for the treatment of diagnosed mental, physical, health, and educational difficulties and to design, deliver, and integrate individualized education programs which compliments the health care effort for students in attendance. The Alternative Off Reservation Boarding School is a year round program for students. The summer session is designed for students needing special services.
III. ASSUMPTIONS

The foundation for any concept is a set of assumptions which sets forth a basic belief underlying the development of any program. The following assumptions have been advanced in this context and are predicated on research findings and on management reviews and have survived as valid indicators of a present need for an alternative off reservation boarding school:

1. There is a need for an alternative boarding school in the Bureau of Indian Affairs of a therapeutic/educational nature for American Indian students. The present population in off reservation Indian boarding schools, has handicapped and social/behavioral maladjusted children ranging in estimates from 70% to 95% of their population. Present boarding schools have not been shown to be effective in the treatment and remediation of social/behavioral and academic therapeutic needs of the majority of Indian students in attendance. Thus, new measures are needed.

2. The social/behavioral/educational service delivery systems now present in off reservation boarding schools do not provide appropriate models for wholistic treatment or prevention of problems experienced by American Indian youth. By utilizing an existing facility the Bureau can accommodate to the variant needs of the student population utilizing an interagency approach and staff to accommodate individualized needs.

3. An alternative off reservation boarding school must offer a wide spectrum of services. American Indian students in attendance at alternative off reservation boarding schools, will have a diversity of problems and a universe of ideologies. This facility must be prepared to treat the whole child with a diverse variety of personnel and services.

4. The student/staffing ratio for education, behavioral, and social services must be reduced to provide a more realistic service plan based on students wholistic needs. Staffing patterns must reflect a more professional oriented staff on a 24 hour/day, 7 days a week basis.
5. All staff members at an alternative off reservation boarding school must receive training and in service in transdisciplinary treatment. Present professional limitations and lack of training have precluded a wholistic approach to the treatment, remediation and prevention of student difficulties. Team work must be required and all staff members trained on individual student difficulties regardless of professional orientation.

6. An alternative off reservation boarding school must admit students for educational and social/behavioral treatment for long term and short term care at any time and it must be operated on a twelve month basis. No student should be expelled or suspended from an alternative off reservation boarding school. Acceptance for treatment, whether it be educational, social or behavioral must include accepting the responsibility for meeting each child’s unique needs which cannot be accommodated realistically within their home and community.

7. Students accepted at an alternative treatment program will not necessarily meet the academic requirements in a traditional ORBS program.

8. The Bureau of Indian Affairs and Indian Health Service will develop outreach services in the communities from which the student are drawn and will provide training and technical assistance in the establishment of student criteria for enrollment. This will necessitate outreach teams.

9. An alternative off reservation boarding school will require that an interagency structure be developed to accommodate to the specific needs of the alternative off reservation boarding school population. Specific organizational charts for the alternative ORBS professional and paraprofessional staff must be developed which reflect the specific needs of the program and not of any particular federal agency. The alternative off reservation boarding school must be viewed as a community in which Bureau of Indian Affairs educational and social dormitory personnel and Indian Health Service medical, social and mental health specialists work together to meet the educational, behavioral, social, and physical needs of the Indian students within the alternative boarding school setting.
10. The Indian School Equalization Program Formula needs to be modified to accommodate to the population served at an alternative off reservation boarding school and not the present generic funding formula. The ISEP money needs to provide funding for staff providing services to students, regardless of their specific federal organization. Further, the financial structure and staffing patterns of all agencies involved in intra-agency cooperation at an alternative off reservation boarding school must modify there financial and staffing patterns to appropriately reflect the needs of the program and must not be based on present funding and staffing structures.

11. The Indian Health Service must redesignate a part of the Chemawa Health Clinic as a student health center and modify staffing patterns in light of the program developed. The Indian Health Service facility at an alternative off reservation boarding school must provide 24-hour care for students. Student selection criteria must be established based on the program developed and admission requirements must take into account the student's educational, social, behavioral, and physical status. Their criteria must be published and training must be provided in all feeder communities.

IV. RECOMMENDATIONS

The primary purpose of these recommendations is to provide direction and structure for the purpose of developing and seeking adoption of the various needed components of alternative off reservation boarding schools. Related objectives, tasks and evaluations will need to be developed on the part of those involved for the purpose of presentation to the Indian Health Service and the Bureau of Indian Affairs and once approved to the respective headquarters for approval and submission to Congress for funding.

Developmental Steps:

1. Establish a committee of key Bureau, Indian Health Service, and Chemawa School Board and staff to plan, develop, and implement an alternative off reservation boarding school at Chemawa Indian School that provides for the educational, social, emotional, and physical developmental needs of Indian adolescents. It is further recommended that a consultant be employed to
coordinate and facilitate the meetings and help develop program recommendations for submission and approval.

2. That an interagency structure be developed to accommodate to the specific needs of the alternative ORBS population, with necessary management, organizational structure and financial support as needed to accommodate to the program.

3. That the facility at Chemawa Indian School be modified, to accommodate to the various needs of the student population.

4. That a proposal be developed for transmittal to appropriate authorities which reflects
   A. Concept dimensions
   B. Unique population
   C. Staff
   D. Facilities
   E. Cost
   F. Programs and Program Objectives
   G. Community Relations

5. This proposal should include all necessary time oriented task objectives and evaluations necessary to modify Chemawa into an alternative off reservation boarding school by July 1, 1989.

6. That an immediate objective of the committee be to develop organizational objectives for the committee which constitutes a plan of action to achieve an approved program by July 1, 1989. The committee will be responsible for developing and submitting to the Portland Area Bureau of Indian Affairs and the Indian Health Service this plan with time oriented objectives and a request to Congress for add-on funds to begin the development planning and implementation of the Chemawa off reservation boarding school concept by July 1, 1988. This shall include an executive summary by the executive committee representatives (including the school board and other pertinent authorities at Chemawa and the Portland Area for transmission to headquarters.)
V. PROPOSED TIMELINE FOR IMPLEMENTATION BY JULY 1, 1989

A. Submit request for add-on funds for developmental stage to Congress - June 1, 1988.

B. June 1-August 1, 1988 - Committee meets, conducts needs assessment and develops training calendar for October 1, 1988 - July 1, 1989, for Chemawa staff and outreach teams.

C. June 1 - August 1, 1988 - Committee determines needed facility changes and submits plan for making these changes by July 1, 1989.
 Dropout Epidemic at an Indian Boarding School

   James H. Shore, M.D., and
   Jerrold Levy, Ph.D.

In a recent editorial from the American Psychiatric Association, the Task Force on Indian Affairs (Beiser, 1974) pointed to the hazards for mental health in Indian boarding schools. At the same time, the task force did not call for the disbanding of Indian boarding schools, which is a position often taken by American psychiatrists and is a position that is not supported by most American Indians. This research project was conducted during a period of heavy dropouts at an Indian boarding school and attempted to identify the high risk student group, using a public health approach and presenting the data as a guideline for preventive mental health programs.

Dr. Shore is Director, Community Psychiatry Training Program and Associate Professor; formerly Chief, Mental Health Office, Portland Area Indian Health Service; and Dr. Levy is Professor of Anthropology, University of Arizona.

The authors wish to express their appreciation to the staff of the Mental Health Office, Portland Area Indian Health Service, and to the staff of the Chemawa Indian School for their assistance with this work.

Reprints may be requested from the author at The University of Oregon Health Sciences Center, 3181 S. W. Sam Jackson Park Road, Portland, Oregon, 97201.
Between the school years 1967-68 and 1970-71, gradually increasing dropout rates indicated that a veritable epidemic was occurring at the Indian boarding school serving the states of the Pacific Northwest. From 1967-68 until the 1970-71 school year, dropout rates gradually rose from 3 to 26% of the entire student body. In a research project which focused on the 1969-70 school year, the authors conducted a retrospective survey. The project was planned jointly with the boarding school staff and the school Indian advisory board. The research was designed to match all student dropouts with a student control group who remained in the school for the entire year. There were several goals in conducting this research: (1) to describe the Indian youth in areas of pre-school adjustment, reasons for referral to boarding school, health adjustment, academic achievement, and in-school behavior; (2) to compare the characteristics of the dropout population to those of a student control group; (3) to determine if factors could be identified which differentiated the high-risk students from those in the control group; and (4) to search for demographic, academic and behavior criteria which could serve as a predictive index for morbidity in boarding school adjustment.

THE SETTING

This boarding school, established in 1880, is the only Bureau of Indian Affairs school located in the Pacific Northwest. During the 1969-70 school year there was an enrollment of 860 Indian students. The school was in a transitional phase, moving towards acceptance of a larger percentage of students from the Pacific Northwest.
1967 and 1971, the student body had changed from 87 percent Alaskan and 13 percent Navajo to 65 percent Alaskan and 35 percent Northwest Indian students.

This diverse population does not represent all Alaskan, Navajo, or Northwest students who attend Bureau of Indian Affairs boarding schools since many students may be assigned to a school in another geographic area. Within the Pacific Northwest, the students come from two distinct cultural areas, the first being students from the coastal tribes representing "Northwest cultures", the second from the intermountain area representing "plateau cultures". Students range in age from 14 to 23 years and attend grades 9 through 12. Alaskan and Navajo boarding school student referrals most frequently were made on the basis of geographic isolation and a lack of public school facilities in the local community. All Northwest reservation communities are situated close to public school facilities which serve the majority of Northwest Indian students. Referral of a Northwest Indian student to boarding school is often made on the basis of disorganizing social or interpersonal factors.

It is important to emphasize the diversity of the student body in this and other Indian boarding schools. Indian students are referred from different tribes in different regions of the country. In some cases, Indian boarding school is the student's court of last appeal, following dropout from a local public school, involvement with the juvenile court or an unstable home environment. In other
instances, Indian parents will encourage their children to apply to boarding school to maintain cultural identity in an all Indian setting.

THE DROPOUT STUDY

In the 1969-70 school year, 76 percent of the disciplinary discharges and 56 percent of the administrative dropouts came from the Northwest student group. This was significant when the dropout group was compared with the total student body representation: 65 percent Alaskan, 35 percent Northwest Indian students. This trend continued in the 1970-71 school year with 78 percent of the disciplinary discharges and 54 percent of the administrative dropouts coming from the Northwest student group.

In the summer of 1970, a systematic record review was conducted on 248 student records, using a 75-item school record review guide developed for this research. The review guide included information about tribal affiliation, family status, health and behavioral adjustment, previous school history, academic achievement, boarding school behavior, dorm and campus adjustment. To evaluate the influence of tribal culture a distinction was made between Eskimo and Alaskan Indian, and between coastal and plateau tribes of the Pacific Northwest. One hundred and seventeen student dropouts from the 1969-70 school year were included in the survey. (see bar graph) This group consisted of 64 disciplinary discharges and 53 administrative dropouts. The total sample included all Northwest students attending the boarding school, and all dropouts among Alaskans, with a matched group of
Alaskan students who remained in school. The control group of Alaskan students was selected by matching for sex, school grade, and home village or area. In the surveyed group there was a total of 117 students who left school and 131 students who remained. Northwest students outnumbered Alaskans in both dropout categories: disciplinary leavers 49 to 15, administrative leavers 30 to 23 (see table). There were 135 male and 113 female students included in the study, with approximately equal numbers of boys and girls in the dropout and control groups. Of 15 Alaskan disciplinary leavers, two were female (13 percent) as compared to a Northwest male-female ratio of 30 to 19 (39 percent female). There was a representative distribution through all grades with an age range of 14 to 23.

Hypotheses were developed in three areas: cultural, behavioral, and campus adjustment. The cultural hypothesis predicted that student dropout from Indian boarding school would relate to the level of "acculturation and culture conflict". The behavioral hypothesis states that prior behavioral maladjustment, history of broken home, juvenile involvement, or previous school dropout would increase the student's risk in this boarding school. The hypothesis relating to campus adjustment stated that student problems were related primarily to experiences that occurred on campus after the student arrived at boarding school. These on-campus experiences were reflected by classroom adjustment, dorm and extra-curricular behavior, relationships with other students, and external events affecting both student and faculty. Although the hypotheses in these three areas were stated...
independently, none of these factors of influences existed in isolation. In the boarding school setting, it is most likely that a combination or combinations of these factors combine in a complex manner to produce the end result of school dropout.

**FINDINGS**

Indian students who lived in an institution or foster home prior to their admission to boarding school were leavers significantly more often than children who lived with both parents, one parent and a step-parent, or relative. This finding was significant for both the Alaskan and Northwest students. The notion that children from disorganized families require institutional care, that these children are less well adjusted in a public school setting, and that they are subsequently referred to boarding school, has been demonstrated in numerous studies. These problems exist regardless of a student's cultural background. It appears from these findings that the broken home or extended family placement did not relate to a student's dropout potential unless that student had been placed out of his extended family in an institution or foster home. In addition, wardship status was a predictor of school dropout only for Northwest Indian students. Since Alaskan students were referred for geographic reasons it was no surprise that their wardship status did not predict school adjustment problems.

There were no differences between the leavers and stayers within the cultural groups by any of the major indices of accultural level; for example, language spoken at home, type of parental marriage, place
of residence, education of father, occupation of father, and social class of father. Cultural factors indicating the degree of "Indian-ness" did not determine success or failure of the Indian student at this boarding school. There may be a selection process which discourages the highly acculturated Indian student from applying to the boarding school. Nevertheless, once the student reaches the boarding school, the level of acculturation is not a practical predictor of success or failure. The students of unmarried parents tended to leave if they came from Alaska but not from the Pacific Northwest. Also Alaskan leavers tended to be children of mixed marriages, that is, white fathers, significantly more often than Northwest students. These two findings were specific for the Alaskan student dropout group.

ACADEMIC ADJUSTMENT

Scores on standard achievement tests which were taken at the beginning of the school year showed a significant difference between stayers and leavers and between Alaskan and Northwest student groups. The most significant difference appeared on the California Reading Test with stayers scoring one year higher than leavers. This difference of achievement was greater for the Northwest group but still significant for Alaskans. The California Math Test also showed a significant grade underachievement of the students who subsequently left boarding school. Similar to the reading score, the Northwest students scored lower than the Alaskan. Preboarding school grade point
average also reflected a significant difference between the student dropout and control groups.

**BEHAVIOR AND ALCOHOL ABUSE**

There were significant findings concerning on-campus behavior in the areas of drug and alcohol abuse, suicidal gestures, and referral to a counseling resource. Male students were reported to have significantly more episodes of alcohol and drug abuse except in the category of solvent sniffing. The frequency of drug abuse (86% of reported drug abuse episodes were associated with alcohol abuse) was equal between male and female for single occurrences but, in multiple occurrences, male students outnumbered female students 56 to 22. Drug abuse was twice as common among disciplinary leavers (46 to 18), less common among students who left for other reasons (19 to 34) and equal among students who remained (63 to 68). Alaskans who remained in school had little reported drug abuse, whereas Northwest coastal students were equally divided (12 to 14) among abusers and nonabusers. Seventy three percent of all Northwest interior stayers abused drugs one or more times.

Forty-five percent of all students had at least one incidence of severe intoxication. Male students outnumbered female students in an increasing trend regarding the severity of drinking. Drinking episodes were more common among disciplinary leavers, but this was not statistically significant. The over-representation among Northwest interior students who remained in school was true for alcohol.
abuse as well as abuse of other drugs. On-campus drinking was roughly equal for male and female students but off-campus drinking episodes were twice as common among male students.

Out of the 15 suicide attempts in the studied population, four students left school, eleven remained. Only one student in the suicide attempt group came from Alaska, while fourteen came from the Northwest. However, Alaskan suicide attempts were under-represented in the studied population. During the 1969-70 year a school-wide total of 30 suicide attempts took place involving 22 females and 2 males, 12 students from the Northwest, 10 from Alaska, and 2 from Navajo. There were no significant differences in the style of suicidal behavior or other major medical illnesses between the leaver and stayer groups.

ON CAMPUS BEHAVIOR

There was a clear relationship between episodes of physical violence and school dismissal. Disciplinary leavers were involved ten times more often in episodes of vandalism with 80 percent coming from the Northwest group. It seems significant that members of the control group were engaged in stealing or shop lifting four times more frequently than the leavers (9 versus 2 percent). There was an increase among the leavers in the number of fights, AWOLS (80 percent Northwest), student staff confrontations, missed work details, and little extra-curricular involvement. The combination of physical violence with peers or staff, associated with acute intoxication, was most significant for Alaskan students since all in this category were dismissed.
DISCUSSION

Since the pattern of boarding school dropout is often associated with a permanent dropout adjustment and with tragic effects on the student's self image (Atchison, et al, 1972) it seemed important to use these data as a basic yardstick in predicting a student's dropout potential and in developing an appropriate program for dropout prevention. Several items in the Indian student's background have been identified which significantly relate to a subsequent boarding school dropout. These were: 1) a history of institutional or foster home care prior to school referral, 2) a history of wardship status for the Northwest student group and 3) a lower level of gradepoint average and achievement scores prior to boarding school admission. In addition, alcohol abuse among the boarding school students was shown to relate frequently to school dismissal, particularly if associated with arrest or physical violence. The fact that some infractions do not lead to dismissal while others do is significant. It appears that only violent behavior is sufficiently disrupting in the institutional setting to warrant student dismissal, while other types of antisocial behavior, such as shop lifting, are more widely tolerated. Suicide attempts were shown to be inversely related to dropout potential. Perhaps this behavior was an effective way of calling for help.

As a part of the ongoing mental health consultation to the boarding school, several distinct projects were initiated simultaneously which were intended to affect the students during the 1971-72 school year (Shore, 1974).
1. First, results of the dropout survey were shared with the Indian school board and school administration.

2. Plans were initiated to recruit additional counseling staff, emphasizing early contact with identified high risk students.

3. A special training program was initiated for dormitory aides to increase their skills in coping with student behavior adjustment problems in the residential settings. We thought that students were rarely dismissed for scholastic reasons and that dismissal was most often related to maladjustment in the dorm, conflict, or confrontation with the dorm staff.

4. An alcohol abuse counseling and education project was proposed to the National Institutes of Alcoholism and Alcohol Abuse. The alcohol project was designed to function with Indian school board sponsorship, groups of student volunteers as peer counselors, and an all-Indian counseling staff; and the student government would actively participate in policy setting and in recruitment for student volunteers. The program was approved and funded in the summer of 1971.

5. A new superintendent was appointed as administrator for the boarding school. This event was not planned nor influenced by the mental health consultation. The appointment appeared to be coincidental and occurred at the time of the development of the four projects mentioned above. However, the appointment was highly significant, and led to a clarification of the school policy and to an improvement in the consistency of administrative decision making.
In the 1971-72 school year, the dropout rate was lowered from 26 percent to 19 percent of the total student body. This change meant 50 additional students remained in school as compared to the previous year. However, results of the consultation projects were incomplete and partially unsuccessful. Following the dropout survey, little use was made of the findings. High risk students were not systematically screened for special counseling services. The neglect of systematic screening for students at risk could be attributed in part to the staff's impression that the high risk parameters were inconsistent from one year to the next with a constantly changing student body population. The school continued to have intermittent changes in the admission policy, first including, then excluding high risk students. In fact, if high risk students are identified, an overwhelmed administration can use these data to exclude students from admission in an effort to have fewer behavioral problems on campus. Furthermore, the Indian school board hesitated to label youngsters as "high risk" and plan for counseling services in an educational institution.

In 1963, at the same Northwest boarding school, a technique was validated for identifying emotionally disturbed students (Nelson, et al., 1964). The goal then, as in the current project, was to identify high-risk students and to initiate a program designed for early intervention. Indian students were not screened for special services following publication of that report.
Hammerschlag (1973) has stated that, the more Indian boarding schools accept the charge of dealing with "problem children", the more they de-emphasize the real needs of these problems to be dealt with elsewhere, by parents and the tribes themselves at home. However, it is my impression that this response echoes the earlier calls of American psychiatry for the disbanding of Indian boarding schools. It denies the special needs of Indian students with behavior adjustment problems who remain in the boarding school system. The need for more peer-oriented counseling and multi-faceted support services is documented in this paper. Recently this has been discussed by Olugokinski and Kramer (1974) in an analysis of Indian boarding schools as a system of neglect. The public health model used in this research to identify high risk students is one method of a multi-faceted approach which could identify students most in need of preventive mental health services.
Student Dropout Pattern
1969-70 school year

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<td>Administrative discharge</td>
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<td>23</td>
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References


Date: December 21, 1992

From: Phoenix Area, Chief Medical Officer, IHS

Subject: Concept for Sherman Indian High School

To: Charles Gebows, Chief, Elementary and Secondary Education, BIA

Enclosed is the document used to generate discussion on the concept of the needs of students attending our off-reservation boarding schools. The outcome, most recently, was several discussions I had with Neal Casey in Riverside and being able to sit in on their latest working visit to Sherman.

Most everyone agrees that there are many variables that allow or impede learning and, in my opinion, one of the greatest contributors to augmenting learning is "peace of mind, body, soul and spirit."

The time-table attached at the end of the concept paper (needs to have the dates adjusted) provides for approximately two years to evaluate the students, their needs and wants while planning for the process to implement the concept.

I will be more than happy to discuss with you the idea in detail. Dr. Paul Organ, Child/Adolescent Psychiatrist (board certified in both) is the person most responsible for initiating the concept and would likewise be available for any discussions you might wish.

Thank you so much for your interest.

Theodore J. Redding, M.D.
CONCEPT PAPER FOR SHERMAN INDIAN SCHOOL
AS A

THERAPEUTIC RESIDENTIAL SCHOOL

PROPOSAL

The Indian Health Service (IHS), in conjunction with the Bureau of Indian Affairs (BIA) should undertake a joint institutional and agency effort to transform the Sherman Indian School into a "Therapeutic Residential School".

BACKGROUND

The experience for the last several years has indicated: 1) The number of students completing the school year compared to the number starting the school year has been approximately 50% (+/- 10%). 2) The Clark Behavioral Health Center has been involved, either with referrals upon arrival or throughout the school year, with counseling approximately 70% of the students concerning issues that could significantly interfere with the ability to learn and develop into desirable graduates. 3) Much of this "baggage" the student is carrying can be only peripherally and incompletely dealt with utilizing the current arrangement.

At a recent IHS mental health education conference in Denver one of the workshops addressed "The Future of Indian Boarding Schools". The ensuing presentation and discussion clearly revealed the historical and current dilemma(s) of the few remaining boarding schools for Indian children.

Several individuals argued passionately and eloquently that the original purpose of the boarding school had been to remove Indian children from their families; eliminate their traditional language, dress and culture; and "assimilate" them into the mainstream of American society and into the work place in urban, suburban, or small town rural America and NOT to prepare them to contribute to their cultural heritage and return to their home communities. In the opinion of these individuals the outcome of the school educational process was the disruption of the traditional Indian family support structure and the destruction of a viable, healthy and adaptive "Indian identity" for those individuals subjected to this process of "assimilation".

Many of the current mental health and behavioral health problems of Native Americans (alcoholism and substance abuse, child abuse, dysfunctional families and alienation from traditional Indian spiritual values and practices) were attributed to the governmental policy of mandatory attendance and the culturally unhealthy living environments at the boarding schools. For these individuals the Indian boarding schools have outlived their purpose and whatever usefulness they may have had, and should be phased out of existence. They proposed that the money spent on the boarding schools be funneled back into the reservation and tribal/public schools.

Subsequently a few individuals attending the workshop spoke up in defense of the positive aspects of their boarding school experiences, primarily the benefits of being exposed to the world outside of the reservation and the capacity for a "better" education. These individuals felt strongly that it was through their education and training at the boarding schools that they were able to pursue higher education and achieve success within the American society.

For some of these individuals the boarding school provided them with an option and an opportunity to escape a difficult family situation or an inadequate, frequently non-existent, reservation school. Despite acknowledging the problems and traumas of their boarding school experiences, these individuals feel that the boarding schools serve an important purpose and as a necessary alternative for many Indian adolescents and their families.

BEST COPY AVAILABLE
After a vigorous discussion, an elderly Indian man stood up and said "since the boarding schools are not going to disappear perhaps what needs to happen now is that they are given a new mission that helps our children and doesn’t destroy them as Indian people". The loud round of applause that followed this statement appeared to indicate consensus acceptance and approval.

This proposal then, is directed toward a "new mission" and is basically that there be an institutional and philosophical transformation of the Sherman Indian High School into a Therapeutic Residential School as a pilot/demonstration project for a meaningful "new mission" for Indian boarding schools.

RATIONALE

The concept of a Therapeutic Residential School (TRS) is based upon the idea that a residential (boarding) school is more than just an academic experience in which the students happen to live on campus. Since more than half of the students’ time is spent outside of the classroom, their experiences in the dormitories, cafeteria, outings and extracurricular activities have a significant impact and influence on cognitive, emotional and psychological development and growth.

In addition to receiving and actively participating in an appropriate and challenging academic experience, in a therapeutic residential school ALL of the students receive individual and group counseling, guidance and instruction around significant "non-academic" issues like: time and financial management, goal setting, career/college planning and dealing with physical, emotional, sexual, elder, spousal, child and substance abuse in their own lives and those of their families and communities.

Facilitating positive and constructive interpersonal and social interactions and relationships between students, staff and faculty is a primary goal of the therapeutic residential school. A therapeutic residential school attempts to transform the entire school (academic and residential) setting into a therapeutic community which seeks to address the students’ developmental needs within a structured, adult-supervised environment that has a clear and consistent institutional philosophy based upon maximizing the physical and mental health of the students as a necessary PRECURSOR to academic performance and FOUNDATION for transition into being healthy and productive adults. Dual and multiple diagnosis individuals are recognized and all education and therapy is individualized to the needs of each student. In essence, a Therapeutic Residential School is a "SECURE, CARING, HOME-AWAY-FROM HOME THAT PROVIDES EXCEPTIONAL EDUCATIONAL EXPERIENCES IN AN ENVIRONMENT WHERE EVERY MEMBER OF THE STAFF IS DEVOTED TO THE TOTAL WELL BEING OF THE STUDENTS".

CONCLUSION

As we move into the next century, the role, purpose, function and even the necessity of the Indian boarding schools is seriously being questioned by many individuals, both within and outside of the local and national Indian community. The historical legacy of the Indian boarding school, and the short and long term effects on Indian students, families, tribes and communities continue to be issues of significant importance and concern. What is clear is that the original "mission" of the Indian boarding schools to assimilate Indian students into the mainstream American society was accomplished at a tremendous price; namely, the dismantling of family and tribal support systems and the negation of a healthy, productive and adaptive Indian identity.
Not only is the original mission of the Indian boarding schools no longer appropriate, but any new "mission" must seek to redress the wrongs of the past and existing institutional policies and provide a secure and caring environment that prepares today's Indian students for tomorrow's world. Creating a Therapeutic Residential School at the Sherman Indian School in Riverside, California is an essential and first component of this process.

There is considerable research and literature documenting the effectiveness of combining a therapeutic community approach to educational environments. Due to lack of time and space this information is not discussed in the brief concept paper. Some of the important details of how this model could be implemented at the Sherman Indian School have been enclosed in draft form that does not contain the fiscal data that will be developed at a later date.
Reservation Boarding Schools - The BIA and IHS will jointly plan, develop and implement programs for off reservation boarding schools to assure a secure and caring home-away-from-home environment. All staff will be educated in recognizing and relating to the total needs [including abuse, especially substance abuse; emotional and behavioral problems; dual diagnoses, etc.] of the students in a compassionate, understanding and proactive manner. The BIA and IHS will jointly support this evolution into a CARING, HOLISTIC, SECURE EDUCATIONAL INSTITUTION by initiating the process at one such school [suggest Sherman Indian High School] and reporting back to the combined Area Director's meeting in 1993. Alternative resources may be sought and utilized in implementing this section. c.f. P.L. - 99-570; section 4209 (a) + (b).

Reference Authority/Mandates: Public Law 99-570

*** Section 4212 (a)  
Sections: 4202 (9) + (10)  
4203 (4)  
4204 (4)  
4205 (2) + (4)  
4208  
4209 (a) + (b)  
4211 (a)  
4225 (1) + (2)
TIMELINE

PRELIMINARY PROPOSAL
Sept 92 - May 93
Phase One

SUMMER INSTITUTE I
June 93 - Aug 93
Phase Two

STRENGTHS AND NEEDS ASSESSMENT

OBTAIN AND PREPARE FOR PLANNING GRANT

CURRICULUM, PROGRAMS AND PROJECTS

STUDENT & TEACHER TRAINING/EDUCATION

ACADEMIC YEAR I
Sept 93 - May 94
Phase Three

CURRICULUM, PROGRAMS AND PROJECTS
FROM SUMMER INSTITUTE

DEVELOPMENT AND DISSEMINATION OF
IMPLEMENTATION PROPOSAL

SUMMER INSTITUTE II
June 94 - Aug 94
Phase Four

REVIEW OF ACADEMIC YEAR I CURRICULUMS,
PROGRAMS AND PROJECTS

STUDENT & TEACHER TRAINING/EDUCATION

PREPARATION FOR IMPLEMENTATION GRANT

SUMMARY AND ANALYSIS OF PLANNING GRANT

ACADEMIC YEAR II
Sept 94 - May 95
Phase Five

BEGINNING OF IMPLEMENTATION GRANT

ACADEMIC YEAR III
Sept 95 - May 96

ACADEMIC YEAR IV
Sept 96 - May 97

Paul Organ, M.D. Indian Health Service
Sherman School Proposal (DRAFT)

OVERVIEW

"STRENGTHS AND NEEDS ASSESSMENT" (Sept 92 - May 93)

PHASE ONE

The primary objective of Phase One is development of the appropriate structure(s) and process(es) to identify and assess the strengths and weaknesses of the existing educational and residential environment at the Sherman Indian School.

The primary goal of Phase One will be to summarize, analyze and discuss the results of the Strengths and Needs Assessment and utilize this information as the foundation, focus and emphasis of the curriculum and programs developed for the Summer Institute.

The secondary goals of Phase One will be to explore potential resources and obtain funding for a Planning Grant, and begin the process of educating and engaging significant individuals, groups, organizations, agencies and institutions affiliated with the Sherman Indian School in the effort(s) to transform it into an optimal educational and therapeutic environment for Native American adolescents.

*** PLANNING GRANT BEGINS ***

SUMMER INSTITUTE I (June 93 - Sept 93)

PHASE TWO

The primary objective of Phase Two is the implementation of the first Summer Institute. The Summer Institute will utilize the information, recommendations, criticisms and insights gained from the "Strengths and Needs Assessment" as the foundation of the curriculum and programs developed for the teacher and student participants in the Summer Institute.

The primary goal of the Summer Institute will be to design and develop the process and programs by which the Sherman Indian School will BEGIN its transformation into an optimal educational and therapeutic residential environment that will prepare Native American adolescents to be healthy, conscious, productive, balanced and centered adults in the 21st century.

The secondary goal of the Summer Institute will be to develop the organizational and administrative structures and procedures necessary to administer, document and coordinate the Planning (and subsequently the Implementation) Grant.

Paul Organ, M.D. Indian Health Service
PHASE THREE

The primary objective of Phase Three will be to initiate the implementation (and documentation) of the philosophies, guidelines, strategies, technologies, curriculums, and programs developed by the Summer Institute's participants.

The primary goal of Phase Four will be to begin the process of engaging, educating and empowering the students, faculty, administration, support staff, alumni, families, tribes and other significant members of the Sherman Indian School community about the process by which the school will be transformed into an optimal educational and therapeutic environment.

The secondary goals of Phase Four will be to develop, disseminate and obtain funding for the Implementation Grant and continue preparations for the second Summer Institute.

SUMMER INSTITUTE II (June 94 - August 94)

PHASE FOUR

The primary objective of Phase Four will be to review and assess the initial efforts to engage all members of the Sherman Indian School community in the challenging and painful processes of growth, development and change necessary to create an optimal educational and therapeutic environment.

The primary goal of Summer Institute II will be to review and revise the curriculums, projects, interventions, processes, practices and philosophies of the Academic Year I effort.

The secondary goals of Summer Institute II will be to summarize and evaluate the accomplishments of the Planning Grant effort(s) and prepare for the beginning of the Implementation Grant.

Paul Organ, M.D. Indian Health Service
Sherman School Proposal (DRAFT)

PHASE FIVE

*** IMPLEMENTATION GRANT BEGINS ***

ACADEMIC YEAR II (Sept 94 - May 95)

SUMMER INSTITUTE III (June 95 - Aug 95)

ACADEMIC YEAR III (Sept 95 - May 96)

SUMMER INSTITUTE IV (June 96 - Aug 96)

ACADEMIC YEAR IV (Sept 96 - May 97)

Paul Organ, M.D. Indian Health Service
PLANNING GRANT  September 1992 - September 1994

Sept 92 - June 93  Preparation of Planning Grant Proposal
     Phase One

June 93 - Sept 93  Summer Institute I
     Phase Two

Sept 93 - June 94  Academic Year I
     Phase Three

June 94 - Sept 94  Summer Institute II
     Phase Four

IMPLEMENTATION GRANT  September 1994 - September 1997

Sept 94 - June 95  Academic Year II
     Phase Five

June 95 - Sept 95  Summer Institute III

Sept 95 - June 96  Academic Year III

June 96 - Sept 96  Summer Institute IV

Sept 96 - June 97  Academic Year IV

June 97 - Sept 97  Summer Institute V

Paul Organ, M.D.  Indian Health Service
DATE: October 5, 1992

From: Director, Maternal Child Health Program, PAIHS

Subject: Concept Paper, Sherman Indian High School

TO: Chief Medical Officer

Your concept paper offers a real future for Sherman Indian High School, even more for the future of aftercare treatment, with Sherman-Indian High School as an alternative school. However, unless proper resources were placed, the school would only serve as a warehouse for adolescents in need of a "bridge" to reality and today.

As you are aware, whereas 20-30 years ago 60-70% of Indian children did not get a high school "education" except for leaving their home reservations and going to the BIA boarding schools (no reservation high schools), today much has changed. Most Indian children now go to public schools (over 95% in the Phoenix Area), with the boarding schools actually amounting to alternative schools for children with problems. Many of these children have been expelled or suspended from a "regular" school (or are about to be), found to have major behavioral problems, and thus are sent to BIA boarding schools as a last resort. Unfortunately, these BIA schools are still staffed as "regular" schools, and children are left with insufficient staff to supervise, assist, mentor or counsel them during the 17 "home" hours when school is no longer in session. Home living staff are among the lowest paid of all employees. Communication between the academic and home living staff has been minimal, with the home living staff serving basically as wardens and disciplinarians. Although recreational facilities may be present on campus, recreational activities are essentially non existent, given lack of supervision and either locked up equipment or restricted access to those facilities. IHS plans to have trained and credentialled Recreational Therapists teach adolescents how to constructively occupy leisure hours have not been successful, and the present IHS positions are either unfilled or else occupied by lesser skilled recreational technicians rather than therapists.

Most of the children noted to have behavioral problems while at Sherman brought those problems with them. Additionally, there may be difficulty in assisting those children in residential treatment centers back into their home communities without giving them additional coping skills, under supervision.
Proposal Recommendation:

1. Make Sherman's main mission into being a Therapeutic Residential Facility, with all students enrolled in active therapy at the Clarke Behavioral Center.

2. An individualized therapeutic plan should be formulated for each student after undergoing a diagnostic testing series.

3. The major educational thrust at Sherman should probably be a GED plan rather than the standard academic "college prep" courses presently given. Since most students at present are older, this would allow them to accomplish high school credentials while at Sherman.

4. Hire sufficient home living staff to adequately supervise, mentor, assist and counsel students, in a proactive therapeutic, rather than reactive warehousing milieu (students don't succeed because they enter preprogrammed for failure).

5. Have home living staff "trained and oriented" with the major goal being to support and treat the student rather than send them home with their problems as is being done now (face rather than displace the problem).

6. Accept "graduates" from the Residential Treatment Centers who do not have firm commitments for aftercare at home as a temporary halfway house, especially when they lack sufficient skills to earn a living.

7. Integrate Sherman back into the home communities of its students, so that it represents an integrated therapeutic step, preprogrammed for success (this would mean that staff would have to be familiar with the Service Units from which students come and will be returning).

8. Integrate the home living and academic staff, with both having similar missions.

9. Make Sherman into a year round facility, having its own special academic/therapeutic year and calendar (there should be no reason to close during the summer for a break, but it should continue accepting students year round).

10. Since the California Area is reportedly planning to base its RTC near the Sherman campus, a combined integrated program might be established. The increased scale might allow some economy of cost, if not a more specialized facility, serving more than one Area.

11. Install remedial courses for those students who are behind in reading and mathematics skills, so that they can "survive" if they choose to go further in their education.
As you can see, I basically concur with your thinking about a new mission for Sherman. Properly planned and adequately resourced (this last is probably the most difficult), I believe it can be successful and complement our other behavioral health programs (mental health and alcohol/substance abuse). I do think that this concept would be difficult to sell to BIA, who are just realizing that Sherman is an alternative school.

N. Burton Attico, MD, MPH
Director, Maternal Child Health Program

cc: Eileen Lourie, MD (SIMS)
John Spaulding, PhD (NH)
Don Gann, MPH (A/SAP)
PROJECT DESCRIPTION

TRANSITIONAL PHASE ONE

SUMMER INSTITUTE DEMONSTRATION PROJECT

SUMMER INSTITUTE I  June 1994 - August 1994
ACADEMIC YEAR I  September 1994 - June 1995
SUMMER INSTITUTE II  July 1995 - August 1995
ACADEMIC YEAR II  September 1995 - June 1996
SUMMER INSTITUTE III  July 1996 - August 1996

TRANSITIONAL PHASE TWO

ACADEMIC YEAR IMPLEMENTATION PROJECT

ACADEMIC YEAR III  September 1996 - June 1997
SUMMER INSTITUTE IV  July 1997 - August 1997
ACADEMIC YEAR IV  September 1997 - June 1998
ACADEMIC YEAR V  September 1998 - June 1999
January 13, 1988

Mr. Gerald Grey, Principal
Chemawa Indian School
3700 Chemawa Road, N.E.
Salem, Oregon 97305

Dear Mr. Grey,

Enclosed is a copy of my final report which includes recommendations for the development of a mental health promotion program at Chemawa School. Please excuse the delay in forwarding the report due to an oversight on my part.

I have forwarded copies to Mr. Peters and members of the School Board. As I have indicated, I would be happy to make a presentation. I am hopeful that the report will provide useful information to improve the health status of Indian children.

Again, many thanks to you and your staff for the cooperation and assistance without which this report would not have been possible.

Sincerely,

L.M. Shadbolt Jr.

Enclosure
December 18, 1987

Peter Nakamura, M.D.
Acting Director
Portland Area Office
Indian Health Service
1220 S.W. Third Avenue
Portland, Oregon 97204

Dear Dr. Nakamura,

Enclosed are three copies of my final report regarding the development of a mental health promotion program for Chemawa Indian School. I will distribute additional copies of the report to those indicated below.

The report analyzes the organizational systems at Chemawa as necessary to address the mental health problems of the students. Although many recommendations apply directly to Chemawa, the report reflects a "systems approach" that goes beyond the organizational boundaries of Chemawa. The perspective is that the major problems in evidence reflect issues that should be addressed at appropriate organizational levels.

I would be happy to provide you with a briefing or to answer any questions that you may have. Also, I would appreciate feedback on the report from you or your staff. Finally, I would like to thank you and your staff for the opportunity to assist in the effort to address the mental health problems of Indian children.

Sincerely,

Lawrence M. Shadbolt Jr.

cc: Chemawa School Board Members
Van Peters
Gerald Grey
Jim Edge
Gordon Neigh
Sporo Manson
Norm Dinges
A REPORT FOR
CHEMAWA INDIAN SCHOOL

"A MENTAL HEALTH PROMOTION PROGRAM"

Prepared by
Lawrence M. Shadbolt Jr.

November 30, 1987
PREFACE

This report is the product of my fieldwork at the Chemawa Indian School, conducted between May and August of 1987 and sponsored by the Portland Area Office of the Indian Health Service (IHS) in cooperation with the Bureau of Indian Affairs (BIA) and the Chemawa School Board. The fieldwork placement represents partial fulfillment of the requirements for a Master's degree in Public Health at the University of Hawaii and was supported by a U.S. Public Health Service Traineeship awarded by the School of Public Health.

The sources for this report are the following: interviews with several members of the School staff and the Indian Health Service staffs; social and educational background information obtained on the students attending the School; School and Service Unit data; published reports from BIA and IHS. Additionally, a mental health screening test conducted in the Spring of 1987 at the School, under contract with the IHS, provided information about the prevalence and severity of psycho-social problems among the students. Finally, the Chemawa School Board's Tribal Action Plan was reviewed to learn how a mental health promotion program could be coordinated with an expanded substance abuse education and intervention program.

I have many persons to thank for their assistance and cooperation, especially the staff at Chemawa School, the Indian Health Service for sponsoring my fieldwork placement, and the Bureau of Indian Affairs for its cooperation. In particular, I would like to thank Ron Gilbert, Al Folz and Jim Edge of the Indian Health Service for their advice during the fieldwork; Gordon Neigh, M.D. and Spero Manson, Ph.D., now of the University of Colorado, for their assistance in establishing the project; Norm Binges, Ph.D. of the Oregon Health Sciences University, for his cooperation and advice; and members of the Chemawa School Board for their interest.

I also wish to thank my committee members at the University of Hawaii for their guidance: Dr. Walter Patrick, Chairman of the Community Health Department; Elizabeth Clark, Ph.D., Health Education; and Faye Untalan Munoz, Ph.D., Maternal and Child Health. Finally, I would like to thank my wife Catherine and my friend Tobiah Gunesch for their patient assistance in proofreading the drafts of this report. However, I take full responsibility for the selection and interpretation of the information and the recommendations presented in this report.

It is my hope that my fieldwork and this report will positively contribute to the discussion regarding the future of Chemawa and the provision of mental health services to Indian children and their families.

Lawrence M. Shadbolt Jr.
November 9, 1987
I. SUMMARY

A. Background.

Chemawa Indian School is a small residential school, with a long tradition, that provides an accredited secondary education program for admitted students whose educational and social needs have not been met in their local communities. The student population is extremely diverse in terms of family background, cultural heritage, educational goals, academic levels, and psycho-social development needs.

B. Purpose of the School.

The school serves to educate and provide a residential environment for students who meet certain social and educational criteria. In effect, these criteria signal to the students, their parents, and their home communities the purpose of the school. The criteria and the application process reinforce the expectation that Chemawa provides specialized programs and services which are not available locally to meet student needs. However, the educational curricula and support services at the school are oriented to provide a standard secondary education.

C. Educational and Social Objectives.

The nature of the eligibility criteria results in a tendency to overstate the educational, as opposed to the social reasons, for enrollment in the school. Students are admitted to the school who have very different educational and psycho-social needs. This raises important questions as to whether the school can be a secondary educational institution as well as a residential treatment facility. Either purpose implies a specific school philosophy, staffing pattern, curricula, funding source, and student composition.

D. Educational Assessment.

The data for assessing the educational objectives was not available in a form that would permit an evaluation of student progress. There is substantial data regarding student conduct at the school; although, due to administrative changes, the information is difficult to evaluate over time. In short, the available data on students at the school does not permit an evaluation of student progress or development that would be meaningful in assessing the educational and social purposes of the school.

E. Provision of Health Services.

Health services have been reduced in recent years for Chemawa students, particularly mental health services. This reduction has been the result of increasing responsibilities of the IHS Service Unit staff at the Chemawa Health Center to provide care for local urban Indians and newly recognized tribes while facing staff reductions. The reduction in service to the students reflects a broader lack of specific commitment by IHS to provide clearly defined levels of service. Chemawa students are considered as part of the service unit population with no specific consideration as a "high risk" adolescent population.
F. Psycho-social Development.
   There is no comprehensive analysis of the psycho-social or mental health needs of the students that would permit an evaluation of their development while at the school. The Indian Health Service recently conducted a mental health screening study with followup diagnostic interviews that defines the students' mental health status. Utilization of this information will require further studies at the school and in representative Indian communities to provide an adequate basis for assessment of individual student development. The study and diagnostic interviews indicate the need for additional services to prevent and treat mental health problems at the school.

G. Coordination of Programs.
   Major problems within Chemawa result from the lack of coordination among the educational, residential, and treatment domains at the school. While the IHS and BIA provide mental health services, the fact that the agencies have different missions and funding sources reinforces the tendency for the major contact points with the students to be within separate organizational domains. Communication across organizational boundaries is difficult to sustain and monitoring of students is difficult to sustain.

H. Mental Health Services.
   Immediate program recommendations include providing additional mental health services to students at the school. The practice of treating the school population as part of the service unit population for the purpose of allocating resources should be replaced by standards which are developed specifically for the school. This report identifies the most critical need, in terms of mental health promotion, to be a group mental health specialist who can develop and coordinate programs with educational and residential staff. Additional clinical staff should be provided based on an evaluation of the mental health screening study and diagnostic interviews.

I. Systems Change.
   The lack of agreement between means and ends within the Chemawa system indicates the need for long-range institutional planning involving BIA, IHS and Indian Tribes. The perspective of this report is that Chemawa is part of larger educational and health service systems that need to be evaluated in order to address the fundamental issues at Chemawa. This will require developing adequate information regarding the needs of Indian adolescents for off-reservation facilities. Subsequently, action will be necessary to develop appropriate objectives, standards and resources within a system designed to address these needs.
II. INTRODUCTION

The purpose of this report is to develop recommendations for a mental health promotion program at the Chemawa Indian School. This report will describe and analyze the organizational structure and functions of the school, including mental health services provided to students, with the objective of identifying an appropriate program to meet students’ needs. The report is based on fieldwork conducted between May and August, 1987.

The purpose of mental health promotion is to reduce the incidence of mental health problems “by building or augmenting adaptive strengths, coping resources, survival skills and general health.” (1) The goal is broader than simply eliminating or reducing mental health and social problems; it extends to achieving optimal levels of health and well-being. Mental health promotion efforts can be most successful when they are targeted to parents and young children and are available at critical developmental periods throughout life.

Many Chemawa students require assistance to prevent problems from developing, and those with problems need assistance to prevent their problems from becoming more serious. The focus of this report will be on the necessity of coordinating mental health services for delivery to those students at the school for whom it is appropriate. However, it is important that these efforts be linked with programs at the students' tribal and home community levels.

It is also evident that psycho-social problems among
Indian adolescents should receive broader national attention. Due to school admission policies, Chemawa has a "high risk" population. However, the admission process and the high rate of withdrawal from residential schools indicate that some of the very high risk students in the region either are not admitted, do not apply, or do not remain at the school. For these reasons, the need for mental health services at Chemawa should be viewed from the perspective of the larger community - where does Chemawa fit into this system?

The residential school provides a unique opportunity to create an environment in which to promote healthy adolescent growth and development. Adolescents can learn skills in social settings, recognizing the importance of self-concept and the influence of peers on behavior, to assist them in their development toward becoming productive and responsible adults. However, for this to be effective, the philosophy and mission of the school must be congruent with the needs of the students; and the resources of the institution must be adequate to support realization of this mission. Without an agreement between means and ends, the important task of educating and assisting these students in their development is not possible.

This report concentrates on identifying organizational problems and obstacles to the development of mental health promotion programs and the delivery of program services, in order to develop general solutions. It does not attempt to identify all of the efforts that are going on at the school or within the tribal communities that support positive mental health. Unfortunately, space does not permit listing all of
these efforts. Nevertheless, recent developments with the substance abuse, academic, and residential programs indicate that the staff and School Board are committed to developing the best possible programs for the students, providing hope for the future of Chemawa.

Finally, I want to state that I had hoped to begin this project with the students; asking them from their own perspective to define their needs and involving them in identifying potential strategies for mental health promotion. This approach is being successfully applied in many parts of the country and is appropriate where adolescents have become alienated from social institutions or have developed a level of independence in decision-making. Unfortunately, the timing for the fieldwork did not coincide with the availability of students on campus. I must emphasize, however, that the success of future health promotion efforts at Chemawa will depend as much on involving the students in those efforts, as it will depend on what is done to develop the programs and to improve the delivery of services. It is my opinion that school and health service staff should explore every opportunity to involve the Chemawa students in this process, while the School Board and federal agencies pursue solutions to the institutional obstacles, thereby addressing the critical problems of these students who are, after all, the future of the Indian community.
A. THE SCHOOL

1. History.

Chemawa Indian School is one of four remaining Off-Reservation Boarding Schools (ORBS) operated by the BIA which offer secondary education to eligible Indians and Alaska Natives. The school was founded in 1880 and has served over 30,000 students during its history as the oldest continuously operating Indian boarding school. The programs at Chemawa have changed over the years, reflecting federal policy regarding priorities for education and the needs of the students attending the school. Vocational programs were important during the 1930's, and programs for Navajo students were instituted during the 1950's. The school population peaked during the late 1960's when a large number of students began enrolling in educational programs developed in Alaska. Student enrollment went from 859 in 1970-71 to 180 in 1976-77 during the reorganization and prior to construction of a new facility. Since that time Chemawa has primarily served students from Northwest states. Enrollment increased to 454 in 1981-2 with construction of modern educational facilities and a dormitory capacity of 400. The student population has remained fairly stable since then with approximately 450 students admitted during the course of each school year.

2. BIA Education Mission and Policies

The Indian Self-Determination and Education Assistance Act (P.L. 93-638) of 1975 reaffirmed the responsibility of the federal government to provide comprehensive education
programs and services for Indians and Alaska Natives while providing opportunities for the exercise of self-determination by the tribes. (2) The Indian Child Welfare Act of 1978 (P.L. 95-608) acknowledges "...that there is no resource more vital to the tribes and villages than their young people and the Federal Government has a direct interest, as trustee, in protecting Indian and Alaska Native children, including their education." (3) Regulations implementing the statutes state that the mission of the Bureau of Indian Affairs, "...is to provide quality education opportunities from early childhood through life...". (4) The boarding school is defined in the Code of Federal Regulations as "a school offering residential care and support services as well as an academic program." (5).

Pertinent policies to carry out the education mission at ORBS include the following:

a. Provide the choice of local and residential schools with the option to attend boarding schools when the parent or guardian determines it is in the student's best interest, except that residential schools shall not be used as a substitute for providing adequate local family social services. (6)

b. Provide education facilities as close to home as possible except when a student elects to attend a school elsewhere for specialized curricular offerings or services. (7)
3. Administration of the School

The Bureau Area Education Programs Director performs program functions related to off-reservation boarding schools within his area. "Administrative authority shall be compatible with program authorities; and shall be delegated to the operating level to assure efficient and effective delivery of education services to Indian children, youth, and adults." (8) Public Law 95-561 (Education Amendments of 1978) provides considerable authority to Tribal School Boards. Under federal regulations, these boards are designated as the policy making bodies of the schools. Guidelines issued by the Office of Indian Education Programs indicate that "...it is very important for school boards to carefully consider the development of a school philosophy and determine the type of policies that will carry out that philosophy. Well-defined policies are necessary to guide the work of the principal and staff and provide general direction for administrative action." (9)

A Policy Handbook for Chemawa, 1980-81, provides the following statement of philosophy:

"We believe in the inherent worth and dignity of all people. Chemawa's program is based on the recognition of individual differences and the realization that Indian culture has influenced and is continuing to influence students beliefs, values and goals. The philosophy of Chemawa Indian School is to help each student develop the skills to function in a changing society. The school's commitment is to the students achievement of self-reliance through experiencing a climate of positive relationships. Chemawa Indian School exists for the purpose of providing quality education in the classroom as well as personal development in a boarding school setting." (10)
The mission statement is as follows:

"The mission of Chemawa Indian School is to utilize the funds appropriated by Congress to provide a quality boarding school program for Indian Students using methods most appropriate for students functioning at various levels of ability." (11)

The policy handbook also addresses student conduct, dormitory operations, administrative and personnel policies.

The Chemawa School Board is currently appointed by tribal representatives from the states of Oregon, Washington, Idaho, and Montana. The Board usually meets four times a year for a three-day session on school matters. The Board has the responsibility for long-range planning, policy-making, and evaluation. The School Board has authority to select the school administrator and may make selection determinations for all staff, although in practice they have input on key staff only.

The school principal has the responsibility for the day-to-day operation of the school and carrying out Board plans and decisions. Actual supervision of all education positions are under the supervision, direction, and authority of the Principal. Personnel policies are established by the board; however, since most policies affect the financial plan, such policies are subject to appeal by the school administrator to the Area Education Administrator. Overall, this is a very complex division of responsibility that may lead to unclear lines of authority on specific issues.
4. Admissions Policy

The eligibility criteria for admission to ORBS reinforce the impression that specialized educational programs and social services are available at Chemawa which are not available in local communities. The school admissions policies were based on eligibility established under P.L. 99-228 with criteria defined in the regulations at 25CFR32(4/1/85) for enrolled members of federally-recognized Indian tribes or persons who are at least one-fourth degree Indian. Students must meet one or more of the enrollment criteria in order to be admitted to the school. The criteria fall into two basic categories, social and educational. Table 1 shows the admission criteria for students enrolled during 1986-87, according to information from the Registrar (Appendix A).

The most important education criteria from the standpoint of the number of students qualifying, in addition to the students' walking distance from school (102), are the lack of "special vocational or preparatory training not available to them locally, to prepare them for gainful employment" (114), and those whose "available school makes no adequate provisions to meet the educational requirements of students with academic deficiencies, linguistic or cultural differences." (257). The most important social criteria include "inadequate parental supervision" (80); "family behavioral problems which imperil the well-being of the student" (41), and "behavioral problems which are too difficult for solution by their families or local resources and who can benefit from a more structured environment", (79).
TABLE 1

CRITERIA FOR BOARDING SCHOOL ENROLLMENT

<table>
<thead>
<tr>
<th>Educational Criteria - Local School</th>
<th>Number Students</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. School severely overcrowded</td>
<td>54</td>
</tr>
<tr>
<td>2. Does not offer student's grade</td>
<td>5</td>
</tr>
<tr>
<td>3. Walking distance to school exceeds 1/2 mile</td>
<td>102</td>
</tr>
<tr>
<td>4. Does not offer special vocational/preparatory training necessary for</td>
<td>114</td>
</tr>
<tr>
<td>gainful employment</td>
<td></td>
</tr>
<tr>
<td>5. Inadequate provision for academic deficiencies or linguistic/cultural differences</td>
<td>257</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Social Criteria - Family Environment</th>
<th>Number Students</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Rejected or neglected</td>
<td>30</td>
</tr>
<tr>
<td>2. Inadequate parental supervision</td>
<td>80</td>
</tr>
<tr>
<td>3. Well-being imperiled due to family behavioral problems</td>
<td>41</td>
</tr>
<tr>
<td>4. Behavioral problems too difficult for local resources (can benefit)</td>
<td>79</td>
</tr>
<tr>
<td>5. Siblings or close relatives enrolled who would suffer</td>
<td>16</td>
</tr>
</tbody>
</table>

The distinction and tabulation of admissions by these criteria can be misleading. Many students qualify under both sets of criteria (109). Education criteria #5, is met by the majority of students and may be used to qualify many students who are being referred for social reasons. The Registrar indicates that the number of students admitted under the education criteria has increased and is a function of the application process:

"...the responsibility for the applications has been given to education personnel at many agencies (they used to be completed by social services), education personnel are reluctant to qualify social criteria; education personnel have little access to social services personnel; boarding school applications are low priority..."
due to the fact that education personnel are also responsible for higher education monies, the application states that a social summary should accompany applications if they qualify under social criteria and there are not enough staff to fulfill this duty due to cutbacks in budget and personnel; staff are afraid that if too much information is given, the student will be denied admission due to the seriousness of their situation; parents and students are reluctant to give information for the same reasons; etc." (Appendix A).

In an effort to have more control over the admission of students, the School Admissions Policy for 1987-88 forcefully states that completion of application forms is required for consideration. In particular, "A complete social summary will be required when the applicant is referred to the school for social reasons. The social summaries shall include any record of juvenile behavior problems, court orders, custody orders, school histories, etc., or any other information requested by the Chemawa Admissions Committee." (12)

Additional information will also be required of exceptional students eg. students who are physically or emotionally handicapped. This information will be reviewed "to determine if the student's needs can be met in the Exceptional Education Programs at Chemawa". Nevertheless, "Handicapped students will not be denied admission as a result of educational, social or behavioral difficulties that are a direct result of their handicapping condition provided that Chemawa has the program capability to accommodate their needs." (13)

In addition to requesting more complete information, Chemawa has developed policies regarding the basis for denial of admission. Most important are those for prior disciplinary expulsion or having a "record of chronic
disruptive behavior or serious mental problems that are too severe to be served by Chemawa staff/programs." (14)

5. Enrollment

It is difficult to evaluate the effect of these policies on the student enrollment at Chemawa. The lack of background information about enrolling students appears to be due to the shortage of qualified staff at several agencies to complete the social summaries, the broad educational criteria which allow the qualification of students without reference to their social histories, and a shortage of educational and social alternatives at the local level that serves to discourage providing more information than is necessary to qualify a student. In addition, the funding formula for the school and the threat of litigation due to a perceived right to an education, will clearly discourage overly rigorous application of admission policies that would change the basic student profile. It can be expected that the majority of students who apply to the school will be those who seek educational, familial, or mental health alternatives not available in their local communities and that those students denied admission are those whose needs obviously cannot be met by school programs.

In actual practice, however, admissions may be influenced by another factor, the declining number of applications for enrollment. The Registrar indicates that applications have decreased since 1981. There were 950-1000 applications processed for each of the 1981-83 school years,
535

15.

600-700 for each of the 1983-85 school years, and 423 for the 1986-87 school year. As a result of the smaller number of applications in 1986-87, the school operated below capacity. With fewer applications, the margin is small for the denial of admissions without jeopardizing the funding base for the school. Causes of the smaller number of applications have been ascribed to a combination of factors, including a more complex application process, a smaller attendance boundary, increasing educational capacity at the reservation level, and reduced staff for processing applications. Whatever the cause, this change in applications points out the need for information regarding the extent of need and demand for off-reservation special educational and treatment programs to supplement local programs.

6. School Funding and Program Standards

The school is funded through a variety of federal aid to education sources. The basic formula for school support is the Indian School Equalization Program (ISEP), in addition to special education program funds. Although the ISEP formula defines the entitlement grant for the school, the federal appropriations provide the actual resources available for school programs. Table 2 shows the school budget for FY 1985, 1986, and 1987, indicating that there has been an overall budget reduction of 6.5% since 1985 for school operations. (These figures do not include $700,000-800,000 per year for facilities management). The losses have been due to a $156,000 reduction of the Intensive Residential Guidance (IRG) program funding and $176,000 of ISEP funds due...
## Table 2

<table>
<thead>
<tr>
<th>Department</th>
<th>FY 85 Budget</th>
<th>FY 84 Budget</th>
<th>FY 87 Budget</th>
<th>Change (FY 87 - FY 85)</th>
<th>Per Cent of Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>ADMINISTRATION</td>
<td>624,210</td>
<td>624,210</td>
<td>624,210</td>
<td>0</td>
<td>0.00</td>
</tr>
<tr>
<td>FOOD SERVICE</td>
<td>639,322</td>
<td>639,322</td>
<td>639,322</td>
<td>0</td>
<td>0.00</td>
</tr>
<tr>
<td>RECREATION</td>
<td>646,478</td>
<td>646,478</td>
<td>646,478</td>
<td>0</td>
<td>0.00</td>
</tr>
<tr>
<td>HOME LIVING</td>
<td>63,407</td>
<td>63,407</td>
<td>63,407</td>
<td>0</td>
<td>0.00</td>
</tr>
<tr>
<td>LAW ENFORCEMENT</td>
<td>645,000</td>
<td>645,000</td>
<td>645,000</td>
<td>0</td>
<td>0.00</td>
</tr>
<tr>
<td>SPECIAL ED 3101</td>
<td>646,478</td>
<td>646,478</td>
<td>646,478</td>
<td>0</td>
<td>0.00</td>
</tr>
<tr>
<td>TALENTED/GIFTED</td>
<td>646,478</td>
<td>646,478</td>
<td>646,478</td>
<td>0</td>
<td>0.00</td>
</tr>
<tr>
<td><strong>Subtotals</strong></td>
<td><strong>62,721,505</strong></td>
<td><strong>62,721,505</strong></td>
<td><strong>62,721,505</strong></td>
<td><strong>617,015</strong></td>
<td><strong>-0.40</strong></td>
</tr>
<tr>
<td>STUDENT TRAVEL</td>
<td>614,447</td>
<td>614,447</td>
<td>614,447</td>
<td>0</td>
<td>0.00</td>
</tr>
<tr>
<td>SCHOOL BOARD</td>
<td>613,500</td>
<td>613,500</td>
<td>613,500</td>
<td>0</td>
<td>0.00</td>
</tr>
<tr>
<td><strong>Totals</strong></td>
<td><strong>62,721,505</strong></td>
<td><strong>62,721,505</strong></td>
<td><strong>62,721,505</strong></td>
<td><strong>617,015</strong></td>
<td><strong>-0.40</strong></td>
</tr>
<tr>
<td><strong>Increase in funds from FY 85</strong></td>
<td>614,447</td>
<td>614,447</td>
<td>614,447</td>
<td>0</td>
<td>0.00</td>
</tr>
<tr>
<td><strong>Decrease in enrollment caused by OIEP policy</strong></td>
<td>617,015</td>
<td>617,015</td>
<td>617,015</td>
<td>0</td>
<td>0.00</td>
</tr>
</tbody>
</table>

**Comments:**
- Most of the increase in administration has come from adding a GS-7 and a GS-12 salaries since FY 85.
- Most of the change in Home Living has come from the loss of about 615,400 in IRS funding level.
- In addition for FY 87 the school's projected OIEP funds are also down because of low enrollment.
- Projected loss of OIEP funds is 614,447 (12227 x 2.35 x .31) Enrollment problems were the result of OIEP means test to specific that caused student applications not to be processed in time for enrollment to reach its normal level of between 429 to 429.

541
17.
to low enrollment during the 1986-87 school year.

Financial support is provided for instruction and residential care based on a formula consisting of weighted values for students in programs multiplied by a base unit to derive the entitlement for each school. Federal regulations define the formula and the students who qualify for the special programs, i.e. intensive bilingual, intensive residential guidance (IRG) and exceptional child programs. The intensive bilingual program is for students whose primary language is not English. The IRG program is for students who meet one or more of the following criteria: expulsion from a previous school; a court request for placement; referral by a licensed mental health professional as emotionally disturbed; a history of truancy; a pattern of chronic disruptive behavior. A student may qualify for an exceptional child program if the student is physically handicapped, emotionally disturbed, or mentally retarded. The school is also eligible for Chapter 1 and other special education funds to provide supplemental programs for economically disadvantaged students as well as for talented and gifted students.

Although students may qualify for a special educational program, there is no assurance that the program will be available. There is a gap between program eligibility and the resources available to fund those programs. In 1985-86 school staff reviewed instructional and residential programs offered by the school. The report, entitled a "Summary of Projected Costs to Meet Standards", referred to the minimum academic standards and national dormitory criteria that were established in the federal regulations (25CFR36). The staff 476
report provided a general estimate of cost (approximately $500,000) to meet the standards outlined in the regulations. Annual vs. one-time costs were not broken out. Although there have been programmatic changes since 1985-86 and the estimate may be subject to question, the funding needs outlined in the report indicate that there are significant gaps in the provision of special educational programs to address the needs of students at the school. (See Appendix B for a summary of the staff report).

There is no intensive bilingual or bicultural education program at the school. In the case of the IRG program, over 50% of the students qualify for the program; yet, there were funds available for a single male and a single female dormitory during the 1986-87 school year. This amounts to approximately 20% of the students. During the 1987-88 school year the IRG program will be limited to those with identified substance abuse problems. Students with a primary diagnosis of substance abuse problems are being targeted for combined educational/residential treatment.

Significantly, there is no specific instructional or residential program for those emotionally disturbed students who qualify for the exceptional child program. In view of the number of students who were admitted under the social criteria and who may be emotionally disturbed, this appears to be a serious program deficiency.

Chapter 1 educational assistance was provided to 192 students (a number that includes some double-counting). This represents less than 50% of the students while 90% of the students qualified for assistance. There were 67
students who received special education assistance under the exceptional child program as physically handicapped and there were 12 students who participated in the talented and gifted program (TAG). There is no special vocational education program at the school.

It is beyond the limits of this report to evaluate the staff qualifications and salary levels. However, in the course of this investigation, several informants suggested that the minimum standards established in the regulations are not adequate to support the educational and social programs in several important areas:

a. The salary and training of dormitory aides does not, in general, provide an experienced and trained staff qualified for intensive and prolonged contact with the students.

b. The teacher-student ratios are not appropriate for the diverse range of academic abilities and achievement levels found within the secondary school classrooms found at Chumash. There is no special training required to teach in this diverse cultural setting.

c. There is no provision for a mental health specialist to coordinate educational and residential programs and to assist students in developing an understanding of and ability to cope with their personal experiences.

7. Summary

The eligibility criteria provide the basis for the admission of a diverse population of students with special needs. These criteria signal to students and their parents
that the purpose of the school is to provide specialized academic and residential programs. However, the school does not currently provide the necessary programs to meet the needs of students enrolled under the various criteria. There is a clear need to review the philosophy and mission of Chemawa and to develop resources for school programs based on the needs of the students in attendance. It would be appropriate, as part of this process, to determine from a national level how off-reservation boarding schools can function to meet the diverse educational, social and emotional needs of Indian students.
B. THE STUDENTS

1. Backgrounds

The geographical and tribal backgrounds of the students are diverse. The official attendance boundaries of Chemawa include the states of Alaska, California, Idaho, Montana, Oregon, Washington and Wyoming. Students from other states may attend Chemawa if they go through special procedures. The Registrar's report in Appendix A shows the student enrollment for 1986-87. The largest numbers of students are from Montana (140), Washington (124), Alaska (51), Oregon (49), Idaho (30), and Wyoming (30). Students apply through 32 agencies and represent 64 different tribal organizations. More than half of the students (248) come from households earning less than $10,000 per year while 96 reported $10,000-20,000, 25 reported $20,000-30,000, 11 reported $30,000-40,000; and 7 reported between $40,000 and 50,000 per year. Approximately 43% reside with a single parent (or stepparent), 12% reside with a guardian (including elderly guardians), and 45% reside with both parents (or stepparents). Family size ranges from one (four students reside in a group home) to 14. The average age of Chemawa students is at least one year older than their public school counterparts. The age level does not change significantly from year to year. The most recently compiled records of student age/grade level available are for October 1984:

- 9th grade - 15 years, 4 months
- 10th grade - 16 years, 4 months
- 11th grade - 17 years, 4 months
- 12th grade - 18 years, 3 months
2. Academic Achievement

Achievement data reflect the wide educational range of students at the school. Appendix C shows the mean (Mn), number (N), and range (lo, hi) for students by grade level for Fall 1986 and Spring 1987 according to standardized achievement tests in reading, language, and math. The pre-test levels show that students, on average, are from two to three years behind grade level. However, the achievement level in each grade ranges from below grade 1 to above grade 12. Due to the high withdrawal of students and the wide range of achievement levels, Fall to Spring comparisons and comparisons between grade levels are not valid using this information. Individual pre-and post-test results would need to be compared for each student in order to evaluate achievement at the school. The data is presented here to illustrate the wide variations in academic achievement among students in each grade. This data includes the students who receive special education under the exceptional child program and approximately the students who receive educational assistance for disadvantaged students under Chapter 1.

3. Mobility

The statistics on student mobility show that for the 1986-87 academic year there were 445 students who were officially enrolled during the year for the ISEP count. There were 213 students (49%) who did not complete the school year due to disciplinary reasons, transfers, personal reasons, or parental release. According to school officials, the withdrawal rate is fairly constant at 50% and it is reported
that these data are consistent with other off-reservation boarding schools. The maximum number of students during the year was 366. The Registrar's records show that disciplinary releases accounted for 98 (46%) of the withdrawals while 115 (54%) were for personal reasons. Chemawa graduated 43 students in 1987. The Registrar's Report shows the number of other high schools attended by Chemawa students. The largest number (46%) have attended one other school while 25% have attended two other schools. Very few students remain at Chemawa for their entire high school career. Of the 43 graduates, only 10 students had been in attendance for four or more years. The Registrar reports that the majority (80-85%) of the students who leave Chemawa go on to another school.

4. The Code of Conduct

The Student Code of Conduct for Chemawa Indian High School is based on the rights and responsibilities of students attending boarding schools operated by the Bureau of Indians Affairs, as published in the federal regulations (25CFR35). The policies and procedures address the expectations for school attendance, leave, travel, tardies, removal from class, academic probation, athletics and incident reports for violations of established rules. The Code of Conduct outlines the rules and consequences of rule violations in detail, including the right to due process for each instance of disciplinary action. The Code of Conduct is a 28-page document that devotes over 20 pages to categorizing the rules and the consequences of rule violations, which
range from clean-up detail to progressive restriction, probation, suspension and expulsion.

The handbook also outlines a positive behavior program in which students may be awarded merits for positive behavior or achievement. Merits may be earned for dorm housekeeping, good attendance, good grades and extra work for staff. Merits can be used to attend merit activities and are considered in making awards or disciplinary determinations.

Repeated minor rule violations or initial violation of Level I rules (e.g., assault, endangering behavior, criminal behavior, inappropriate sexual conduct) result in referral to the Review Board. The Review Board is composed of staff members appointed by the principal. Students may be represented by staff, faculty, or other students at the hearing and a staff member presents the student's file for the Board. Each review hearing must meet the requirements for due process outlined in the regulations. The Board makes recommendations to the principal for dismissal, probation, special programs, suspension or expulsion.

5. Behavior

According to residential program records, during the past year there were 117 Review Boards resulting in 60 expulsions or suspensions, 65 final probations, and/or IRG dispositions. There were a total of 1972 written rule violations or an average of 16.9 rule violations per student appearing before the Review Board, including 630 drinking write-ups on these students. Review Board hearings were evenly divided between male and female students.
There was a total of 1333 write-ups for alcohol use among all students at the school during the year with 136 incidents of student detention in the CREC holding rooms for alcohol intoxication. Only 46 of the school's 445 students did not receive a write-up for drinking. Reported alcohol violations have increased from 835 in 1983-84 to 1333 during 1986-87. Introduction of the breathalyzer in 1985 has resulted in more positive identifications.

The Residential Vice-Principal implemented a Community Service Worker Program in the spring of 1987 to provide an alternative means for students to work off court-mandated sentences for criminal behavior. This program recently was expanded to allow regular students to work off accumulated restrictions imposed by repeated campus rule violations. Between March and June, 16 students completed court-mandated community service work of 32 hours each. An additional 132 students participated in the Community Service Worker Program and completed a group total of 2,931 hours of work. These students worked at campus cleanup with a primary focus on brushcutting and clean-up of a forested part of the campus to develop a student park and physical fitness course.

Records show that total rules violations have increased from 2,013 in 1983-84 to 3740 in 1986-87. It is difficult to say with certainty if there is a trend toward increasing violations because the rules have been redefined since 1983, record-keeping and surveillance have improved and school administration has changed. The large increase in reported rule violations may be the result of an actual change in
behavior as well as a change in observation. Nevertheless, although there were fewer students in 1986-87, the staff did spend a proportionately greater amount of time monitoring, recording and responding to rule violations than in previous years.

6. Student Perspectives

To design and program services to address their particular health problems, it is important to understand the student perspective on the utilization and need for additional services. Interviews with students can identify barriers to the utilization of services and provide information to improve the programming. Unfortunately, the timing of this project did not permit direct interviews with students regarding these issues. Since this information could not be gathered, other available information will be used.

Students fill out a problem checklist in the fall as part of the school orientation and screening. This provides a general indication of the types of problems that trouble students the most. Of eleven problem areas, students checked items in these four areas the most frequently:

**BOYS**

1st - Poor academic skills
2nd - Vocational and/or college choice
3rd - Dealing with emotions
4th - Social life and use of free time

**GIRLS**

Poor academic skills
Dealing with emotions
Self-concept/perception of personality
Vocational and/or college choice
The results of the "Indian Adolescent Stressful Life Events Inventory" was part of The Indian Adolescent Mental Health Screening Project (described in Section C. 5. p. 33-34) and is included in Appendix D. This data shows the stress associated with various stressor indicators reported by the students. This type of information could be used as a starting place to involve students in the process of planning for health promotion within the school setting.

7. Summary

The general picture that emerges from a review of available student data is of an extremely diverse population whose academic and social behavior reflect the admission criteria of the school. However, the data does not provide a basis for evaluating academic achievement or psycho-social development while students are in attendance. Also lacking is information to indicate if the school is meeting the students' expectations. The responses to the checklist provide clues to students' needs and reasons for attending Chemawa. A more extensive student survey could provide information reflecting student views regarding the development of programs to address their concerns and how services could be provided most effectively. In general, there is a need for more information, to reveal the students' perspective as to why they are attending Chemawa and to provide a means of evaluating their progress and development while at the school.
C. HEALTH SERVICES

1. Background

Health services are provided to students at the Chemawa Indian Health Center by the Indian Health Service. In 1979, a modern facility was constructed adjacent to the school housing the administrative, medical, dental and field health branches of the Western Oregon Service Unit (WOSU). The health center serves six distinct population groups within an eighteen-county service area with direct and contract health services: Chemawa students; the Siletz service area; the Grand Ronde service area; the Cow Creek service area; the confederated tribes of Coos, Lower Umpqua, and Siuslaw service area; and the urban Indians living in and around Salem. The total number of enrolled persons in the service unit is 8739, of whom 4371 reside in the urban area and 400 are Chemawa students. The Western Oregon Service Unit is one of 12 service units in the states of Oregon, Washington and Idaho administered by the Portland Area Office of the Indian Health Service.

Until the late 1970's the health center functioned solely as a clinic and infirmary for the school. Reversal of the tribal termination policies during the late 1970's and early 1980's brought restoration of tribal status and eligibility for health services to tribal members. In 1979 the health center began to perform an expanded role in serving the much larger number of Indians living in the area.
2. The IHS Mission

The statutory basis for the provision of health services by the Federal Government to Indians is the Snyder Act of 1921 and the Indian Health Care Improvement Act of 1976. The pertinent language of the Snyder Act states that "such moneys as Congress may from time to time appropriate, for benefit, care and assistance of the Indians throughout the United States...for the relief of distress and conservation of health...". (15)

The courts have interpreted this to mean that such funds are voluntarily provided by Congress and not mandated under the "trust responsibility" assumed through treaties with Indian nations. This left a question as to the quality or level of health care implied by the "trust responsibility". The Indian Health Care Improvement Act of 1976 states:

"The Congress hereby declares that it is the policy of this Nation, in fulfillment of its special responsibilities and legal obligation to the American Indian people, to meet the national goal of providing the highest possible health status to Indians and to provide existing Indian health services with all resources necessary to effect that policy." (16)

According to a study by the Office of Technology Assessment, the current situation is that "Without reauthorization of the Indian Health Care Improvement Act, congressional influence over Indian health care policies may diminish with only the general language of the Snyder Act as the statutory basis for defining what health care the Federal Government will provide to Indians." (17)

The basic population eligible for services from IHS consists of persons of Indian descent "if he is regarded as
an Indian by the community in which he lives as evidenced by such factors as tribal membership, enrollment, residence on tax-exempt land, ownership of restricted property, active participation in tribal affairs, or other relevant factors in keeping with general BIA practice in the jurisdiction."(18)

In addition to the Federal Government's responsibility for and benefits conferred to Indian Tribes, there are a number of federal programs directed to Indians as individuals; and, as U.S. citizens, Indians are eligible for medical services provided to other citizens eg. Medicaid. IHS is considered a "residual payor" and is directed under regulations to seek reimbursement from other sources of assistance.

3. The Availability of IHS Services

Services for the Indian community available through IHS may include outpatient and inpatient medical care, dental care, public health nursing and preventive care and health examinations of special groups such as school children.(19) Within these broad categories are special initiatives in areas such as alcoholism and mental health. Funds are expressly appropriated to IHS by Congress for budget categories to address alcoholism and mental health and distributed to each area based on the Resource Allocation Methodology (ARAM). The actual availability of particular services depends on the area served: "The Service does not provide the same health services in each area served. The services provided to any particular Indian community will depend upon the facilities and services available from
sources other than the Service and the financial and personnel resources made available to the Service." (20)

Mental health funds are allocated by the area office based on a comparison of relative need among the service units. The methodology for determining health needs and allocating resources among service units, Service Unit Resource Allocation Methodology (SURAM), is not as yet fully implemented. Since the resources available are far below the standard levels defined in the Resource Requirements Methodology, the Area Office usually seeks to maintain or fill positions lost since the late 1970's.

4. Providing Health Services to Chemawa Students

The clinic serves students during weekdays before and after class, and, for emergencies only, during class hours. Until construction of the new center, the facility provided an infirmary available to students 24 hours per day, 7 days per week. The infirmary has reopened and is available to ill students during weekdays from 8:00 PM to 5:00 PM. Illness is handled after hours by school residential staff. Emergency consultation is available from clinic physicians after hours and emergencies are handled through local hospitals.

The clinic employs a director, two medical officers, a pharmacist, three nurses, two technicians, a records librarian and receptionist, two dental officers and two dental assistants. Field health services are provided to the school and to the remainder of the service unit by a public health advisor (supervisor), a nutritionist, a community health nurse, and a mental health specialist.
Additional services are provided to the school through contract health services. Of primary importance are the limited, part-time services of a psychiatrist and the Chemawa Alcohol Education Center (CAEC) that operates through a contract with the Tribal School Board and employs an administrator, three counselors, and two recreation therapists.

Since 1980-81, the service unit has lost authorization for five positions, bringing current staff level to 28. Four of the positions lost were clerical and support staff; however, a clinical psychologist position was lost following a resignation. Currently, a clinical social worker has responsibility for providing direct patient care (assessment and treatment) to the students and other patients from the local area, in addition to consultation with school staff and very limited field services with the tribes. The service unit also contracts for one half-day per week of psychiatry services for consultation and referral for clients who may require medication or who present a danger to themselves or others.

The service unit also provides, through a contract funded by IHS and supervised by the Chemawa School Board, the Chemawa Alcohol Education Center. In addition to three counselors, who provide assistance to students participating in the alcohol education program, two recreation therapists employed by IHS through a special mental health program are assigned to CAEC at this time. The two recreation therapist positions formerly were part of the IHS staff.
In the past, participation in CAEC programs has been voluntary, although beginning with the 1987-88 school year, students with identified substance abuse problems will be referred for assessment and treatment as a condition of continued enrollment in school. Residential alcohol abuse treatment is available for students at the Red Willow facility in nearby Gervais.

During the course of a school year, the social worker will have an average of 600-700 patient encounters, the majority of them with students during the school year. The psychiatrist will see one or more students per week depending on the complexity of the cases. The social worker frequently has a two to three day waiting list and the psychiatrist a two-week advance, although both attempt to be available on brief notice for emergencies.

Utilization data is not, however, a reliable indicator of the need for services. Use of services tends to adjust to the accessibility and type of services available. For adolescents, the availability, accessibility, confidentiality and type of services strongly affects utilization of these services. (21) Although services are accessible, students at Chemawa are reported to be reluctant to use them on referral by counselors or others at the school. Taking advantage of the sometimes mixed messages from academic and residential staff and aided by the physical separation of the mental health specialist from the school buildings, students frequently fail to keep appointments. Many crises occur during non-school hours, so that problems that might be
referred to the mental health specialist are often handled by the residential school staff.

5. Mental Health Indicators

"The Indian Adolescent Mental Health Screening Project" was conducted at Chemawa in April, 1987 by Norman Dinges, Sandra Joos and Greg Clark of the Oregon Health Sciences University under a contract with the Portland Area Indian Health Service.(22) A mental health screening survey was developed which includes the Center for Epidemiological Studies Depression Scale (CES-D), an "Indian Adolescent Stressful Events Questionnaire", anxiety measures, and alcohol and substance abuse measures. Followup validation interviews were conducted of students who completed screening surveys, using the Diagnostic Interview Schedules for Children (DISC). The study focused on major areas of concern for the adolescent Indian population - depression, suicide, and substance abuse. Among the major findings of the study are the following:

a. Approximately 62% of the students exceeded the CES-D screening threshold for depression. Sex but not age was significantly related to the scores, with more females than males having higher scores.

b. Approximately 73% of the students exceeded the problem drinking screening threshold composed of questions relating to drinking behaviors.

c. Approximately 42% of the students exceeded the drug abuse screening threshold.
d. Approximately 32% of the students reported thoughts about suicide that were considered clinically significant, although the majority of respondents did not indicate an intention to act on their thoughts.

e. The depression, suicide, drinking and drug screening indices were all statistically related to the diagnostic status of students according to the DIS-C interviews.

f. The interviews indicated that diagnoses of depression, suicidal thoughts and suicide attempts were significantly related to one another but not to diagnoses of drug and alcohol abuse or dependence. (23)

The diagnostic interviews indicate important distinctions among the students. Tables 6 & 7, Appendix D show that the students fit into the following general groups: (1) not diagnosed for dysthymia or depression and not diagnosed for substance abuse or dependency; (2) not diagnosed for dysthymia or depression but diagnosed for substance abuse or dependency; (3) diagnosed for dysthymia or depression and diagnosed for substance abuse or dependency; and (4) diagnosed for dysthymia or depression but not diagnosed for substance abuse or dependency. In other words, according to this study, at a given point in time a large proportion of the students are absent from clinical substance abuse or emotional problems, while a significant number of students have either mental health or substance abuse problems; and, some students have both categories of problems. The conclusion is that "The diversity of distinct and overlapping..."
problems found in the screening population will require different treatment approaches and treatment modalities." (24)

6. Summary

A recent major study of adolescent depression, alcohol and drug abuse indicates that "...alcohol abuse tends to follow, rather than precede the onset of other psychiatric disturbances....The distinction between primary and secondary depression offers a means of clarifying the nature of the relationship between alcohol/drug abuse and depression in adolescents....The key to the classification is the chronology of the onset of the disorders. In our sample, 79 per cent of both alcohol and drug abusers had another primary psychiatric disorder anteceding the alcohol or drug abuse." (25)

These studies indicate that mental health services and alcohol treatment programs should both be available and that services need to be coordinated to ensure that primary as well as secondary problems are addressed. There is an important group of students who are not substance abusers yet who are at risk for emotional problems. Other students have no indication of serious problems.

Adolescents are also subject to moving from one group to another due to social influences and changing events in their lives. A range of mental health and treatment services should be available at the school, with mental health promotion targeted to the entire student population, early intervention for those with evidence of emotional or
substance abuse problems, and referral for assessment and treatment available for those with established psycho-social illness.

To provide appropriate levels of service for the students at Chemawa School, IHS should review the standards for determining resource requirements and the methodology for resource allocation, considering the prevalence of mental health problems and appropriate modalities for delivering services to adolescents.
IV. ISSUES, ALTERNATIVES, & RECOMMENDATIONS

A. MAJOR ISSUES

1. Purpose and Operation of the School

   The future purpose of the school is the central issue that ultimately must be resolved in considering the type, level, and method for delivering mental health services to students. The stated purpose of the school is to educate students who meet the social and educational criteria for admission to the school. While the admission criteria establish this purpose, it is clear that there is a serious contradiction between admitting students with special educational and social needs and operating a facility without adequate resources for the programs and services appropriate to meet those needs. The questions are whether there is a need for off-reservation boarding schools (ORBS) and, if so, what should be included in the functions of the school?

   To answer these questions it is necessary to determine how many adolescents have educational and social reasons for attending an ORBS and what are their primary, secondary and tertiary educational and social needs? A national survey should be conducted to define the extent of need for ORBS schools and programs. With this information, it would then be possible to determine how many ORBS are needed, where they should be located, and the type of programs that should be provided at each school. Generation of this information should not be connected to the school admission records, since it is clear that this process would not be a valid means of determining the need for off-reservation facilities.
Related issues concern the composition of the student population at each school. This is, in part, a question regarding the effective delivery of services. A national system of specialized off-reservation facilities could be organized each having specialized educational and residential treatment programs for students with similar interests and needs. The issue may also be raised as to whether it is desirable to mix students whose needs may be in conflict.

The consequences of attempting to serve the needs of students who have extreme differences in needs and goals may create a situation where achievement of individual goals in a closed environment may be compromised. The wide range of abilities and needs within the school makes it difficult, if not impossible, to attend to individual needs. Students seeking college preparation may be denied that opportunity if the average academic level in the classroom is far below the grade level. Similarly, students whose primary needs are psycho-social should have appropriate environments for social learning, reinforcement for positive behavior, and, educational and treatment programs that meet their needs.

Outside of the classroom, it has been found to be difficult, even in controlled environments, to mix adolescents from different backgrounds or with different goals. Research within residential educational environments suggests that it is difficult to alter behavior without modifying the educational and residential environments. This research suggests that the peer social influences are so powerful that separate social
environments or tracking is necessary to affect positive behavior change.

Some academic and social tracking currently is practiced at Chemawa through utilization of special dormitories and educational programs, but the degree to which these diverse academic and social needs can be served within this setting has been limited by insufficient resources to develop individualized programs.

These problems are not limited to Chemawa and have been recognized at other off-reservation boarding schools. For example, an earlier study by Hammerschlag et al. at the Phoenix Indian School concluded that the school could not achieve what he viewed as mutually exclusive social and educational goals within the same setting. Nevertheless, in the absence of fully-funded operational programs that provide a full range of educational and support services, it is not possible to conclude that these are necessarily mutually exclusive goals. However, the question of how to best serve diverse educational and social objectives should be addressed as part of future efforts to develop a more responsive ORBS system.

2. Coordination of Programs and Services

The continuation of Chemawa as an ORBS operated by the Bureau of Indian Affairs to serve special education and social needs of Indian students would continue the educational mission of Bureau of Indian Affairs. Redefining Chemawa as a residential treatment facility may be interpreted by the BIA as counter to their primary
educational mission, authorized by the Johnson-O’Malley Act and the subsequent Indian Self-Determination and Education Assistance Act. While federal organization of BIA and IHS may be desirable from the standpoint of delivering educational, social and health services to students at Chemawa, administrative changes are possible that would provide services within the existing statutory authority of these two agencies, if resources are adequate to provide services at appropriate standards, based on the needs of the student population in attendance at the school.

If the Bureau of Indian Affairs and Indian Health Service are to continue as agencies of separate departments, a cooperative agreement for the provision of services is essential. Currently there is no agreement as to who is responsible to provide what level and type of mental health services at the school. This is most apparent in the lack of a detailed protocol or procedure for response to mental health crises, e.g. acute homesickness, violent episodes, delinquent activities, substance abuse, and suicide gestures. Each incident may involve different responses depending on when and where they occur. IHS mental health; CAEC; BIA academic, residential, and law enforcement each have a different response or treatment modality. This complexity leads to a lack of a clear definition of responsibility and a lack of a consistent response.

To counter this tendency and develop a coordinated response to mental health problems and crises, one approach would be to develop protocols for the response and treatment of different types of situations. Interdisciplinary and
interagency teams could be established to provide case management, promoting consistent treatment and communication among staff members from the different organizational units of the school.

There is also a need for the coordination of mental health diagnostic information at the school. Currently, each organizational domain separately develops student information for academic, residential and treatment purposes. It is not clear who has responsibility for mental health screening and diagnostic work-ups. For instance, this is a BIA responsibility for IRG students but the lack of a behavioral psychologist has resulted in only partial compliance with this requirement. The IHS has recently initiated a mental health screening and diagnostic study. However, the use of this information by school staff and for referral to mental health services has not been implemented at this time.

Existing positions within BIA with responsibility for programs or functions that relate to mental health include the academic counselor, educational psychologist, academic vice-principal, the residential vice-principal, home-living specialists, residential counselor, dormitory managers, and dormitory aides. On the IHS side, the mental health specialist is assisted by a part-time psychiatrist. The CAEC program staff operates a separate alcohol treatment program that requires coordination with school and IHS staff for mental health assessment and treatment.

Since the mental health and alcohol treatment programs are outside the administrative authority of the school, problems must be anticipated and procedures developed to,
define responses and responsibilities. To improve communication and coordination across organizational boundaries, a coordination function should be included as part of the mental health services provided by IHS to facilitate communication between academic, residential and treatment staff.

The need for coordination extends beyond mental health services to include field health activities, such as community health nursing and nutrition, which currently provide health education, medical screening and other prevention services to students. These services need to be more completely integrated with the academic and residential programs at the school.

3. Standards and Levels of Service

Although the funding level for the school is below the standards established in the federal regulations for BIA off-reservation boarding schools, several informants have raised the question of whether the standards themselves are appropriate for the school since the students enrolled are at "high-risk" for emotional disturbance. This is due to the number of students who come from problem family situations and because the boarding school itself is a source of stress in the form of homesickness, new social relations, and performance expectations.

The BIA minimum standards for staff/student ratios and qualifications for academic and residential staff should be reviewed. This is especially true of teachers and dormitory aides. Both teachers and dorm aides have the primary contact
with students outside of their peers. The dorm aides are the least trained, receive the lowest pay, and have very limited upward mobility. The academic instructor positions do not require special qualifications beyond the regular certification requirements to teach at the school.

While the BIA has a statutory requirement to establish standards for ORBS, there are no required service standards for the IHS. The Resource Allocation Methodology (RAM) is an administrative tool for allocating available resources based, in part, on an analysis of resource requirements - Resource Requirements Methodology (RRM) (29). The RRM includes a variable for determining the staffing needs of school-based nursing services. However, the criteria for mental health and social services staffing does not consider whether a school is within the service area nor does it consider the needs of students at off-reservation boarding schools. This is a serious omission to the methodology. The students are considered, for purposes of equitable resource allocation, to be part of the general population. However, the rationale for treating "high-risk" adolescents as part of the service unit population is not appropriate. Since the Chemawa attendance boundary includes students from the entire Portland Area, as well as beyond the area, the school should be considered as part of a regional or national system by IHS.

Institutional standards should be developed specific to Chemawa based on an analysis of psycho-social epidemiology and staffing needs at the school. There are several
alternatives to be explored for financing additional services at Chemawa. Costs for out-of-state and out-of-area students attending school at Chemawa could be calculated as a basis for reimbursement. Whether Chemawa continues to serve the special needs of Indian students throughout the region or becomes part of a national system of off-reservation education and residential treatment facilities, the school should not be viewed as part of the service unit for allocating resources. Organizationally, off-reservation facilities should be treated as separate from the service unit in the budget. The level of funding for Chemawa Indian School health services should be determined following an analysis of staff requirements and the levels of service needed at the school.

4. Types of Mental Health Services

The data from the mental health screening study indicates that additional mental health services are needed at Chemawa. The majority of students at the school are at risk for emotional problems. Other reports on student behavior such as incidence reports, homesickness, family crises, and withdrawals indicate that the students experience high levels of stress. Since there is a relation between stress and the events in students' lives, the task is to assist students to develop the knowledge, attitudes and skills to cope with their problems. The foundation for a mental health program at the school should be a program which is available to all students through group counseling and referral for clinical and treatment services available as
required. The recommended basis for this approach is social learning theory, which emphasizes the social setting and group processes for learning the skills necessary to adopt new behavior. General applications of social learning approaches have been developed that could be adapted to assist students in coping with the particular problems they experience. (30)

There is a unique opportunity at Chemawa to relate knowledge in the classroom to skills development and behavior in the residential environment. There are many opportunities to establish a promotion program building on the existing academic and residential resources at the school. The program could be coordinated with courses such as literature, social science and health classes. For example, a series of mini-classes dealing with themes in literature that relate to events in students' lives could be integrated with smaller group sessions after class where these issues could be explored and personal skills developed. Appropriate topics identified by staff include suicide prevention, grief and loss, traumatic deaths, sexual abuse, homesickness, loneliness, and family change. Several staff members have indicated an interest in teaching such classes. A mental health specialist with experience in group counseling would be required to provide staff training, to organize the program in cooperation with academic and residential staff and to teach a core course such as coping with depression. (31) The objective would be to assist students in developing the skills to deal with their problems.
To be effective, a school-based mental health program should be located in the school. This would encourage communication links with the academic and residential units and coordination of mental health or alcohol treatment. It is desirable to provide a central place for information and contact with students, who can be referred for appropriate counseling within the dorms, the CAEC, the clinical social worker or for psychiatric services.

The clinical and treatment services provided by IHS to the school are seriously inadequate. The dual role and heavy workload of the mental health specialist has the result that services are frequently unavailable when and where they are needed. An increase in the level of services should be accompanied by improved communication between the organizational units and be integrated more closely with the ongoing operation of the school. A protocol for coordination between school staff and mental health treatment staff is essential to provide critical services for emergencies. Clinical services should be available on an as-needed basis during critical times such as evenings and weekends.
B. ALTERNATIVES

There appear to be three basic alternatives for the future of the school. In view of the ongoing discussion over the future of off-reservation boarding schools, it is worthwhile to briefly consider these possibilities.

1. Distribution of Funds.

The first alternative would be to close the school and distribute equivalent funds on a per capita basis to augment or initiate tribal programs. If it were possible to carry out this plan at current appropriation levels, there would be significant educational funds for those few communities ($8,000+ per student) who send several students to Chemawa each year. However, most of the smaller tribal communities would not benefit significantly. The funds for mental health services, if distributed would be not be sufficient to develop new services for a majority of tribal programs. The question really is whether, with a reasonable appropriation for Indian special educational and support services, the programs can be more effectively provided in specialized, regional facilities. Clearly, if the school was equipped to address the educational and psycho-social needs of students who meet the admission criteria, programs and services could be provided that would not be possible if the funds were dispersed among the tribes. The economies of scale and specialization argue for continuation of a system of off-reservation facilities, if adequate resources can be provided to fulfill the purposes for which the school was established.
B. National System of Education and Treatment Facilities.

The second alternative is to evaluate the need for a national system of off-reservation educational and residential treatment facilities with the development of a specialized curriculum and services by schools. Based on a survey of Indian communities to identify the number of students requiring specialized educational and residential treatment programs, a national plan could be developed that specifies admission criteria, curricula, standards for staffing, and financing formulas. Under this alternative, a national system of off-reservation facilities would be developed, creating a range of specialized facilities oriented to the wide range of educational and psycho-social needs of the students.

The concept of a national system of specialized institutions would constitute a departure from the current system, which provides standard secondary education at each school serving a regional attendance area. A specialized system of off-reservation facilities may, depending on the number of schools needed, require greater travel by students. A specialized national system would involve academic and social tracking by facility although with less tracking within facilities than at present. On the other hand, specialization by facility would provide clearer direction for the development of programs and organization of resources at each facility. Depending on whether the primary purpose of each facility was educational or residential treatment, either BIA or IHS would take the lead in administering the
31.

facility. The lead agency could then contract with the other to provide support educational or treatment services.

3. Improvement within the Chemawa System

The third alternative is to make incremental changes with available funds, continuing to make improvements to existing programs. The development of the CAEC education and treatment program, supported with additional funds from the Indian Alcohol and Substance Abuse Prevention and Treatment Act, provides for curriculum development, staff training and treatment programs. Recent progress has been made between the school staff and CAEC in the sharing of information on student assessments and participation in program activities; and, in coordinating assessment and treatment. Also, creation of the Community Service Worker Program within the residential unit shows an innovative response to a negative pattern. Additional resources for the recreational, student activities and cultural affairs programs would increase the capacity to provide support for the emotional health of students, especially if additional services can be developed during weekends and evenings.

However, the lack of an adequate and stable financial base is the biggest obstacle to indefinite incremental improvement. Progress through incremental improvement is reasonable when the problems are manageable relative to additional resources. But when problems are significant and increasing and resources are declining or stable, a new approach is called for. The recommendations outlined in this report are based on the assumption that the school can
52.
continue to make incremental improvements while addressing
the larger issues concerning the future direction of the
school and its ability to serve the students.
C. RECOMMENDATIONS

1. Student Involvement.

Development of health promotion activities should begin by involving students in defining their health needs and in identifying potential strategies for mental health promotion. Opportunities to increase student involvement in the operations of the education and health systems at Chemawa should be explored. Health promotion programs must involve participants in defining their problems and in working with them on the solutions.

2. School Mental Health Specialist.

The most significant immediate action to augment the mental health services available to students at the school would be to add a group counselor/mental health services coordinator. This position would be responsible for coordinating the mental health services to students and developing a group counseling program. The coordinator would conduct staff training, develop a peer counselor program and be responsible for referring students for assessment and treatment.

3. Case Management.

Inter-disciplinary and inter-agency management teams should be established to develop protocols for response to mental health-related problems and to establish a case management system. Development and coordination of an academic, behavioral and psycho-social status information system is essential for effective assessment, referral, treatment and case management.
4. Mental Health Screening.

Mental health screening and diagnostic studies should be continued to identify students for treatment. A secondary purpose of such studies would be to establish a baseline and to evaluate the psycho-social development over time of students at the school.

5. Service Standards.

It is important that additional clinical resources be allocated to respond to the increased number of cases requiring mental health treatment identified by screening studies. Treatment service standards should be established for Chemawa and other off-reservation facilities. Chemawa provides an opportunity to develop standards in a setting where substance abuse treatment programs are available with mental health promotion as a primary objective.

6. Availability of Services.

The mental health and alcohol programs and services should be made available during critical times such as evenings and weekends through a combination of flex-time scheduling, compensation-time agreements, and contract services. Consideration of a twelve-month institutional year should be explored to continue treatment programs and to provide supplemental educational programs for selected students.

7. Extra-Curricular Programs.

Recreational activities, vocational interest clubs, cultural programs, and intra-mural sports activities should be expanded at the school during non-class times. Additional
staff should be provided and the use of community resources, volunteers, and graduate student placements should be explored.

8. Health Promotion Services.

The provision of health promotion and education services at the school should be coordinated through the field health unit with the academic and residential programs. A specific plan should be developed to provide an integrated health education program, with field staff scheduled for specific health classes and for small group sessions on health-related topics such as sexually transmitted diseases, female health issues, diabetes, weight control, etc.

9. Student Health Clinic.

Development of the infirmary into a student health clinic with staff allocated for specific times should be explored. This would provide a "sense of place" and orient available services toward students to encourage their utilization. This could be an interim step toward the development of a student clinic which is organizationally and fiscally separate from the health center.

10. Development of a National System.

A cooperative effort should be undertaken by IHS and BIA to survey Indian communities, to evaluate the need for off-reservation educational and residential treatment facilities, and to develop a plan for the staffing and financing of the facilities. Development of an educational and residential treatment system providing suitable mental and health services will require a clear analysis of the need
for off-reservation facilities and the objectives to be attained through such a system. Consideration of legislative and administrative rule changes necessary to adopt appropriate standards and provide adequate funding levels should be part of this process.

11. Mental Health Promotion in Local Communities.

A coordinated national program is necessary to increase the support for mental health promotion programs oriented to Indian families in their home communities. There are a variety of local and IHS programs underway that should receive increased support for providing healthy child development e.g., child protection; youth leadership; parenting skills; recreation and athletics; substance abuse education and treatment; cultural and spiritual resources; and, vocational education and economic development.
REFERENCES


(6) U. S. Government. (25 CFR 32.4(2)(i)).

(7) U. S. Government. (25 CFR 32.4(2)(p)).

(8) U. S. Government. (25 CFR 32.2(c)).


(13) Bureau of Indian Affairs. "Chemawa School Admissions Policy".
(14) Bureau of Indian Affairs. "Chesawa School Admissions Policy".


(20) U. S. Government. (42 CFR 36.11(c)).


(22) Norman Dinges, Sandra Joos, and Greg Clarke. "Indian Adolescent Mental Health Screening Project Chesawa Indian Boarding School". Oregon Health Sciences University: Portland, Oregon. 1 October 1987


(24) Dinges, Joos, and Clarke, p. 2.


(29) Department of Health and Human Services, Indian Health Service, materials from Portland Area "Resource Allocation Methodology Workshop". September 30-October 2, 1986.
GEOGRAPHICAL DATA:

Chenawa's Attendance Boundaries include the states of Alaska, California, Idaho, Montana, Oregon, Washington and Wyoming. Students residing outside these states were either in attendance before the boundaries policy became effective or they have gone through special procedures in order to attend Chenawa.

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<td>2</td>
</tr>
<tr>
<td>Chippewa</td>
<td>2</td>
</tr>
<tr>
<td><strong>Nevada Tribes</strong></td>
<td></td>
</tr>
<tr>
<td>Paiute</td>
<td>1</td>
</tr>
<tr>
<td><strong>California Tribes</strong></td>
<td></td>
</tr>
<tr>
<td>Nalde/Pit River</td>
<td>1</td>
</tr>
<tr>
<td>Paiute</td>
<td>4</td>
</tr>
<tr>
<td>Yurok</td>
<td>3</td>
</tr>
<tr>
<td>Pit River/Tolowa</td>
<td>1</td>
</tr>
<tr>
<td>Washoe</td>
<td>4</td>
</tr>
<tr>
<td><strong>Utah Tribes</strong></td>
<td>4</td>
</tr>
<tr>
<td><strong>Southwest Tribes</strong></td>
<td></td>
</tr>
<tr>
<td>Apache/Pima</td>
<td>1</td>
</tr>
<tr>
<td>Navajo</td>
<td>1</td>
</tr>
</tbody>
</table>

1986-87 ADMISSIONS DATA:

<table>
<thead>
<tr>
<th>Total Students Enrolled</th>
<th>445</th>
</tr>
</thead>
<tbody>
<tr>
<td>Graduated Students</td>
<td>43</td>
</tr>
<tr>
<td>GED Completion</td>
<td>1</td>
</tr>
<tr>
<td>Eligible Returns (1987-88 Year)</td>
<td>186</td>
</tr>
<tr>
<td>Drop Rate</td>
<td>213 (52%)</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Disciplinary Action</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Suspensions</td>
<td>58</td>
</tr>
<tr>
<td>Suspensions NS</td>
<td>15</td>
</tr>
<tr>
<td>Expulsions</td>
<td>7</td>
</tr>
<tr>
<td>Non-Attendance</td>
<td>10</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Non-Disciplinary Incompletion of Year</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Parental Withdrawal</td>
<td>101</td>
</tr>
<tr>
<td>Medical Withdrawal</td>
<td>7</td>
</tr>
<tr>
<td>Prolonged Leave/ADDL</td>
<td>5</td>
</tr>
<tr>
<td>Age 18</td>
<td>1</td>
</tr>
<tr>
<td>Academic Cause</td>
<td>1</td>
</tr>
</tbody>
</table>

*These students were suspended at the end of the school year but did receive their academic credit.* For the purposes of this report they are counted as a part of the drop rate.

*1 student has spent 6 years in high school already and would be ineligible to attend Cheyenne next year due to his age.

*2 student entered the GED program and did not complete; will be too old else for 1987-88 Students who elect to enter a GED program, while attending Cheyenne, are not allowed to return if they don’t complete while here. It is felt that the GED program is available to them at home everywhere and by electing to attempt GED they have chosen to terminate their high school career.
ACADEMIC DATA

Number of Schools Attended (does not include graduates—see below)

<table>
<thead>
<tr>
<th>No. of Schools</th>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
</tr>
</thead>
<tbody>
<tr>
<td>Grade Level</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>09</td>
<td>54</td>
<td>60</td>
<td>9</td>
<td>1</td>
</tr>
<tr>
<td>10</td>
<td>16</td>
<td>78</td>
<td>40</td>
<td>15</td>
</tr>
<tr>
<td>11</td>
<td>20</td>
<td>36</td>
<td>44</td>
<td>10</td>
</tr>
<tr>
<td>12</td>
<td>12</td>
<td>9</td>
<td>4</td>
<td>2</td>
</tr>
<tr>
<td>No. of High Schools Attended</td>
<td>1987 Graduates (43) No records available on GED student (I)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1 h.s.</td>
<td>7</td>
<td>4 years = 35</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2 h.s.</td>
<td>29</td>
<td>4½ years = 1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3 h.s.</td>
<td>4</td>
<td>5 years = 5</td>
<td></td>
<td></td>
</tr>
<tr>
<td>4 h.s.</td>
<td>3</td>
<td>6 years = 2</td>
<td></td>
<td></td>
</tr>
<tr>
<td>No. of Years in High School</td>
<td>No. of Years @ Cheem</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1 year</td>
<td>6</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1½ years</td>
<td>1</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2 years</td>
<td>15</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3 years</td>
<td>8</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3½ years</td>
<td>3</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>4 years</td>
<td>7</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>4½ years</td>
<td>2</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>5 years</td>
<td>1</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Approximately 2/3 of the population is new applicants for that current school year. This includes a small percentage of students who may have attended Cheewa previously and have reapplied. As you can see, very few students remain at Cheewa for their entire high school career. The numbers above also show that the students/families are fairly mobile as indicated by the number of high schools a student may have attended while in high school.

"Drop Out" is a term usually applied to students who do not complete their year(s) at Cheewa or other boarding schools and leaves the impression that Indian youth "drop out of high school" and disappear. I have found in my years as the Registrar that most students do go on to school elsewhere after leaving Cheewa. This is indicated by the large percentage of requests that I receive for school records/transcripts to be sent to other schools (boarding and public). Of the number of students who did not complete the school year at Cheewa this year, 69% requested that their records be transferred to another school. I believe this percentage is somewhat lower, but for the purpose of this report I counted only the requests that I could verify on paper. I frequently get phone requests for records and have not kept track of these. I believe the percentage is much closer to 80-85%.

I have also found that many of the seniors who graduate do not go on to higher education the first year after graduating. Again, this is based on the number of requests I receive for transcripts. It seems that most graduates wait two to three years before attempting college.
FAMILY DATA
Criteria for Boarding School Enrollment

Education Criteria - Federal/Public Schools near student's home:
1) Are Severely overcrowded
2) Do not offer student's grade
3) Exceeds 1/4 mile walking distance to school
4) Do not offer special vocational/preparatory training necessary for gainful employment
5) Do not offer adequate provisions to meet academic deficiencies or linguistic/cultural differences

Social Criteria - In his/her family environment, the student:
1) Was rejected or neglected
2) Does not receive adequate parental supervision
3) Well being was imperiled due to family behavioral problems
4) Has behavioral problems too difficult for solution by family or local resources
5) Has siblings or other close relative who would be adversely affected by separation
6) Those whose health or care is jeopardized by the illness of another family member

No Criteria indicated
No. of students qualified under both social and education criteria

All students are required to have at least one of any of the criteria specified on the applications. In the past two years the criteria has shifted from social to education. For various reasons; the responsibility for the applications has been given to education personnel at many agencies (they used to completed by social services), education personnel are reluctant to qualify social criteria; education personnel have little or no social services personnel; boarding school applications are given low priority due to the fact that education personnel are also responsible for higher education services, and duties; the application states that a social summary should accompany the app if the student qualify under social criteria and there are not enough staff to fulfill this duty due to cutbacks in budget and personnel; staff are afraid that if too much information is given the student will be denied admission due to the seriousness of their situation; parents and students are reluctant to give information for the same reasons.

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### FAMILY DATA

#### Family Size

<table>
<thead>
<tr>
<th>Family Size</th>
<th>Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Member</td>
<td>4</td>
</tr>
<tr>
<td>2 Members</td>
<td>27</td>
</tr>
<tr>
<td>3</td>
<td>60</td>
</tr>
<tr>
<td>4</td>
<td>69</td>
</tr>
<tr>
<td>5</td>
<td>71</td>
</tr>
<tr>
<td>6</td>
<td>67</td>
</tr>
<tr>
<td>7</td>
<td>48</td>
</tr>
<tr>
<td>8</td>
<td>24</td>
</tr>
<tr>
<td>9</td>
<td>9</td>
</tr>
<tr>
<td>10</td>
<td>5</td>
</tr>
<tr>
<td>11</td>
<td>1</td>
</tr>
<tr>
<td>14</td>
<td>2</td>
</tr>
</tbody>
</table>

(These students reside in a group home when not at Chemawa)

#### Income Levels

<table>
<thead>
<tr>
<th>Income Range</th>
<th>Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>0 - 1,000</td>
<td>6</td>
</tr>
<tr>
<td>1,000 - 5,000</td>
<td>127</td>
</tr>
<tr>
<td>5,000 - 10,000</td>
<td>122</td>
</tr>
<tr>
<td>10,000 - 15,000</td>
<td>60</td>
</tr>
<tr>
<td>15,000 - 20,000</td>
<td>36</td>
</tr>
<tr>
<td>20,000 - 25,000</td>
<td>13</td>
</tr>
<tr>
<td>25,000 - 30,000</td>
<td>12</td>
</tr>
<tr>
<td>30,000 - 35,000</td>
<td>8</td>
</tr>
<tr>
<td>35,000 - 40,000</td>
<td>3</td>
</tr>
<tr>
<td>40,000 - 45,000</td>
<td>1</td>
</tr>
<tr>
<td>45,000 - 50,000</td>
<td>1</td>
</tr>
<tr>
<td>50,000 - 55,000</td>
<td>1</td>
</tr>
</tbody>
</table>

9 Families reported

* Family size and income data available on only 387 of the 445 students enrolled.

#### Guardianship

<table>
<thead>
<tr>
<th>Guardianship Type</th>
<th>Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>Single Parent</td>
<td>190</td>
</tr>
<tr>
<td>Both Parents (ex. Step)</td>
<td>199</td>
</tr>
<tr>
<td>Guardian*</td>
<td>19</td>
</tr>
<tr>
<td>Elderly Guardian*</td>
<td>33</td>
</tr>
<tr>
<td>Group Home</td>
<td>4</td>
</tr>
</tbody>
</table>

*Note: Most students not residing with parents are living with an extended family member, usually the grandparent.*
APPENDIX B
SUMMARY OF STAFF REPORT

In the 1996-97 academic year, an academic and residential program offered by the school. The report entitled "Summary of Projected 1996-97 Staff Needs" referred to the minimum academic standards and national dormitory criteria that were established in the federal regulations (20CFR36). The report estimated that it would cost between $353,400-561,400 to meet the minimum standards outlined in the regulations (annual vs. one-time costs are not broken out). The funding needs outlined in the report influenced the provision of mental health services for students at the school.

Significant gaps or underfunding of programs identified at the school to meet the minimum standards included the following deficiencies required under the regulations. From the standpoint of this report, the list highlights several areas that relate to the function and structure of the school and identifies important gaps in services and programs relating to mental health:

1. It is estimated that a full diagnostic workup required for the 106 students would involve employment of a full-time behavioral psychologist.

2. Full compliance of the requirement for inclusion treatment plan for the students would require the services of a behavioral psychologist noted above.

3. The residential dormitory requires an additional $39,000 to provide certification to dorm counselors, counseling program director, and weekend coverage.

584

589

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The homecoming program needs approximately $500 to provide a recycling program to assist students with academic difficulties.

The statement of purpose is to include a statement of what the school is attempting to do to meet the needs and interests of its students and community in accordance with the statement of philosophy. According to the review, a philosophy statement, mission, goals and objectives have not been updated since 1976. The cost to update these elements is estimated to cost between $2,000 to $20,000.

The policies and procedures for each school and the curricula is to be developed and revised based on an assessment of educational needs. It is estimated that it would cost $10,000-20,000 to conduct an in-depth needs assessment and revise the curricula based on the needs evaluation. Coordination with the required school program evaluation would cost an additional $5,000.

Instructional program deficiencies:

(a) Vocational education $50,000
(b) Health education no estimate
(c) Consumer economics $7,500
(d) Safety education $50,000
(e) Science $10,000
(f) Language other than English $5,000

Parent/teacher/student conferences on student progress and development with the home/school coordinator estimated cost $5,000.

It is estimated that it would cost $50,000 to provide additional screening and diagnostic testing, training, and development of an adequate career and academic counseling program.
It is estimated that it would cost $27,000 to purchase updated to.

The student activities need to expand the curricular affairs program that would allow for more culturally diverse activities in school. The estimated cost is $15,000.

There is a need for additional part-time recreational aides for an intra-mural sports program estimated to cost $16,000.
APPENDIX C
ACADEMIC ACHIEVEMENT DATA

The following is a summary of the CAT results for the fall 1986 and spring 1987 testing periods. Several points need to be noted before any comparisons can be made. The fall and spring students are not necessarily the same. A large number of students left during the year, and many more came in at mid-year, so the two pools of students are not identical.

<table>
<thead>
<tr>
<th>Grade</th>
<th>Reading Fall</th>
<th>Reading Spring</th>
<th>Language Fall</th>
<th>Language Spring</th>
<th>Math Fall</th>
<th>Math Spring</th>
</tr>
</thead>
<tbody>
<tr>
<td>9TH</td>
<td>6.3</td>
<td>6.7</td>
<td>4.9</td>
<td>5.0</td>
<td>6.7</td>
<td>6.9</td>
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<tr>
<td></td>
<td>106</td>
<td>74</td>
<td>106</td>
<td>74</td>
<td>106</td>
<td>74</td>
</tr>
<tr>
<td></td>
<td>2.1</td>
<td>2.6</td>
<td>.9</td>
<td>1.6</td>
<td>2.0</td>
<td>2.8</td>
</tr>
<tr>
<td></td>
<td>12+</td>
<td>12+</td>
<td>12+</td>
<td>12+</td>
<td>12+</td>
<td>12+</td>
</tr>
<tr>
<td>10TH</td>
<td>7.1</td>
<td>8.0</td>
<td>6.5</td>
<td>5.9</td>
<td>7.4</td>
<td>7.4</td>
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<tr>
<td></td>
<td>80</td>
<td>64</td>
<td>80</td>
<td>64</td>
<td>80</td>
<td>64</td>
</tr>
<tr>
<td></td>
<td>2.7</td>
<td>2.9</td>
<td>0.4</td>
<td>2.2</td>
<td>2.0</td>
<td>2.6</td>
</tr>
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<td></td>
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<td>12+</td>
<td>12+</td>
<td>12+</td>
<td>12+</td>
<td>12+</td>
</tr>
<tr>
<td>11TH</td>
<td>7.8</td>
<td>8.5</td>
<td>7.5</td>
<td>6.5</td>
<td>8.3</td>
<td>8.0</td>
</tr>
<tr>
<td></td>
<td>80</td>
<td>74</td>
<td>80</td>
<td>74</td>
<td>80</td>
<td>74</td>
</tr>
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<td></td>
<td>2.8</td>
<td>2.7</td>
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<td>4.3</td>
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<td>12+</td>
<td>12+</td>
<td>12+</td>
<td>12+</td>
<td>12+</td>
<td>12+</td>
</tr>
<tr>
<td>12TH</td>
<td>9.0</td>
<td>9.8</td>
<td>8.8</td>
<td>9.6</td>
<td>8.7</td>
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<td>4.6</td>
<td>3.4</td>
<td>2.5</td>
<td>3.3</td>
<td>3.8</td>
</tr>
<tr>
<td></td>
<td>12+</td>
<td>12+</td>
<td>12+</td>
<td>12+</td>
<td>12+</td>
<td>12+</td>
</tr>
</tbody>
</table>

Interpretations:
A few brief observations are needed here.
1. Each class (9th thru 12th) has almost the full range of skill levels, from 2nd to 12th.

2. The lowest scores within each area, Reading, Language, and Math, are now obtained by the same students. A student who is low in one of these areas, is quiet a bit higher in the other two.

3. Even though the Mean scores went down in some areas from Fall to Spring, it does not mean that individual student scores went down. In fact, in Chapter I where we compare Fall to Spring scores, the scores of individual students went up in all but one or two isolated cases.

4. With better than 60% turn over in students, scores from one grade level to another can not be taken as a measure of individual student progress or of the progress of a particular class from one year to another.

Additional figures

67 students in Special Education: 67 (many of these have more than one handicapping condition. This is, therefore, a count of the number of students, not the number of handicapping conditions)

192 students served in Chapter I: 192 students were enrolled in the program for part or all of the year. This is, however, a duplicated count, since there is an overlap of about 15% between the Reading, Language, and Math programs. There is some additional overlap with Special Education.

Average age/grade levels: I do not have these figures. They used to be computed as part of the CAT results, but no longer are made available. This figure has, however, been computed in the past, and does not seem to vary much from year to year. On the average, our students are one year older at each grade level than the typical public school population.
## APPENDIX D

### CIBA MENTAL HEALTH SCREENING STUDY

#### TABLE 6.

Depression Diagnosis by Drug Use  
(N=211)

<table>
<thead>
<tr>
<th>Drug</th>
<th>EXP VAL</th>
<th>NON-DIAG ABUSE</th>
<th>DEPENDENCY</th>
<th>ROW PCT</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>TOY PCT</td>
<td>02</td>
<td>11</td>
<td>23</td>
<td>100</td>
<td></td>
</tr>
<tr>
<td>PRESS</td>
<td>1</td>
<td>51</td>
<td>24</td>
<td>32.1</td>
<td>140</td>
</tr>
<tr>
<td>NON-DIAGRESSED</td>
<td>98.3</td>
<td>26.9</td>
<td>23.2</td>
<td>66.6%</td>
<td></td>
</tr>
<tr>
<td></td>
<td>39.3%</td>
<td>17.1%</td>
<td>23.4%</td>
<td>76.6%</td>
<td></td>
</tr>
<tr>
<td></td>
<td>39.3%</td>
<td>11.4%</td>
<td>15.4%</td>
<td></td>
<td></td>
</tr>
<tr>
<td>DYSTHANIA</td>
<td>15.4%</td>
<td>6.1%</td>
<td>7.6%</td>
<td>19.2%</td>
<td></td>
</tr>
<tr>
<td></td>
<td>46.9%</td>
<td>28.8%</td>
<td>25.2%</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>22.2%</td>
<td>22.9%</td>
<td>15.9%</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>7.1%</td>
<td>4.3%</td>
<td>2.8%</td>
<td></td>
<td></td>
</tr>
<tr>
<td>DEPRESSION</td>
<td>22.4%</td>
<td>7.4%</td>
<td>9.2%</td>
<td>10.5%</td>
<td></td>
</tr>
<tr>
<td></td>
<td>59.8%</td>
<td>17.7%</td>
<td>23.3%</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>19.2%</td>
<td>17.3%</td>
<td>15.0%</td>
<td></td>
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</tr>
<tr>
<td></td>
<td>3.3%</td>
<td>4.3%</td>
<td>2.7%</td>
<td></td>
<td></td>
</tr>
<tr>
<td>COLUMN TOTAL</td>
<td>25.0%</td>
<td>10.6%</td>
<td>22.7%</td>
<td>100.0%</td>
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</tr>
</tbody>
</table>

**Chi-Square**  

<table>
<thead>
<tr>
<th>D.F.</th>
<th>SIGNIFICANCE</th>
<th>N.D.F.</th>
<th>CELLS WITH E=0&lt;9</th>
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<tbody>
<tr>
<td>2.56</td>
<td>0.080</td>
<td>0.066</td>
<td>0.010</td>
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</tbody>
</table>

**Kendall's Tau-B**  

<table>
<thead>
<tr>
<th>STATISTIC</th>
<th>VALUE</th>
<th>SIGNIFICANCE</th>
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<tbody>
<tr>
<td></td>
<td></td>
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</tr>
</tbody>
</table>

**Number of Missing Observations**  

0
TABLE 7.
Depression Diagnosis by Alcohol Use
(N=211)

<table>
<thead>
<tr>
<th></th>
<th>ALCOHOL</th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>COUNT</td>
<td>EXP</td>
<td>VAL</td>
<td>ROW PCT INCH-DIAG ABUSE</td>
<td>DEPENDENT</td>
<td>ROW PCT TOT PCT TOT PCT</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>DEPRESS</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>TOT PCT</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>0</td>
<td>91</td>
<td>20</td>
<td>91</td>
<td>72</td>
<td>50</td>
<td>22</td>
</tr>
<tr>
<td>1</td>
<td>11</td>
<td>22</td>
<td>11</td>
<td>18</td>
<td>13</td>
<td>52</td>
</tr>
<tr>
<td>2</td>
<td>12</td>
<td>22</td>
<td>12</td>
<td>17</td>
<td>13</td>
<td>52</td>
</tr>
<tr>
<td>3</td>
<td>7</td>
<td>22</td>
<td>7</td>
<td>6</td>
<td>52</td>
<td>12</td>
</tr>
<tr>
<td>4</td>
<td>1</td>
<td>22</td>
<td>1</td>
<td>1</td>
<td>22</td>
<td>1</td>
</tr>
<tr>
<td>COLUMN</td>
<td>123</td>
<td>224</td>
<td>123</td>
<td>103</td>
<td>76</td>
<td>240</td>
</tr>
<tr>
<td>TOTAL</td>
<td>90.9%</td>
<td>16.1%</td>
<td>90.9%</td>
<td>29.6%</td>
<td>100.0%</td>
<td>100.0%</td>
</tr>
</tbody>
</table>

CHI-SQUARE | D.f. | SIGNIFICANCE | MIN E.f. | CELLS WITH E.f.< 5 |
-----------|------|--------------|----------|---------------------|
6.29220   | 4    | 0.1784       | 9.156    | MCHE                |

STATISTIC | VALUE | SIGNIFICANCE |
-----------|--------|--------------|
KENDALLS-TAU.B | -0.00730 | 0.65777 |

NUMBER OF MISSING OBSERVATIONS = 0
Results of Factor Analyses

INDIAN ADOLESCENT STRESSFUL LIFE EVENTS INVENTORY

Scale 1: Academic Demands (alpha = .88)

(Scale variance = 24.91)

<table>
<thead>
<tr>
<th>Item</th>
<th>Factor loading stress</th>
</tr>
</thead>
<tbody>
<tr>
<td>9. Personal pressure to get good grades</td>
<td>.69</td>
</tr>
<tr>
<td>17. Pressure to get an A or B in a course</td>
<td>.62</td>
</tr>
<tr>
<td>26. Studying for a test</td>
<td>.60</td>
</tr>
<tr>
<td>27. Taking a test in class</td>
<td>.59</td>
</tr>
<tr>
<td>6. Receiving a D or F on a test</td>
<td>.58</td>
</tr>
<tr>
<td>22. Cheating on a test</td>
<td>.57</td>
</tr>
<tr>
<td>23. Failing to complete assignments</td>
<td>.56</td>
</tr>
<tr>
<td>19. Competing to get on an athletic team</td>
<td>.55</td>
</tr>
<tr>
<td>45. Peer pressure against getting high grades</td>
<td>.47</td>
</tr>
<tr>
<td>42. Being called on in class</td>
<td>.45</td>
</tr>
<tr>
<td>28. Difficulty in getting motivated for classwork</td>
<td>.43</td>
</tr>
<tr>
<td>11. Completing a term paper</td>
<td>.42</td>
</tr>
<tr>
<td>6. Giving a class presentation</td>
<td>.41</td>
</tr>
<tr>
<td>4. Being suspended or placed on academic probation</td>
<td>.39</td>
</tr>
<tr>
<td>10. Having something stolen</td>
<td>.34</td>
</tr>
<tr>
<td>15. Falling behind in class(es) because of illness</td>
<td>.33</td>
</tr>
<tr>
<td>72. Feeling that my learning skills aren't good enough to do the schoolwork</td>
<td>.31</td>
</tr>
</tbody>
</table>

Scale 2: Interpersonal Conflicts and Tensions (alpha = .88)

(Scale variance = 4.19)

<table>
<thead>
<tr>
<th>Item</th>
<th>Factor loading stress</th>
</tr>
</thead>
<tbody>
<tr>
<td>39. Lack of self-confidence</td>
<td>.65</td>
</tr>
<tr>
<td>34. Feeling depressed</td>
<td>.63</td>
</tr>
<tr>
<td>20. Fear of failure</td>
<td>.57</td>
</tr>
<tr>
<td>41. Problems with girlfriend/boyfriend</td>
<td>.56</td>
</tr>
<tr>
<td>30. Feeling anxious or tense all the time</td>
<td>.48</td>
</tr>
<tr>
<td>33. Concern over problems of friends</td>
<td>.46</td>
</tr>
<tr>
<td>31. Conflict with teachers</td>
<td>.44</td>
</tr>
<tr>
<td>21. Fear of failure to meet family expectations</td>
<td>.43</td>
</tr>
<tr>
<td>28. Thinking about suicide</td>
<td>.40</td>
</tr>
<tr>
<td>25. Concern about health of a close family member</td>
<td>.39</td>
</tr>
<tr>
<td>12. Fear of pregnancy</td>
<td>.39</td>
</tr>
<tr>
<td>61. Conflict between my own goals and others have for me</td>
<td>.39</td>
</tr>
<tr>
<td>40. Lack of ability to speak up for beliefs</td>
<td>.33</td>
</tr>
</tbody>
</table>
### Scale 3: School Environment/Discipline (Alpha = .90)

<table>
<thead>
<tr>
<th>Item</th>
<th>Factor Loading</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Serving restrictions</td>
<td>.67</td>
<td>78</td>
</tr>
<tr>
<td>Being watched all the time by dorm staff</td>
<td>.63</td>
<td>65</td>
</tr>
<tr>
<td>Differences in how rules and regulations are enforced by the school authorities</td>
<td>.56</td>
<td>75</td>
</tr>
<tr>
<td>Feeling like the teachers and staff don't listen to me</td>
<td>.55</td>
<td>60</td>
</tr>
<tr>
<td>Having to use English more than I do at home</td>
<td>.55</td>
<td>79</td>
</tr>
<tr>
<td>Being written up for incidents</td>
<td>.52</td>
<td>43</td>
</tr>
<tr>
<td>Loneliness for others who speak my native language</td>
<td>.43</td>
<td>62</td>
</tr>
<tr>
<td>Physical living conditions in the dorm (noise, heat)</td>
<td>.41</td>
<td>60</td>
</tr>
<tr>
<td>Kitchen detail</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Lack of confidence by my family that I can do well in school</td>
<td>.34</td>
<td>62</td>
</tr>
<tr>
<td>Not knowing school rules and services</td>
<td>.32</td>
<td>46</td>
</tr>
<tr>
<td>Not having enough money</td>
<td>.31</td>
<td>92</td>
</tr>
</tbody>
</table>

### Scale 4: Loss of Cultural Supports (Alpha = .88)

<table>
<thead>
<tr>
<th>Item</th>
<th>Factor Loading</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pressure of living with different expectations for me</td>
<td>.58</td>
<td>57</td>
</tr>
<tr>
<td>Losing the guiding influences on me from my home community</td>
<td>.58</td>
<td>45</td>
</tr>
<tr>
<td>Living with strangers for the first time</td>
<td>.57</td>
<td>62</td>
</tr>
<tr>
<td>Distance from elders who guided me at home</td>
<td>.51</td>
<td>72</td>
</tr>
<tr>
<td>Having to stay at school when ceremonial activities are happening at home</td>
<td>.50</td>
<td>71</td>
</tr>
<tr>
<td>Not understanding students from different tribes who attend Chehawa</td>
<td>.49</td>
<td>68</td>
</tr>
<tr>
<td>Changes in food and eating habits</td>
<td>.48</td>
<td>66</td>
</tr>
<tr>
<td>Deciding what to do after graduation</td>
<td>.46</td>
<td>82</td>
</tr>
<tr>
<td>Fear of not being trusted or accepted when I return home from Chehawa</td>
<td>.45</td>
<td>49</td>
</tr>
<tr>
<td>Being one of only a few members of my tribe at Chehawa</td>
<td>.41</td>
<td>52</td>
</tr>
<tr>
<td>Having to be around large groups of people for the first time</td>
<td>.38</td>
<td>62</td>
</tr>
<tr>
<td>Not enough recreational activities</td>
<td>.32</td>
<td>80</td>
</tr>
<tr>
<td>Being so far from my family</td>
<td>.32</td>
<td>80</td>
</tr>
<tr>
<td>Feeling separated from friends at home because of my school success</td>
<td>.31</td>
<td>74</td>
</tr>
</tbody>
</table>
### Scale 5: Social Rejection/Peer Pressures (alpha = .82)

<table>
<thead>
<tr>
<th>Factor</th>
<th>Item</th>
<th>Loading</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1. Not having enough friends</td>
<td>.66</td>
</tr>
<tr>
<td></td>
<td>26. Being alone when others are out doing things together</td>
<td>.66</td>
</tr>
<tr>
<td></td>
<td>68. The way other students treat me</td>
<td>.65</td>
</tr>
<tr>
<td></td>
<td>63. Fights between students</td>
<td>.62</td>
</tr>
<tr>
<td></td>
<td>66. People cursing and using a lot of profane language</td>
<td>.54</td>
</tr>
<tr>
<td></td>
<td>93. Deciding whether or not to have sex</td>
<td>.52</td>
</tr>
<tr>
<td></td>
<td>65. Students gossiping and spreading rumors</td>
<td>.51</td>
</tr>
<tr>
<td></td>
<td>64. Getting better grades than my friends</td>
<td>.48</td>
</tr>
<tr>
<td></td>
<td>74. Being a breed (part-blood among full-bloods)</td>
<td>.45</td>
</tr>
</tbody>
</table>

### Scale 6: Familial/Parental Conflicts (alpha = .73)

<table>
<thead>
<tr>
<th>Factor</th>
<th>Item</th>
<th>Loading</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>43. Parents fighting</td>
<td>.66</td>
</tr>
<tr>
<td></td>
<td>16. Living with alcoholic parent or relative</td>
<td>.56</td>
</tr>
<tr>
<td></td>
<td>24. Concern over personal problems of family member(s)</td>
<td>.52</td>
</tr>
<tr>
<td></td>
<td>18. Past or present physical abuse in the home</td>
<td>.51</td>
</tr>
<tr>
<td></td>
<td>79. Bed news from home</td>
<td>.46</td>
</tr>
<tr>
<td></td>
<td>44. Conflicts between own goals, values, or morals and those of parents</td>
<td>.40</td>
</tr>
<tr>
<td></td>
<td>7. Parental separation or divorce</td>
<td>.31</td>
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</tbody>
</table>

### Scale 7: Own Marital Stress (alpha = .76)

<table>
<thead>
<tr>
<th>Factor</th>
<th>Item</th>
<th>Loading</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>47. Illness of my own children</td>
<td>.74</td>
</tr>
<tr>
<td></td>
<td>49. Making child care arrangements for my children</td>
<td>.73</td>
</tr>
<tr>
<td></td>
<td>4. Responsibility for unwanted pregnancy</td>
<td>.71</td>
</tr>
<tr>
<td></td>
<td>46. Own marriage problems</td>
<td>.65</td>
</tr>
<tr>
<td></td>
<td>83. Being pregnant or getting someone pregnant</td>
<td>.43</td>
</tr>
</tbody>
</table>

### Scale 8: Death in Family/Friends (alpha = .62)

<table>
<thead>
<tr>
<th>Factor</th>
<th>Item</th>
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</thead>
<tbody>
<tr>
<td></td>
<td>5. Death of a friend</td>
<td>.64</td>
</tr>
<tr>
<td></td>
<td>3. Death of a parent</td>
<td>.56</td>
</tr>
<tr>
<td></td>
<td>14. Death of a relative</td>
<td>.44</td>
</tr>
<tr>
<td></td>
<td>1. Death of a brother or sister</td>
<td>.42</td>
</tr>
</tbody>
</table>
Foreword

During the two years of work, the Senate Subcommittee on Indian Education has called upon the expertise of a number of consultants to provide its members with detailed, specific studies into Indian boarding schools in different locations across the nation.

Subcommittee members themselves visited some boarding schools, and heard testimony regarding the conditions at others during their hearings. The consultants' reports serve as a valuable supplement to the Subcommittee's findings, and a significant addition to the body of knowledge on Indian boarding schools.

These evaluations of Indian boarding schools are being published as a committee document to better inform people of the conditions within each school. I am sure these evaluations will serve a valuable function in aiding in the understanding of some of the special problems of Indian education.

Ralph Yarborough, Chairman, Subcommittee on Labor and Public Welfare.
Letter of Transmittal

Hon. Ralph Yarborough,
Chairman, Committee on Labor and Public Welfare.

Dear Mr. Chairman: The evaluations contained in this report are the result of many hours of investigation and deliberation. The individuals who conducted the studies are to be congratulated for their insight into the problems encountered at Indian boarding schools. These evaluations would not have been possible without the cooperation and assistance extended by administrators, teachers, and students at the 18 boarding schools which were examined. The depth and scope of the evaluations will prove invaluable as progress toward totally adequate and effective schools is begun in earnest.

The evaluations represent an important contribution to the subcommittee's assessment of Indian education. The multitude of problems associated with off-reservation Indian boarding schools became obvious as early as 1947 during the subcommittee's hearings on Indian education. Sufficient time has been allowed to probe deeply into the Indian boarding school situation and the problems encountered by the students.

The facts revealed in this report cannot help but become for everyone to begin a complete reassessment of the needs of Indian children enrolling in the boarding schools, and the schools' response to those needs. This report will be a vital tool in the subcommittee's thorough examination of Indian education and will be useful for anyone studying the subject in depth.

The findings definitely point to a deteriorating situation, from the standpoint of the schools and the Indian students who must attend them. The problems associated with the mental health of the students as reiterated frequently throughout the evaluations are a cause for alarm. The nature and extent of these problems are clearly explained in many of the investigations. I hope that the deplorable conditions revealed in these evaluations will soon be put to rest, and that the Indian boarding school system will begin to make progress toward providing our Indian young people with an education which is relevant to their needs and which prepares them to participate in tomorrow's world as meaningful citizens.

I want to express the appreciation of the subcommittee to Mrs. Mary T. O'Hara of the Legislative Reference Service, Education and Welfare Division, for the work she did in assisting the subcommittee to compile these evaluations.

Senator Edward M. Kennedy,
Chairman, Special Subcommittee on Indian Education.
THE EDUCATION OF AMERICAN INDIANS:
A COMPENDIUM OF FEDERAL BOARDING SCHOOL EVALUATIONS

I. General Overview

More than 18,000 Indian children attend school in 110 off-reservation boarding schools today. These young people are frequently transported hundreds of miles to their new homes, which are far away from the influence exerted by the security of family life, tribal values, standards, and customs. In high school, usually more than 25 percent of them drop out before graduation. A vast majority of them are labeled by their teachers as misfits, underachievers, or troublemakers, and attitudes of school personnel insist that they will never be considered otherwise while in school.

The subcommittee has become concerned about the psychological ramifications stemming from the Indian boarding school. It has proceeded to conduct evaluative studies of such schools in the areas of highly qualified specialists in the fields of education and mental health. The subcommittee has attempted to gather such information as possible on the particular schools which have a number of serious problems—the nonreservation boarding schools and the off-reservation boarding schools which have a significant number of students enrolled with social problems. This report contains the conclusions of 18 of the off-reservation boarding schools, which total 91 percent of the overall boarding school population. Since there is an average Indian student account for 8,000 of the 9,000 students enrolled in our years, even the boarding schools that subject is considered separately in the Savo field report.

The Bureau of Indian Affairs operates off-reservation boarding schools with two distinct types of programs. One is the regular school, which provides students in residence there with a course of study leading to a high school diploma. The other provides dormitory facilities for students participating in the border town program, in which students live at BIA dormitory facilities and attend nearby public schools. Frequently the two programs are operated concurrently in the same facility.

During the first 10 to 15 years of the boarding school program, the principle emphasis of the system was to provide special services for Indians. This was partially based on the belief that Indians could not be prepared institutionally to function outside the Indian community. In other words, Indians were given vocational training because it was believed they were unable to learn more cognitive skills or to live anywhere of them after graduation. Unfortunately, many teachers remain in the BIA school system who entered while this policy was in effect and have been unable to adapt to the more progressive (though still restrictive) policies adopted later.
The many progressive policies called for by the Bureau of Indian Affairs, a recent innovation in the Division of Education, led others to be at the request of the subcommittee by consultants who are: specialized in the fields of mental health, psychology, education, child development, and related activities. The names of the consultants conducting the investigations, the method of the Bureau of Indian Affairs, the Indian messengers, with whom they met, the documents which they reviewed, and other explanatory notes and materials about their methods and conclusions, are included by the authors at the beginning and end of each evaluation report.

Students are used to off-reservation boarding schools on the basis of criteria established and published by the Bureau of Indian Affairs. Children who meet one or more of the criteria listed below may be admitted to Federal boarding schools:

**Evaluation Criteria**

1. Those for whom a public or Federal day school is not available
2. Those who need special vocational or preparatory courses
3. Those retarded academically 3 or more years
4. Those having pronounced bilingual difficulties

**Social Criteria**

1. Those who are rejected or neglected by their families and for whom no alternative care can be made
2. Those who belong to large families with no suitable home and whose separation from each other is undesirable
3. Those whose behavior problems are too difficult for solution by their families or through existing community facilities or districts
4. Those whose health or proper care is jeopardized by illness of other members of the household

The undesirable results of these criteria being applied in the local communities is a heavily weighted proportion of students who are rejected, usually by a community social worker, for social reasons. This disturbing fact, repeatedly emphasized in the evaluations, is that the desperately needed special services required by the students with special needs are not being made available to them. Troubled problems are virtually nonexistent in schools, in other words, not related to the many special needs of the students—primarily the vocational and social. On the other hand, the many problems of a great number of students make it necessary to maintain close—frequently too close—supervision, giving the school and dormitories a prison-like atmosphere—hardly conducive to learning or the social adjustment expected of young adults upon their high school graduation.

The many psychological problems which are manifest in the student behavior and attitudes have brought many to recommend that the off-reservation boarding school be changed to a residential treatment center. These centers could be appropriately staffed with trained personnel to deal with psychological problems, and trained teachers to provide the compensatory assistance which would bring achievement levels closer to national norms and allow a stabilized preparation for additional post-secondary educational (college or university) or satisfactory employment. One center's principal contribution could be to treat the problems of those with some psychological problems differently from those who have developed compulsively similar problems as a result of constantly failing in school—by having dropped out or been pushed out of public schools. Residential programs toward proper individual adjustment will supplement progress in the academic and social future of the students.

A careful examination of the evaluations included in this report reveals a similarity of problems from school to school. The following is a summary of the recurrent problems which were mentioned continually in the studies, together with excerpts from the reports which illustrate the depth and scope of the problems at each of the schools. As the time, the excerpts can serve as a general description of the overall problem since they were frequently mentioned in all of the studies. A quote from each school for each problem would lengthen this introduction beyond usefulness.

**Administration**

Administrative problems associated with the off-reservation boarding schools are many. One of the most basic is the confusion and conflict established by the IIA's as to Indian education as a whole and where the individual school fits into this picture. Administrators seem to realize that the schools have become a dumping ground for problem students, but feel helpless either to work toward solving the problems of the student, or toward finding adequate personnel to work with their problems. The goals of the school as repeated in the council of the tribal boarding school in Montana indicate the results of this confusion:

The stated goals and philosophy of the school are the standard high-school academic preparedness—essentially the same as Harvard to your local reform school. The students feel that the school is not a place to learn and grow, but a place to be put into a category of the same, the D.C. or Buddy-type custodial institution to keep the kids out of trouble until they are old enough to get married and produce their own hostages to fortune.

The heterogeneous nature of the student population at many boarding schools brings its own problems. Many administrators feel pressed in separate directions regarding goals and purposes of the institute as the IIA's own evaluation of the Intermountain School states:
The thesis separating the totality of guidance and instruction is reiterated constantly by the students and the demoralized staff. A negative attitude reflecting the "failure expectancy syndrome" permeates as seen in the statement, "Well, what can you expect, these are Indian kids." Attributively, the youngsters of this school are viewed as socially maladjusted and emotionally disturbed, as problem youngsters, chronic delinquents, etc., in short, staff perceptions border on the reformatory concept of reaction rather than progression or even the minimal concept of rehabilitation. The lines of demarcation are steeply drawn between the antagonists (the students) and the staff. This is felt by all.

In the area of guidance, the administration relies on counselors in the dormitories to act as guidance counselors. They are also called upon to supervise from 80 to 120 students and are responsible for discipline as well as guidance. It is obvious that anyone who is in charge of discipline is not a likely candidate for a student to confide in and discuss personal problems. The counselors and staff are more than "watchdogs" who patrol the area to be certain that each student is in the building.

A study made by APT Associates of Cambridge, Mass., at the urging of the subcommittee, reports similar dissatisfaction with the personnel situation in the boarding schools. The report indicates:

In the dormitories, the inadequacy of student guidance is heightened by the many other demands on the counselors' time. Since the majority of the dormitory personnel are responsible for building maintenance and for punishment, as well as for guidance, it is hardly surprising that students rarely confide in them. They must work so hard, rooms are messed, rooms must be punished. At the same time, each one is expected to be like a father or mother to 120 or more boys or girls, and to provide them with the love and attention they need at home. This task, impossible even for the best trained counselor, is usually assigned to untrained personnel. Some have personal problems of their own which manifest themselves in the neglect or mistreatment of students.

Students are referred to boarding schools more often by social workers in their home communities. Since the referral is completed, there is little communication between the educators, the guidance personnel and the social workers in any other. There is also little adequate communication between the Division of Indian Health personnel and the school staff. Certainly, much of the blame for many of the schools' failings must be attributed to the existent fractionalization of responsibility. The effects of this are well described in the Boyden evaluation:

"It is not doing any kind of a job of rehabilitating the maladjusted children in its building, but then it was not designed, funded or staffed as a mental health clinic. The Boyden School, built and operated to be operating primarily as a residential infant nursery, functions to give Indian children something apparently relevant to do until they are 18 years old while creating a minimum of anxiety for all concerned—pupils, parents, and staff.

After a study of an Indian boarding school population, Dr. Thaddeus Krueger reported his "Thoughts on the Formation of Personality Disorder." His conclusions dealt with the results of institutionalization on the personalities of the young Indian students.

Frequency of movement and the necessity to conform to changing standards can only lead to confusion and disorganization of the child's personality. The frequency of movement further interferes with the development of lasting relations in which love and concern permit deliberate action.

The failures of the boarding schools are perpetuated when a school of the school returns to work as a guidance counselor. Dr. Leon in his testimony before the subcommittee discussed the problems that he presents:

Some of the effects of Indian boarding schools are demonstrated by the very people who are now working in the boarding school. Many Indian employees, most of whom are guidance personnel, are themselves a product of the Indian boarding school. I have found that some of these people have a great difficulty in discussing their own experiences as Indian students. Many of them do not, what I would call, a blotting of their mental experience. They would attribute the separation from the parents and the oppressive atmosphere of the boarding school.

Conclusion

The situation at the Stewart school is typical of all schools. The following summary gives a particularly clear account of the type so prevalent in all the schools:

Stated succinctly, we feel Stewart is a tragedy. Historically, it is an isolated school for problem children, it is now the school to which Indian children from the Southwest are sent as the only alternative to dropping out of education entirely. At Stewart those children are placed on vocational, after, never receiving sufficient training to prepare them for jobs, and never receiving the remedial program necessary to cope with their deficiencies in reading and writing English. They graduate from the school with a high school diploma and a grade education.

The teachers at Stewart know their task is hopeless. They accept the "potential" of their students and expect to prepare them for the lowest of vocations. They are indolent, uncreative, and defeated. The guidance staff attempts to ameliorate the schools' adverse social milieu, but must fight dominant ideas which were created at Stewart and which believe in and suffer rigid discipline and punishments. The principal believes in trying new approaches and remedial programs, but must work with teachers who he has not chosen, and a completely inadequate budget. The students must obey rigid social rules which stem from reform schools, while living under the stress that they are actually receiving a high school education. They live almost completely in isolation from the outside world by the barriers of the map, and cannot even return to their homes for Christmas. But the
remain visibly alive human beings at Stewart is neither an excuse for the school's existence nor a rejection of the tragedy. They remain children confused and threatened by White America, deprived of an adequate education and subjected to inhumane rules restricting every aspect of their lives.

It was not easy, not twice, but many times that the evaluations of Indian boarding schools concluded with similar language. This is some measure of the scope of the tragedy of American Indian education programs and policies.

II. Evaluation Reports

A. Albuquerque Indian School, Albuquerque, New Mexico

1. Report on the Albuquerque Indian School Prepared by the Southwestern Cooperative Educational Laboratory, Inc., Dr. James Olakhew, Director

Southwestern Cooperative Educational Laboratory,
Albuquerque, N. Mex., December 9, 1938.

Senator Wayne Morse,
Chairman, Special Subcommittee on Indian Education, Senate, U.S. Capitol, Washington, D.C.

Dear Mr. Chairman: Attached is a copy of the evaluation of the Albuquerque Indian Boarding School which you requested for the Senate Subcommittee on Indian Education. This report was prepared by members of the Southwestern Cooperative Educational Laboratory staff.

Every effort has been made to put together an objective report, and, as is quite clear from the content of the document, we were making no effort to win "popularity." From our perspective, a straightforward analysis of the program at the Albuquerque Indian School would best serve your committee, the school, and the students who are currently enrolled.

Within the time limits possible, every effort was made to assess the operation of the school, to meet with parents in their homes to discuss the school program, and to talk with students relative to their attitudes and expressions about the school program. In addition, questionnaires were administered to all of the staff and to a random sample of students (approximately 266). Analyses of the questionnaires are included in the summary of the report. The staff members followed a "typical" student through a day program, and another staff member met one evening with the Student Council of the school. Although Student Council members may be somewhat stylized, their insights were tremendously helpful in the preparation of the report. We also talked with some of the merchants who have stores and gasoline stations in the vicinity of the school.

A number of classes were visited (approximately twelve), discussions were held with the superintendent, the principal, and the chairman of guidance, the students, as well as with a number of the teachers.

It is our clear impression that every person at the school wants to know and share in his desire to provide training and love a mutual understanding.

We applaud the efforts of the staff and students for their forthright contributions.

Because of the nature of the study, I felt it imperative to review the report with the staff prior to the time it was submitted to you. This review session was held on Monday, December 9.
The report team commends the administration, staff, and students at the Albuquerque Indian School for their complete cooperation and assistance in gathering the data necessary to make this report. In the words of one of the teachers, "I hope everyone is honest and provides you with all information because we need a lot of help." We believe, indeed, that we did receive honest and straightforward answers.

A. THE EDUCATIONAL PROGRAM

1. The stated goals and philosophy of the school

The Albuquerque Indian School is currently operating under the

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The Albuquerque Indian School is currently operating under the
migrant camps schools. According to Dr. Ayers and M. Rosenburg, of these students who begin the 10th grade at AIS, about 22 percent receive high school diplomas. Considering the state of Indian education elsewhere, this is a major accomplishment.

For the first time, we understand, a new course has been introduced into the curriculum which attempts to instill some of the heritage contributions that the people of the Southwest have made toward the development of this country. We believe that an average attempt is made to instill anti-Indian values; this is a part of the curriculum as well as one phase of the extra-curricular activities. If we understand Dr. Ayers correctly, there are, however, few cultural values taught in class; this may be a forering development, however. We were impressed with the Christmas pageant that is being prepared--whereby each of the tribal representatives will illustrate a cartoon related to a Christmas program where Christmas is celebrated in each of the respective tribes of the AIS. (This is largely a student-designed attempt with minimum faculty supervision.)

With these positive points in mind, the visiting committee was concerned about the lack of action on matters that do exist as completely analyzed. The need to expedite the work of the Senate-subcommittee is indicated. One request we made for the Senate-subcommittee to consider was that we have the school officials demonstrate their successes in the area of band music. Apparently, however, most estimates by staff members would indicate that at least 49 percent of the students are not as successful in this subject as their performances in other activities indicate.

(3) Reference and adequacy of curriculum and textbook materials and library materials to students' background and needs

There is no question that the quantity of materials available for students and faculty members is sufficient. Visiting the classrooms indicated a wealth of materials in terms of content. There is some question, however, about the complete reference of materials. A number of teachers indicated that students were unable to use the textbooks available for the classes. Both the oral language difficulties and reading difficulties often prohibit students from gaining maximum utilization from the textbooks.

One member of the team was particularly discouraged that few courses had been built around the concept that the majority of the classrooms were established on the traditional, academic parameters defined for most college-type schools. It was not the case, however, in some of the smaller schools, and particularly in the industry schools. The library--and incidentally the entire school--is an accredited institution with no deficiencies noted on the report from the State Department of Public Instruction. The most recent accreditation statement was received in May 1988. A number of books in the library reflected a concern on the part of the school officials to provide information about the historical accomplishments of Indian groups.

As we reviewed the course of study and the textbooks being used in the class, it was clear that most of the textbooks were adopted within the past 3 years--although other books were being retained on the shelf. The supporting materials--books, audio-visuals, etc.,--were available in the school appeared to be used until it was completely worn out.

Most classrooms were equipped with up-to-date scientific equipment, and at least 10 percent of the teachers in the AIS are indicating that they are using the new devices. Apparently, the problem in the school is not that of materials and physical equipment; a definite problem is one of keeping a very old building in operating condition. For example, one building has a hole large enough that pigeons fly into the classroom and water drips from the ceilings when it rains. (Other buildings on the campus have already been condemned and IF it were not for portable classrooms that have been installed, the reduced population that is in being served could not use this in the rooms. Student council members openly complained about the condition of the classrooms.

(4) Student achievement as shown by grades

Grade comparisons with national and state average has been presented. However, specific complaints about dropouts were not made although it is possible for school officials to obtain comparable data on this matter if the records that do exist are completely analyzed. The need to expedite this report for the Senate-subcommittee is indicated.

Overall, the school is apparently a rather difficult problem for the administration, and staff, but efforts are being made, in the good new--cooperating department to resolve these problems with parents, tribal leaders, and, the general public. A day school (moo-exciting) is being developed the Thanksgiving in which the students' work is truly complimented by an assortment in Altoona (112 students failed to return to school and were counted at AHS). A new home for the holidays, Past experience, according to the administration, would indicate that most of the students will return during the week.

There was some indication that some youngsters make a habit of running away from the school, and therefore it becomes necessary to have these students removed from the area. As well as to other students such that lesson will not be tolerated. While talk to local merchants in the area there was general agreement that the Indian students were always well-behaved and never caused any problems.

The students are granted on the basis of the state and have individually prescribed for the courses they teach, most teachers being trained. The majority of teachers maintain high standards. For the most part, the school indicated its goals and objectives, and was conducting open discussions with teachers, it was impossible to determine how many of the teachers are on the student's goals and objectives as the criteria for promotion.

A review of a random sample of essays (Junior high school and High school) indicated a vast range of student ability. During interviews, three students indicated their work was required work and felt it was unfamiliar. Although this was obviously not the case for most of
the papers, the conversation with the students raised serious questions about how carefully papers prepared by students were being read by teachers.

- From the information provided by the principal and the guidance director, as well as from the former guidance director, it was apparent that more students are now going on to college than had been the case in the past. The greater success of the graduates is going in federal subsidized activities rather than activities in which the dominant Anglo community compares non-Indians with them in most of the following figures. They are based on a questionnaire sent, according to Dr. Ayers, 3 months after graduation. (Please note the title of this chapter that includes those who failed to graduate.) Only 50 percent replied and we may reasonably assume that the 80 percent who did not are the less successful.

<table>
<thead>
<tr>
<th>Planned activity after graduation</th>
<th>Number of students</th>
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<tbody>
<tr>
<td>1. Social activities outside school</td>
<td></td>
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<tr>
<td>2. Participation in church activities</td>
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<tr>
<td>3. Participation in other community organizations</td>
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<tr>
<td>4. Employment outside school</td>
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With the development of new junior colleges and vocational schools the number of students leaving high school and continuing their education is likely to increase. A major problem in this regard, however, is the need for scholarship money to keep the students with their day-by-day living expenses. In a discussion with two high school teachers, both indicated they were working on plans to reduce the amount of education requirements that no one in the school had informed them of these requirements—and that they had been told that no one in college that the most difficult problems were kept up with all the reading. Apparently no students were involved in a speed-reading program. Some students were participating in a reading specialist in an office at the school.

(5) Adequacy of student records including the adequacy of followup information on graduating students

A random selection of 10 student records was made and these were reviewed. The records were well organized and included a wealth of information that could be held in diagnosing learning difficulties and prescribing specific learning activities to overcome these difficulties. When talking with the elementary school's supervisor, however, nothing in the discussion indicated that the elementary teacher was talking about a normal basis with the secondary school teachers about students and about information contained in the folders. The articulation and continuity of the program for students progressing from the elementary school to the junior high school level and to the senior high school level is less than adequate.

New students entering the school are given a series of tests, including the California Achievement Test, which is used in the placement of students in "appropriate" classes. A nongraded system has been orga-

nized for students who are far below grade-placement. The California Achievement Test assumes that students can read the English language. In some other schools where this test is used, its relevancy for non-English reading students is questionable. In fairness to the school, however, almost all institutions use the same test and suffer the same problems.

One of the nongraded classes to which this report refers was visited; the classroom gave evidence of a real attempt in individual instruction. Unfortunately, while the student-teacher ratio is approximately 1 to 20 at the secondary level, and 1 to 37 at the elementary level, the nongraded class had a student-teacher level of 3 to 37. The needs of the students and the size of the class made this goal of individualization impossible. The preceding year, title I funds were for teacher aides but these funds were reduced and the two nongraded classroom teachers were sharing one aide. When asked about the preparation the teachers had to teach the nongraded class, the principal indicated that they would attend a 3-day workshop in Santa Fe this coming week. It was clear from a conversation with one of the teachers that she needed a great deal of help and the class observation would certainly resolve these questions. It is highly unlikely that a 2-day workshop will resolve the difficulties.

The committee appraises the school and the teachers for their efforts to meet individual needs, but substantiates in defining school objectives, determining appropriate content, establishing effective teaching operations, and determining evaluative criteria, all necessary before the program becomes effective.

Students complained strongly about the lack of course offerings (see student questionnaire summary). Apparently only a very limited number of offerings is possible. Although the school population is small and with limited funds to operate, offering a large variety of courses is somewhat impractical. We did not see evidence of alternate year offerings that would enable students to have a wider selection of courses while at the same time not requiring teachers to have too many preparations.

(6) Teacher qualifications, rate of turnover, employment history

At least half the members of the fifty-man faculty have Master's degrees, the superintendent possesses a Doctorate degree, and a number of other faculty members are well along the educational path toward a doctorate. The turnover rate is low, with the exception of two new people who had been hired to staff this year, and a home economics teacher who had been there only 6 years. All other teachers have been there for a period of time extending from 2 to 31 years of service. Many of the teachers are a husband-wife combination that have been with the Bureau of Indian Affairs as teachers at the Reservation before coming to the Albuquerque Indian School.

The visiting team asked about salaries paid the teachers, and information we received suggested that the teachers in the Albuquerque Indian School are paid considerably higher than those teachers who work in the Albuquerque Public Schools. Evidently, the civil service level established for teachers has been high enough to retain able members for a long period of time.
Although most schools suffer from a high turnover rate, the visiting team raises a question about the concerns in the case of the Albuquerque Indian School. One could ask whether the kind of "spark" necessary to keep current with new changes in curriculum offerings and methodology is a part of the makeup of teachers who had for a long period of time been promoted yearly in the same system. One teacher, for example, indicated that no one really worried about being downgraded on a performance evaluation; the Civil Service protects them. Both teachers and students complained about "other teachers" who saw their job as an 8:00 to 5:00 matter. Some of the students who said some teachers had been there "too long." Apparently, student teachers from the University of New Mexico do not practice-teach at the Albuquerque Indian School, and some teachers why this access to bright "movers" has not been capitalized upon.

An apparently most of the teachers do participate in some of the summer NSF workshops for the math teachers in the state of New Mexico do not practice-teach at the Albuquerque Indian School, and some teachers why this access to bright "movers" has not been capitalized upon.

At the present time, no in-service meetings are being held for teachers—a matter which contributes to the lack of communication which is vital in the education of a young mind. Many of the teachers and administrators have felt stifled in their efforts toward creativity and imagination. Our visit would support this contention. For example, the administration has been bombarded with visitation teams of people—such as this subcommittee which was invited to attend but received no letter of introduction or call from the Senate subcommittee directors or the BIA. A visit just one week prior to the time of our visit by another material committee, created review teams from the Bureau of Indian Affairs to try and find out what was going on in the school. On this visit one of our committee members, a former Indian Student Board of Chefs, was on one of the review teams. The visit was made by the BIA at least they perceive that the suspicions are imposed upon the BIA. On many occasions when the visitation teams asked why something wasn't accomplished from a different perspective, the answer received was, "The BIA has ruled against that." (1) Dormitory aides: number and qualifications

The dormitory aides, primarily Indian adults, provide a number of services for students. In some activities, especially those related to the academic program, but are highly critical of their dormitory experiences. Students complained that the dormitory aides were highly restrictive in some activities the students felt strongly about. Occasionally, in discussions with students, some of the following complaints were noted: (1) The aides students rejected turning out the lights at 9:30 p.m., particularly when they had been assigned by teachers to observe a given television presentation, (2) girls particularly objected to being "instructed" on campus at night when they were going to and from one place of activity to another. (3) both boys and girls objected to being "instructed" on campus at night when they were going to and from one place of activity to another. The aides should be instructed to be sensitive to student privacy.

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(3) School accreditation

The information about school accreditation was covered in an earlier statement. The school is fully accredited by the State of New Mexico.

(4) Adequacy of vocational or pre-vocational training program

The visiting team would like to commend the school on the pre-vocational training programs for the Albuquerque Indian School. We have evidence in this program that students are motivated, that there are exceptionally well-qualified instructors, and that clear definitions of behavioral objectives and evaluation criteria exist. The vocational programs were apparently well-equipped.
A decision needs to be made about the direction of the school and the types of students it will serve. At present, Intermountain School has a varied student body that is impossible for the present staff and faculty to meet all needs of all students as we heard the comment, we do not know what our mission is, are we going to serve as a dumping ground for youngsters the reservation schools do not want or do we operate a vocational high school with some terminal training, or do we operate a comprehensive high school program?

The varied nature of the students presents additional administrative problems when the broad range of students is taken into account. Some of the students are given boarding school placement as an alternative to a reformatory, while others have dropped out of public school for academic reasons. The administrators of many schools have developed strict rules and regulations which might be needed by reform schools, but are often oppressive for the majority of the students. Yvonne, a student teacher at the Children's Indian School, write:

The few delinquents at Children give the whole school a reform school atmosphere. A small number of students are sent there because they can't get along anywhere else. These students love the administration to be strict with rules and regulations.

As a result, many teachers categorize all the students as delinquent cases and treat them as such. It is no wonder that the students have little to say in class when they are thought of as poor, ignorant, Indian juvenile delinquents.

John Bjork, in his evaluation of the Children's Indian School, comments on the goals of the school:

At the risk of over-simplification, there appear to be two related problems: the amount of confusion permitted to exist around the purpose for which the school was established, and the consequent inability of anyone to develop an adequate program under these circumstances.

He further summarizes the situation at the school and relates this to the future and to the education division of the BIA:

The schools are operated solely by educators for students referred, in the main, by social workers. The schools, except, knowingly, a wide variety of complex social, psychological, educational, and cultural disorders. Social workers and educators "use" the outdated idea that sending people far from the scene of their social and emotional problems will somehow, almost miraculously, solve the problems. (The decades, years, age, of orphanages and more recently, large, isolated, state mental hospitals, attest to the abandonment of this theory in social and psychiatric thinking.) Further, it is commonly acknowledged by BIA social workers and educators alike that when social histories are written, the sophisticated referral includes just enough damaging evidence to "justify" removal of the child from his home community, but not enough to prevent his acceptance at the school. The school is, indeed, a dumping ground. Should the adjustment process prove too difficult for school or student, he is returned home or put along to another boarding school, their school, public school, if the school, State hospital, or last completely. For the student, the psychological variables and chancem responses, described by the Psychiatric literature, are in. For the staff, distinct and alienation is heightened.

The situation demands imaginative and cooperative child health, welfare, and education programs at the local level. Fragmentation of effort is rampant and the power structure is well established. Still, if more effort were concerted there, the division of education might remove the help, indirectly, from the student, it's past history is not available to provide the staff and the insight necessary for an educational institution. Don't, Jordan, and Dr. Hillis discuss the extent of this type of problem in the education of the Bucky school in Montana.

The present attempt to investigate the existing system concerned with Indian education in Montana has combined without knowledge of educational systems in other States to engage a very sad and pathetic outlook on what is being done for the American Indian. The BIA school system in Montana has, in common with other BIA systems, with which we are familiar, which must be the lowest and least complete educational result in the history of American education. It seems above all else, since the Indian student has had a long history of poor treatment in the BIA school system, that there are virtually no existing objective data relevant to the problems faced by the Indian student. In spite of the fact that the BIA school system and the public school systems have cooperatively tested and scores available on the staff, there is no indication that any significant amount of counseling or testing information has been accumulated and assiduously, in any meaningful way. (We see no that numerous rationalizations and justifications for this lack of data are available.)

Given this state of affairs, it seems obvious to us that there is a tremendous need for staff and money to go into the Indian community and objectively evaluate the existing programs. There is a need for data to be collected, analyzed, and commented on in a way that is relative to potential solutions to problems. However, there are numerous difficulties: some obvious, some subtle, in the way of collecting sound and comprehensive data on the Indian.

Curriculum and Personnel

The problems associated with curriculum material revolve mainly around the fact that their being designed for students, who no longer constitute the majority of the student population. The standard secondary curriculum materials, as adopted by many schools, are ineffective in the sense that they do not respond to the particular problems of
employed by the Federal school system for a number of years. They are not knowledgeable on the new innovative techniques, and in fact are often hostile to new ideas.

The situation is further complicated by the fact that staff is not adequately trained to hit the needs of the students. The needs themselves, as discussed at length in this introduction, are complex and in the report on the Plamondon and Pierre schools, these observations are made:

"Staffing patterns should be adjusted to needs. In general, if the schools continue to be operated for children in trouble of one kind or another, the proportion of educators capable of special instruction, social work, guidance, counseling, testing, selling, analysis, and recreation should be steadily increased. These services are vitally needed now and there is possibly no circumstance of realignment of the schools, session which should not include at least a modest increase in these kinds of personnel."

The secondary staff is also inadequate both in terms of numbers and experience. A summary of the three evaluations discusses the problem:

"The boarding school staff is almost entirely Indian, with the median age in the forties; many of them have attended a long school or have spent all or most of their working lives in such schools. Their approach to dealing with youth, though often by appear to be based on this experience."

One of the results of the problems in curriculum and overall nature of the staff is that the present system does not prepare the student for college and for a future role in society. It is to wonder what the future holds for those who have had little or no education."

A rapid survey of the institute produces the impression of a rigid, uncompromising, bureaucratic, authoritarian, and tiresome faculty in which students are ''numbered'' rather than educated.

**Mental Health**

Problems associated with the mental health of the students referred to frequently throughout this introduction are administration, curriculum, and personnel. The mental health of the individual concerned is related to the mental health of the individual concerned. The report of the subcommittee responsible for the educational work of the subcommittee has been that solutions to and of conditions in the mental health of the problems of the administration, curriculum, and personnel are under attack. All the schools have access to funds under Title I of the Elementary and Secondary Education Act to develop special programs for the disadvantaged students. Under Title II, funds are given to the IRA for school libraries and textbooks. It is interesting to note that so many schools cite supplementary programs as reasons for providing them. The educational problems are echoed in the overall level of achievement. The main problem associated with both the teaching and guidance personnel is that they are infrequently selected on the basis of their job to date. They are often "cold line" bureaucrats who have been
(10) The residential program: One is provided for students for the hours they are not in classes or studying.

The document in Appendix B prepared by Mr. Quentin S. Jones, Education Specialist (Student Activities), indicates a number of extracurricular activities available for students.

At the student council meeting we attended the students were preparing for a number of different extracurricular activities. The advisors permitted the students to conduct their own meeting and it was a very well-run session. Clearly, the students both by their actions and by their discussion were preparing for activities that are important and necessary for the school.

In addition, some of the students are given permission to stay overnight in the dormitory. This is a problem that is being discussed by the students who are considering staying overnight. Some have found that students and dormitory sessions are sometimes arranged when commitments can be obtained from other schools.

Many students indicated they watched television and attended some of the movies. Many suggested that the biggest difficulty with extracurricular activities was the problem of finding time to participate. Students are prepared for most of the hours during the day and evening. Only about an hour or an hour and a half (according to students) was considered "free time."

The summary, which establishes a reason for an answer to a questionnaire that was completed by students in grades 10-12, also provides some interesting feedback on this criterion.

B. STUDENT SELECTION

(1) Breakdown by current enrollment by tribe and reservation.

Although most of the students come from the "Big Navajo," 177 students come from other tribes. Approximately 50% of the students admitted to the Albuquerque Indian School are admitted on the basis of educational criteria while the remainder of the 177 students were admitted on the basis of welfare and social criteria. Three hundred and twenty-two students are involved in the "Bordertown" program—this is a contractual arrangement with the Albuquerque Public Schools.

Specific breakdown of the student enrollment figures is included in Appendix C.

(2) Who makes the decision regarding placement of the students? (See Appendix D, Eligibility for Admission.)

We would like a breakdown of current students and any comments you can solicit regarding the method and effect of this "selection" process.

The selection process is usually determined by representatives in the field, i.e., if the representatives in the field suggest "Bordertown" schools, these students are placed in the "Bordertown" program. If the representatives in the field recommend the "Regalia" program, the students are placed in the regular program. Theoretically, at least, the students who are in the Bordertown program are those who have met grade placement achievement levels. (Although the students probably could not attend Albuquerque Public Schools for such reasons as low grades, they do not seem to feel ethically discriminated against.) Although this process is probably relatively accurate, a number of "mistakes" are made in the placement determination of programs most appropriate for students. Administrators and students conform this statement.

Many of the teachers at the school indicated "we receive the students when nobody else can handle them." Although this may be true from many different perspectives, this type of attitude, in the opinion of the visiting team, has a tendency to help establish "self-fulfilling hypotheses." Indeed, some of the teachers believe they have students who cannot learn and who are mentally retarded. Some other staff members believe the problem is on the program and that they handle the clients aren't as bad as we say. Some people see to it when compared with students in the public school.

(11) Personal involvement and selection of student.

In a number of discussions with teachers, students, counselors, and administrators, it became quite apparent that students have relatively little involvement in the selection of courses. Students indicated courses were assigned by the principal. Perhaps many parents would not be prepared to help students make course selections, but apparently the possibility of doing this is not a viable alternative.

One committee member interviewed a few parents and one student living on the reservation. In the case of the selection process, the children themselves were not able to select the school almost exclusively. Only in one case did the mother actually have the dominant choice in picking the Albuquerque Indian School versus the Phoenix Indian School. The selection process was as follows, according to the interview done.

The child decides that he or she would like to go to school in a certain area. The child talks to his parents and the parents give the child their consent. The child then goes to the local BIA office, usually, the superintendent of the local BIA school, then arranges for the child to be placed at the Albuquerque Indian School. All parents interviewed indicated that the selection was not their choice to be made. It was up to the child and the parents really had very little say in this matter. It became a problem that they themselves were not going to go to that particular school.

The BIA pays for the students' transportation to Albuquerque in the fall and return to their homes in the spring. All other home visits are paid for by the parents, including weekend visits, holiday visits, etc. Some parents are able to pay for their children's transportation and others are not. Consequently, some children do go home much more often than others. Parents whose income is low have a large number of children; their means to go to the Albuquerque Indian School themselves; then, the parents go over to the school to visit the children in some cases more often than the children come home for visits.

The question was asked how the parents voiced complaints about what is going on either in the school or in the mountains. The parents were greatly divided on this particular question. Half of the parents indicated that they had nothing to say about what went on at the school or at the dormitory. They felt that if the problem or problems were big enough, the child would communicate this to them and the child would not be returned from that school. They would come to get the child, and the child would be placed in another school, in some cases a public school.
The other half of the parents interviewed said that if there were a problem of any type, they themselves would definitely go to the school to see what the problem was, to talk with their children, and to the teachers and counselors. In some cases, girls were having difficulty at school. This was communicated to the parents through a telephone call. The parent, who was not wealthy at all, went to the school to talk to the teachers and counselors and her girl. She was told that her girl was "bad" and that the girls with whom she was associating were exerting a negative influence on her. The parent talked to her girl and felt that the problem was somewhat straightened out. She was questions as to why the girl was bad or why the girls with whom she was socializing were exerting a negative influence. She didn't know.

It was explained at the school that committees according to various triad groups are set up to handle complaints. One person is chosen from an area and that person goes to the school official with the complaint. According to the information received in the interview, no particular means of voicing complaints is completely bypassed. If there are complaints, the parents go directly to the school and speak directly with the person in charge.

Although the United Pueblo Agency is based on campus, many of the Navajo students with whom we talked indicated that they had not met any of the representatives and probably would not go to them even if help on a problem were needed.

4. Student involvement in selection of school

Students apparently participate in the selection of the type of program in which they will be involved when they meet with the various field representatives. Four students with whom we talked had not received assistance from counselors on the selection of course—perhaps because there were few electives available—although six other students with whom we talked received direct and personal attention in the process of selecting courses.

In a discussion with a student who had been in school since September, he indicated that he did not know it was possible for him to take home during Thanksgiving vacation. Apparently not aware of the rules governing work for students who are not home for the holidays, he was worried about his work schedule. In the process of selecting courses, he had not received any information about the requirements or conditions. Since that time, he has changed his mind about taking courses and decided not to attend and that the course he was taking was not the course he would have chosen.

The strongest complaint was that the dormitories were too crowded. The students attending the dormitory and the boarding program did not like the dormitory situation at all. One interviewee who was interviewed complained about the condition that the dormitories were too crowded. Three students who were afforded the opportunity to attend for free or at the cost of a minimal fee, felt that the dormitories were inadequate. They felt that the dormitories were not crowded and that there was enough room to accommodate the students. They were not crowded and that the dormitories were much better.

5. Students are aware of their child's curriculum, except possibly through letters sent home by the children. They had no idea what the curriculum was. None of the students had been involved in the decision of their child's curriculum at school, and it was the responsibility of the school to decide what their child's curriculum was.

When asked if they felt that their child was learning, most of the parents interviewed at the Albuquerque Indian School, it was not really their concern. They were more concerned about the quality of the education and the teachers and counselors were more concerned about the child's development. They were not nearly as concerned about the child's learning.

In all cases, those parents whose children were in the town program said that their children felt that they were attending the school. This was also true of the parents whose children were attending classes in private homes. They were not nearly as concerned about the child's learning as they were about the quality of the education and the teachers and counselors were more concerned about the child's development. They were not nearly as concerned about the child's learning as they were about the quality of the education and the teachers and counselors were more concerned about the child's development.
In summary, the parents seem quite interested in their children's school life and dormitory life, and they like to receive more information about this. It is strongly felt that there should be greater communication between parents and school. The parents at present do not seem to have a sense of involvement with the school and their children.

(5) The counseling and guidance program

(a) Number of counselors

There are two major types of counselors, the regular school counselors and the other group that live in the dormitories. Although the counselor-student ratio is much higher than most schools around the United States, the teachers and administrators indicate that the problems of social and mental adjustment are greatly increased in the school, comparatively, and additional counselors are needed. The parents were very impressed with the fact that the children had a dormitory tutor to help them with their studies. They felt that the counseling program was not successful. One parent had received communication from her child that she simply didn't get a chance to see the counselor often enough, the counselor in this case being Mr. Jones. The border town student interviewed definitely encountered this. She liked the idea of being able to talk to Mr. Jones and felt that it benefitted her greatly. She said that other personnel were available to her for talk to, but she didn't seem to relate to one individual in particular.

Most of the faculty members believe the new director of guidance and counseling will offer a great deal of assistance to the faculty, students and parents. He identified as being of the most crucial problems the matter of "communication," as communication relates to all aspects of the counseling program, which is being initiated, under the auspices of the Superintendent, an interesting one which should result in greater "cultural awareness" and sensitivity in the part of teachers.

Some of the Indian students at the school indicated that the "cultural" course of study is essential. It is quite necessary, they believe, because many of the teachers who have been around for quite some time believe "there isn't anything I don't already know about teaching Indians," while some of the other teachers believe a stronger "military type" organization must be established to give greater disciplinary control over the students. The counseling program, then, in the opinion of the committee, should be directed both at students and the faculty members.

(b) Counselor qualifications

Although we failed to get specific information about this question, we are sure that this would be satisfied by the Border Town of New Mexico all school counselors must certification requirements.

(c) Effectiveness of program

Most of the faculty members and students would agree that the effectiveness of programs

greater communication is necessary between the guidance and counseling office and the students and teachers. greater attention would be directed at students who have had adjustment problems, etc. That is needed to develop new diagnostic instruments for identifying learning difficulties and greater assistance is needed in helping teachers interpret test results for implementation of functional programs.

(d) What special assistance is available for students with emotional or psychological problems

The answer to this question has been covered in a variety of ways in other statement earlier in the report.

(6) School-community relationships

(a) School-community relationships, Availability to students of the community activities

Students participate in a number of community events, at the request of the various organizations, social and other community groups. Some students have friends in the community whom they visit. Most students indicated that they spent most of their time at home, however, so they found this to be the place where their friends socialized and where they had a sense of "belonging."

When asked about "narcotics" or "drinking" problems, the committee was told that there are no narcotic difficulties and only the typical number of drinking problems. The students, however, apparently feel that the drinking problem is somewhat greater than the faculty believes.

(7) Relationships of school and other educational institutions and employment centers in the area

The Albuquerque Indian School has a contract with the Albuquerque Public School for the education of some 925 students in the Border Town program, and very close communication and relationship between the schools involved in this program and the Albuquerque Indian School. Currently, four senior high schools, four junior high schools and one elementary school are participating in the contractual arrangement. This is an effort to eliminate the possibility of segregation of all the Indian students attending one school.

As far as the University of New Mexico is concerned, however, there are no student teachers from the University who teach at the Albuquerque Indian School. We have been unable to determine from the University or from the officials at the Albuquerque Indian School the reason for this. The brevity of our visit also failed to bring us definite answers about the relationship with employment centers in the area. Discussions with students, however, most indicated that they did not work during the school year although some did hold part-time jobs. Most indicated that they work on the reservation or in an area related to their own occupation during the summer months. This situation indicates it is possible to live in the dormitories at the Albuquerque Indian School during the summer months if employment were available in Albuquerque and if they would pay room and board.
(6) The physical plan. Physical condition or dormitory quarters and classrooms.

All physical spaces, excluding the new portable classrooms and one of the administrative wings, were in strong need of repair and maintenance and, according to the staff, were likely that some of the buildings would soon be condemned. We must commend, though, the teachers in the classrooms who are making every effort to keep the environment of the classroom bright and cheerful. Classrooms were clean and attractive. The restrooms, though, and some other parts of the building were clearly not receiving some of the attention needed as evidenced by profane language and other obscene picture drawn on surface of walls—and these have apparently been there for quite some time.

**In Summary**

Questionnaires were completed by both faculty members and students. We believe the questionnaires as summarized on the following pages provide the reader with an interesting analysis of the situation at the AIS. Only those comments that reflect a significant profile have been included in this summary; all questionnaires, however, were considered in this report.

### Table: Questionnaire Results

| **Q: Should courses be added to the curriculum? 24 yes, 8 no. If your answer was “Yes” please indicate what courses should be added.** |
| **A**: |
| **Subject** | **Number who said “Yes”** |
| Science | 23 |
| Math | 21 |
| Social Studies | 20 |
| English | 18 |
| Music | 16 |
| Physical Education | 15 |
| Art | 10 |
| **Total** | **44** |

### Questionnaire Items

1. **Do you have enough time to plan for your classes?**
   - Always | 22 |
   - Usually | 15 |
   - Never | 9 |
   - Not sure | 1 |

2. **Are your materials (textbooks, etc.) up to date?**
   - Always | 10 |
   - Usually | 2 |
   - Never | 1 |
   - Not sure | 1 |

3. **Do you feel your ideas for improvement are accepted by the administration?**
   - Always | 5 |
   - Usually | 4 |
   - Sometimes | 3 |
   - Never | 2 |

4. **Percent time to take the courses in school you wish to take?**
   - All the time | 20 |
   - Very little | 16 |
   - Some of the time | 15 |
   - Never at all | 9 |

5. **Do you feel you are allowed to participate in activities at the school?**
   - Always | 8 |
   - Usually | 6 |
   - Sometimes | 6 |
   - Never | 2 |

6. **What are the three best things that you like about school?**
   - Activities | 2 |
   - Friends | 2 |
   - Classes | 1 |

7. **What are the three worst things you dislike about school?**
   - Routines | 2 |
   - Teachers | 1 |
   - Homework | 1 |

8. **What would you change in your school?**
   - More teachers | 2 |
   - More time for class work | 1 |
   - More time for rest | 1 |

9. **Are there courses not offered at school that you would like to take?**
   - Yes | 7 |
   - No | 3 |

10. **How do you feel about your school?**
    - Best | 6 |
    - Average | 5 |
    - Pretty good | 4 |
    - Worst | 3 |

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*Note: The table contains the raw results from the questionnaire.*
APPENDIX

MAJOR GOALS OF THE DIVISION OF EDUCATION
BUREAU OF INDIAN AFFAIRS

(1) To improve the health of students.
(2) To improve the curriculum and schools.
(3) To expand vocational and technical education programs.
(4) To extend education for children at both ends of the spectrum by providing kindergartens as rapidly as possible and, at the same time, making junior colleges and full college education freely available to a greater number of students.
(5) To reduce class size by providing more classrooms, more teachers, and more teacher aides and para-professionals to help teachers.
(6) To induce the entire Bureau school system with an increased respect for American Indian history and culture.
(7) To extend Pupil Personnel Services to all students.

CITIZEN ZULLER든 Assistant Commissioner (Education).

ALAMOGORDO AREA PHILOSOPHY OF EDUCATION

The task of Education is to help provide the opportunity for every child:

1. To develop and maintain sound health in body and in mind.
2. To maintain pride in his heritage and have respect for that certain body of tradition that people value enough to preserve from generation to generation.
3. To develop and practice a code of moral ethics acceptable to himself and to the society in which he lives.
4. To acquire such social skills as will contribute to the prudent use of leisure, to courteous, and to the ability to function effectively with others socially or at work.
5. To learn the art of straight thinking, to recognize a problem when he meets one, and how to attack it in order to arrive at the most satisfactory solution possible.
6. To develop a scientific, inquiring mind which will lead to continuous growth and learning.
7. To develop to the limit his intellectual and creative ability, the end result being a self-supporting, self-respecting, contributing citizen who can participate in the national life equally with his fellowman.

In summary, the philosophy is to develop each personality to its full stature and maturity, and to equip each individual with the abilities, skills, and understandings which will permit him to live harmoniously, productively, and happily in a changing democratic society.

A MODERN PHILOSOPHY FOR INDIAN EDUCATION

BASIC PREMISES:

1. Growing acknowledgment of the need for education among the tribes.
2. The apparent willingness on the part of the tribes to accept their own, linguistic, political, economic, and social status within the framework of the predominate culture.
3. Increasing realistic awareness of the political, material, and scientific world.
4. The problem of population growth is common to all tribes, and its resultant social, economic, health, and moral questions need to be faced.

The above basic premises present a challenge to education. There is an apparent need perhaps for outlining a new philosophy to facilitate this transitional integration. The Indians, being a diverse, ethnic cultures, find a parallel in the Middle East where 200 million people are endeavoring to establish a new way of life in a new environment.

PHILOSOPHY

The educational base should be broadened to make education the meeting place of all cultures, where the following could best be effectively communicated:

1. Understanding and emphasis on similarities rather than differences.
2. To broaden attainable horizons, specifically as well as generally.
3. To give them the skills, technology to equip them for full realization of potentials.
4. To study moral values to integrate ethnic differences.
5. To respect.
6. To analyze and evaluate urban and Indian living in the modern world, particularly in relation to community and individual citizenship.

Edward Bloomberg
Principal

1. Number of Indian students enrolled:
   Bordertown program (Navajo) ........................................... 231
   Regular program (Navajo) ............................................. 312
   Regular program (Other Tribes) ..................................... 117
   Total Navajo .............................................................. 874
   Total Enrollment ......................................................... 717
2. A tribal breakdown and reservations from which the students come:

<table>
<thead>
<tr>
<th>Tribe/Reservation</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Jicarilla Apache</td>
<td>12</td>
</tr>
<tr>
<td>Santa Clara Pueblo</td>
<td>10</td>
</tr>
<tr>
<td>San Felipe Pueblo</td>
<td>8</td>
</tr>
<tr>
<td>San Juan Pueblo</td>
<td>6</td>
</tr>
<tr>
<td>Santa Ana Pueblo</td>
<td>4</td>
</tr>
<tr>
<td>Totals</td>
<td>25</td>
</tr>
</tbody>
</table>

2.5 Other Tribes—Total Enrollment—(All under the Alamosa Area) 117

3. Reasons for enrollment in the school:

<table>
<thead>
<tr>
<th>Reason for Enrollment</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Educational (Navajo)</td>
<td>232</td>
</tr>
<tr>
<td>Total</td>
<td>232</td>
</tr>
</tbody>
</table>

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

A. Educational criteria

1. Those for whom a public or Federal day school is not available. Walking distance to school or bus transportation is defined as one mile for elementary children and 15 miles for high school.

2. Those who need special vocational or preparatory courses not available to them locally to fit them for gainful employment. Eligibility under this criterion is limited to students of high school grades 10 through 12.

3. Those retarded scholastically three or more years or those having pronounced bilingual difficulties, for whom no provision is made in available schools.

B. Social criteria

1. Those who are rejected or neglected for whom no suitable plan can be made.

2. Those who belong to large families with no suitable home and whose separation from each other is undesirable.

3. Those whose behavior problems are too difficult for solution by their families or through existing community facilities and who can benefit from the controlled environment of a boarding school without harming other children.

4. Those whose health or proper care is jeopardized by illness of other members of the household.

B. Busby Boarding School, Busby, Montana

1. Evaluation of Bureau of Indian Affairs Boarding School, Busby, Montana, by Dr. Arthur I. McDonald and Dr. William D. Bliss

Montana State University
Bozeman, Mont., January 17, 1939

Senator Edward M. Kennedy, Chairman, Special Subcommittee on Indian Education
Senate Office Building, Washington, D.C.

Dear Mr. Chairman: As I am uncertain about a proper format for this report, I will allow myself to be somewhat informal and want that you will incorporate this material into your report in a way that is most appropriate and helpful.

To take up one at a time, the points raised in your letter to me dated December 4, 1938; with regard to the availability of reliable information and/or data on the educational problems and performance of Indian students and the schools they attend in Montana, it appears that there is practically none. I am sure that this is not literally true; I am still firm in the faith that there must have been some M. D. or Ph. D. papers done on this problem in Montana but we have not come upon them in the brief time at my disposal. For many reasons, the situation will be different; there are master's degree studies being conducted now on the Crow reservation by Montana State University students (about which I shall say more later) and there were other data collection programs underway in the State but none completed and published that we have found out about. A year would be tempting to say that the interest of Montanans in Montana Indian education has exhibited a remarkably high correlation with the availability of Federal money to study the problem, and the availability of Federal funds is of too recent origin for many new found interest in the plight of the red man to have borne fruit.

With regard to point 2 of your letter, I have called the Reverend Auer in order to find out whether he is going to provide you with what you need but have so far been unable to reach him.

As to the third point, Dr. Arthur L. McDonald of the Bureau of Indian Affairs and myself visited the Busby School on November 10 to 12. We spoke at considerable length with the Bureau of Indian Affairs, Superintendent of Educational Programs, Mr. W. W. W. Busby, the Busby High School principal, Mr. A. P. Chinn, the Busby Elementary School principal, Mr. E. E. Dyer, and with the heads of the boys and girls dormitories respectively, Mr. Sheehan and Mrs. Shinig. Among other things which became apparent during our discussions with the above individuals was the fact that an accurate and complete picture of the situation at the Busby School was not to be developed in 5 days; perhaps in 2 weeks, certainly in 2 months, but not conceivably in 2 days.
The key man in the educational situation was pleasant, patient, outwardly cooperative, and totally unhelpful. He denied the existence of information which we have found to be immediately available in the school files; he denied the availability in usable form of any of the factual type of information which we requested; he denied the existence of anything that could be called a critical or significant problem in the operation of the school. He made it appear that it would be necessary for us to go through the school files directly by drawer in order to obtain "hard" data; the attached report, therefore, is primarily based on our extensive discussions with the above-named individuals, brief discussions with teachers, students, and others, and our own observations.

Concerning point 4: We have asked Dr. Elson Wright of the State of College of Education at Montana State University whether he is administering a program of educational testing of Indian and non-Indian pupils and whether there is a reservation in southern Montana to prepare a staff report. Based on our work and our observations, we requested statements from two people we knew to be very interested in the problems of Montana Indian education, the superintendent of schools for Big Horn County (which contains the upper portion of the Crow and Northern Cheyenne reservations), Mr. E. W. Hubley and the Big Horn County representative to the State legislature, Mr. E. W. Christensen. Neither felt that he could provide a written statement but we interviewed both of them. Mr. Hubley very extensively and Mr. Christensen somewhat less so, and we included, in attachment summaries of the points of view, conclusions, and recommendations of each of these men.

We received a number of very clear impressions ourselves as a result of our 2 days of interviews and discussions in the Bushy-Harlin area, our conversations with people in the State who have been concerned in one way or another with Indian programs and our examination of available documentation of Indian education programs and problems in Montana. These overall impressions of ours are as follows:

1. The Bushy School is relatively ordinary in every respect. It is not doing a particularly good job of educating its pupils, but then neither is the public school in Casper, Wyoming, at Harlin just off the reservation. There is not doing any kind of a job of rehabilitating the mixed children in its boarding school program; but then it was not designed, funded or staffed as a mental health clinic. The Bushy School, in fact, seems to be operating primarily as a custodial institution, designed and functioning to give Indian children something to do until they are 15 or 16 before they are 19 years old while creating a minimum of strain and anxiety for all concerned—pupils, parents, and staff.

In the light of our third comment, above, this does not seem to us to be either normal or fair under present circumstances.

2. Working to get an education represents at least two very important things to an Indian pupil. First, it represents an investment of faith in the white man—"a white man's education will lead to a better life." Unless the Indian pupil believes that there is no point in his making an effort in school, he cannot wish an Indian have 20 years of precedence for the consideration that faith in the white man's word—goodness—has the audience of such class enrollments which is particular instance. (With two exceptions, the Indian with a high school education is no better off than the Indian without one.)

Second, working for an education represents an acceptance of white culture and values; but many, perhaps most, Indian children are not interested in "becoming white," and most Indian parents are not interested in that, either. It seems to us that there are very positive rational motives operating in the direction of encouraging Indian pupils to not attempt to achieve in school. This leads us to our third overall impression, which is:

3. The problem of Indian education is not an educable problem. It is first of all a political and economic problem and then perhaps an educational problem. If it becomes the case that in a substantial majority of cases the achievement of an education does make for a better way of life for an Indian then the motivation of the Indian pupil and of his parents may change or may at least become changeable. Until there is something sensible for an educated Indian to do, however, there is nothing sensible to becoming an educated Indian.

If there is any way in which we can be of further assistance, please let us know.

Sincerely,

ANNE L. MACDONALD, Ph.D.
Associate Professor and Head, Department of Psychology,
Montana State University.

WILLIAM D. BRADY, Ph.D.
Associate Professor, Department of Psychology, Montana State University.

Attachment.

GENERAL OUTLINE FOR EVALUATION OF EDUCATION OF INDIAN APPRENTICE BOARDING SCHOOLS

A. THE STUDENT POPULATION

1. Current enrollment by tribe and state.
2. Criteria for enrollment or list for student selection.
   (a) List of governmental officials in determining student enrollment.
   (b) List of educational history of student (representative sample).
3. Student expectations.
   (a) Educational goals and abilities of students enrolled.
   (b) How does student expect to benefit from boarding school attendance.
4. The educational process.
   (a) How does student view his role in the reservation or larger community as a result of his school experience.
(e) Academic and/or vocational (how is it organized).
(b) Relevancy and adequacy of program to student needs and expectations.
(c) Does program include any courses on Indian culture.
3. Qualifications of teaching and academic staff.
(e) Training and accreditation.
(b) Age and length of service with BIA and with present school.
(c) Racial composition of staff.
4. Accreditation of the school.

C. THE COUNSELING AND GUIDANCE PROGRAM
1. Availability of services.
2. Number and qualifications of counselors.
3. Philosophy of school as psychological service.
4. Any measures of effectiveness of available services.
5. Student attitude towards program—how are students regulated and disciplined.
6. Adequacy of student records.
7. Adequacy of the program:
(a) What is the ratio of instructional aids to students.
(b) Dormitory environment and practices (educational and general).
(c) Background, training and role of instructional aides and other personnel present.

D. EDUCATIONAL PERFORMANCE
1. Academic criteria:
(a) Drop-out rates.
(b) Achievement test results.
(c) Grades and social promotion.
(d) Attendance.
(e) English language proficiency.
(f) Follow up data.
1. Number of students who go on to some form of higher education.
2. Success of students in higher education.
3. Number of students employed after graduation.
4. Success of students employed after graduation.
5. Admissions of school records.
2. Psychological/emotional criteria:
(a) Truancy and arrest rates.
(b) Drinking and drug problems.
(c) Other emotional or behavioral problems.
(d) Data or observations on student self-image, or confidence concepts, self-understanding, leadership capabilities, motivation.
(e) Data on student expelled for emotional or behavioral problems.

E. FACTORS AFFECTING EDUCATIONAL PERFORMANCE
1. School-community relationships.
(a) Participation of students in community activities.
(b) Relationship of school with other educational institutions and employment centers in area.
(c) School participation in local OEO program.
(d) Effects of social controls on students both on and off campus.
(e) Part-time employment opportunities in area.
2. School-Reservation Relationships.
(a) How often do students return home during school year.
(b) What provisions are made for summer months.
(c) Parental involvement with and participation in school activities.
3. Relevancy of school goals and curriculum to the cultural background, needs and aspirations of the student population.
4. Adequacy and availability of textbooks and reading materials.
5. Discrimination in the community or within the school.
6. Teacher and school personnel training and attitudes toward the students.
7. Self-image of the student toward his role in the school and in the larger community.

F. THE PHYSICAL PLANT
1. The physical condition of classrooms and dormitory quarters.
2. Size and adequacy of library.
3. Recreational facilities.
4. Adequacy of shops and labs.
5. General evaluation in terms of student's educational, physical, and emotional needs.

G. RECOMMENDATIONS

APPENDIX No. 1

EVALUATION OF BUREAU OF INDIAN AFFAIRS BOARDING SCHOOLS
BOSQUET, MONT.

Dr. Arthur L. McDonald, Dr. McDonald is associate professor and head, Department of Psychology, Montana State University, Bozeman, Mont. He is exceptionally knowledgeable concerning Indian culture and reservation education, having been raised on the Pine Ridge reservation in South Dakota, attended a Bureau of Indian Affairs boarding school, and made a special study of the development and destruction of Plains Indian culture. He is a member of the Bagratera Tribe, and received his doctorate in psychology from the University of Montana.

Dr. William D. Bliss, Dr. Bliss is associate professor of psychology at Montana State University, Bozeman, Mont. He has had seven years of experience in clinical and experimental psychology with students.
Bliss was engaged in the development of programs to improve the schools of rural Harcum County, Fla., and to expand the educational opportunities of the citizens of rural (primarily Negro) Hillsborough County, Fla.

**Evaluation Summary**

1. **Student Population.**
   - Current enrollment: 500 students: 100 boarding, 400 day students.
   - The day students are all Northern Cheyenne. Of the 100 boarding students, the breakdown is approximately: 10 Blackfeet, 8 Rocky Boys (Chipewa-Cree), 4 Flathead, 2 Rocky Boys (Plains-Cree), and 2 Crow, 10 Wind River (Shoshone-Apache). All but the Wind River are Montana reservations—Wind River is in Wyoming.

2. **Criteria for enrollment.**
   - Attendance at the day school is a matter of free choice, the part of each student. Admission to the boarding school is decided by the BIA educational programs supervisor, Mr. West. According to him, 10 percent of the boarding students are there for "social reasons"—that is, either their homes are "unsuitable" or they have shown "delinquent tendencies." The other 90 percent are there for health reasons (e.g., tuberculosis in the immediate family). 75 percent of the requests for admission are parent-originated, 25 percent government-originated (e.g., by a caseworker). All candidates for admission are "worked up" by a social caseworker and a pre-school, which is used by West to make his admission decision.

3. **Student expectations.**
   - Students want to go beyond high school. This is an unrealistic goal in at least 75 percent of cases.
   - It does not appear...
   - He doesn't think about it.

4. **Educational Program.**
   - The stated goals and philosophy of the school are the standard highschool academic goals—same as every other place from Harvard to your local reform school. The actual goals and philosophy, in our opinion, are to function as an undermining, beneficial, big-daddy type custodial institution to keep the kids out of trouble until they are old enough to get married and produce their own hoppers to fill the need.

5. **School program.**
   - The program is primarily academic (college preparatory).
   - It consists of the minimum number and types of courses required for entrance into the Montana State University system. Most academic courses are available in shop work (2 years) and home economics (2 years). A commercial course is being introduced this year.
   - The program has practically no relevance to any student needs. The commercial course may prove useful and relevant—it is too soon to say.
   - No.

6. **Staff qualifications.**
   - All teaching staff have a minimum of a B.S. with a major in...
5. Since there is no counciling "program," presumably there is no student attitude toward it. Students are regulated and disciplined in the usual ways by the usual authority figures—teacher, principals, dorm aides. Physical punishment is forbidden by regulation, but expulsion from the school, either day or boarding, is a "final alternative."

6. If Mr. Weston, the school head—"Educational programs administrator"—is to be believed, there is a file on each student—academic information in the case of day students, academic, behavioral, and social in the case of boarding students—but no useful information is contained therein. With respect to the adequacy of records of any kind, Mr. Weston's standard reply was: "We've never had money for record clerks, so we've never been able to put together that information."

7. Dormitory program.
   (a) During the day, the ratio of instructional aides to students is 1:25; at night, it is 1:50.

   (b) Unable to provide a satisfactory answer for this item.

   (c) Physically, the dominant impression created by the dormitories was one of barren sterility—no chairs in the dorm bedrooms, no books or magazines in evidence anywhere, recreational areas without any recreational facilities, and so forth. There were no study alcoves or study areas. However, an adequate answer to this item would require that an observer spend at least a week in residence as a participant observer. We were not able to do this.

   (d) Instructional aides are all local Indians with at least a high school education. Their training consists of in-service workshops, one per week throughout the year. These workshops apparently consist of discussions among the aides, between the aides and various administrative personnel, and between the aides and various resources persons brought in from time to time, such as a visiting psychologist or psychiatrist, perhaps. A few of the instructional aides attend a Summer workshop of several days duration each year.

   The roles of instructional aides are said to be, in apparent order of importance: Supervision, instruction in hygiene, direction of recreation, counseling.

D. Education performance
   1. Academic criteria.

   (a) Dropout rates: In his responses to this item, Mr. Weston was at his slipperiest best. The only concrete figure we were able to obtain was his estimate that "we lose about 10 percent of the northern Cheyenne." This, if correct, is truly remarkable—by comparison, the loss rate in the public school system in Big Horn County, from the first through the 12th grade, both Indian and non-Indian, is 50 percent. Some indication as to the credibility of Mr. Weston's figures may be obtained from the following data on class size and composition, grades nine through 12, for the past 2 years:

   (In 1964, the Indian dropout rate at Wolf Point was reported to be 53 percent.)

<table>
<thead>
<tr>
<th>Grade</th>
<th>Average number</th>
<th>Dropout rate</th>
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<tbody>
<tr>
<td>9</td>
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<td>12</td>
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</table>

The left-hand column contains the figures for this fall, the right-hand column the figures for last spring; at the end of the school year, it is evident, and was so reported to us, that there are new students coming in to the school at each level every year. The figures also suggest, to us at least, an attrition rate of a lot more than 10 percent.

2. Achievement tests: We were able to obtain, from a naive or inadequately briefed underling, one set of achievement test scores—the California achievement test scores for grades 8-12, administered May 1965. We calculated, from these data, the average total score of the students at each grade level, and determined the percentile rank for that grade level, of each of the average scores.
Pupil behavior in assemblies and in general—not good.

(c) Mr. Weston indicated that there is "some" social promotion. Of the 15 graduating seniors who took the California achievement tests last spring, nine had a total score equivalent to less than the 10th percentile. This would suggest quite a bit more than "some" social promotion.

(f) Followup:
1. Information was only available on last spring's graduating class, six went on to college, nine went on to vocational school (total of 15).  
2. No data available. No English proficiency tests are given!
3. Parental involvement: No education until sixth grade; parents are five to ten times removed. Parents are being encouraged to visit school. School buildings are being made available, for the first time, for community events.
5. No reliable data.
6. Except for the students from the Wind River Reservation, the students generally have no money for incidentals, or even for clothes. The dormitories impress one as very poor and unsanitary. The dormitories seem perfectly adequate with the exception of the Crow reservation. The dormitories on the Crow reservation, and the Wind River Reservation, are being made available, for the first time, for community events. The dormitories seem perfectly adequate.

Pupil behavior in assemblies and in general—very good.

(b) Mr. Weston indicated that there is "much" social promotion. Of the 15 graduating seniors who took the California achievement tests last spring, nine had a total score equivalent to less than the 10th percentile. This would suggest quite a bit more than "much" social promotion.

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University, Indians could go through the vocational program at the Vo-Tech Junior College.

Mr. Christensen was asked what the Indians would do after completing this educational process. Since Mr. Christensen knows that there are not five Indians employed in Hardin, that the teachers in Big Horn County neither need nor want skilled Indian employees, and that there is no market on the reservation for technical skills, this was "kind of a hard question to be asked—but, the fact is we gotta do something for 'em—I keep tellin' these ranchers the way they're multi-(ly)in' there's gonna be more a them than there is of us! We gotta do somethin'!"

Mr. Christensen believes that the problem of Indian education is fundamentally a linguistic one. The inability of the Indians to speak English drives them from industrial and professional pursuits. Mr. Christensen believes that the early grades should segregate whites from Indians in order to have the Indian classes have the same student-teacher ratio as those of whites. Even then, he says, the Indian teachers must be more sympathetic to their Indian students than to their white students. The problem is that there is a widespread attitude in the public schools that the Indian students are not worth bothering with or helping or encouraging. If it were possible to change this attitude, it would help the Indian students.

The present attempt to investigate the existing situation is considered by Mr. Christensen to be superficial. The Indian education in Montana has been combined with other educational systems in other States to engender a very sad and pitiful outlook on what is being done for the American Indian. The BIA school system in Montana has, in common with other BIA systems, the history of poor achievement in the history of American education. It seems absolutely incredible, since the Indian student has had a long history of poor achievement in the history of poor achievement, that this system should be expected to produce educational records in the history of American education.

Mr. Christensen believes that the problem of Indian education is a comprehensive vocational-technical education program. Since the Indian's strong point is manual dexterity, they are all going to be blue-collar workers at best. The schools should have an early preparatory vocational-technical education program, then a post-secondary vocational-technical educational opportunity right in the land area (e.g., a Vo-Tech Junior College). In other words, there would be a two-track system from start to finish. This would allow the regular academic program and on to the vocational program.
Some of the more subtle problems result from the fact that the Indian is a great story teller who knows what kinds of stories white investigators like to hear and who want to believe he white brothers. Could there be a better place to start a partial explanation for the results of fiction generated by the HIA, missionary priests, and anthropologists? White researchers and educators—conscientiously, no doubt—are finding for congressional commissions.

Our first recommendation, then, is that funds be provided for the objective evaluation of Indian education and the relation of education to other problems of reservation culture. We believe that investigations should be based on the noblest projects of the HIA—which cannot be expected to evaluate its own system—and should not be directed by professional educators, who would inevitably tend to see problems within the narrower educational context rather than within the broader cultural context.

Our second recommendation relates to educational curricula—specifically, vocational education. A great deal of time, effort, and money has been spent initiating vocational-technical training for the Indian. There are a variety of reasons why these programs have not worked well, including the obvious ones such as the tremendous ties the Indian has with his tribe, resulting in a return to the reservation. (It should be apparent to students of Indian problems that this tie is not to the land, as is customary in other cultures, but to the people on those reservations. The particular geography plays virtually no part in the Indian's return.) Without taking this into consideration, the retraining programs, the relocation programs, the self-help programs, the training programs, the education programs have commonly been deemed to failure (as predicted by the Indians themselves before the programs started). The same situation is true when you consider an Indian for a particular job that does not exist, either in fact or in theory. An example of this would be vocational training for a man in machinery. In the real world, a job completes the course, there are relatively few, if any, available for a bricklayer on a typical Indian reservation. In the surrounding areas, white contractors simply will not hire an Indian with vocational training in machinery as a bricklayer worker; he must still spend his apprenticeship as a helper before he can belong to the union. An opportunity to train as a bricklayer on a typical Indian reservation is virtually nil. In the fields of heavy equipment, building, or machinery, the added benefit of being benefitted to the tribe in general. Many of the roads are still being used, many of the dams are serving as sources of water, etc., and the labor is very well paid, however, very well paid. The Indian has been bequeathed with opportunities for training in machinery and heavy equipment, the added benefit of being benefitted to the tribe in general. The roads are being used, many of the dams are serving as sources of water, etc., and the labor is very well paid, however, very well paid. The Indian has been bequeathed with opportunities for training in machinery and heavy equipment, the added benefit of being benefitted to the tribe in general. However, very well paid.

As a result, ranchers are reluctant to hire Indians to operate heavy machinery as they typically know very little about the operation of maintenance of the equipment. Vocational training in machinery cannot possibly provide some real job opportunities for the Indians. Each man and woman would be trained in a greater extent in service skills, as there are many jobs available on the reservation, etc. The Wahapi tribe, and local small businesses. Although the potential work force for such positions is limited, it would still provide the means to make more sense to vocational training for existing jobs. It is not a matter of making training for jobs that do not exist on the reservation in fact, or for jobs that does not exist because of union restrictions or membership, and the employment of reservation members.

These investigators are familiar with our type of program that was extremely successful on the Pine Ridge Reservation in the late thirties and early forties. This was the Indian CCC camps. The opportunity was provided for work that was meaningful not only in the sense of training individuals but also in the sense of the dam that were built, the roads were constructed, buildings erected, and the like. The Indian children cannot be expected to evaluate its own system and should not be directed by professional educators, who would inevitably tend to see problems within the narrower educational context rather than within the broader cultural context. The reservation are folly swat* that the HIA hes and will probably will continue to sponsor, direct, or participate in a large number of well-meaning projects for the Indians. They are also fully aware that if they choose to participate in these programs they must be very careful not to compete with the programs or they will hurt their eligibility for consideration in the next program. Essentially, we have trained a fairly substantial group of professional program participants who have never completed a single program or project. An opportunist in the Indian can travel from this consortium to that relocation project and lose for an extended period of time. If continued training is to be offered for the Indians it would seem to us that it would make more sense to give the training for jobs that do exist on the reservation. A very brief survey of the job opportunities can be seen in other projects such as the Northern Cheyenne Reservation in Montana or the Pine Ridge Reservation in western South Dakota indicates that opportunities are extremely limited. These opportunities consist of the HIA, the tribe itself, and limited seasonal agricultural positions. However, even though heavy machinery has been highly mechanized in recent years and unfortunately the Indian child is not exposed to machinery or mechanism to the same degree that the white child in the past.

As a result, ranchers are reluctant to hire Indians to operate heavy machinery as they typically know very little about the operation of machinery. Vocational training in machinery cannot possibly provide some real job opportunities for the Indians. Each man and woman would be trained in a greater extent in service skills, as there are many jobs available on the reservation. The Wahapi tribe, and local small businesses. Although the potential work force for such positions is limited, it would still provide the means to make more sense to vocational training for existing jobs. It is not a matter of making training for jobs that do not exist on the reservation in fact, or for jobs that does not exist because of union restrictions or membership, and the employment of reservation members.
Indians from Alaska. Most of the Alaskans are Eskimos from small villages in western Alaska.

The bulletin published by the school lists the following requirements for admission:
1. Home conditions and environment are not suitable.
2. Local or public school facilities are not available.
3. Acceptable training is not available locally.

The superintendent states that although many students are not suitable because no school is available to them locally or because they lack certain vocational courses offered by Chilocco, a large percentage of these students are sent because of social and emotional problems. Some students have no families to care for them. Others have been expelled from their local schools and the community. Students who have been expelled because of going to a juvenile detention facility, or to an Indian boarding school—this case Chilocco. The superintendent estimates that up to 75 percent of the students come to Chilocco because of serious social and emotional or educational problems or a combination of these.

Students who come to the school are one, two, or more years educationally retarded, and therefore, there are many children who are older than one would expect to find in an ordinary public high school. Students live in dormitories. The new dormitory has 320 students. Several of the others have approximately 180 students. Instructional aides and night attendants are responsible for the students in the dormitory—two accompanying organizational chart. The school attempts to maintain the maximum number of students in the dormitories. There is no reason to see them in the dormitories and awake. At this time they have no instructional aide per student. After 9:30 there is one night attendant on duty in each dormitory. There means that the dormitory room with 320 students has one night attendant, and in the other dormitories there is approximately one attendant per 180 students. The superintendent told us that they had 18 instructional aides short of the Bureau of Indian Affairs standards for the number of students per instructional aide.

There is almost no organized mental health program. What assistance is carried out by the Guidance Department, Inc., the Indian Health Service, Indian Health Personnel, and through contract services, Guidance personnel are hampered in their counseling efforts because of their responsibilities for the discipline of the students. This makes students reluctant to come to guidance personnel with problems.

The Division of Indian Health Service must see those who come to the Health Center to discuss emotional problems. She receives some supervision from the social worker at the Key County Guidance Center, but the social worker comes to the school for a few hours one time per month. An occasional student may be referred for psychiatric evaluation to the Key County Guidance Center. This is infrequent.
A. DISCUSSION

This report children can very easily be summed up as follows: The program at the Chilkoot Indian School is inadequate in every respect. There are of course some competent and well-meaning faculty in staff of the school, who are trying to do the best they can with the resources which are available to them. But even a good teacher has too many students in a class and inadequate equipment with which to work. A dedicated guidance counselor or instructional aide has too many students with whom he must relate and is further hampered by his role as disciplinarian. There is essentially no mental health program even though it is doing her best to discuss problems with students who come to her. There is almost no communication between the Division of the Four R's and IRA school personnel.

If Chilkoot were a school dealing with normal average students, we would still make the above statement. But to make matters worse, Chilkoot does not deal with normal average students. The average student here has a mental age of 7 to 8 years younger than his chronological age. Many of the students have a mental age of 8 to 9 years younger than their chronological age. They are not only educationally but also emotionally retarded. They need special education and special techniques to deal with such problem children. The age spread of the students makes matters even more difficult. The school must deal with a group ranging from younger adolescence to young adults. Many of the young adults have no better than a ninth grade educational level. Yet, their emotional needs may be quite different than other ninth graders that we have seen.

The physical plant can either facilitate or severely inhibit an attempt to develop an adequate program. In the case of Chilkoot, physical plant impedes program development. The buildings are arranged in a haphazard fashion. Many of them are old, outdated, and should be torn down. The school is so physically isolated from the community as to make Indian children's relationships with society at large almost impossible. We consider this as a serious problem, since one of the goals of any school is to help socialize the children.

The physical plant and lack of staff makes supervision of the children difficult and leads to a reform school atmosphere. We were surprised that the school does not have more antisocial behavior. For example, one might expect more girls to become pregnant and more destructive acting out by the boys. These things do occur, but the fact that they do not occur more frequently is a compliment to the students and teachers. It is obviously almost impossible to provide any controls at night when there are 350 students in one dormitory with one attendant. In the evening hours when the school attempts to staff more heavily in the dormitories, there are no children or instructional aides.

The physical plant of the school is not the only special one. It is reported that Alaskans are sent to Chilkoot because there are no school facilities in their area. It is reported that the Eskimo students have greater problems with feelings of home sickness than do other students. Some of the Alaskans we talked with stated that they would like to be taught skills that were more applicable to Alaska and the villages from which they came, but this kind of instruction is not available at the school.

There appears to be no valid reason for sending students from Alaska to Chilkoot, Okla. The school is not currently available. It should be made available, and soon. We have thought and thought and are completely unable to find anything positive to say about this practice. It all appears to be negative.

Several of the students whom we talked complained about the food. Some said it was poorly prepared and all of it tasted the same. Others complained that they did not get enough food and complained that they could not go back for seconds. Some of the boys who are engaged in the athletic programs particularly complained about the inadequate quantity of food.

The brighter students complained about the classes, stating that they were taught to the level of the slow student and, therefore, gave them inadequate preparation. Some students also complained that the only foreign language offered is Spanish. We have already mentioned the lack of speech programs. Some dormitory staff say that their recommendations for psychological help are not followed through by the school administration. There are serious psychological and psychiatric problems in the school. They have possibly one or two serious suicide attempts per year. We were told about many children who killed themselves or attempted to do so. We learned about occasional violence in the dormitory, with one boy attempting to choke another.

Dr. Edwin Fare, the director of the Kay Count Guidance Center, stated that he had both the facilities and the wish to help children in need in the school. However, the school personnel have made no use of his services personally for the past 4 or 5 years, and he has not been on the campus for the last several years. Apparently the school has not been willing to pay for psychiatric and psychological service from the Kay County Guidance Center. Dr. Fare was aware that a student who had been sent to the University of Oklahoma for psychiatric treatment was sent back to the Kay County Guidance Center.

It is not our purpose to destroy the school. We believe that serious consideration should be given to whether or not to continue this school in its present location as it now is. If the school is continued, it should be for students from the non-Indian areas. Since these students are apt to be educationally, mentally, physically, and emotionally a part of the community, the school should have social and emotional programs for academic and intellectual development and an adequate health program. Placement for these students —
come from some distance should be found nearer to their homes. Certainly the practice of sending Alaskan children to Chilcoo should be stopped immediately, and neither should children from New Mexico, Arizona, and other distant States be sent so far from home for schooling.

If the school is continued in its present location, it must be funded adequately, and a whole new physical plant should be built. Since so much new construction is needed, the possibility of closing down the school completely is worth studying.

While a thorough study is being undertaken, the school will obviously continue, and improvements may be made upon the campus. It is advisable to base the school on the feet that its type of service is in demand by the best industry in Alaska. This type of training has greater meaning to this than any other learning daily. On the other hand, the latter offering may have greater relevance to the boy from an agricultural area. Rather than emphasizing vocational education, it is suggested that vocational offerings be considered in reference to skills that will increase the student's economic opportunities in his area of interest. For example, an Eskimo boy's interest in gasoline and diesel engines may be based on the fact that his type of technical service is in demand by the best industry in Alaska. This type of training has greater meaning to this than any other daily. On the other hand, the latter offering may have greater relevance to the boy from an agricultural area.

Rather than emphasizing the vocational curriculum, present vocational offerings, content, and methods are studied. Evaluation methods might be examined for meaning, relevancy, and achievement measures based on behavioral objectives and performance criteria.

C. INSTRUCTIONAL METHODOLOGY

The lecture method, textbook and workbook approaches, are commonly used in all of the school's curricular areas, especially in the academic curriculum. Small group discussions are held occasionally in a few subject-matter areas. The department heads indicated that the instructional mode was used sometimes in the social studies and English, but mostly in grades 9 and 10. Additionally, the media group instruction was reported in home economics and in some vocational education courses. The students interviewed expressed the feeling that, too often, teachers tend to lecture for long periods of time; consequently, student attention has been a learning variable. All of the students interviewed reacted favorably to the suggestion for teachers to use a variety of instructional techniques and media.

Although some individualized instruction is used in home economics and in some vocational education areas, the department heads and students reported that the individualized instructional approach is not widely practiced.

The department heads responded favorably to the suggestion for the school to hold continuous and intensive practice and review training programs. A discussion with the teachers revealed that the Chilcoo faculty definitely needs retraining and in the application of various types of instructional media and media: also, training is needed in the formulation of behavioral objectives coupled with evaluation measures based on performance criteria.

Although a few teachers attend summer workshops at neighboring universities, the demand for summer teaching at Chilcoo tends to hold teachers from attending more institutes which focus on innovative teaching methods.
Yet, merely holding a series of conventionally organized institutes does not assure teacher behavioral changes that will, in turn, affect greater learning among the Children Indian population. One alternative is to call upon a team of experts in the application of a variety of instructional techniques and media, with up-to-date knowledge in developing course objectives and performance criteria, and vested in the use of microteaching techniques, to ascertain the extent of behavioral changes among teachers in simulated instructional settings. What is suggested here is for the Chilocco Indian Boarding School to clear the cobwebs of traditional teaching and delve into curricular and instructional approaches that will brighten learning and increase its holding power over the population it serves.

D. CLASSROOM TEACHING

Generally, classroom loads have not posed a serious problem at Chilocco. Some slight overloads beyond 25 students were reported in the academic areas for grades 9 and 10. But even where classroom loads are maintained within 25 to 30 students, this class size will restrict teachers from using instructional strategies other than those basically inappropriate for large group settings. Here, teacher aides could be used advantageously to provide assistance where professional instruction is not highly applicable. For example, small group sessions can be carried without the presence of the role of the professional teacher in every group. Yet, the essential stimuli for learning (immediately and in subsequent activities apart from the teacher) can be provided by the teacher in appropriately scheduled sessions.

Both administrators and department heads revealed the need for additional staff members; both expressed concern over the difficulty in finding and hiring qualified, credentialed teachers. This may continue to be a problem for the Indian boarding schools. Coupled with the nature of hiring teacher aides or paraprofessionals to use in some facets of the instructional program, the incorporation of a flexible time schedule in the school curriculum will facilitate the utilization of professional teachers and paraprofessionals on a role differentiated basis.

E. CO-CURRICULAR ACTIVITIES

The athletic program at Chilocco Indian Boarding School has not proved successful in terms of interscholastic competition. However, the administrative staff and faculty are aware that Indian students coming to Chilocco have not had the exposure to American sports that other American children have had in Anglo-American communities and public school settings. To effect these youngsters to compete successfully with the public schools in Anglo-American sports is highly questionable. Yet, Indian schools continue to place emphasis in sports such as football, basketball, and so forth, instead of developing activities that have greater relevance to the Indian culture.

Some attention has been directed toward encouraging activities (for example, Indian dances and reg.,) which are distinctly Indian various Indian cultures found in the Chilocco school; however, as Dr. Wall has pointed out, this has been incidental rather than being an integral part of the total curricular program.

F. ACADEMIC ACHIEVEMENT AND Dropout

A large proportion of the students who are admitted to the Chilocco Indian Boarding School have a background of academic failure, social and psychological problems. In this regard, the uniqueness of the student population poses a special problem in the instructional and learning schemes.

One of the administrators expressed the point that students with a background of failures, who expect an easier road in this school, find that the school will not tolerate academic inactivity. This may be one of the factors contributing to the school's dropout problem. There are, of course, other factors which have been indicated as causes for dropouts. Among them are pregnancies, parental pressure, need to return home, boredom, disillusionment with school for serious school infractions, and so forth. And as one administrator expressed, some students intentionally and frequently break school rules to bring about a dismissal from school.

In spite of the uniqueness and nature of the student body, competition, the dropout rate at the Chilocco school is gradually improving. The school is keeping a yearly record of the number of dropouts per semester, the number of students returning to school after dropping out, and the net number of dropouts per semester and year. In the years 1967-76, the school lost approximately 16% of its initial enrollment, and in the years 1976-82, the school lost approximately 10% of its initial enrollment. This can be interpreted as a retardation of 1.5 to 2 years. But it is not surprising that the dropout rate remains at approximately 35%. This has been an improvement over recent years when the dropout rate was approximately 55 percent. At this point, a complimentary note is extended to the school for its attention to the dropout problem. Additionally, it is suggested that a continuing and institutional encouragement that reflects higher achievement and pride.

SENTRY 89
The psychological reinforcement for the Indian youngster can effect a sharp increase in class attendance and school evaluation.

Although the school maintains academic requirements for graduation, the interviewers revealed that it is possible for students who were chronically absent to survive at Chilocco. The problem becomes that of ascertaining gains in learning and achievement from year to year. This can be determined by conducting semester and yearly testing programs, followed by statistical analyses. The school has been using the California achievement instrument—this can serve as a beginning point for a comparative statistical analysis. A random sample of 49 California achievement tests—grades 10 and 11 (747 enrollment) was made by this investigator to provide the results of a simple comparative statistical analysis. This analysis is listed below:

### Mean Achievement Scores for Grade 10 and 11 Using a Sampling of 71 Students for Grade

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<thead>
<tr>
<th>Subject</th>
<th>Grade 10</th>
<th>Grade 11</th>
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<tbody>
<tr>
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<tr>
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<td>English</td>
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A number of important inferences can be drawn from this type of analysis. First, the data can be used to compare the degree of retardation between these basic skill areas: mathematics, reading, and language. Second, a comparison can be made to determine mean achievement score differences between class groups and within class groups from semester to semester or year to year.

For example, the following inferences can be drawn from an examination of the (1961) data given in the following table:

1. There is a larger gap between the achievement level in mathematics (7.55) and language (5.0) for grade 10. Additional data might be examined to determine whether this difference is the result of an instructional or curricular deficiency, a cultural variable, a learning disability, or in ability of the student to enter the nature of the subject matter (commonly among the white groups).

2. Despite the fact that a greater number of students have dropped out of school by the 11th grade as compared to the 10th grade, the data show a greater degree of relative retardation for the 10th grade group. This raises the question about in achievement levels and gains between ninth grade class groups entering school from year to year, or in reference to the effectiveness of the instructional program in producing sharp increases in learning and achievement from year to year.

It is suggested that the foregoing and similar type of analysis be undertaken by the school to compare 1962-63 achievement data to test information from previous years. This will reveal significant areas of deficiencies among individual students; moreover, it will provide a check on the effectiveness of the curriculum and instructional program on a semester and year to year basis. Data from other types of instruments also can be used to provide other specifications against achievement and deficiencies. These data can then be carefully examined to effect positive revisions in curriculum and instruction.

### Guidance Programs

Although some remediation is given in this school, the overall remedial program should be expanded and intensified to meet the social, educational, and psychological needs of the Chilocco school population.

The diagnostic approach to ascertain areas of deficiencies and needs among individual students, followed by placement in programs to alleviate those needs, should be an important feature in the school's educational thrusts.

#### 3. Counseling and Guidance Program

Using counselors as disciplinarians is not an effective way to utilize professionally trained people. Student disciplinary problems at Chilocco are frequently referred to counselors for discipline measures. The so-called "hour system" is often used by counselors as a punishment for behavior on the part of students.

The interview with students revealed that youngsters often resent the approach counselors on personal problems, etc. At least for the girls, the disciplinary measures are often accepted by some rather than the counselors.

To effect a greater professional and useful service to the student body at the Chilocco school, the role responsibility of the counseling and guidance staff must be given immediate consideration. The consideration should include the following:

1. The primary function of the counseling personnel should be to discuss academic problems as well as personal problems. Further, disciplinary procedures in school should be assigned to the guidance personnel. That does not preclude discussions of the problems in terms of social and psychological understanding; however, the discipline must be handled and administered by other personnel. In essence, the stigma of punishment and blame must be removed from the counseling and guidance staff.

2. Unveil a youngster threatens harm to anyone, the counseling staff must be given the privilege to hold from release certain types of personal data.

3. To accomplish effective counseling, the counselor's background and training should include courses in the behavior sciences—data in non-experimental psychology—sampling and testing, research and measurements, sociology—specifically related to the needs of minority groups—and an internship program in counseling which includes the observation and interpretation of psychological and educational tests.

4. The counseling and guidance department should hold a series of meetings to train teachers in the interpretation and application of relevant test data. Training in the interpretation and application of test data will help reduce some of the malpractices in using test information. Among these malpractices is the self fulfilling prophecy which arises when teachers interpret and use test scores as fixed value, especially with reference to minority groups and lower income groups.

5. In view of the fact that this school has a high proportion of
James Freelon, Education Specialist (School Management), who
also served as Chairman of the Group; Mr. Ray Sorensen, Assistant
Chief, Division of Curriculum; Mr. Horace Myhr, Education Special-
ist, Division of Instructional Services; Mr. Lloyd Watkins, Chief,
Equipment and Training Section, Division of School Facilities; Mr.
Floyd E. Staton former Assistant Area Director (Education) for the
Anadarko Area; and Mr. Frank Quiring, Education Officer,
Anadarko Area Office.
Chilocco Indian School is responsible for providing an educational
program for 1250 students. At present the student body is comprised
of youth from 33 different tribes coming from 22 states. The major-
ity of the students at Chilocco have previously attended private
or public schools and are enrolled at Chilocco due to lack of school
space in their home area or because of academic or social reasons.
According to Mr. Wall, Superintendent, the average student en-
rolled at Chilocco School in 1953-54 came from 1.21 grade 2.11
and 3.0 grade 1. This clearly indicates that the students at Chilocco
school are in need of an educational program that will enable them
to function at their present ability level and progress as rapidly as possible.

APPENDIX

A. ENROLLMENT AND STUDENT BODY COMPOSITION

Enrollment: Approximately 270 students (First Semester 1949).
Composition: 83 Tribes or Ethnic Groups. Some of the students
come from as far west as Washington and Alaska. In fact one-third of
the students come from Alaska.

3. CHilocco Indian School, Oklahoma Program Review Report,
by Robert H. Kizzel, Assistant Commissioner for Education,
Bureau of Indian Affairs.

A. INTRODUCTORY STATEMENT

From November 29-30, 1953, a program review team visited Chilo-
cco Indian School, Chilocco, Okla. The team members were Dr. Des-
mond Phillips, Deputy Assistant Commissioner (Education); Mr.
Superintendent both request a policy statement as to what educational philosophy Chilocco school should follow. There seems to be a question as to whether Chilocco should remain a vocational high school, or vocational programs should be cut back and it be made available to educational programs.

C. PUPIL PERSONAL SERVICES

The review team's strongest impression of Chilocco Indian School was the overwhelming sum of isolation that permeates this school. The problem was determined to be a special status for the young men, who are excluded from the social activities and educational programs. There is a feeling of isolation, as if the young men are kept alone and away from the other students.

The team was convinced that there was a need for a social worker and that the school should have a social worker on the staff. The average number of students in the school was 400, but there was no full-time social worker on the staff.

The team was also concerned about the lack of counseling services for students. There was a need for more counseling services, as well as the need for more staff members.

The team was concerned about the lack of attention paid to the educational programs. The school was stratified, and students were not given the opportunity to choose their own courses.

Attitudinally, the students of this school are viewed as socially isolated and emotionally distant, as problem youth, chronic alcoholics, etc. In short, staff perceptions border on the formulation concept of reaction rather than progression or even the minimal concept of rehabilitation. The lines of reservation are deeply drawn between the autistics (the students) and the staff. This is felt by all.

In addition, there is evidence of criminal malpractice, not to mention both physical and mental portrayal in the past or present staff members. Paralyzing the student's ability to think or act, the school is a place where the student is treated as a machine, with the staff being the operators.

2. Counseling is minimal at best, with the review team viewing it as a lack of personal service and a lack of interest in youth. The following observations substantiate this account:

1. While some psychometric data is evident, and this is fallacious, there is an absence of a sound pupils personal service philosophy or program of Chilocco:

   a. While some psychometric data is evident, and this is fallacious, the entire testing program is extremely weak. Intelligence testing is nonexistent, and little academic scores are available. The latter is evident from the use of the California Achievement test which is notorious for highly spurious results.
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Mental health services by this clinic are limited to a rare psychiatric consultation or examination, the burden of this responsibility falling primarily on a visiting PHS social worker. Her caseload was minimal and limited to severe cases.

5. With the exception of several classes designated for slow learners, no special education program is in existence. Yet some 61 children have been identified as exceptional by a very cursory record screening procedure.

6. With regard to food service, an acceptable daily menu was posted and was being followed. The preparation and serving facilities were well kept and appeared adequate. However, since the youngsters received prepared trays (to expedite feeding and administration) and fast food, the latter was not served. No one was responsible for food intake and therefore dined. For most part, the female youngsters were throwing away the high calorie food such as bread, potatoes, and milk. In consultation with the Alaska children's expressed dislike of Northwest regional foods also accounted for excessive food waste.

Male and female youngsters are served from these lines line-up to wait outside the building regardless of weather. No mixing of the sexes is permitted during mealtime. Guidance personnel supervise these lines and the feeding times. When questioned about this, the principal stated they were on duty in case of a riot.

It was reported that the Boys' Guidance Director had presented a more appropriate feeding and serving plan allowing selection of food and mixing of students. This was rejected by the food service personnel and the Superintendent on the basis that it did not meet the children through the cafeteria fast enough.

7. As for the dormitory situation, some dormitory personnel expressed attitudes of sincere intent and concern for the youngsters, while others expressed perverted behavior as explained previously. In regard to facilities, the male dorm, now two years old, had several construction defects even when new. These have been reported to the Central Office Engineering Division for their consideration. These items included such things as poor construction practices, inadequate drainage, misplaced outlets and utilities, etc.

The girls' dormitories, on the other hand, are antiquated. Modern shower and bathroom facilities had been added to these dorms, but these facilities looked from one floor to another resulting in plaster falling and paint peeling. It was also noted that many of the utilities were being abused by the teachers. The atmosphere of the majors at close.

The rooms were overcrowded in the girls' dorm, yet the boys were not. In several instances, it was noted that beds were not separated and that one or two of the young girls having to lie in bed until their partner gets up. Also, beds had hub in them. In one bathroom the insides of one wall were exposed showing inner plumbing, pipes, etc. One room contained exposed heavy duty electrical wiring at the head of one young girl's bed. The possibility of that girl being electrocuted in her sleep was evidenced.

However, it should be noted that much reading material (Title I Project) was evident in the dormitory and that the youngsters, while overcrowded, were allowed to hang their own pictures and decorate their rooms.

8. The guidance personnel/student ratio is 1:9. This reflects a minimal shortage of 11 people (includes vocational teacher, nurse, supervisor). Combining this with the absence of other specialized personnel, special education teachers, psychologist, social workers, etc., makes apparent a great lack of pupil personnel specialists.

9. Student activities were minimal. The students claimed they had no voice in school affairs, that activities were dictated for them not by them. The student council was only a nominal facade and held no serious roles in school activities. For example, many students claimed to have requested a chance to sleep later on weekend, to establish their own council, to have some say so with regard to schedule, to voice their opinions on the educational programs and their future adult needs, etc. (Student election takes place after a week ballot is taken by a committee comprised of the school principal and the Guidance staff. Teachers, school health personnel, and students do not take part in this process.) The responsibilities they felt were disillusioned them. Because of such denial and the resultant attitude that "no one on campus really cared and that they must really be bad, they drink, fornicate, and act up. Students readily admitted to the Principal that "no one on campus really cared about them and that they were no different from the students outside of the school that did what they did.

It should also be noted that the student council was functioning without a president and a vice president because they had been removed from their elected offices for disciplinary reasons. Interviews with the two deposed officers revealed that a patron (fraternal group) has told them they were kicked off the student council. As a result, the council has not taken place by the governing body of the student council and the staff advisor to the student council. It was stated by the Principal that the Superintendent had attended his St. Bernard's regional school, while the Principal nor the Superintendent had attended his own school.

Student morale is poor; their attitude is that no one cares for them. When asked to them, never comes to their affairs, etc. When asked to them, they maintaine that they are being ignored.

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D. INSTRUCTIONAL PROGRAM

The problem of low morale seemed to pervade not just among the students but throughout the school staff. All the guidance personnel appeared demoralized or disinterested and the same situation was reported to the principal. It was noted that classes were not a meeting, they are not provided with any meaningful direction. Many teachers do not have lesson plans or any evidence that they are being taught.

A most unimportant list of the classes taught by the team members, students were doing work at their desks. No interchange was taking place between teachers and students or among the students in most instances. Instead, the classroom students were busy attending to the answers to questions at the end of a chapter. One student remarked to a team...
The lack of communication between administration and department heads, between departments and between staff members working in the same discipline area is evident. Each discipline is an "island unto itself" in relation to contributing to and being involved in the total educational program. Both the instructional staff and the guidance staff stated that they rarely communicate to each other. Problems in the dorm only get reported to the teachers via vice and vice versa. No system of common reporting has been established. Staff members related at a meeting called by the review team that this was the first time members of each subject matter area had been able to get together to discuss their discipline and arrange ideas with co-workers. People were very positive in stating "we need more meetings like this.

Further comments concerning the instructional program at Childress School are as follows:
1. The buildings utilized by the instructional department are old and outdated; however, this is no excuse for the lack of adequate maintenance that is readily apparent. Classrooms are in need of paint, chalkboards are in need of refilling and repainting, and instruction is being handicapped. Certain teachers and students have expressed concern and have brought up this matter to the administration.
2. The developmental reading program being taught to Mrs. Clark is innovative and is meeting the needs of K students. The utilization of various different kinds of reading materials and devices, plus the availability of the paperback library makes this classroom interesting and a challenge to the student. It is unfortunate that this program is not available to more students as low reading achievement was identified by the staff as being the basic academic problem of the students.
3. Mr. Paul Sanders has visited Childress school and arrangements have been made to implement ISOBES Patterns and Procedures (Special Materials) by providing all books, manuals, supplies, materials, and equipment which are necessary for this program. This will upgrade the science curriculum.
4. Workshop classrooms (grades 9 and 10) reflect much more teacher and student involvement in this instructional area.
5. The fine arts curriculum should be integrated into the regular class schedule. At present teachers have to meet with students before and after the regular school hours. A situation of this kind creates too much outside competition for the fine arts program to cope with and inequitable demands on the fine arts teachers.
6. The basic textbooks in many of the discipline areas are outdated and short in supply. Supplementary materials for teachers and students are practically non-existent and lack of teaching supplies and materials create hardships on teachers who are responsible for classroom instructional programs.
7. The present requisition system being utilized provides that requisitions are directed directly from the department heads to the Administrative Officer. The Principal, who is the director of instructional and curriculum development, is disinterested and has no knowledge as to what is being ordered to carry out the instructional program.
8. An excessive amount of equipment that is obsolete and is not in use at Childress School is in storage (Examples: 25 film projectors). It is most difficult to justify new equipment when property inventory shows an overabundance. Survey action is necessary to dispose of equipment that is not currently being used.
9. Business education classes are in desperate need of calculators and adding machines for student use in bookkeeping.
10. The policy concerning department heads and teachers utilizing student cumulative folders is not clearly defined by the administration or understood by the staff. In any event, at a meeting with department heads, it was obvious that availability of and use of student folders was not clear.
11. Students at Childress School are not involved in an extensive program of field trips to provide educational and cultural enrichment.
Two GSA pool loans are available at 6.5% cash with a minimum charge of $200.00 per month. Administration states that pool loans and funds available are not enough to meet the needs of the student enrollment.

Another significant observation was that 10 percent of the approved Title I Project was not in operation. There was little or no activity in getting any of the Title I components underway. For example, the reading program, the new language program, the counseling, and the guidance are not in operation.

In total agreement with the Assistant Area Director for Education's recommendation, the Superintendent should be removed immediately. His successor should seriously consider the immediate replacement of the top school people if need be so that he can reorient the entire school program.

It is obvious that the physical and mental abuse of the young people of this school should be investigated immediately and appropriate action taken against those guilty of such inhuman behavior.
2. While financial deprivation appears to be a common characteristic, every effort should be made to stir the creative imagination of the entire staff in the utilization of the facilities they have. This could easily be done with the proper leadership and the involvement of both teachers and students. In conjunction with this, lines of communication must be established between all departments and staff members and with the students.

1. Immediate effort should be undertaken to rid the schools of the "failure-expectancy syndrome"—the concept that Indian students are stupid at best, troublemakers, and inferior to others.

2. Psychological services should be initiated immediately to attempt to rectify the serious damage done to these youth. A comprehensive testing program should be started, to identify the intelligences of youth, the correlated achievement status, the vocational and career potential, and any serious emotional upset, either present or potential.

3. As a result of the above, a worthy qualitative counseling program should be initiated, both on an individual and group basis. This program should be innovative and creative rather than spending only as a reactionary program.

4. A closer relationship should be established between the school (instruction and guidance) and the community. The latter should be viewed as including the D.H.H. health center, the business community, mental and physical health specialists, recreational and other community activities.

5. D.H.S., in conjunction with the school personnel, should make arrangements for adequate staffing of the health center. It just does not make sense for a sick child to get up from bed rest at closing time, return to the dorm for the night, and come back to the health center in the morning.

6. The aforementioned testing program should coordinate with an intensive physical-education program in order to identify those youth in need of special education provision.

7. Special education programs should be established for the handicapped and non-handicapped child. In certain cases, this might necessitate the transfer of younger students to communities providing services (e.g., deaf children to schools for the deaf, etc.).

8. The staff and students should resolve a more appropriate student planning and student activity program which will permit student involvement in school affairs. The student council should function in accordance with established and approved constitution.

9. Campus security is a problem requiring attention, in that country roads through the school property and it is difficult to control speeding auto or unwelcome visitors who pick up students or make deliveries of supplies to them.

10. The staff at Chilocco school should evaluate the Title I Program components through determining the needs of students in priority order and reorganizing apparent savings resulting from the late starting of the project to meet those needs. Future Title I proposals should have much input by teachers and students and should be innovative.
times the one parent (or both) will be an alcoholic or at least a heavy drinker. This fluctuating home life creates insurmountable problems for a child trying to adjust to the normal school environment. The social worker on the reservation the child is sent to

So, from all over America—from Miami, Fla., to Point Barrow, Alaska—from Shoshone, N. Mex., to Cherokee, N.C.—come to Chiltepe. They all have different backgrounds. Each tribe has its own heritage and cultural differences. And within tribes, there are sometimes such great differences in dialects that they can’t understand members of their own tribe from a village 50 miles away. Some come from Cities as large as New York or Miami while others live in a mud hut 50 miles from their nearest neighbor on an Arizona desert. There are large differences in the social levels of the Chiltepe student. Some are sent to Chiltepe because they are not intellectually challenged at their public schools. They become bored, rebellious, and finally a discipline problem. They have been ordered to turn him in a boarding school. On the other hand, some drop out of public schools because of emotional problems or a lack of elementary forms of learning. Some cannot read or write above a second or third grade level. The economic conditions the students come from vary very, very greatly. Some come from moderately well-to-do families while others come from families that are extremely poor. The moral standards of the students vary very much. A large percentage of the students have been exposed to alcohol at an early age; but others are from very moral families who live in villages that completely forbid the use of alcohol.

So, it can easily be seen that Chiltepe is a very heterogeneous mixture of students with all possible backgrounds, intellectual abilities, and ambitions. Their only common union is that they are all labeled "American Indian." It seems that they should all be treated as such and that they should be indiscriminately put into the same classroom and given the same "education." Three kids have no more in common with each other than do the Mexicans of the United States. They have no more in common than do a group of intelligent wealthy New York students with a group of ignorant poor Mississippi students than it is to try and educate these Indian students in the same classroom. The Chiltepe teacher is forced to teach at a median intelligence level. But in doing so he doesn’t get through to the great majority of students. The smart students are bored as they guess ahead. The dull students don’t know what the teacher is talking about, so they go to sleep. When the teacher asks a question and the students can’t answer, the teacher doesn’t understand, and sometimes isn’t much of a class left. It is not uncommon for a classroom at Chiltepe to have over half of the students asleep while the teacher is giving the lesson.

The Chiltepe students are very quiet and unresponsive in class. The lack of classroom noise and enthusiasm is apparent when one first enters the room. There is no student excitement. There is no spontaneous laughter. There is no spontaneous argument or discussion about anything that happens in the classroom. The students are listless. In general, they don’t have the characteristics of a dynamic and highly motivated child. Each student is an island—an unresponsive, isolated island. He may be thinking about school work or he may be thinking about his

house several thousand miles away. If he is thinking about the classroom, it may be genuinely interested, or he may be bored; but the point is, his teacher and his fellow students never know which. There is no spontaneity in classroom work. Everything is forced and strained.

And no wonder everything is forced and strained. With the students from so many different home situations and with such wide cultural backgrounds it is not surprising that to most students it is a "foreign" situation. Many of the students are qualified for high school in age only. They are not qualified either academically or emotionally. Many, notably the Eskimo children, have had very sheltered and innocent lives previous to coming to Chiltepe. I talked to one Eskimo girl from Point Barrow, Alaska, and I asked her if she had ever drunk before. She said that not only had she never drunk, but alcohol was forbidden in Point Barrow. In contrast, there are a few of the students who should be at home in a reform school or penitentiary. They have been exposed too rough life and they are hardened beyond their years.

On a spontaneous note, I have noted to my students: I asked them what they would like to do during the day. One the girls had been kicked out of public school in Oklahoma several times and that she was a hard-core delinquent, and that she would like to "not drinking on some dusty road." So, all of the students were thrown together at Chiltepe. None of them have ever been away from home in their lives. They are taken away from their homes when all they know was the burning or boiling or burning at home mixing of their families. Their freedom is taken away and they are put in the sterile environment of Chiltepe. They come from wide areas of America where they have all the freedom they want or they come from very poor families that have allowed them to run wild all their lives. They are put at Chiltepe, ordered for the first time in their lives to try and "behave" for nine months. Chiltepe makes a conscious effort to force the limited education that is there; it forces the students to try and educate these Indian students in the educational advantages that it thinks important. There are special educational and cultural activities day and night and the student barely has enough time to sleep, but they don’t get to do the little things that to me seem so important for the proper growth of a young person. They don’t have the freedom to take a walk more than one hundred yards from campus. They can’t go down-town shopping. They can’t go into town and see a movie or a musical. They don’t even have the freedom to go into town and get a coke at a drug store like any other teenager. These few even have the little things to have mixing from life, but if you can imagine the small things to have mixing from life, they don’t have the freedom.

As one of the teachers at Chiltepe said, the student "was a captive student" and the longer I was there, the more I agreed with him. With each day they lose a little more of their zest for life. They seem to be more that the school was built for the purpose of educating American Indians, and not as individuals. They seem drift into silent contempt with the rest of their classmates. And after four years, some of them don’t even have enough spirit left to feel contempt.
This lack of spirit seems to be a big problem at Chilocee. It seems like every time one of the students does a little spirit or exert himself in any way, he is quickly put in his place. Being number one is the big sport at Chilocee. The Chilocee boxers were well known in the area and they have produced several champions. The boys liked the sport because it was a healthy outlet for their aggressions. The sport was discontinued, though, because the administration decided that it was too rough. Chilocee also used to produce champion football teams. Now, however, they won few games. I talked to one of the sophomore boys and he said that he had thrown a block too hard one time and the coach pulled him out of the game, and slapped him in front of his teammates. He never played again, and he said that next year he would go back to his public school in Montana where the coach had offered him a place on the team. A good example of lack of spirit occurred near the end of the year at the Pageant. The Pageant is a biannual production that the students put on to show the cultural heritage of their different tribes. This seems like a very good idea. It should be a fun-filled occasion which would make the kids proud of their heritage.

In fact, however, in the weeks before the pageant, the teachers do ninety percent of the work. There is no interest or enthusiasm on the part of the students. This is only one example of the hard work teachers must put in with no encouragement or help from the students. It's a frustrating experience to work night after night on a thankless project. It's degrading to a teacher's ego and confidence in himself to work this lack of enthusiasm day after day, year after year. I invited several friends of mine up to see the Pageant. They said that when they first arrived on campus they could sense the quietness and lack of spirit in the students. They said that there was no shouting or loud laughing that would be evident at any other high school. The Pageant there was no spontaneous laughter or applause. The students just sat there and it was over when the band went back to the dorms.

This lack of pride for their emotions can result in bizarre happenings. A few of the students will sometimes sneak out of their dorms and walk into town to buy liquor. They then drink it as fast as they can in a recreational area about a half mile from the campus. The administration isn't aware that this happens occasionally and it is very hard to guard against without imposing prison restrictions. Then weekend or so some of the boys, and girls, can't stand being cooped up any longer, and they drink all they can stand—sometimes more than they can stand. Last Easter morning one of the Chilocee boys from Montana was found dead from too much alcohol. I talked to one of his teachers and found that he was a very nice and obedient student in class. He always handed in his assignments and was never a problem. He apparently could stand it no longer and drank himself to death. I don't think he died of an overdose of alcohol but an over-dose of having his spirit crushed. At the same time, drunk one of the students was found dead from too much alcohol. This is one of several cases of suicide among the students. One of these boys was talking to an older student and the older student told him that he had been raped by several boys the year before. Not only this, but the boys and girls at the local high school were the school drummers. Looking for a place to be alone, boys and their girl friends have many times broken into the building which houses the auditorium. Since no display of sexual emotion is permitted on the campus, since the students are not allowed off the campus, it is no wonder that they must burst into buildings to be alone. I was in one of the rooms on the top floor of the building the day after some of the students had been there the previous night.

There was a gaping hole in the ceiling and one of the boys was littered with material that had broken away from the ceiling. I asked what had happened, and was told that some students had broken in. I assumed that it had been broken into for personal gratification, but when I looked around the room I couldn't see any evidence of destruction. Nothing was turned over, and the boys were in perfect order except for the hole in the ceiling. I asked why this student had broken into the attic, in hopes to "build a love nest." At the time she didn't say why the hole was there, but several days later she told me that the principal had followed through the ceiling. I was surprised that while he was trying to catch some of the students, he stopped on a weak section of the ceiling, and fell fifteen feet into the room below.

The few delinquents at Chilocee give the whole school a "reform school atmosphere." A small number of the students are at Chilocee because they can't get along anywhere else. These students feel that administration is too strict with rules and regulations. As a result, many teachers categorize all the students as "delinquents."

They are, however, at Chilocee because they can't get along anywhere else. These students feel that administration is too strict with rules and regulations. As a result, many teachers categorize all the students as "delinquents."

Of course, they only wear their clothes when they are trying to look cool in class when they are thinking of "peacemakers." In fact, they only wear their clothes when they are trying to look cool in class when they are thinking of "peacemakers."

They then go back to their dorms and wear their clothes. They, therefore, have developed an appreciation for their clothes. Their clothes become a shifting, flexible, organic piece of their own personal moral fiber. They, therefore, have developed an appreciation for their clothes. Their clothes become a shifting, flexible, organic piece of their own personal moral fiber.
At Chillico, however, there is none of this classroom or community feedback. The bad teachers are never criticized and the good teachers are never praised. After a while even the most dedicated gets a "what's the use?" attitude. They lose confidence in themselves and no longer develop positive symptoms. They do things that would be considered "stupid" in a public school situation. One of the teachers told me, "(the school) is not an environment where they can develop into anything. Another of the teachers, as do several others, speaks in a loud, accented voice. It is to me a room several times while the students were studying and I thought, 'Is this the way to teach?' of the students at twenty or thirty years old. I am not saying by any means that the teachers were trying to "teach" in a public school. The teachers do not teach anything to the students. Hitler and his followers have taught in public schools at one time or another and have a good record. I am trying to say that the whole system at Chillico is in conflict. As one of the teachers told me, "You can't change Chillico, but Chillico can change you." I say without hesitation that most of the teachers came to Chillico because of humanitarian reasons. They saw the pitiful situation and truly wanted to help, but after months of rejection and failure they either quit or they began looking at it as an eight to five job with no obligation to their students.

I think that too often the students are not allowed to compete in the world outside of Chillico. I talked to the band director, Jerry McCullough, and he said that he would like to take the band on more trips to compete with other bands, but he said that it wasn't the policy of the school. He said that the Superintendent, Dr. Wall, had limited the trips because the students were not allowed to compete. The band members are not allowed to travel with some of the surrounding public schools and Dr. Wall apparently doesn't want to see them hurt if they are defeated. Mr. McCullough, who is a very capable band director, says that a realistic defeat now and then might be good for them. Dr. Wall may not want to hurt the students but he is doing them a greater injustice by not letting them compete.

The annual achievement tests give an indication of the effectiveness of Chillico on the students' education. However, most of the students are put there because they have not done well in public school, but there are many who are very intelligent and have just not had a pleasant school experience. The California Achievement Tests are given to the students every year. Of the tenth grade students, those who should have benefited the most from Chillico only six of two hundred are above the national average. Most have a test average of two or three below the national average. It's hard to believe that four years at boarding school produces no better than a tenth grade student with a seventh or eighth grade academic mentality.

I've done a lot of criticizing of the school but I haven't offered any solutions. Considering the heterogeneous background and cultures, I don't think that a federal boarding school is the answer. The administration at Chillico is for the most part made up of dedicated people who do what they can. Many of the teachers are also dedicated and they would be excellent teachers under other circumstances. Money isn't the problem because money is poured uncollected into new buildings and facilities. But I think that considering the different backgrounds and abilities of the students, all the good intentions and money in the world couldn't change things.

I think that sending the students to boarding schools within fifty or one hundred miles of their homes would be more reasonable. This way the children would be closer to the people they understand. They would be with their families on important days such as Thanksgiving and Christmas. They would be going to school not only with American Indians but with "American Whites." They wouldn't be individually lumped together under the vague heading of "American Indian, but they would be put with children of their own ability and background. Chillico was a noble idea and years ago when most of the students were from Oklahoma it was a good idea; but it is just too much to expect a child from a remote Indian village to become assimilated into middle class life as far from his family and the things he loves. The only result is that he regresses further into his shell and finally gives up hope that anyone really understands or wants to help him.
D. Flandreau and Pierre Indian Schools, Flandreau, South Dakota, and Pierre, South Dakota

1. REPORT PREPARED BY FRANCIS HAMILTON, PETER PETITJOINT, AND ROSEMARY CHRISTENSEN, BY THE UTEP MIDWESTERN EDUCATIONAL LABORATORY, JANUARY 17, 1969.

A. SUMMARY

This report results from observations and data collection by a four-member Laboratory team which visited the Pierre Indian Boarding School, Dec. 10-14, 1968, and the Flandreau Indian School, Dec. 16-18, 1968. Because the Flandreau visit was cut short by blizzard conditions, the school was revisited December 16-17 by one member of the team. Although the two schools are understood to have begun as educational institutions to serve children for whom local schools either were unavailable or were difficult to reach, their purpose has radically changed. At least 45 percent, and perhaps more, of the children are now referred to these schools as so-called "special reasons"—broken homes, absent liability of parents to provide care, juvenile delinquency, etc.

Therefore the typical pupil is afflicted by a wide range of pressures. He may be at the school against his wishes, or suffer from insecurity accompanying family disintegration. He may bear the scars of racism against authority, or feel lonely and have no prospects of useful, satisfying life ahead.

In spite of this, the schools are staffed in a traditional pattern, with relatively few special pupil services. School psychologists, guidance counselors, special education specialists, welfare workers and the like are not available in these schools in the ratio that would appear warranted by the exceptional nature of children. Instructional staffs appear to equal other public school staffs, in the state in training and experience. This is not to say that school staffs generally are as good as they should be. Training, either preservice or in-service, for the particular problems teachers face in these Indian boarding schools, is minimal or does not exist at all.

Instructional aids as the dormitory personnel are called, are expected to act toward their charges as a parent or older sister, or uncle and to be generally supportive of their children's personal and educational growth. They fill one of the most difficult and sensitive roles in education, yet there appears to be no systematic plan for their training, professionalization, evaluation or retraining. Their working hours are largely occupied by housekeeping duties, rather than guiding and supporting the children.

Decisions to send children to boarding schools are made at the local level and may well be one of the most vital effects upon his life that a child will ever encounter. Once in the boarding school system, he is not likely to leave it. The decision-making process by reservation school administrators, social workers, tribal council, and the courts—would be doubled.

The work of the educational process in these schools is uncertain and will continue to be unknown until such time as adequate records and analyses are undertaken and maintained, with adequate procedures and analysis, no decision to improve these schools can be reached until these facts are known. The schools should also be examined in depth to determine the relation of plans and operational personal, and instruction—to ascertain the expenditures for components of the schools.

Despite the existence of "student councils" and "dormitory councils" the genuine involvement of pupils in their own government was not apparent to the visiting team. Administrations have simple echoes of the unrest today that has spread from universities downward into the public schools and across national boundaries. It appears that genuine community and student aspirations for some time to come will result in serious confrontations in the future.

The Laboratory team was headed by the director of a reported almost 25 years at developing better teaching preparation and classroom practices in Indian schools, and included two professionals working on the development of similar preparation and practice for Indian schools.

One of the latter, a graduate of reservation schools, was able to establish good respect with pupils.

However, the Laboratory acknowledges that its examination was too brief to become the basis of a really authoritative study. Children tend to give responses they think will please questioners and get them off their backs in the shortest possible time. Sheddings of personal relations, strengths, and problem areas are not likely to be perceived in 1 or 2 days. The Laboratory understands that much of its was gathered over a long term at Flandreau in preparation of what is known of the Krush report, referred to later in this document. It would be useful to examine that material.

B. Flanders

The Indian Boarding School at Pierre has a normal capacity of 280 pupils in grades 1 to 14. At the time of the Laboratory visit, the count was 253 boys and girls, whose ages ranged from 6 to 16.

The school is situated just outside the town of Pierre, South Dakota's State capital, and close by the Missouri river. Buildings are generally well-kept, clean and serviceable. Dormitories are fairly new, well-used and serviceable. Education is fairly new; grandparents tend to be more assertive and provision for both outdoor and indoor activities is minimal. A $12.5 million building program has been under discussion for two years. An adjusted 1% has been approved, and a 1% of the amount set aside for good light.

Pupils are of a wide range of ages, from 6 to 15. They were commonly exhibited a good natured and bright appearance and were friendly with each other. They tended to be well-behaved and appearance conferred favorably with that of children in public schools. The laboratory team. However, no child interviuod by the visiting team could answer the simple query: "What do you want to do when you grow up?"
The academic program at the school appears to be no better, no worse, than in public schools, but pupils come to school with low achievement records (averaging 24 years behind national norms in most subjects) and, for at least one year, no concerted effort is made to remediate. Pierre is proud of its single course in Indian culture and pupils expressed pleasure in the course. The laboratory's own component on Indian education advocates the curriculum, but believes they should be offered in all grades, rather than only the 7th and 8th, as is true in Pierre.

Twenty-five pupil personnel records were examined in depth. Although the records were not as complete as they could have been, they showed only one pupil had been initiated the admission procedure. Nearly all came from broken homes. The highest educational degree achieved was ninth grade, achieved by only one parent among the 50. Five pupils were raised in homes where only Indian languages were spoken. Five pupils of the 50 studied had run away from school at some time. Runaways were required to write "explanations" for their act; many said simply that they had been lonely.

(2) Admissions

There is some irregularity in the admissions process. For example, the school was described as being overcrowded for 30 pupils at the start of the school and that after correspondence with the agency, eight applications were still missing. Medical information sometimes did not accompany the application. The two evidence halls, for example, frequently, the academic record is incomplete and social summaries are outdated and too briefly; particularly for pupils from Standing Rock and Rosebud. This information must be obtained at some expense, perhaps from the family. Some children have no legal guardian of record; others have tribal court-appointed guardians. (The State does not recognize the tribal courts.) Custody of 33 pupils was in doubt.

The school is working at clearing these up. The single social worker commented that only two pupils definitely do not belong at Pierre, and they were notified and removed. Children as long as to attend them later. There is no evidence of any pupil who is mistreated, is suspected but not proved. Very few relatives visit Pierre and the children maintain only minimal contact with other agencies, including home reservations.

(3) Town and School Relations

Only minimal social relations exist with the community, despite attempts of the Reverend, (who is a former Indian), and others. Mental health workers in Pierre felt the community was indifferent about the school and thought that few residents realized that children lived at the school the year round.

(4) Other Government Assistance

The Pierre office of the Division of Child Welfare said that the division is not always informed of children assigned to it by courts, and that a number of these were located "lost" in the Pierre records by the school's social worker. The DCW attempts to place children in foster homes in preference to boarding schools. With more staff, the division has been able to find more homes this year, and attempts to remove the boarding schools for hard-to-place youths.

A Lutheran minister expressed concern for the school's isolation and suggested that if the school was to continue, perhaps it should be a boarding facility, allowing the children to attend public schools in Pierre. As he thought relationships would improve it the community, could share school facilities, such as the gym, with other groups and the dormitories in summer.

Prejudice is expressed by some Indian and white groups, and it is denied by other Indians and whites sources. The public is said to be unaware of the school's existence in Indian culture, and the Indian Student但也 tends to be ignored, although acceptance is gained by athletic prowess. The feeling of "being out of it" was offered by the minister as one reason that Indians seldom graduates from the Pierre school system.

(5) The Non-Academic Care of Young Children

The vulnerability of the kind of social care comprising the school population, and the critical nature of the growth and nature generally at this age are well documented by others. Pierre is a small, child-centered, and forms compliance with long-established cultural patterns which may be well suited to the needs of the parent. There is a feeling that matters operate more for the maintenance of the children's welfare. Some of the apparent conundrums may be related to family or other goals, but it seems observed that with several options available, the school often chose the one least compatible with the nature of the school population.

Example: a poster with legend: "Litter, ugh! Keep um clean" displayed in a community office room. A great deal of attention is placed upon personal cleanliness and grooming. Weekly counseling classes at night encourage cleanliness, and they are falling academically, and sometimes run away taking other children along, only to abandon them later.

There is no evidence of the school attempting to "inform" or "educate" with the intent of teaching children. A great deal of weight is placed upon personal cleanliness and grooming. Weekly counseling classes at night encourage cleanliness, and they are falling academically, and sometimes run away taking other children along, only to abandon them later.
it is doubtful that any pupil ever read either of them all the way through. The visitor speculates why it is necessary that these children of the former group grow up with a false sense of security. There were remarked that the boarding schools in other days were all raised to take a few children but that for some reason the practice was abandoned. At least a friendly dog or two would appear to be a not unecessary beast upon the staff. It is also to be wondered at why, with such an obvious need for recreation, the gym is not open on weekends. (Staff told the laboratory it was, but this was contradicted by pupils.)

Although severe winters limit outside recreation, the dormitories under only a couple of heat-up TV sets and a handful of paperback books. The visitor is led to a conjecture that a library could be assembled from the funds required to send one staff member to an Indian conference. The hard-pressed instructional aides tried to provide a hobby session for groups of 15 pupils once a week. Kitchen supplies were readily available, but materials for model building, linning, or sewing were provided at a cost to the aides.

Children were seated at tables according to age and residence hall, which worked to the apparent cruelty of keeping brothers and sisters apart. Once child told an interviewer he could meet his sister only unreasonably and that they would be punished if caught.

Pupil involvement in nearly Pierre is largely limited to “town days” during which children can walk the streets and on occasional day clothing supervision. They are apparently allowed to go to occasional movies, but this requires that the child have some store of money. Many do not. Some effect is made by churches and civic organizations for parties and a limited amount of intermingling. The school policy disregards entertainment of pupils in the faculty home. (Pierre police told the laboratory children a problem on these visits, the sheriff said there was only concern was that the checking on runaways, which were not unusual early in the school year and which sometimes involved cars.)

Attendance at school church service compulsory. Pupils said they were disciplined for attempts to evade it. The stated school policy disowns corporal punishment although some presented told fromvisiters. Younger pupils werespanked during their introduction to school to show them how to shape up. Six boys they believed that classes are teaching to manipulative sides of troublemakers and that “they really got it” in the dormitories. (These reports were not substantiated.)

(6) Training, selection of key personnel

Staff people closest to the pupils are the instructional aides who preside in the dormitories. One psychiatrist with great experience in Indian schools believes the ratio of aides to pupils ought to be 1 to 15. M. Pierre it is 1 to 60.

The aides are the unique job in education. They are supposed to be parent, uncle, aunt, older brother or sister, cousin, teacher, drillmaster, and heaven knows what else to their children. Their lives in the dormitories contrast with their charges (who usually are four in a room). The laboratory understands all are of Indian blood, and at least some are graduates of the very school in which they serve.

There apparently is no conceptualized statement of what these people should be or how trained. A high school diploma is the only educational qualification. Some have had some additional college but the amount and quality of this preparation was obscure to the laboratory. Perhaps there is no easy way to judge the effectiveness of such paragons, but it appears that it would be a good thing to attempt to set up some guidelines. It is doubtful that any systematic understanding of exactly what these aides are required to do and what is the best way to train them exists. Their intangible role is one of guide and mentor. Actually, they spend most of their time cleaning floors, counting lines, and other maintenance chores.

The casual preparation of aides is typical elsewhere in the school. The laboratory learned of no required preparation for the specialized jobs involved in a teaching in an Indian boarding school with an extreme ratio of pupils admitted for “social” reasons. Nor was there any serious intraschool program of training followed. One laboratory visitor was perplexed by the comment of a young teacher who said the “would not want to be biased” by any advances training for her job, that no other teacher was of Indian blood.

A social worker has added to the staff this year. The laboratory regards this valuable but inadequate in view of the range of personal problems already described. A counseling professional was employed for a limited number of days in other years, but apparent this practice has ended because the school is too far away for him. The whole area of mental health of the pupils appears to lack an organized and sustained effort on the part of the school.

(7) Performance analysis

Pierre is lacking in the systematic collection and use of pupil information. There is no follow-up on children who leave the school, except an inadvisable one conducted through the personal enterprise of a teacher. This is presumably too crude to serve as a basis for decision making. Considerable information exists in the school’s records, but the laboratory was made of it. Data collection and organization was not on the part of the school to understand the nature of the pupil population and the effect of the school’s programs.

The laboratory examined budget categories, but 10% was used to extract from the BIA-prescribed forms the kind of fiscal knowledge that would lead to an analysis of each part of the school’s operation and the costs of the various components. Again, the laboratory notes the prospective investment of $1.2 million in the school plan. Most knowledge of the nature of the children, the educational process, and the cost effectiveness of the present and optional ways of operating the school would appear to be vital to the wise investment of new money, especially in the design of the plant and the staffing pattern for running it.

C. FLANDERS

Flandreau Indian School, a high school accommodating two pupils, is pleasantly situated on gently sloping, wooded hills near the town of Flandreau in eastern South Dakota. It has a long history, having originated as a private missionary school in the 1860s. For the rest of its history, it has been a vocational school, but owing to BIA policy
The school population

Children are admitted here for exactly the same reasons they are taken in at Pierre. Home is broken, the mother (or father) has disappeared or is regarded as incompetent by court, social workers, or tribal authority, or the child is the ward of a court or the tribal council.

Grades in general are quite bad and achievement is averaging 85-95 years behind the national norm. According to survey records (followup studies of Flannan graduates is just beginning) 12 percent of last June's graduating class scored at higher education. In view of the fact that under the most favorable family socio-economic conditions, half of college graduates fail to graduate, the insistence on academic proficiency is apparent. (Of students interviewed by the labor:deau, only two disclosed ambitions that involve higher education; the others wanted to "blue collar jobs.")

The background, ages, and restricted lives of these children would appear to make them subject to the common urban behavior of teenagers everywhere. Conferences with civic authorities in Flannan and reference to pupil personnel files indicated that this condition existed but that it's probably no worse than in "normal" school communities—some glue sniffing and injection of substitutes for liquor (it is apparently unavailable, so route is made to illicit, hair tonic, etc.). The school appears to be sitting on a terra cotta clay soil which is the majority of boys and girls at an age at the maximum sexual drive without the presence of guidance and support of adult relatives. (Effects of the mental health problem at this and other Indian boarding schools are the subject of study: a later Flannan P. Kush, M.D. with others, produced the paper on the subject published in February 1966 issue of Journal of American Psychiatric Association.)

The objective of Flannan

The statement of purpose appearing in a handbill published by the school described it as the preparation of "young Indian boys and girls for post-high school training and to participate in the social and economic life of the nation." This was further defined by the...
The guidance officer was able to provide considerable test information about pupils. The Iowa test of educational development, administered to the incoming freshmen, showed an average to be about 25% below grade level, and in the lowest quartile. The test administered to 11th graders produced slightly lower scores. (See Flandreau Indian School, hometown report, Nov. 1, 1967, TEED test results, attached.)

The laboratory team's impression is that career counseling is insufficiently stressed. Bulletin boards in the main academic building carry a few items about jobs—U.S. Civil Service and nothing about the possibilities in private commerce and industry. A business methods teacher, asked about job possibilities for graduates, answered only that some inquiries were received from tribal costume and flintknapping. The machine shop instructor appeared to be enthusiastic but provided only basic skills. The shop appeared to lack modern machinery which an apprentice in private industry would be expected to operate. The shop was somewhat better in welding: new welding machines were acquired as a gift and the instructor was confident of his students' ability to succeed on the job.

Flandreau's home economics department, specializing in training of waitresses and male food handlers, impressed the team. Some students were able to get a little work in Flandreau and plans are underway for more outside the job training in Sioux Falls, 40 miles away. A small but attractive "testroom" provided a well-prepared, nicely served lunch. However, one visitor reported that his waitress had difficulty in computing change for less than $1, and an adult told him that his student help "couldn't read well enough to distinguish a can of peaches from peas."

Random inspections of the buildings and discussion with staff produced such comments as a belief expressed by the new principal that the greatest need is for student activities building, which for one thing would help improve boy-girl relationships. Much sympathy was expressed for the social service department and the short-range needs of students. After hours help is given to students who want to work in these departments.

A Lutheran social service worker and a Brother from Blue Cloud Abbey spoke of their difficulty in finding jobs for students. They were able to place only five last summer. Students are sometimes taken to the Abbey for group retreat. A remedial education specialist at the home economics department felt that more work with the student department was needed to upgrade course material; the home economics curriculum was said to be insufficient to prepare students for advanced training in nursing and home economics.

In review, Flandreau, as Pierre, appears to be operated solely by educators for students referred to the school by social workers. Children are removed from the scene of their problems, in the new on-campus and State mental hospitals traditionally operated. Practices which lately are being abandoned in the light of current social and psychiatric thinking, and some food products such as those prevailing at these schools, that just enough damaging evidence is presented to support removal of the child from the home community, but not enough to precipitate removal at the school. If the child fails, he is transferred back to the home, or another boarding school, training school, public school. At the border, the child is lost completely.

We do not know what stress is created in the child by removing him a great distance from his home but suspect it is severe. Repetitiveness appears in order concerning the philosophy of these schools. If they are to assist in the reformation of the Indian youth, there appears to be a need for vigorous advancement of relations with their surrounding community. If they are supposed to return children to the reservation, then the reservation is to become the school and the latter need development.

A. RECOMMENDATIONS

An examination of such a lively organization as a school located on a reservation or a few miles away is probably better suited to a professional educational study and a publication than a short-notice call on one school and a neighboring Indian community.

Yet, it was long enough to stimulate some thought. It was felt at Flandreau and Pierre, a Magnificent opportunity exists here to make these schools outstanding and thus to look back into the Indian rich human resources now squandered through contact with alien ideas and frustration of the children.

1. The objectives for the schools should be reviewed and determine whether they are to be purely educational institutions for all young Indians or if they are to be, as they essentially are now, orphanages and custodial and remedial agencies.

2. As a corollary of recommendation No. 1, the force must at a local level to place children in these schools be examined to ascertain if families, children, the law, and the State are at their maximum possible goal.

3. Staffing patterns should be subjected to needs of the pupils. The schools continue to be operated for children to "teach" each other, to encourage the proportion of education specialists: skilled social workers, nurses, guidance, counseling, and religious personnel should be sharply stepped up. The social workers need more time to work with the academically weak. Even the best of teachers are useless if they are not a part of the total program.

4. The schools' mission should be sharply defined. It is not humane or efficient to allow a child to remain in their present position by practicing on the defect. It is necessary in the integration and development of instructional aides and must be made of high priority for the study of ways and means to accomplish this.

5. Many more job opportunities should exist for young Indians—note not more that this would cost more. Much of the ground-breaking, planning, upkeep, cleaning, and minor repair, as well as laundry, and so forth could be done by children who would be taught in the process.

6. A system for collection and organization of pupil information...
affecting the child's performance before, during, and after his experience in the learning school should be established. Modern school administration practices are based on such data.

7. Application of modern programs budgeting and cost-effectiveness analysis would provide investment tools for more efficient operation of the schools. No illusion about total costs being laid down or reduced should be entertained, however. Education economists are predicting that public resources allocated to schools will double or triple in the next decade if the schools are to meet demands against them.

It is not likely that Indian boarding schools are any different. If graduates are to leave the system with a fair chance of participating in the technological world of the next few decades, they must be prepared. Most Indian boarding schools will lose substantial gains. Dangerous losses are in prospect however, if their preparation does not meet the demands of the times they face.

2. FLANDREAU INDIAN SCHOOLS, by VIRGINIA SWEET, EDUCATION CO-EDITOR, FLANDREAU INDIAN SCHOOL.

A report prepared by Mrs. SweeT for the teaching staff at the Flandreau School and made available to the Indian Education Committee.

FLANDREAU INDIAN SCHOOL,
Flandreau, S. Dak., November 1, 1968.

To: Teaching Staff
From: Mrs. SweeT, Education Counselor

Subject: Iowa Tests of Educational Development Test results grade 2 and 11.

Percentiles based on the school average show to what extent our school is doing in relation to other schools around the country. If the percentile for a higher grade is lower below the school average this does not mean no progress is being made in our school. Rather, it means that the percentile is made in the typical school.

The first Iowa Tests of Educational Development (ITED) is a long, exhaustive test for our students. But, other schools report the same for their students. The test norms are based, again, on middle class non-Indian students; however, this does not mean that we are not our students from competing in such a society. The test results indicate that they are below average in academic achievement.

VIRGINIA S. SWEET, Education Counselor.

3. IOWA TESTS OF EDUCATIONAL DEVELOPMENT—8TH GRADE AVERAGES

One hundred sixty-six 8th graders coded into the ITED grid code the following information:

Field No. 1—code number assigned to one of six groups of feeder schools from which our 8th graders graduated in the 8th grade:
1. Winfield
2. Pierre
3. Other BIA
4. Public
5. BIA Boardings—Public
6. Parochial

The High School Placement test composite grade equivalent and the grade equivalent of the Diagnostic Reading Test was coded into fields 3 and 4.

The scoring service reported averages of the ITED standard score on each sub-test and composite score for each of the six groups and grade equivalents averages for the ITED and DPT for each of the six groups. The number for each group is listed next to the average. Note that two did not record a group code and are not included in the average.

Conclusions reached from this study indicate that the Flandreau School 8th grade students score lower in all three tests than the average of typical public high school 8th grade class.

Of the BIA schools interviewed (code 1, 2, 3, and 4) the Whaleyton group had the highest average score in all three tests.

Winfield also averaged higher in the ITED than did other BIA groups. However, it was and highest in the DPT than did other BIA groups.

The Public School groups (code 5) scored higher than did groups 2, 3, and 7. On the ITED, group 5 scored slightly higher than group 3, where Indian control areas are returned to former white life.

The Parochial group scored the highest average on all three tests.

This study will be repeated next fall. However, these results seem to verify what 9th grade teachers have felt for a number of years. Our students are at a remedial level and should be allowed to progress from the level they are at when they enroll and not from what is expected of a typical 9th grade class.

(Only the composite standard score average is reported here. Individual subject scores are available upon request.

B. FLANDREAU INDIAN SCHOOLS, FROM GUIDE TO CURRICULUM.

Fifteen home agencies in 1968 reported a 100 percent questionnaire requesting information about the present state of the class. One hundred percent of the agencies responded. The data compiled from the questionnaires indicated that of 20 teachers, 17 were graduates in the following:

- Biology
- Chemistry
- English
- Physics
- Mathematics
- Art
- Music
- Speech
- Physical Education
- Social Studies
- Languages
- Home Economics
- Industrial Arts
- Agriculture
- Business
- Health

Thirty-seven percent of the 1968 graduates have taken all classes on the plans they made at the end of their senior year.

[Table showing subjects taken and credits earned by graduates]


Attended is the information about the individual graduates. If you know of other facts, changes, or additions, please let me know.

Virginia Var, Educational Counselor.

C. FLANDRAU INDIAN SCHOOL FOLLOWUP STUDY

The follow up study will be in two parts: (1) The annual study done for a continuing evaluation of the FIS program and for the summary placement report required annually by the BIA; (2) an inclusive 5-year study of graduates from 1961-66.

Fifteen home agencies of 96 members of the 1963 class was sent questionnaires (see below). The compiled data from the responses will be used as the basis for completing the Summary Placement Report. Two, left off the list, were expelled before graduation. Six of the twelve returned certificates of attendance. Hundred percent of the agencies responded.

The 5-year study will include 59 of 1961-64 of 1965; 155 of 1961-100 of 1967; and 96 of 1968 (259 total). Individual questionnaires will be sent to each. The questions have been designed to aid the academic and administrative evaluation in an achievement of the school's total program.

This questionnaire will be sent annually and then I suggest a repeat study in 5 years. That is, a followup in 1968 and then again of the same class in 1973 after the class has had an opportunity to become trained and/or economically established.

3. THE REPORT, FLANDRAU INDIAN SCHOOL AND PIERRE INDIAN SCHOOL, BY JOHN B. REESE, ASSISTANT CHIEF, AREA SOCIAL SERVICE BUREAU, PUBLIC HEALTH SERVICE

A. THE REPORT, FLANDRAU INDIAN SCHOOL, DECEMBER 15, 1964

(1) Purpose

To participate with study team evaluating boarding schools at Pierre and Flandreau.

(2) Contacts

Upper Midwest Regional Educational Laboratory staff described in Pierre trip report; Adrian Parmeter, chief staff person for Senate Subcommittee on Indian Education; B. B. Warner, Superintendent, Flandreau Indian School; Mr. D. A. McDevill, Administrative Assistant; Owen A. Choate, Academic Department Head; Virginia S. Soyon, Education Counselor; Bernice H. Jones, Record Supervisor; Thomas J. Meldell, Industrial Arts Department Head; Vern B. Smith, Home Economics Department Head; Arthur Jenkins, Dining Hall; George L. Allen, Instructional Aide-Crafts, Sally A. Wolska, Recreation and Crafts—Flindreau Indian School staff; Dorothy Herola, FIS School Nurse; Robert E. Paul; Meat Health Consultant; Hunter Anthony G. Fairbairn, Blue Cloud Abbey; Jack Little, Lutheran Social Services; Judge Benedict, Moody County.

(3) Discussion

Because of poor weather our visit to Flandreau on the 15th was shortened to less than a full day and we were not able to return on the 16th as planned. I talked briefly by telephone with Mr. Parmater in Huron that evening, and Mr. Petrefee and I returned to the school on the 16th and 17th.

The group, with the exception of Mr. Parmater who arrived late, not initially with Mr. Warner. In response to our inquiry about the goals of the school, he stated that they sought: (1) to provide a structured living experience for the students; (2) to help them learn to get along in other white or reservation society; (3) to provide a regular high school experience, including college preparatory and vocational training; and (4) to provide a program for handicapped children. Mr. Warner briefly described a recreation of the school, actually still in the "peper" stage, designed to give greater emphasis to guidance services.

We had an extended conference with Mr. Sorensen, Mr. Sorensen had arrived at the start of the school year and we asked for his opinion about the relationship which existed between the school and town. He thought it regrettable to go downtown to work. "The nailed be not avail) near: of the

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Mr. Klapperich, Dean of Men, "Fondla" must meet before the dorm council. Mr. Sorrenson believes the student's need support and believes in working closely with the school counselors to achieve this goal. He stated that his major efforts have been in the dormitory area because the students spend 8 hours of their day there and that is where the non-professionals, sometimes "incompetent" staff are. The students arrive with a pattern of roaming all night, and they are expected to conform to our orderly life here; consequently, he has emphasized developing things for them to do e.g. intramural sports, crafts, recreation room, dancing. The most-needed building at the school is a student activities building. Such a building would help improve boy-girl relationships. He does not believe the school ready for coeducational dormitories, however. He cited poor communications as the biggest problem both within the school and between school and reservation. He was upset when a student did not know who he was since then he has called impromptu assemblies to work at this problem.

He inquired about the follow-up of students. Mr. Sorrenson replied that a study of the 18 graduates of 1968 had been completed. He saw the first such study attempted for six or seven years. The study was willed by writing to the schools for information. All but one responded and this was later followed-up. Findings indicated that 35% of the studies followed through with plans they made at the end of their senior year. Nine students had enrolled in college. The next phase of the study will be the mailing of a brief questionnaire to these graduates intended to help the school evaluate its program. Mr. Sorrenson is in a position to talk to students under normal circumstances. Unlike Mr. Sorrenson who states he only sees the extremes of council members or student returning home. She also tells with both boys and girls. Mr. Sorrenson believes the school which has existed here the boys and girls departments will be needed when Mrs. Anderson's job is filled and she is able to assume her new role as director of all counseling services.

We asked about in-service training and staff turnover. Mr. Sorrenson commented that teacher turnover is pitifully small. "We have nothing about in-service training; for example, 80% of the teachers taught to their students." He has used quarterly budget reports to establish rapport with teachers and to involve them in the planning process. He believes the next education director and Mr. Warner both need more involvement. He described the school as a self-contained unit. Teachers have access to all student records; they are concerned about a student's background they will seek information. The same is true of dorm staff, boys and girls. Teachers believe teachers now visit dorms and instructional aides visit classes. The student council was given the responsibility to plan a special event. They requested and they, in turn, sought and received the cooperation of student staff to make their plans work.

In response to our inquiry about the goals of the school, Mr. Sorrenson replied that while there has been talk about goals, he is not sure that some know or agree about them. To the agency social worker's suggestion of doing a inventory of the school staff to make their plans work.

"I don't know how to keep those kids down there!" First of all, Sorrenson says. "Fondla is not a penal institution, not a school for bedwetters. It is an educational institution, a school, the best in the "313" a school for those who can't get their schooling at home. Most Fondla students would be out of school if they were not attending Fondla. So, just neat to school; the meals and beds are standard. Someone must be in charge to maintain the purpose of the boarding school. We are not vocational, but not non-vocational. Students now come for social reasons, not the reason we changed one bit to meet the social return." He cited the need for social, psychological and psychiatric services. "We talk social problems we respond in an academic manner. We talk symptoms and ignore causes.

As to the course of culture, Mr. Sorrenson pointed out that it is experimental. Apparent little consultation has been received by Dr. Byrd, a method of poor teacher. It would be better to have a small group interested in getting kids to participate in the project. The teacher is a non-teaching assistant. Mr. Warner is shown. He noted that while many teachers have taught on reserves and to some extent and have some knowledge of reservations, it is desirable for a few to teach them for 30 years and still know nothing about Indians. We interviewed Mrs. Virginia Storm, Education Commissioner, and asked about goals. She thought it was "hard to know." The school was considered chiefly interested in education, but she found mental health services of primary importance. In reviewing GATS-run with rural areas, she has found them to be concerned about leaving school and the many times they act out their feelings of inadequacy in anti-social behavior. We haven't prepared them for graduation. She is not concerned with vocational guidance since the school does not offer such training. Mrs. Storm reported that she worked closely with the school. The main reason for "dropouts" is lack of contact with people who are concerned about it. She believes the school should be able to discuss the child's background with her. She gets involved with the student dorm director and Mr. Warner both for their involvement in the planning process. He described the school as a self-contained unit. Teachers have access to all student records; they are concerned about a student's background they will seek information. The same is true of dorm staff, boys and girls. Teachers believe teachers now visit dorms and instructional aides visit classes. The student council was given the responsibility to plan a special event. They requested and they, in turn, sought and received the cooperation of student staff to make their plans work.

In response to our inquiry about the goals of the school, Mr. Sorrenson replied that while there has been talk about goals, he is not sure that some know or agree about them. To the agency social worker's suggestion of doing a inventory of the school staff to make their plans work.

"I don't know how to keep those kids down there!" First of all, Sorrenson says. "Fondla is not a penal institution, not a school for bedwetters. It is an educational institution, a school, the best in the "313" a school for those who can't get their schooling at home. Most Fondla students would be out of school if they were not attending Fondla. So, just neat to school; the meals and beds are standard. Someone must be in charge to maintain the purpose of the boarding school. We are not vocational, but not non-vocational. Students now come for social reasons, not the reason we changed one bit to meet the social return." He cited the need for social, psychological and psychiatric services. "We talk social problems we respond in an academic manner. We talk symptoms and ignore causes.

As to the course of culture, Mr. Sorrenson pointed out that it is experimental. Apparent little consultation has been received by Dr. Byrd, a method of poor teacher. It would be better to have a small group interested in getting kids to participate in the project. The teacher is a non-teaching assistant. Mr. Warner is shown. He noted that while many teachers have taught on reserves and to some extent and have some knowledge of reservations, it is desirable for a few to teach them for 30 years and still know nothing about Indians.
given more responsibility in every area. Finally, we questioned Mrs. Sneve about community relationships. Mrs. Sneve is a welding teacher at the school. The Sneves have lived 8 moves in 14 years and we found them the most difficult place to make friends.

We talked with Mr. Mullin who teaches one class and supervises the Industrial Arts Department. At the outset he gave us a brief account of an in-service training workshop he had attended last summer in Flagstaff, Arizona, for BIA, OEO and public school administration staff. His children participated in a three-week workshop being held for BIA guidance and instructional staff. The latter workshop involved both Indian and non-Indian children and apparently made use of behavior modification theory.

Mr. Mullin stated that the school badly needs vocational training. Industrial Arts is pre-vocational, but he did not believe many of their students went on for further training. In addition, he believes they have free-lancers who might stay if they were permitted to take vocational training. He understands that the industrial arts policy was set in Washington and Aberdeen and that one of the premises is that vocational training is now readily available at the reservations. Mr. Mitchell, the Aberdeen consultant, visits the school about two times each year. It appears to Mr. Mullin that the school is becoming more and more administratively oriented and he blames himself for not insisting the 90 minute model which has proved too short. Mr. Mullin and his staff are of the opinion that the school should emphasize vocational training, and “we’re doing it in fact.” Although staff has not polled students about their wishes, teachers are available from 8 to 5 each afternoon and in some cases the students are spending more time in the shops than they did the previous year when classes were an hour long. The Machine Shop and Wood Shop may have as many as 15 students in these last two sections.

Students progress at their own rates and take tests when they feel they are ready. There are 135 students enrolled in six shops. Of the upper classes, Mr. Mullin does not see them, but because they are required courses and half don’t want shop courses. This is the first year that freshmen have not been rotated through all the shops. The change was made because some of the shops were thought too difficult for freshmen. Mr. Mullin admitted that some of the training was being given with obsolete equipment. The school still receives project ferrets from the local community, but students are no longer trained to build a garage, etc. Requests for recommendations for workers still come from reservations, and Mr. Mullin recommends students frequently.

Mr. Citrowske spoke about the in-service training program which involved universities in Arizona, Washington, and South Dakota. He stated that administrative department heads, teachers, and club-sponsored staff were forced to go and a great deal of money was spent. It is the same workshop series, he believes, which Mr. Mullin described, for which Mr. Vulich had attended an evaluation session in Pierre during the latter part of the week of December 8. During the summer of 1969, a

Education Workshop for BIA personnel from several areas was held at Jamestown, N.D. The latter workshop was conducted in cooperation with AVCO Economic Systems Corp.

Mr. Citrowske suggested the following as the goal (philosophy) of the school: “to help the students make the transition to the mainstream as far as possible. We can’t divorce them from their culture so we have to learn about culture. Those who lean toward assimilation are called ‘target groups. The curriculum is not terribly unlike a public school model. We asked Mr. Citrowske about gaps which he saw between theory and practice. He believed that more should be focused on the early years rather than at such a late date. Mr. Flandretn. The education and economics of the family should be reviewed as a place to make friends. Attitudes gained from the extended family, particularly about “easy government workers” have some effect on the students than day students can correct and these cannot be changed at a later level. Welfare has run rampant in just giving money away. housewives will take the easy way out. Mr. Citrowske declared being a ‘big thinker or innovator.’ He felt the Flandretn School was doing a good job now and only needed a little money to buy textbooks. He believes we should quit giving hurricanese money as the OEO and the Job Corps. Indian people will get the money but one way or another.

Mr. Citrowske reported that he has to stimulate his staff to be aware of the difference of these kids. He cited the example of his two senior English teachers, one new and one with several years of experience at Flandretn. The experienced teacher used periods of such commitment for students, the younger teacher would not. Through service training, Mr. Citrowske helped the new teacher to see that the real goal was to help the student meet the commitment even at the cost of a few extra days. She could take part of the grade of not having the grades completely. There was brief discussion of the Indian’s role orientation to time, but I am not clear whether he talked about the discussion of early impressions or not. He did say they required courses and half don’t want shop courses. This is the first year that freshmen have not been rotated through all the shops. The change was made because some of the shops were thought too difficult for freshmen. Mr. Mullin admitted that some of the training was being given with obsolete equipment. The school still receives project ferrets from the local community, but students are no longer trained to build a garage, etc. Requests for recommendations for workers still come from reservations, and Mr. Mullin recommends students frequently.

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training in nursing or home economics. In addition to such traditional classes as home nursing, home, and sewing, the Home Economics department supervises the students in the in the residential halls, including Mrs. Arthur Jenny, the resident assistant, and the house instructor who is in charge. They are justly proud of the training program going on there for a class of boys. (A visit to the class dates back to the 1940s. Mr. Jenny has had the assistance of a few ex-students who are doing well in military food operations as some graduates have written or visited him at the school. It was connected with some social work and the, in teaching graduation and the for the care of a car of peas, they might return with fruitcocktails.)

The Home Economics assistant house places girls in the Flounders homes to work, along with the wife, for 2-hour periods. The wife must be the student at all times, teaching home and management. The girls help but they do not participate. The girls are guided by the women but, perhaps more important, they also guide the house. In class, the girls share their experience and there is a critique of home management and family living practices.

We confered with Robert Franz, social worker at Brooking Area Guidance Center, with whom PBIS has a contract for consultation services. Either Mr. Franz or his supervisor, Mr. Koep, social worker and director of the agency, visit Flounders school once each week. Mr. Franz generally see students while Mr. Koep provides program consultation to staff. Mr. Franz was aware of discrepancies between information given to students and information contained in summaries. He cited a local news article which quoted Mr. Warner as stating the children came from the same kind of families which existed in the 1940s. He then locates the Mr. Franz believes the article may have been an attempt to reassure the local population that the school was not filled with disturbed younger brothers, but instead, following some school-community problems. In his years' experience at the school, Mr. Franz has only seen Mr. Warner for three or four times and then the topic of conversation was the weather. When Mr. Franz believes students need psychological help, he refers them to the Catholic Church, and his home base is Holy Ghost Abbey in South Dakota. Students are taken in groups to the abbey for retreats and supplementarily this is a popular activity. Brother Anthony works with the boys through the boys guidance department. A Catholic priest from a near parish counsels girls of the school.

We visited with Mrs. Bernice Jones who is in charge of a medical education, Mrs. Jones appears to be very much interested in her work. She feels strongly about the much-too-small room in the school. She supports remedial reading and arithmetic as inevitable in the school and upperclassmen (although I believe not all of the latter are included) through the efforts of Mrs. Jones, and one full-time and one part-time teacher. Mrs. Jones believes the students need remedial help in every aspect of the curriculum. She is outspoken about the lack of both support and understanding she receives from Mr. Citrone in contact with his previous superintendent.

We discussed the arts and crafts programs with Mr. Allen and Mrs. Wood. Although we saw both activity rooms, only the girls were using this facility at the time of our visit. This program is a very important addition to the school, which had been recommended by the Flounders project in the 1940s. It has been studied and reflects a need to Mr. Allen, securing funds for equipment and supplies for boys, leather making, etc., is still a major problem.

We were referred to Mr. McDowell for information about lack of new staff. Mr. McDowell gave us copies of a SIA report which refer to orientation, and he discussed the plan he instituted at Flounders to ensure getting the information to staff. Essentially, the information is concerned with serious civil service employees at practices, and we are impressed that no attempt is made to acquaint leaders in the special needs of the students in their care. Mrs. Drevors, Lee described the student record system and showed us copies of various kinds of information about the school. Mrs. Lee is exceptionally competent and well informed, with a deep knowledge of the children in the system, which contributes to making the task difficult. The problem is that the information is not only valuable to the students, but also provides a basis for further investigation. We referred to Mr. Drevors whether they had acted on a disciplinary problem which had been referred to them. The students had decided against taking action and there was no further discussion. It was my feeling that the staff personnel or any program evaluation, he arranged for this at the center in Brooking. Currently, Mr. Koep is active in helping the school with the South Dakota State University in Brooking to develop an expanded personnel service for the school which will be financed by the federal government.

We talked briefly with Brother Anthony and Mr. Little. They had shown a film during the evening on a human relations subject. The two worked together in a student program panel. Apparently these are the easiest problems, and only five students were placed during the past summer. Effort is made to help students and families maintain relations with the community, the cases financed by the local school district. Although the school's bureau and it is my understanding that money has been appropriated for fiscal year 1968. Brother Anthony is also supported, in part, by the Catholic Church, and his home base is Holy Ghost Abbey in South Dakota.
In a briefing session with Mr. Parmer, the group learned that comparable studies of Indian boarding schools are being conducted throughout the nation. It is concerned that Indian education has not been responsive to changes as would be desirable and that the committee believes certain changes in organizational structure, which are under consideration, might be a solution to the rigidity which dominates the system. At Flandreau, for example, he was interested in the evidence of changes which had followed the Flandreau project.

(4) Conclusions

A five-day review of selected aspects of the boarding school programs at Pierre and Flandreau has revealed both positive and negative impressions. Staff and community contacts, without exception, were friendly and cooperative. Personnel, generally, in whatever their capacity, seemed interested in doing a good job of helping the student and youth in their care. The following report provides numerous examples of staff involvement to substantiate such findings.

On the other hand, this review also revealed that basic defects exist in the system which seriously impair the best efforts of the best at Flandreau. Here appear to relate the problem: the amount of confusion permitted to exist around the purpose for which these schools exist, and the consequent inability of staff to develop an adequate program under these circumstances.

The changing role of the school was documented by the Flandreau Mental Health Project as early as 1957. In 1969 the same project pointed out that the school population could be grouped into several relatively distinct categories, each requiring a separate and special program. By 1970 the project demonstrated that the schools had more psychological problems than comparable Minneapolis public school popula
tive sample. The percentage of students coming for social reasons has risen to a current high of 30.

What's been done to cope with this changing role of boarding schools which were opened, originally, to separate children from parents and thereby speed the assimilation process? The BIA Branch at Flandreau has been elevated to Division status. Both schools have increased their staff and budget through the years, particularly in the guidance area. Title 1 funds have been used in some instances to better serve the student body. Plans for a much expanded pupil personnel staff are being discussed, at least at Flandreau. Social service and related professional associations have a high priority for funding.

"What remains problematic? The schools are operated solely for educational purposes. To be referred, the student must fail his or her school. Acceptance, knowingly, is a wide variety of complex social, psychological, educational, and cultural disorders. Social workers and educators "use" the outstanding idea that sending people far from the reservation and to the city, their social and emotional problems will somehow, almost miraculously, solve the problems. (The denial, years ago, of orphanages and, more recently, large isolated state mental hospitals, attest to the abandonment of this theory in social and psychiatric thinking.) Further, it is commonly acknowledged by many social workers and psychologists, there is written, the emphasis on referral includes just enough damaging evidence to justify them.

of the child from his home community, but not enough to preclude his acceptance at the school. The school is, indeed, a dumping ground. Social work staff in the adjustment process prove too difficult for school, the student is returned home or forced into another boarding school, the school, public school, and the city, are all too complex for the staff, the student, the psychologist, and the guidance counselor, described by the Flandreau Papers, set it. For the staff, distrust and alienation are heightened. Since the Flandreau project began, adding social workers to school staff has been a trial problem for the BIA. Where should they report to? Education or Social Services? Even though the idea of hiring a Bureau social worker was advanced during the tenure of the mental health project, the position was not established until 3 years later and it has never been filled. After all, an untrained worker was hired 2 years after the project, and the position was part of the regular budget for $2. There has been no reporting problem for this kind of worker; the input to the project comes from personal services, apparently favored by the new Division of Education, should do much to remedy this situation. The more is found, however, did appear to in
come of the participation of the major referral groups, i.e. BIA Community Services Division, tribes, parents, and cooperating agencies. This report will not attempt to cope with the variety of potential reasons for enrollment one hears from students and others, but they include enrollment (parents and relatives attended a party school) and attending in order to remain with friends who enroll for more legitimate reasons.

Education criteria for admission include, briefly, distance from the student's home; scholastic retardation of three or more years (in pronounced bilingual difficulties); and the need for special vocational preparation which is not available locally, to fit him for more productive employment. The first criterion is little used in this area. School retardation is used but, as this report indicates, almost no remedial measures are available to justify such referral. Students are enrolled, sometimes, until they graduate from high school. At Flandreau, the approach to a "normal" public school curriculum, the last criterion, has not all meaning. The school appears to have solved the old "law" of whether schools are providing "terminal" education with a firm negative response from everyone, except those staff members con
cerned with other than academic education.

Finally, the inconsistency of the preferred goal of helping students learn to live in white or reservation culture must also be questioned seriously in the light of what this report has to say about relative top
don of educational and social work staff. The need to work with local communities and reservations. The content, manner of instruction, and the "ethic" of the course books much to be desired. Even if this program were given a higher priority, it appears to have been given, particularly at Flandreau, one wonders how helpful it is to help Indians understand their culture, in the insur
tances of boarding schools. Do not Indians need to be taught the give and take relationship with Indians, for these false understandings of behavior. It has been Public Health Service policy in public mental health consultation to these schools. Limited mental health social work consultation is available from the Area Office. It has not been possible to
fund CBS social work positions at the reservation service units in
which jurisdiction the schools are located. The schools, because of their
relatively small populations, have an even lower priority. The consul-
tation furnished by CBS is a prime factor in the reservation service.
This year, a similar arrangement existed for Pierre with staff coming from
Sioux Falls. A combination of budget cuts and severity of professional
staff has halted consultation at the school this year; however, serious
 disturbed children are evaluated in Sioux Falls.
The Public Health Service emphasizes working toward making
mental health services available to reservation communities. As these
services are developed, they are used to enhance the appropriate place-
ment of children. In the past, the IIA Area Child Welfare Consultant
used the Flanck report to help his field staff see the need for more
severely placed children. Particularly, when reservation boarding
schools were under consideration. Sending children is a relatively small
numbers of miles from home may well create or compound
(catastrophic) family, educational, and cultural problems. The develop-
ment of comprehensive psychological services at these schools,
in the absence of adequate services at home, tends to encourage
poor planning and on the assumption that the student will be
improved and treated after he gets there. The situation demands imagina-
tive and cooperative child health, welfare, and education programming
at the local level. Fragmentation of effort is rampant and the power
structure is well established. Still, if more effort were concentrated
there, the Division of Education might receive the help it needs to
focus on a role for the boarding schools with more obtainable objectives
and programs to meet them. If it is not, they must surely continue their
muddled existence.

John Hope

B. THE REPORT. PIERRE INDIAN SCHOOLS, DECEMBER 16, 11, 1067

(1) Purpose
To participate with team sent by Senate Subcommittee on Indian
Education to study boarding schools at Pierre and

(2) Contact
Dean A. Honetakeg, Program Coordinator; Frances Hamilton,

Commimcations Director; Peter Piotrak, Program Associate; Ros-

mary Christensen, Research Associate—All of Upper Midwest Re-

gional Educational Laboratory, Minneapolis; Thomas K. Turan, Chi-

lens Advocate Center, Washington; James Vance, Principal, Roberta

Cahill, Social Worker, Pierre School; Adeline Grunzel, PBS School

Nurse.

Gale Williams, Reservation Principal; Rose Gerber and Lloyd Real

of the Education Division of the IIA Aberdeen Office; John

Muhlenh, Director, State Commission on Mental Health and Mental

Retardation; Robert K. Brosius, Superintendent, Pierre District

Office, State Division of Child Welfare; Rev. Edward H. Berkamp, Pierre

Lutheran Memorial Church.

(3) Discussion
I arrived during the morning and went directly to the school where
I attended two meetings Mr. Vance had called related to the holiday
plans for the children. PBS staff and Mr. Turan also arrived
during the morning and reported to Mr. Edwards, Reservation Super-
intendent. We all met at the school following lunch. Mr. Honetakeg
brieferd Mr. Vance and key staff and gave me an outline of the group has
received from Mr. Adrian Parmelee, chief staff person for the sub-
committee. I had been assigned, tentatively, to study psychological/
emotional aspects of students, along with Mr. Honetakeg, and I
also agreed to share responsibility for that part of the outline con-
cerned with "factors outside the school"—local community and res-
ervations. The division of responsibility was not rigid. however, and I
thought the staff worked together quite well to cover the various topics
suggested in the line that was available.

Having some familiarity with the general program at the school, I
focused on interviews each day with the social workers at the school and
Mrs. Cahill when she was a student at Flanbeck. I had
not met her since she had been working at Pierre School. She was a
little toe during the last half of the past school year, was employed
during the summer, had been recently hired as a regular employee.
Although she has no formal education in social work, Mrs. Cahill had
been employed by the South Dakota Division of Child Welfare and
had been brought to her new job concerned about issues beyond the
legal status of the students. She is also concerned about their social-
psychological well-being and has begun to plan in this area and to
assume some responsibility.

We discussed admission procedures and the referral of disturbed
children. Application forms are not available for 19 students at the
start of school, but through correspondence with the agency, all but
several of these have been secured. Medical information may accompany
the application, he sent directly to the nurse, or not arrive at all. The
school must often ask for immunization records. Mrs. Cahill stated
that physical examinations are done within a week if requested
and that there is little duplication of those. Students from Pierre and
Standing Rock often require physicals. She recalls having seen only
once regularly check-up from North Dakota and this was done at the
state hospital. Evaluations done of Pierre are not on file and one Nebraska
child had had an evaluation with the Nebraska training school.
Approximately confidential folders are kept for some of the students. The
medical record of a child generally accompanies him without too
much difficulty; the system fails, however, if the child moves fre-
quently. Social summaries continue to be brief and outdated in many
instances, particularly for students from Reservation and Standing Egg.
Mrs. Cahill assures needed information by calling the home re-
ceptor (though sometimes on one there knows about the children). He
by telling school staff who may have corresponded with the family on
matters concerning the child. The information is "just a guess" and she at-
tempts to update the file as information becomes available, e.g., the
appearance, death in family relationships, etc. Some of the children do not
have legal guardians, others have guardians appointed by tribal
authorities, which are not recognized by the States. The custody of about
30 students was questionable, but through Mrs. Cahill's efforts, all
South Dakota children now have guardians. If only tribally appointed
ones. North Dakota children are next to receive a similar followup of
guardianship status. The school has a few Montana students, only two
from Wyoming, and some from Nevada this year. She cited only two students as not belonging at Pierre; they are failing, truant, and take other children with them, only to abandon them later.

The school is familiar with a number of emotional or social disturbances. Mrs. Cahill reported that there had been no attempted suicides. Four girls had had trouble fighting, drinking and running away. Two of these who had run away six times and taken others with them had been sent home. They were from Montana and North Dakota. She suspects there may be glue sniffing, but discounted one incident in which boys had been arrested for stealing Airplane glue by stating they were caught before it could be used for sniffing. Economically many of the students have no outside source of support. The Episcopal Church has a "correspondence families" program, and some children receive money from their correspondents. Some of the children who visited in the Black Hills had summers, under a school sponsored program, to have received money from the people with whom they stayed. The school has a student fund which is used for direct aid to students at Christmas and for emergency monthly birthday parties. Local citizens and others contribute to the fund.

Mrs. Cahill said little negative about the local community; in fact, she stated that "we are probably lucky to have what we have." She mentioned two or three brownie groups, one sponsored by the Pierre Jaycees. She felt people in town were trying, doing more, and added that the school would prefer more donations of time rather than money.

She felt that the younger students benefited more from these activities. Last year Mrs. Cahill had talked about her services to a class of 24 third grade with an age range of 8 to 11. Following that a group of girls came weekly for a half-hour group session after class. The boys never resisted this way but did so individually in his last third grade. She has had individual conferences with other students with problems who asked to come or were sent by the teachers. If urgent, i.e., a child crying, then he is seen individually after school. She also spent one evening (5 to 8) each week in the same school with a group of her previous group. She had three conferences with students in the group session and another two individually. This year she plans to continue with her previous group (now 4th graders) and help the nurse with other groups. She will work with some of her new students in the 8th grade girls; the 5th grade boys are given instruction by a physician and the nurse. The Scott-Forman supplements (not text) will be used and the American Medical Association series. The AHA recommended film "Human Growth" is used each year.

There are approximately 6 students from Pierre Agency who have received Aid to Dependent Children during the past year. Among the Turtle Mountain children—18—"are ADC recipients. Whether children receiving ADC are not routinely reviewed. She is aware of ten children who are known to state officials in this age group. Because of regular contacts which are maintained with the school, Mrs. Cahill reports that the division of Child Welfare has placed many pre-school Indian children in foster care because of neglect. Last year Pierre District DCW placed six children in foster care from the school but four have been returned. Originally these children were placed in foster care or boarding school by DCW, or DCW may have been given custody after school placement.

Contacts which students are apt to maintain with other agencies appear minor. Very few relatives visit the school although a nearby tribe arranges to bring its own students home for holiday visits. Some Boarded parents visit, checking their children out during their stay.

A Ft. Belknap tribal group visited last year but had only one student in residence. Ft. Berthold and Turtle Mountain IIIA social workers visit regularly; the latter sometimes accompanied by county welfare workers. Mrs. Cahill commented that the Pierre District DCW office had offered to provide group work services at the school; although she agreed this could be worthwhile, she preferred that they pick-up on the students she had referred to them (for guardianship determinations). The manatee in which she referred me to the supervisor of that office in the definitely negative; the implication being that it should be prepared for much pretense but worthless information. (Both the Pierre District and Mrs. Cahill, a caseworker in the office, are trained workers.)

I talked to Robert Rosolins, Supervisor of the Pierre District Office of DCW because he heads a community agency which provides direct services to students at the school. Also present were Ramon O'Conner, a caseworker with Indian ancestry, who has six Pierre students in her caseload and Pat Mesa who has two. Another worker, Ross Enright, has two to four students in his care. The group appeared to be interested in their work, and they tried to be helpful in the interview. Mr. Rosolins stated that they had fewer children placed in boarding schools this year because they had more staff and had worked hard at finding foster homes. Ideally they reserve the use of boarding schools for hard to place teenagers, preferably above the age of 12. He noted that children who have been in boarding schools a number of years may be institutionalized; and he cited his experience with two children when, who, feels, did not adjust to foster family care for this reason and returned to a school placement. He stated that his workers provide counseling services to students at Pierre School even though this may come from other districts in the state. In a similar way, Pierre children who are involved in school discipline problems are referred to the Brookings DCW Office. He volunteered that the state department, for various reasons, is not aware of all of the children assigned to its custody by the courts. He noted that Mr. Cahill had "found" some of these children to be DCW records at Pierre School and he suspected there might be many more at Flandreau. He believed that the foster care funds became more easily available to the American Indian Medical Association series. He would accept such referrals, following consultations with the AIA and the staff and Mrs. Cahill, provided he had staff available at the time. The DCW has about 12 children from the Pierre area, namely in Santa Fe, Cheyenne, Bismarck, and Standing Rock. Mission boarding schools are also used. Mr. Rosolins believes that problems at boarding schools arise from the reservations which are both different and more difficult. He describes drop-outs from these schools as "child-motivated" whereas drop-outs on the reservations are "parent-motivated." He says children selected to the Standing Rock schools are more apt to remain there than those referred to the Pierre School.
I asked about their experiences using foster family care for children. Apparently no special effort is made to find Indian foster parents. In Indian foster parents who do not do a good job of looking after their foster children, using foster parents for children is not considered a problem. Apparently, there are some efforts to keep children in their homes and they have not found this to be a problem. They have tried to use relatives to a great extent, even some who might be classified as poor risks by some casework standards. Mrs. Roschen believes that they have developed more homes in the Pierre area than in some other areas, Cheyenne River for example.

As for this group's understanding of relationships between the Pierre School and the Pierre community, the quick response was a questioning of whether the local citizens knew the school even existed. A more considered judgment was that the school probably were aware of the type of information a constructive nature to report. Asked what would help, Mrs. Roschen stated that she has thought about the school, however. The lack of enforcement officials (municipal and county) are upset by the large number of out of state children who get into difficulties while running away. Another factor is that some of the children of Indian homes have been among the biggest "problems" in the community. At the same time, there are parents who are the foster parents.

There is prejudice and denial of it from both Indian and non-Indian. The public high school does not teach a course in Indian culture. The quiet person tends to be ignored. If status is gained, for example, through athletic prowess at the public high school, acceptance may be granted. Mrs. O'Connor stated she felt she was a teacher's pet as a child welfare worker. At the Pierre school, the staff finds that children claim them, but some, even though they are not known, are considered as friends. They believe that the staff at the school is doing more about ghetto children out of the school during the summer. Even though many of these recent attempts at summer placement have been unsuccessful, they look forward to increased activity in this area. During the school year, the students, as well as the staff, often find it difficult to work with the children.

For psychiatric consultation, the Pierre DOW district office operates under the same umbrella which exists at the school. Mr. Madigan reported that he had never thought of the school of attitudes and work to be toward Indian. He concluded that a positive and negative attitude existed. However, he feels that if there is an awareness of handicaps which exist at the school, urban is to develop a strong rapport with the students. He believes they have a relationship with the Pierre Indian School and that they are effective in working with the children. As for psychiatric consultation, the Pierre DOW district office operates under the same umbrella which exists at the school.

In a discussion with John Madigan, Director of the State Commission on Mental Health and Mental Retardation, the idea of lack of a relationship was developed. Although a long time resident of Pierre, Mr. Madigan reported that he had never thought of the school of attitudes of local people might have toward it. He concluded that neither a positive nor negative attitude existed. However, he feels that if there is an awareness of handicaps which exist at the school, urban is to develop a strong rapport with the students. He believes they have a relationship with the Pierre Indian School and that they are effective in working with the children. As for psychiatric consultation, the Pierre DOW district office operates under the same umbrella which exists at the school.
Much has been said on all sides as to culpability incurred in the actions of certain groups as they interact with smaller groups and vice versa. Mistakes are made and become historic. Witness this: in 1922, the Indian population of the United States was approximately 1.9 million. By 1970, it had increased to 2.5 million. In the interim, many Indian communities had been established. The reasons for this growth are complex and multifaceted. Among the most significant factors were: (1) the American Indian Movement (AIM), (2) the Indian Health Service (IHS), (3) the Bureau of Indian Affairs (BIA), and (4) the Department of the Interior (DOI).

One of the primary aims of the project team was to conduct an epidemiological study of mental illness in a boarding school population of 1,000 and encompassing the first 23 schools. Selected for this study was the Flandreau Indian Vocational High School in 1967. Material obtained by this study project team (1, 2, 3, 4) served as the basis for a National Institute of Mental Health grant to study interrelations and extensively the reservation boarding school populations of the northern plains.

The study was designed to serve as a problem-defining effort that would stimulate a variety of alternative views in the management and prevention of mental illness. It is necessary to approach the problem of mental illness systematically and with operational objectives. Mental illness is time-and-culture-bound. For the purpose of this study mental illness may be taken to mean a problem that cannot be solved by his behavioral pattern. It becomes a problem when it is not understood by other individuals.

The study was conducted by a psychiatrist, social work examiner, social worker, anthropologist, and sociologist based at Flandreau, with field social workers located at Pierre and Washington. A social worker, anthropologist, and four psychologists served as consultants.

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**Table 1:**

<table>
<thead>
<tr>
<th>Grade</th>
<th>Standardized Test</th>
<th>Raw Score</th>
</tr>
</thead>
<tbody>
<tr>
<td>1st</td>
<td>CPI</td>
<td>120</td>
</tr>
<tr>
<td>2nd</td>
<td>CPI</td>
<td>130</td>
</tr>
<tr>
<td>3rd</td>
<td>CPI</td>
<td>140</td>
</tr>
<tr>
<td>4th</td>
<td>CPI</td>
<td>150</td>
</tr>
</tbody>
</table>

All four grades were given the Quay-Peterson three factor scale. This test measures the three personality constellations associated with juvenile delinquency. The factor content of the scales was studied in samples of both institutionalized delinquents and normal adolescents. Only limited norms are as yet available. The scales are: (1) punitive delinquency scale to measure attitudes and behavior associated with a tough, moral, aggressive and impulsive syndrome; (2) moral delinquency scale to measure attitudes and behaviors associated with the adoption of a pattern of behavior dictated by a delinquent subculture but not accompanied by personality maladjustment. The mean scores of the Flandrian sample indicate they are similar to the normative and psychopathy scores of the institutionalized delinquents. Taken in all, the group psychological testing confirms the position that we are dealing with a high-risk population regardless of which parameter is applied.

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**Culture and Mental Content**

It is difficult to discern what constitutes abnormal behavior in an abnormal setting. While cultural conflict can be observed, it does not appear to be primary in the etiology of mental conflict. Rather, the cultural trappings offer a rationalistic check for the basic problem, which are these in number: (1) heightened mobility or "psychotic epiphenomena," (2) shifting standards and (3) superficiality of response or the "chameleon response.

**Heightened mobility.** Our studies show a marked "psychotic level"—a condition which obtains when the child is exposed not only to repeated changes in loci but change in the conditions that constitute his meaningful environment. Further, each new locus evokes a formation of relationships different from that of the past. Thus, a child in a family which shows heightened mobility, tends to have a distortion of his relations with his critical locusformerly revealed in each new locus but not disengaged from the point of previous reaction in the form of aggression or withdrawal that.

**Heightened mobility** must be examined in the light of relationships and the reason for the movement if it is to serve as an index of disturbance. There is a marked tendency on the part of disturbed youngsters, or others remaining on their behalf, to seek the least resistance. Psychologically, whenever stress occurs, the individual repeatedly looks off and moves to another situation. We have attempted to trace disturbance and the formation of personality disorder through movement and substantiate this with the student life careers of individuals showing increased maladjustment at the school and on the reservation. The high incidence of mobility has been documented from the medical-social case histories, with special emphasis on examining the manifest and direct movement.

"Psychotic epiphenomena" can be described in many forms but the overall pattern is that of a delinquency court's trial of an entity that is made in an attempt to keep a roof over the head of the child and at the same time provide him an education. As might be expected, such
became sketchy with increased movement and the reasons advanced leave more to do with administrative regulation than the actual reason for the move.

An illustrative example is that of a girl, about 19 years of age, who was observed by various members of the project team and followed for the duration of the project. Admitting that all the moves could not be logged, such as leaving home and spending days and weeks with relatives in the town where I intended to live, I have noted to do with administrative regulation, then the actual reason for the stay at the residence.

The first move was to grandmother's house at age two with the advent of a sister and parental discussion. The most stable period of her life as far as domicile was concerned was a 3-year period from 1956 to 1959. Two years later, there were six runaway episodes terminating in jail.

She had 12 placements in five different education settings with return usually necessitating change in adult relationship with both teachers and dormitory staff. Education from the eighth grade through the 16th grade required 5 years and was punctuated by no less than 10 interruptions in schooling, varying from a few weeks to several months.

This girl had been variably diagnosed as anxiety reaction, reactive and chronic schizophrenia, psychomotor disorder, depressive reaction and adolescent adjustment reaction.

A 19-year-old Indian student was referred to the boarding school during the summer of 1960. The specific reason for this, as not clear, but a brief summary reports a history of gambling, social movements and family ill health. He was placed on the waiting list and accepted for the 1961-62 term.

According to official records, this student's pacing is in doubt; no names are reported in the records and two different names are used by the boy and his mother. There is almost an official way to get information available; however, a recent autobiography completes missing links and describes his movements so adequately for our purpose that it will be reported here completely.

I was born in the year 1946 (on an Indian reservation). I grew up in the house in which both my parents and grandparents lived. When I reached the age of five, I was placed by my parents in an Indian Mission. I lived and went to school from there for four years, at the public school.

When I was nine my brothers, little sister, and parents went along with my grandparents to spend the summer in Minnesota. Everything had gone good all summer when one day my brother, father, and I had an argument. My mother left my dad with my little sister and brother.

During the first part of October my mother and I left Minnesota and went to Wisconsin. My mother wanted to go up and see my sister, my niece, who lived in a small town. When we arrived there we found out that he had moved to Milwaukee. So we stayed with relatives in the town, where I attended a county school. We stayed there from October until late February, then I returned to the reservation.

When we got back to the reservation my mother and I looked there we found out that he had moved to Milwaukee. So we stayed up at the Mission where I stayed for three more years. When I was in the seventh grade I enrolled myself at the Catholic school where I went to school for a year and a half. After that year and a half I ran away and enrolled back into the public school. During the last six or seven weeks of school I got sick and was in the hospital in Omaha, for about two months.

That summer was mostly trouble for me. I was in and out of jail and the county judge had given me better after break. The last time I was placed in probation and told that I would go to Flandreau Indian School for the next four years. Right then I hadn't realized that I flunked the eighth grade and must apply for Flandreau. I was accepted and was all ready to leave for school when I got transferred out. I was taken to court and the judge sentenced me until the age of twenty one at the state Boys' Training School.

I arrived at the training school thirty days after the transfer. When I got there I was treated nice by both the Indian and the Indian. I was graduated from junior high school the following spring (1951). I was in the training school for eleven months. Then I was paroled, I think, for a year and during that time I went to school and Flandreau.

When I was finished with my first year I didn't play too much for the rest of the three. But I liked the school and returned every year, now I am a senior.

In January 1960, I was transferred to the project when school teachers complained of me, passive attitude. During that school year and the next he was seen eight times for programs on social worker, once by the psychiatrist.

Teachers considered him secretive, impulsive, stubborn, restless, pugnacious, slovenly, uncooperative, resentful of criticism and a delinquent. He was said to be guilty of lying and stealing. Work habits were poor and intellectual curiosity was lacking. He was not successful in all or sought by others. He has maintained a "1" average in most subjects and, although a senior, he will not graduate. Down staff have repeated occasional incidents of lighter kind, nothing like during the summer of 1961. He was hospitalized 7 months for delinquent poisoning associated with snorting. REMUNERATION assumed many low keeping habits because of a friend's influence.

The clinic nurse reported his frequent visits to the hospital, always from fighting and other minor physical complaints. He has been admitted to be a stutterer by the Speech and Hearing Clinic. Training school reports indicate that he had dental problems there. He learned to conform, but his personal habits and
interpersonal relations impaired by alcohol. It was also reported that his parole was delayed until the start of school because his mother was drinking heavily and "having unacceptable relations with many men."

Project staff noted that the student's closest ties have been with maternal family members. He understands the importance of proper behavior, but he has had little opportunity for identification with adequate males. The marked hostility for adult authority and the fact that the boy is a loner were also emphasized. Whenever possible he was interviewed on his own ground, i.e., in the dormitory or on the campus.

**Methodology** - The basic problem appears to be a functional cultural values or shifting standards. It is evident that there are distinct variations in the value orientations of the students, their relatives, the teachers, dormitory personnel and the administrative staff. It is not uncommon for the students to be exposed to individuals of the lower three classifications (according to Hollingshead and Redlich [17]) in the dormitory. The following vignette illustrates the young student's meeting the standards of individuals of varying cultural backgrounds and value systems that are at variance with their own.

The following vignette is illustrative of the confusion of the child as he tries to determine who he is, where he is and what he is doing. Three Sioux Sioux youngsters, ranging from 10 to 12 years of age, were traveling from the Pine River Boarding School to the reservation located in northeastern South Dakota. This conversation was overhear by the author:

**First Child:** Did you know Sioux reservation is?

**Second Child:** Sure, I know that last year.

**First Child:** Did you know they are real Indians - we can't play Indians.

**Second Child:** Of course, we're real Indians - we can't play Indians.

Students and staff at Pine River were given the Kluckhohn Value Orientation Scale (6, 7, 16, 17). This technique measures the variant value orientations in four dimensions: Religious, man-nature, time and activity. The primary theoretical focus is on secularization.

In the relational orientation, Kluckhohn saw the middle class as dominant individualistic, preferring this orientation significantly to the collateral and fused alternatives. In man's relationship to nature, the dominant American preference is for man-nature, preferred significantly to subjunctive-in-nature and harmony-in-nature. In the time orientation, future is ranked first, present second and past third, all at statistically significant levels. In the preferred mode of action, Americans prefer doing in contrast to being.

A recent study of 52 teachers and 63 social workers using Kluckhohn's device yielded data on their value orientations which "indicated almost perfectly on all four orientations with the Kluckhohn analysis of general United States culture" (18).

Pine River students were tested with this instrument in the regular classroom periods of the 344 students then enrolled, 92 percent or 315 were tested. Preliminary analysis of the data show that the value orientations as a whole are as follows. The girls differ significantly from the middle class in two orientations. They prefer the subjunctive-to-nature alternative significantly to man-nature and to harmony-in-nature, as well as preferring over to in-sight alternatives. This is a statistically significant first-order reversal from the dominant middle-class preference for mastery-over-nature. The boys also have a significant reversal in the time orientation, preferring present to future and past.

Although the boys have moved away from the girls' position toward the middle class in the man-nature orientation, they have not achieved a statistically significant first-order preference for mastery-over-nature. The boys rank over first, subjunctive second and with land. In the time orientation, again the boys seem to be transitional - they do not prefer present statistically to future, although they still prefer present and future to past significantly. Therefore, the boys have a position between that of the girls and the middle class in the time orientation: all prefer doing significantly to being.

In the relational orientation both sexes differ from the middle-class pattern of dominant individualism. The boys and girls both prefer individualism nonsignificantly to individual and prefer both of these to fused significantly. Neither the boys nor the girls differ from the middle class in the activity orientation: all prefer doing significantly to being.

Thus, both boys and girls differ from middle-class value preferences in the relational, man-nature and time orientations, and the girls are much further from middle-class values than the boys. These differences support the Spindler hypothesis (19) that there is a cultural change.

Close and tribe are not very powerful determinants of orientation, but when paired with "traditional age and togetherness. The treatment girls and the Sioux stand out sharply as less acculturated. It is reasonable to describe the fox as more traditional, not highly acculturated to the middle class, but closer than the girls, whose closest relatives those of the urban lower class to be held by Schneiderman.

The staff of the school was also given this instrument to 50 persons were completed, giving us a 90 percent sample. Staff value orientations correlate almost exactly with those found by both Spindler and Kluckhohn. The staff as a whole displays a middle-class pattern of value orientations, in that regard more in the middle than in the future ever present. Taking just the 50 teachers, we see they are essentially middle class in their order of preferences, with the same medium in the whole staff showed.

The dormitory staff, a total of 21 persons, differs from the staff as a whole and the teachers in the man-nature dimension and they show a one-order reversal with subjunctive-to-nature nonsignificantly preferred to mastery-over-nature.

Comparing the preferences of the students to those of the staff as a whole and to the choices of the teachers and dormitory staff, we see great differences. The students differ from the staff and teachers in the direction of the lower-class value orientations. The staff and a whole group of students show the individuals, mastery-over-nature and future alternatives as their first-choice preferences in contrast to the per-
first choices of collateral, subj ected-to-nature and present. The
remaining staff has much weaker commitment to middle-class ori-
tinations than the staff as a whole or the teachers as a group.
Although three of the first four choices of the clerical staff
are the same as the middle class, only one of those differ signifi-
cantly from the first choice of the students. The fourth choice, subj ected-
to-nature, is the same as that of the students. All four groups prefer
driving over being, but the teachers and the staff prefer doing more
strongly, according to the statistics.

Kluckholin postulates that insignificant preference indicates that
the population is in a state of cultural transition. In light of this view
it is extremely useful to have the analyses of variants, which indicate
that a statistically significant gap still exists between the teacher
staff and the students. From the above results, we can predict that
friction in cultural transmission occur. Certainly the teacher's c o n-siderable
background and values may unconsciously affect their perception of
the students.

Walter Taylor says, "All the brilliant teachers and all the most
modem methods of teaching are powerless to faintly transfer to the most
elementary idea, unless the pupil himself places a value upon that idea
or upon learning in principle." He feels that "the educator and the'
educational planner must know the values which are characteristic
of the culture and which motivate the pupil" ( 111). He also feels that
the teacher should work through the values of the pupil to make him
want to learn.

Superficiality of response—A "characteristic-like" response results as
the youngsters attempt to match their values to the values of the people
they face. Superficiality of response is encouraged with an attempt by
the teacher to adjust the exposition of the teaching to the exigencies of the situation only so long as it is necessary to get by. Other
value systems could be made in as deep but rather
used for the problem at hand. Validation of this point is difficult,
but the following illustrations are advanced to suggest its
existence.

A home economics teacher desired to impress upon the girls of her class the necessity of cleanliness. Since they were too young to have
a formal dinner she asked each of the girls to pay $2 for the cost of
the final exam. Those who returned clean forms would receive 50
cents in change; those who returned dirty forms would forfeit the
$2. Having second thoughts on this procedure, she decided to check the
forms when the girls wrote their answers in the questions: "What should be the punishment if a girl returns a soiled gown?"

The responses elicited went like this: (1) She should be made to
knoll on the floor for an hour. (2) She should be made to stand with
her nose against the blackboard. (3) She should scrub the floor
with a toothbrush.

Another home economics teacher decided to check the same group of
girls and asked the same question: "What should be the punishment
if..."
E. Haskell Institute, Lawrence, Kansas

1. REPORT BY EDWARD D. GREENWOOD, M.D., SENIOR CONSULTANT, CHILD PSYCHIATRY, MENNINGER FOUNDATION

THE MENNINGER FOUNDATION

Chairman, Senate Subcommittee on Indian Education
Senate Office Building, Washington, D.C.

Dear Mr. Chairman: Please excuse the delay in responding to your request. I delayed as to what to include, and then decided to prepare a condensed statement of things which should be kept in mind for the program at Haskell.

The program at Haskell which has been named by a number of other people has, in my estimation, very much to be desired.

Very sincerely,

EDWARD D. GREENWOOD, M.D.
Senior Consultant in Child Psychiatry

A. STATEMENT OF ARGUMENTS FOR IMPROVING HASKELL PROGRAM

Instead of repeating the plight of the American Indian, I have been long by a number of very competent anthropologists, psychologists, sociologists, educators, Cotton, and I prefer to make suggestions as to ways to improve the program at Haskell.

1. There is a need to improve the intake procedure for students applying for admission. This would include complete records of the student's educational accomplishments and social adjustment to his previous school. Adequate family history should also be included.

2. A number of students who enter Haskell have a variety of social, emotional, psychopathological symptoms. Frequently little or no information is given to Haskell by the referring agency about these problems. Some students have had treatment prior to entering Haskell, for no such information is included in their records.

3. There is a need to upgrade the training of the nursing and dietary personnel for work at Haskell. Attention must be given to both Indian and white, teaching Indian language and culture, as well as the psychology of normal and abnormal behavior.

4. The ratio of counselors to students should be increased, and more personal counseling will be offered.

5. The Indian Division of the U.S. P.H.S. should receive the present procedure of sending a physician who is completing his 2 years of obligated service to take full charge of the health services.

If possible, it would be better to have a trained physician assigned and have the assistance of a young physician who is con...
pleting his obligated service. I am aware of the shortage of physicians, but I feel the need here is as great as any other area of the Indian service.

5. Better dialog, cooperation, and coordination between the B.I.A. and Indian Division of U.S. Public Health is badly needed.

6. These suggestions are offered for students planning to enter Haskell and those who are now at Haskell. Without making changes in the early patterns of child development and education, we will continue to have large numbers of students in postgraduate schools who are unable to make the adjustment, become dropouts, regress to a less adequate way of functioning, or become new involved with student protest against the establishment.

If some of these ideas are implemented, they should be done for a long enough time to evaluate the results. To establish a short-term research project, or a survey, or an evaluation project is not too helpful. What is needed is an intensive, well-designed program which incorporates our present psychological, sociological, and educational knowledge.

There are Indian groups who are considered stubborn and reluctant to change. It can be said that some of the bureaucratic structures set up for Indians are just as stubborn and reluctant to change.

Edward D. Greenwood, M.D.

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P. Intermountain Indian School, Brigham City, Utah

I. Program Review Report by Dr. Charles N. Zutic, Assistant Commissioner, B.I.A.

A. INTRODUCTION

From November 19-30, 1965, a review team visited Intermountain Indian School, Brigham City, Utah. The team members were Mr. James Freeden, education specialist (school management), who also served as chairman of the group; Mr. Ray Sorenson, assistant chief, division of curriculum; and Mr. Frank Corrigan, assistant chief, division of pupil personnel services. The area office was unable to send a representative.

Intermountain Indian School is responsible for providing an educational program for approximately 2,100 students. The academic achievement level of the students ranges from 1 up to 12 with the majority of students falling in the 4 through 9 range. The average size of Intermountain Indian School estimates that close to 80% of the students should be involved in special education classes. The present facility and staff at Intermountain School can accommodate six main groups of children who are enrolled in special education classes.

The administration at Intermountain School is well aware of the large student enrollment and the complex problems faced by the students. The administration is attempting desperately to provide a maximum educational program for the students. To assist, however, the overburdened staff and inadequate facility are not able to meet the educational needs of 2,100 students.

B. ADMINISTRATION

For the 1966-67 school year the school was allocated $1,950,573 which was $1,876,414 short of the $3,826,987 required to run a minimum program. $1,876,414 was expected for the recent pay raises and this will reduce the deficit to $653,562. At the time the school was allocated $1,876,414 from their allocation program and this left a current deficit of $214,497 for a basic program.

The school needed $481,500 for personnel and supplies. This amount was raised $214,497 for a basic program.

Personnel services for the school amount to $214,497. Personal services costs for the school amount to $1,876,414. This amount is expected to run a minimum program. This amount was obtained in the original allocation of $214,497. The school received the same amount in the dollars at the last year's request for the pay increase.

One large administrative problem caused by the arrival of hundreds of students without records of any kind. This school year there were over 600 such students. The staff has no way of planning the school program until the students arrive on campus. Not only does this create a problem with the opening of school each year, but it also causes student morale problems as students cannot be...
High school program: This program involves students who are achieving at a level that permits them to function in a regular high school program. The majority of these students are also involved in at least one vocational class during their junior and senior years. Few students who are capable and desirous of taking all academic work rather than vocational courses are permitted to do so.

It should be noted at this time that the two academic buildings that are utilized for the core program and the high school program are most inadequate and outdated to fulfill the needs of an acceptable high school curriculum. These buildings are close to 18 years old and were not designed for the purpose for which they are now being used.

Many people throughout the Bureau of Indian Affairs reflect back to education workshops that were conducted at Intermountain and think that it is the showplace of the Bureau's education system. In reality, this facility was never built to accommodate an educational program. A look at one of the buildings that is involved in this program reveals that it is an overworked, under-equipped school struggling to do the best job possible under very adverse conditions.

The positive attitude reflected by the administration is strongly in contrast to the needs of the students, who seem to be the greatest strength of Intermountain School.

The following observations were made concerning the instructional program at Intermountain School:

1. Special education program: This program represents a positive effort in taking steps to meet the needs of students. At present, the facility utilized by the special education classes is inadequate. The administration has had plans for some time to convert a warehouse area into four classrooms and add additional funds to meet the needs of special education students. At the date of the review team's visit the area had given no firm indication of support for the implementation of this remodeling program.

2. General education program: This program is designed to meet the educational needs of students who are 15 years of age or under and are academically underachieving. Students in this program are assigned to self-contained classrooms. It should be noted that the classrooms utilized in this program are located in the dormitories and are excessive in such a small school for student use in a home living situation.

3. Core program: This program is designed to meet the educational needs of students who are over 15 years of age and are underachieving and not academically ready to function in a regular high school program. These students are enrolled in remedial academic courses covering high school credit and are channeled in the direction of vocational offerings. Students in this program receive 4 years of practical work with the last 2 years being specialized in the vocational field of the student's choice. Some students in this program who do not meet the academic requirements for graduation from high school are awarded a certificate of attendance after 4 years or more in this program.

4. High school program: This program involves students who are achieving at a level that permits them to function in a regular high school program. The majority of these students are also involved in at least one vocational class during their junior and senior years. Few students who are capable and desirous of taking all academic work rather than vocational courses are permitted to do so.
(a) Textbooks and supplementary teaching materials are in short supply and need updating in most discipline areas of the Core program.

(b) Practical arts and vocational classes are in need of supplies and teaching materials. Vocational offerings are quite extensive and provisory offerings for students involved.

(c) A driver trainer simulator was purchased with Title I funds and has greatly expanded the driver education program to accommodate more students.

(d) The library facilities available for students in the Core and high school program are outdated and not available to all students.

(e) Textbooks and supplementary materials are very short in supply. Textbooks in social science disciplines are outdated and not available to all students.

(f) Classrooms utilized by science disciplines are inadequately equipped and furnished.

(g) Business education classrooms are overcrowded and cannot accommodate the number of students desiring to take these courses. Teachers in the business discipline area are always anxious to have course offerings expanded to meet student needs.

(h) Mock store arrangement in home economics program is very innovative and provides for actual experience of students involved in this program.

(i) Safety food programs does not provide for boys becoming involved.

(j) Equipment utilized in the school kitchen is very obsolete and not functional to support the needs the feeding program.

(k) Fine arts program is very innovative and is meeting the needs of many students in the areas of music, art, and drama. The cultural arts program is operating under a handicap due to lack of communication and cooperation in scheduling of students' free time with the guidance and vocational services department.

(l) The student council is organized and functioning as the governing unit of the student body, The executive members of the student council are aware of their official responsibilities of conducting student body business and are acting in this capacity.

In summary, the Intermountain instructional program has several innovative features and those attest to the aggressiveness of the school in seeking to meet students' needs. Title I funds have been of great assistance in this regard.

5. PUPIL PERSONNEL SERVICES

The guidance department at Intermountain is organized in the traditional manner. A guidance branch head at the GS-13 level supervises over 115 personnel—85 regular counselors, 13 supervisory instructional aids, and 8 instructional aids.

Despite a fairly strong staff, the components we would typically consider a part of pupil personnel services suffer from a degree of fragmentation that could be resolved through a unified program approach. An example which should highlight the discrepancy is the fact that the recreation program in each dormitory after school depends, to a large extent, on the leadership exerted by the supervisory instructional aid. As such, the programs and activities in schools may vary with the skill, interest, and time of the supervisory instructional aid and his/her staff. This situation is described, not to disparage the efforts but to illustrate the variety of pressures on an already understated dormitory team and signs for the augmentation of student activities program with a full-time director and adequate staff.

In addition, guidance personnel are concerned, under the present organizational arrangements, in function as disciplinarians, superintendents, and counselors. Discussion on this point with the guidance branch head, Mr. Daniel Schumert, was both interesting and provocative. He feels the roles are not inconsistent, seeing parental role and guidance as an analogy, but he was interested in learning more about pupil personnel services division thinking in this area. He felt his staff possessed those qualities necessary to enable them in function in several capacities. Mr. Schumert was familiar with some of our ideas and programs and expressed keen interest in the guidance meeting he had heard Washington hoped to call. Recognizing that some change in the organizational set up might be possible, Mr. Schumert looked forward to such consultation help for different ideas and recommendations in this regard.

Placement services equivalent to those supposedly provided by employment assistance are conducted primarily with education funds and staff. There placed office counselors and two clerks located from a separate office under the direct supervision of the Superintendent. In addition to full-time counseling and training opportunities, the office is responsible for weekend and summer job placement. Some students are transported as far as Denver on Saturdays to work, etc., while the Air Force base nearby offers other job possibilities. In any event, this serves as the Air Force base has been somewhat limited than at present in terms of job possibility for students.

An analysis of the students' tentative plans are made to the placement staff using the form attached. A booklet is also attached to illustrate the type of public relations the office desires.

According to the staff of Intermountain and the perceptions of the team there is a need for thorough review and assistance in the area of special education. A team consisting of one or two special education representatives and an educational psychologist should address themselves to identification and screening procedures and remain to aid in the formulation of policies and program relevant to the students' needs. Attention might also be given to recreational and vocational planning for potential graduates through resources such as various clubs, clubs, etc. Facilities represent another significant problem area, and appropriate funding is available but will require refurbishing. A general policy determination regarding acceptance of special education students must be necessary as well because of the necessity for more than one acceptance in the role of Intermountain in serving younger's requiring special education services.

Although the staff of Intermountain is not adverse to fulfilling any of several special education functions, the do want, and rightfully so, a policy examining their specific responsibilities. Consequently, the Area and Central Office would have to acknowledge the added instructional aid.
hindered that programming for exceptional children places on the presently funded staff help from a curriculum and pupil personnel services standpoint. Without adequate resources to effect a quality school program for an average student population, it becomes proportionately more difficult to assure personal attention to a large number of students with special education needs. Of course, much the same statement could be made about other IIEA schools, but the matter is made explicit by virtue of the student referrals made to Intermountain from the Navajo area.

1. School, Health

An excellent relationship appears to exist between Intermountain administrative staff and health personnel of the Indian Health Service.

The fact that the IHS offices are located in a wing of the Intermountain complex expedited communications and students referred to Dr. Leoquest, the medical officer in charge, has a great interest in the school program and visits frequently with Miss Victor and her administrative staff. At present, Dr. Leopquest is developing a design for a school health program to be implemented at Intermountain and indicates he is receiving the utmost cooperation from the school staff and native community resources. He was particularly pleased with the speech and hearing project the university was conducting at Intermountain and the consultative role Dr. Enos G. Dengerfield was adopting with the instructional aides. For reference, Dr. Dengerfield's address and telephone number are, 1103 East 1st South, Salt Lake City, Utah 84110, Telephone 801-325-4152. Dr. Dengerfield explained that his initial efforts had focused on the physical and individual therapy but he quickly realized that this was less productive for most students than consultation with instructional aides who have daily contact with them. In a few cases he is conducting individual therapy but feels the communications, reliance on the medicine man and the like cause the instructive training with instructional aides to be more fruitful.

All representatives of the health services staff agreed with the contention of the school staff that recognition of the special composition of the Intermountain student body with a concentration in pupil personnel services staff at all levels was the single factor which could contribute most to the school ultimate success in meeting the needs of these students.

An increased number of instructional aides are needed along with opportunities for career development for this staff. In-service sessions with Dr. Dengerfield have been helpful but the professional guidance personnel were present at the session that Dr. Dengerfield was conducting when this visit was made, the emphasis was placed on problems the instructional aides were encountering. While this item is noteworthy and should be continued, it was felt that a more complete partnership between professionals and paraprofessionals could be fostered.

The entire layout of the Intermountain facility, particularly with reference to student living quarters, is less than ideal in terms of student traffic patterns. Frequently, students in moving from classes to their rooms, the dining area, recreational activities are compelled to pass through dormitory areas. This situation seriously restricts the individuals privacy and accentuates a problem of stealing. With so much traffic by living areas it is difficult, if not impossible, for all students to reside in dormitories. Admittedly this is a problem that would be difficult to completely eliminate in a school this size, but there may be less pressure may be utilized to reduce the problem. With some evolution of the same, efforts might then be undertaken to enhance the lived in appearance of the students' rooms.

There is an urgent need to incorporate a number of special projects into the basic program. At present, several projects with varying levels of success are helping to keep them solvent.

Two illustrations are:

1. Speech and hearing: Through university and social contract personnel this project is providing diagnostic and treatment and arranging in cooperation with the Indian Health Service for referrals to Intermountain.

2. School social work: Two teams of graduate social workers under a university supervisor are available for staff and student consultation on a United basis according to the following schedule:

(a) First year graduate students-25 hours per week in group and individual work with an approximate caseload of 20.

(b) Second year graduate students-45 hours per week, individual and group work with an approximate caseload of 15.

These students have aided in after school and recreational activities in some instances. Their university supervisor is enthusiastic about the potential of the project and is anxious to see Intermountain on a staging ground of the program graduates who would appear to be ideally suited to such a role. Among other things, their training includes visits to homes and work in cooperation with the Indian Health Service. The team felt there was need to coordinate and integrate these various efforts more fully. With improved communications and more resources a good portion of the potential contribution of the pupil personnel services staff at Intermountain, the students would be the less expensive, fully trained, and a more unified pupil personnel services staff. Of course, at Intermountain, the students would be the less expensive, fully trained, and a more unified pupil personnel services staff.

A comprehensive testing program is being implemented at Intermountain as an experimental basis. In addition to testing the probability of test scores, this program is intended to seek new avenues for personality and aptitude assessment and should be strongly encouraged.

Additional factors which the psychologist feels would need evaluation and which should influence the behavior of any pertinent information is some of the school personnel. From discussions with other school personnel, it was apparent that improved communications would enhance the productive relationship. Not too many staff members were familiar with the psychology.
P. RECOMMENDATIONS

1. The central office should interface with the Navajo area office to bring home the enormity of the problems created when large numbers of students arrive at Intermountain without records of any kind.

2. A decision needs to be made soon about the direction of the school and the type of student it will serve. At present Intermountain School has a varied student body that it is impossible to serve the present "staff and facility to meet all needs of all students.

3. The services of the area employment assistance office are needed to work with the junior and senior students in developing plans for vocational training after graduation.

4. The implementation of a promotional cooking class would provide an opportunity for boys to become involved in the foods and luncheon program.

5. Communications between the academic and pupil personnel service departments can be improved to better meet the needs of the students.

6. Reduce the student enrollment at Intermountain School to 1,800 students to give relief to overcrowded facilities.

7. Make $25,000 available to Intermountain School for the purchase of necessary textbooks and $3,000 for the administration of an academic achievement test.

8. Consideration should be given to the need for construction of an academic building so the school can schedule classes in the same general area.

9. It is needed to have adequate usage of the placement services; however, it is suggested that placement services as they function at Intermountain would benefit from:
   (a) Resumption and strengthening of the employment assistance office liaison. Increased involvement by employment assistance offices could relieve the present ad hoc office for part time and summer placement, occupational information discussions and other such activities.
   (b) Those activities not within the purview of the employment assistance office should be part of the pupil personnel services component.
   (c) Incorporation of more visual aids, occupational materials and the like in this aspect of the program. With the instructional service center on campus easy access to many current materials should be afforded.

CHARLES N. ZELLER
Assistant Commissioner (Education) Bureau of Indian Affairs.

G. Magdalena, BIA Dormitory, Magdalena, New Mexico

1. REPORT BY DR. PATRICK LYNCH, DIRECTOR, INDIAN EDUCATION SERVICE CENTER, ALEXANDER, M. M. W.

EDUCATIONAL SERVICE CENTER, ALEXANDER, M. M.

DEAN SENATOR KENNYEDY: This report was sent to the principal of Magdalena BIA dormitory. We were invited to talk with the staff to the principal in October of 1967. We detected a great amount of anxiety on the part of the staff about the older Indian boys. The staff realized that the disciplinary situation was so severe that older boys were building and preserving great hostility toward the staff. Involved and lengthy stories which ended with a hint of war was all were told. It is probable that the women staff member relating the material was indulging in such daydreaming as "enemy." Constraints existed in the dormitory which included the following:
1. Game boards which were missing pieces or damaged were not replaced; so as to teach the Indian children, in the words of the staff members, what happened when they didn't take care of their property.
2. The piano was locked up in a room and just not used, lest it be damaged.
3. Television was allowed on for 0 to 2 hours a day, only when the students "behaved."
4. One student in the entire dormitory was allowed to display any personal belongings—i.e., the student was treated and we allowed to hang three or four of his works in his room. All others were removed from barracks quarters.
5. Students were not allowed to bike or to walk after dinner but they ran away. No bikes, track experiences, or walks were scheduled for Saturdays or Sundays for the same reason.
6. All students, including the 31-year-olds, were to be in bed by 8:00 p.m.
7. Students were not allowed home on weekends except for very special reasons. Parents were not encouraged to come to the dorm at any time since to take the student home, the boy or girl would be tempted to leave school.
8. No physical activities or recreation activities were scheduled for any time. No video, no student organizations, no trips, nothing local, the monotonous of student prison life existed.
9. Staff complaints were excessive about student behavior, which in truth appeared to be very commendable considering the primitive atmosphere. Staff court orders were extremely critical students.

BEST COPY AVAILABLE
10. No decorations, at work, rugs, or furniture arrangements were used to make the dormitory seem like something other than the dreariest of jails.

11. For every positive verbal recommendation, a rejection was offered. Parents could not be brought in because they were too irresponsible and too interested in drinking. Students wanted only to run away or break things, etc.

Dr. James Porterfield of the Educational Service Center forwarded this enclosed two-page set of recommendations to the principal of the dormitory in November 1907. We have had no reply from the dormitory people since then.

The articles on the Navajo dormitories appeared in the Albuquerque Journal on December 18 and 31. The articles were staff written by the Gallup Independent News and quoted Dr. Bergman.

Sorry to have been so late with this. If you need anything more, let me know.

Sincerely,

DR. PATRICK D. LYNCH,
Project Director.

Proposal: I propose that we bus all children home each weekend. The children would enjoy an early evening meal at 4 p.m. and board the homebound buses at approximately 5 p.m. Each Friday. The children would board the dormitory buses Sunday at approximately 4 p.m. Upon their return to the dormitory, warm baths, clean clothes, good food and a planned evening of fun would await them. The local public school would charge approximately ($150.00) Four hundred fifty for each weekend of service.

I believe these and other advantages would far outweigh any disadvantages which might be inherent in a program calling for these children to be bussed home for the weekends. I also believe that two-thirds of the parents would quickly approve this proposal and the remainder would accept it when properly presented and explained.

I respectfully submit this proposal and urge your favorable consideration and approval.
II. Mount Edgecumbe Boarding School and Wrangell Institute, Alaska

1. REPORT PREPARED BY EDWIN B. HARVEY, M.D.

My position has been consulting psychiatrist at Mount Edgecumbe Boarding School, attending there once or twice each month for 3 to 4 days at a time for the past 7 months. My work has included individual and group discussions with the superintendent, principal, supervisory teachers, teachers, guidance counselors, students, Mount Edgecumbe Hospital personnel, and native people in the community.

The essence of this report is as follows:

1. Mount Edgecumbe Boarding School should be rephrased as a demonstration school.
2. For this purpose consultation services and advisory councils in various areas are needed.
3. During any 3 months of work, at the boarding schools, there has been a constant demoralizing effect from "the fence"; desperately required personnel, services, buildings, repairs, are not being provided. School personnel attempt to fill in the gaps but the students are deprived of necessary services.

The following report is an attempt to demonstrate the present situation as well as what the possibilities could be, were the funds and appropriate personnel available.

INSTITUTIONAL AIDS (HOMESTY PERSONNEL)

This group, mainly native people, is underpaid and understaffed. For the approximately 600 students, 300 male and 300 female, a minimum of two aides per floor at night (7 p.m. to 7 a.m.) is required; there would be far preferable. At present, one aide, usually a lone, is on duty for the entire dormitory at night; sometimes there are two. Night problems of various kinds are the rule rather than the exception. These consist of nightmares, worries, sleeplessness, occasional bedtime jittering, and many more. Sometimes discussions of great import are brought up on the students and dormitory personnel.

A group of four aides has been working since the beginning of the year; two are full-time, and the other two are part-time. These people need to be considered on the same level as the teachers, since they train the students in areas such as the more formal school's study methods. A higher pay scale plus continual training while working is required. They frequently hold the key to a student's difficulty in school. This group, already alert and conscientious, recently suggested students and visitors' meetings to provide informal forums for the use of the English language plus an outlet for discussions of many kinds.

As the aids develop their skills, receive more pay and feel more useful at a level and working more closely with the teachers, they will provide for the student a group of native people with whom they can identify and with whom they can talk.

There have been found a place in the community. Many students may find it possible to identify more closely with these people, thus finding reason, both consciously and unconsciously, for positive educational goals.

R. ADMINISTRATION

A top level administrator is needed as superintendent, one with training and experience in motivating staff and students. He must be encouraging, innovative and stimulation in his approach, since students are unprepared by anything in their life experience, not only for the education offered but for the future that education may bring.

As administrator, he needs also to be prepared for the various forms of reductive behavior such as suicidal attempts and self-destruction (self-destructive forms of aggression) as well as defiant behavior. He must lead in turning them drives into constructive channels as part of the education process. The present superintendent, in his position for only the past month, may well prove to be such an administrator.

TEACHERS

Workshops are provided for the teachers during the summer months when school is not in attendance, and once during the school year. The latter workshops in January 1985 had very few teachers from Mount Edgecumbe Boarding School and none from Wrangell Institute, since they were needed at school. This is totally inadequate for the stimulation and innovation needed to think through the educational process based on sound psychosocial and sociologic understanding.

Funds are required to provide educational psychologists for these schools, to be constantly present, in residence, aiding the teachers in their daily approach as well as long-range planning. The type of personnel needed could be attracted to the schools considered "demonstration schools".

We are concerned with teaching the Indian, Eskimo and Alaskan children have still other factors to consider of vast cultural and sociologic differences between the middle-class Caucasian and this group of Alaska children. Many are brought up to project and identify with the men and women of a hunting or fishing culture who have little or no academic education. Others whose culture has suffered under the economic impact of the Caucasian (immigrants) have but respect for their families and their ancestral ways. Many of these families are destitute or have alcoholic parents. The children of these families have little or a tenuous source of early identification, which is a prime requisite for ability to learn in any way. A simple example is that of the male student who is raised in an environment where masculinity is expected with the level of success in hunting; in such a community or home, book learning takes second or third place. A student from this background might be patient enough to sit through classes for years because he has been taught respect and obedience to his elders, but he may never learn much of what is being taught in the classroom.

My background is that of child psychiatry for the past 17 years, preceded by a decade of pediatric practice. The field of child psychiatry includes consultation with community agencies such as schools, health department, welfare department, department of social...
tions, and so on, including social and community agencies. From this
uncovered my concept of learning as based in the following: (1) the
majority of children are born physically equipped to meet their
needs from their living situation in the home, and academically in the school. (2)
they are curious and investigative, using the senses to satisfy their drives.
This takes an aggressive quality in the sense of teaching out or giving after materials or situations to answer their questions. Thus
(1) and (2) are inherent in most individuals.

As the infant grows into childhood, he perceives the adults and other
children in his environment in terms of their self-evaluation or respect
for themselves. He perceives "what they do more than what they say". As he
does, he absorbs these attitudes into himself, at first passively,
and gradually fitting them into his personality. If there is considerable
self and family derogation, it would naturally be seen in the home
environment and unconsciously a child would build up a defense system to protect
himself from the pain of these feelings as well as an attempt to keep
himself from knowing how he feels. The school environment or any
situation would take in the vast quantity of psychic energy, diverting it from the pre-
viously mentioned natural drive to be inquisitive and learn from others
and others' experiences. A consistently vitaly important attribute is
inability and refusal to trust one's own senses, observations and
experiences. It is important to note that self-picture obtained from the immediate
environment of family carries a very low esteem.

Also, although this is admittably an oversimplification of the process,
the active quality previously described of cutting out to learn
about the environment is now turned inward against the displaced
self, eventually resulting not only in unlearning but inability to adjust
back to the home environment or any other. Adolescents, suicidal at-
tempts and other self-destructive devices are logical results of this
shift of self-identification.

The picture of poor self-esteem derived from the low status of the
individual or village, as part of the society of the State of Alaska, is
the background of many Eskimo, Indian and Aleut children. The
major job to be done here is the upgrading of the status of the
trade. It is not within the scope of this report.

D. INTEGRATION

Much could be expressed on this point. The students cannot be
prepared for and cannot understand "the outside world" in an environ-
ment separate and distinct from students of other races and separate
from the community of Sitka. In my opinion, denominities at regional
high schools may provide a somewhat improved environment, but those
who live in the denominities will still be considered different and will
consider themselves different unless the denominities are integrated.

Although the boarding schools are available for enrollment of non-
native children, the fact seems little known and few attempt to
attend. Funds are available for upgrading the schools and providing truly in-
novative instruction, many more may be attracted. An additional fund
is needed to provide educational community jobs in Sitka and the
area where a regional high school is to be built. This would be a
service to the community as well as the schools.

My proposals for improvement include:

1. Inclusion of the available native people as one of the advisory
committee in all planning for the schools. Financial, educational, living
experience, food management, maintenance. This would help raise the
self-esteem of the students, so vital to the learning process.

2. Although there is an advisory council from the University of
Alaska working on the educational problems of the Etno school,
its efforts have not been sufficiently apparent during the working days
of the school year. It needs the implementing arm of educational psychologists at the schools constantly, an additional staff, and other funds considered necessary by the advisory council is necessary for the on-going job.

3. Consideration should be given to temporarily dispensing with
chewing. Students, teachers, native peoples, school doctor, and
thereby, the administrative and guidance personnel must meet together in small,
non-formal groups for several months in an attempt to determine what is to be done and how. This, in itself, is an administrative and diplomatic proc-
less. To be encouraged to express ideas in English, and to be sincerely listened to, will promote knowledge of English.

4. Another factor, as in point 1, is the pain in self-respect of each
student. Settled, while the teachers will learn these values and their
teaching on the side, the students will learn the values. This is not
equal to giving the student a copybook to imitate. In designing the school curriculum and rules for his exercise in his
own while at school.

5. After the first year of attempting this, a longer period of time
in learning of each student might be added for the planning
program. No time from academic education should be lost more
than the half wasted in the classroom by 'dull of motivation' might be cut very low.

6. Such ideas as holding classes outdoors for these students who are not accustomed to being outdoors might be of great value in many fields, notably science, art, mathematics, physical education, psychology and philosophy.

7. To truly innovate and guide this process, we would need educa-
tional psychologists, social workers, a psychologist, and an anthropologist.

8. Because of the "fear" of the social worker in trying to persuade
two jobs, the second job being that of a person who can fill the gap. This
job in the community goes to the school who lives within the school and has little social work service.

The guidance department does at the school. The two full-time guidance personnel are involved in vocational guidance and must
be based at the school, not at a distance. This job is made for the guidance person.

The need for the social worker and the guidance personnel is self-evident. These people can also help provide a focus for integration of
services; at present, each group, whether social workers or guidance personnel, feel that they are working entirely and
unbeknown to the others set forth by the other departments. If it is not
itself is destructive to schools as well as the attempt to provide an integrated (in contrast to fragmented) service to the school.

My work as consultant psychiatrist has been in the top of the
conference with those who have been involved in this work for the past
years. Notable in this is Robert Bergman making in
Arizona. Funds have not been available for this purpose.
The plan offered is no panacea for personal and many other problems. It is suggested as (1) a beginning resolution of the students' low self-esteem now defeating the educational attempts; and (2) the opportunity for constant revision as needed.

Attention should be paid to the Sitka branch of the Alaska Native Brotherhood's attempts to advise and guide the administration of the school. The families of these people offer a valuable adjunct if integrated as part of a "foster parent" arm of the school. They may also offer the beginning of an entirely different way of planning for the future of those students who must leave home for a high school education. This plan would be a network of supervised native and Caucasian foster homes for all of these students, with attendance at local high schools.

Eleanor B. Harvey, M.D.

Wrangell Institute

Wrangell Institute, a boarding school for Indian, Eskimo, and Aleut children 9 to 10 years of age, is located 8 miles from the town of Wrangell in southeast Alaska. Formerly the Institute accepted children from the age of 6 years. They came from villages where no schools were available. Even at 6 years, absence from parents for 4 or 5 months of the year is extremely traumatic.

The population of Wrangell Institute is over 300 children, at present mainly handicapped in some way, with hearing or visual handicaps, "social referrals" and those who were considered "mentally retarded" prior to admission.

In my opinion, the entire operation is hampered by a lack of funds leading to inadequate salaries of dormitory personnel, lack of social services, lack of adequate consultation. The physical plant is too small and geographically inconveniently placed.

The space in the dormitories is not adequate for this many children. No provisions are made for active outdoor play, "motor behavior" is the result for many, with its resultant punishments.

Sixteen teachers are not sufficient for this many handicapped children. There is one special education class with 18 children. Other classes range up to 24. There is no mobility out of this special education class to allow other children the advantage of this type of teaching.

Dormitory staff are inadequate in number and calibre. Salaries are too low to attract men and women to do this tremendous job.

There is no educational psychologist to aid in any teaching innovations, no social worker except for one week per month beginning one month ago. My services as psychiatric consultant have been limited to two visits within this school year, with more planned for April. The Alaska Area Native Health Service of the Indian Health Service and the Public Health Service directed that for each visit to Wrangell Institute, I must deduct one visit from my program with Mt. Edgecumbe Boarding School, due to the limited amount of money available for this psychiatric program for both institutions. My time has been used primarily for staff, individual, and group consultation with very limited time for individual student evaluations. The staff has been eager for this type of consultation. There tends to be much depression and frustration among the staff as well as with the students because of lack of size, facilities, money, and personnel.

Eleanor B. Harvey, M.D.
I. Ogala Community School, Pine Ridge, South Dakota

1. Evaluation of Ogala Community Boarding School, by Dr. Harold Koch and Dr. Bert Speer


Senator Edward M. Kennedy,
Chairman, Special Sub-committee on Indian Affairs,
U.S. Senate,
Washington, D.C.

Dear Mr. Kennedy:

After a long delay, I am writing to you of our evaluation of the Ogala Community School at Pine Ridge, S. Dak. We tried to do this in our usual simple terms.

Our first impression at Pine Ridge was that the staff was not interested in the problems of the students, and we felt they did not project this attitude to the students. At the end of our 3 day visit, we were of the opinion that much of this attitude was caused by the actions of the student body.

After February 15, my schedule will allow me time to do a follow up of OCS and to investigate the problem at Alliance. If you have any special instructions, please forward them in the near future.

I am sorry for the delay in getting this report, but my schedule would not allow me any free time to complete this report any sooner. It is our hope that this report will be of value to you.

Sincerely yours,

Dr. Harold H. Koch

A Evaluation of Ogala Community Boarding School, Pine Ridge,

Vacation dates, December 11-13, 1968.

Visitation team: Dr. Harold H. Koch, chairman, Division of Education and Psychology, Chadron State College, Chadron, Neb., Dr. Bert Speer, associate professor of psychology, Chadron State College, Chadron, Neb.

The following data was collected by visiting with administrators, guidance counselors, teachers, and students. In addition, the visiting team solicited reactions from students individually and in a 1 hour closed session. It is our feeling that in order to do a thorough evaluation of the school system, we should have spent at least 3 days at the school. Our schedule would not allow this amount of time, but we do plan to follow up with at least a 1 day visit in January. The results of that visitation will be forwarded to you.

Wherever possible, this report has been written in outline form to make it more feasible for your utilization.

1969
3. Student expectations:

a. The majority of the high school students appear to have no clearly defined educational or vocational goals. When asked what they would do after graduation from high school, a good many replied that they would get a job, but were not specific about what kind of a job. Many of the students have the ability to go on to college work as indicated by their standardized test scores. Follow-up studies indicate that few will achieve success in college.

b. The boarding school system is about the only way many of the high school aged youth could receive secondary education. Admis-

sion to the boarding school for secondary students is on the basis of (1) poor social conditions in the home or (2) the stu-
dent has no high school within a reasonable distance from the home. Boarding schools, therefore, are the only means for admission to boarding school is an unachievable home environment. The American boarding school student is in the availability of stable food, a warm clean bed, and adult supervision.

There is some question as to whether attendance at the O.3.4.5 changes his role on the reservation. No evidence would indicate that there is a change. It is probable that the student will be chosen from the better educated members. It is very doubtful that attendance at O.3.4.5 breaks down tribal loyalty in any way.

II. The Educational Program

1. Goals and philosophy of the school
2. The school program and curricula
   a. Academic and/or vocational training...II organized
      a. A copy of the daily schedule and course offerings for the
      1960-1961 school year is included in this report
      b. The school (Elementary 1) is academically oriented—very similar to public schools in the area. The secondary school is not oriented, but not to the ex-
     tent that it academically oriented.

At the present time, the elementary school has an active student body and a regular classroom teacher. The head teacher's aid is in need of help.

The secondary school has a principal and a director of secondary education. The daily routine of the secondary school is under direct supervision of the director of secondary education, Mr. Richard Edwards.

Each student enrolled in the school must enroll in courses required by the State of South Dakota. In addition to these requirements, the administration has the following recommendations:

a. 4 years of English (1 year can be Journalism)

b. 3 years of Mathematics

c. 1 year of Science

d. 2 years of History

2. Qualifications of teaching and academic staff
   a. Two teachers hold a teaching certificate, one teacher holds a bachelor's degree and one teacher is working towards a baccalaureate degree. The qualifications of the teachers are adequate, but not exceptional. The qualifications of the teachers are adequate, but not exceptional.

3. Accreditation of the school
   a. Accredited by the State Board of Education
   b. Accredited by the National Association of Secondary Schools and Colleges

4. Achievement of the school
   a. At the end of the school year, the school is in need of further training. The emphasis of the school is needed.

5. The educational department is needed.

It was very evident that the high dropout rate in the primary year was caused primarily by academic failure. The elementary school curriculum is limited to the requirements of the individual student; but, when they enter the secondary school they must meet the same standards. This problem could be solved by adjusting the second-
ary school program to meet the needs of all students. This would require new and additional curricula, new and specially trained staff members and additional facilities. If this was made possible by the Bureau of Indian Affairs, each student would be able to begin his secondary education at his own academic level.

Another factor in the dropout rate is the number of required courses. Some schools, in education, are more demanding in the number of required courses. Our own school should be aware of the need for additional courses rather than satisfying specific course requirements.

In the Oglala Community School, the state of the school is very urgent. It's time to be placed on the list of schools that can receive certain assistance. Although our school has few free elective in his high school program, scheduling in some classes has been divided among their electives.

A vital part of any school curriculum is the extracurricular program. At the present time the student body activities program is not extensive enough to allow all students to participate and it does not meet the needs of the students who want to stay in school. Although many people believe that activities programs are the best way for students to develop social relations and for students to feel individual achievement. The athletic facilities, especially football and track, are very limited. The programs which does exist does not allow a student to participate for as long a period as the student body of students. The extracurricular program in gymnastics and in the school is handicapped by small and in available staff. At the present time no male program is available for students in the secondary school.

C. Other program include camps in Indian culture

1. Dr. Black's Elementary Primary School of Civilization is taught in the 4th grade

2. Other programs include culture studies in various levels of the school and other extracurricular programs.

3. The program is not able to meet the needs of individual students.
C. The evaluating counselor performances appear to be adequate in the high school counseling context. The counselor's responsibilities include:

1. Administering the test battery.
2. Interpreting the test results.
3. Providing guidance counseling to students.
4. Monitoring students' progress.
5. Assisting with career planning.
6. Providing academic counseling.
7. Administering the test battery.
8. Interpreting the test results.
9. Providing guidance counseling to students.
10. Monitoring students' progress.
11. Assisting with career planning.
12. Providing academic counseling.

D. The accuracy of the test results in the high school counseling context is as follows:

1. Test scores are accurate to within 10% of the true score.
2. The test results are consistent with the student's abilities and potential.
3. The test results are predictive of future performance.
4. The test results are valid for making decisions about the student's future.
5. The test results are reliable for monitoring progress.
6. The test results are useful for counseling purposes.

E. The effectiveness of the counseling services in the high school counseling context is as follows:

1. Counseling services improve the student's academic performance.
2. Counseling services improve the student's social behavior.
3. Counseling services improve the student's career planning.
4. Counseling services improve the student's self-concept.
5. Counseling services improve the student's problem-solving skills.
6. Counseling services improve the student's motivation.
7. Counseling services improve the student's stress management.

F. The impact of the counseling services in the high school counseling context is as follows:

1. Counseling services have a positive impact on the student's academic performance.
2. Counseling services have a positive impact on the student's social behavior.
3. Counseling services have a positive impact on the student's career planning.
4. Counseling services have a positive impact on the student's self-concept.
5. Counseling services have a positive impact on the student's problem-solving skills.
6. Counseling services have a positive impact on the student's motivation.
7. Counseling services have a positive impact on the student's stress management.

G. The counseling services in the high school counseling context are effective in achieving the following goals:

1. Improving academic performance.
2. Improving social behavior.
3. Improving career planning.
4. Improving self-concept.
5. Improving problem-solving skills.
6. Improving motivation.
7. Improving stress management.

H. The counseling services in the high school counseling context are effective in improving the following areas:

2. Social development.
3. Emotional development.
4. Intellectual development.
5. Motor development.
6. Physical development.
7. Social-emotional development.

I. The counseling services in the high school counseling context are effective in enhancing the following skills:

1. Critical thinking.
2. Problem-solving.
3. Decision-making.
5. Interpersonal skills.
6. Conflict resolution.
7. Time management.

J. The counseling services in the high school counseling context are effective in developing the following competencies:

1. Self-awareness.
2. Self-esteem.
3. Communication skills.
4. Problem-solving skills.
5. Decision-making skills.
6. Time management skills.
7. Stress management skills.

K. The counseling services in the high school counseling context are effective in fostering the following values:

1. Responsibility.
2. Integrity.
3. Respect.
4. Honesty.
5. Loyalty.
6. Perseverance.
7. Achievement.

L. The counseling services in the high school counseling context are effective in promoting the following attitudes:

1. Positive attitude toward school.
2. Positive attitude toward learning.
3. Positive attitude toward self.
4. Positive attitude toward others.
5. Positive attitude toward work.
6. Positive attitude toward life.
7. Positive attitude toward future.
2. Psychological/behavioral criteria
   a. Truancy is a major problem for children in grades 1-4. The
      attitude of parents toward school is probably the main cause.
      Typically the school has not attached a great deal of importance
      to individual achievement and the fact of job opportunity may
      be a factor. After a student has completed grade eight, and
      attending school could hardly be considered compulsory, South
      Dakota law states that a youth need not attend school after
      age 16 or completion of eighth grade, whichever occurs first.
      Attendance rates are high compared to public schools in the midwest; it
      is impossible to determine the actual street rate. School offi-
      cials are informed of arrests and an school attendance is in-
      struction of the pupil's budgetary status.
   b. Drinking appears to be a major social problem at O.C.R.
      than a typical public school. In 1976, there were a total of
      forty suspensions for smoking. This includes several students
      who were suspended more than twice as often as twice.
      School officials are unaware of drug use at O.C.R. There
      have been as arrests or suspensions for minor of drugs.

   After talking to a number of high school aged youth, it was
   this evaluator's opinion that a major behavioral problem in the
   youth of 18-20 is characterized by the youth at O.C.R. School.
   School officials will not inform any information and often
   a direct question would be asked.

   It is probably true that a student at O.C.R., first of all seen
   himself as a Mount. He has learned to place little faith in the
   white man (see above) and tends to withdraw when confronted
   with an unfamiliar situation. He may have great faith in
   himself when dealing with recreation problems but home
   this confidence when placed in a foreign environment. A des-
   perate cultural difference exist between the occupation
   Indians and the world around him. It is easier for the Indian
   child to live the life of theနန်သိမ်သာသန်း than it is to risk being
   with his tribe and family and adopting the government-oriented
   life of the white man. Socialization is not held in particularly
   high regard by these people.
   c. No data was gathered on specific reasons for expulsion other
      than drinking. See below.

II. Factors affecting Educational Performance

1. School-community relationship
   a. Participation of students in community activities
      The community is too weak and school is too dependent for the
      students to participate in community activities because they are
      not available.

2. Relationship of school with some educational institutions and
   employment centers in the area
   a. The community of Pine Ridge has an elementary school
      but the relationship between the two schools is on a very
      limited basis. The students in the secondary school do
      share some social functions with the Pine Ridge Illi-
      nious High School. Students from one school are invited
      to the other for movies or dances.
   b. In the community of the local N.Y.C. program, are
      practiced services to the Bureau Employment Office
      and use the Bureau of Indian Affairs Employment
      Assistance Office.
   c. School participation in local schools
      Students participate in the following:
      1. Local 3st program at the grade school 1-4 and at the
         boarding school
      2. Adult education (especially for adults)
      3. Assistance in preparing for the O.E.D. test to obtain the
         completion of a high school diploma certificates
      4. N.Y.C. program
      5. O.C.R. Boarded Center in the community.
   d. Effect of social contacts on students, both in and off campus
      1. Suggestions on campus seem to be inadequate in control
      of any social problems which may arise. Problems at differ-
      ent levels are often confused and only the parents can
      separate. A need exists for the wurden to be
      more involved away from the village.
   e. The school has very little part in the control of the
      safety of the community. The influence of the community
      is very weak.

3. Summer of the school
   a. Part-time employment opportunities available in the area, but
      none that can be very limited. A few students are able to earn
      employment in the Black Hills during the summer vacation. The
      same problems exist for the parents of the students.

4. School-Parent Relationship
   a. Here often do students return home during the school year
      Heavy weekend if they at reside and during school vacations
      The only employment available in the secondary school but
      not in the primary school to earn money
      b. When participated in a community activity in the
         secondary school for community month
      c. The SI.A. provides a trip to Denver, Back in the boys.
         Students during the fourth week
      d. What contacts have school maintained with parents and
         parents
      e. In most cases the school had an effective, but not in the
         close relationship with the home. The students were students
         to the school and to parents, but lije jobs were dominated
         of the labor of funds.

   Footnote:
   At the present, some community activities are being conducted
   but the frequency of the school will not allow them to attend
   the needs of the home. Therefore, usual contact must to be
   made in small. Lack of rural delivery shows up the present
   needs. When a problem does arise, it is usually easy to diagnose
   the solution is very difficult because of the communication
   problems with the home. A person should be employed to work with
   parents.

5. Parental involvement in and participation in school activities
   a. Opportunities do exist through the following
      1. Advisory school board
      2. Education Committee of Unified Council
      3. Education Planning Committee

   Footnote:
   Very few parents want an effort to be made to have their children
   accosted in the school. Very few parents attend the school or
to which to the school. Some parents feel that it is
    very important issue has come up
    During National Education Week in 1972, an open house was conducted
    in the secondary school for one week. Parents were informed and
    went to visit their children.
    The entire week only one parent visited the school. It is very evident
    parents have no interest in education and this lack of interest
    interest of their children.
Throughout this report we have located errors. They are intended to reveal the text.

1. The Physical Plant
   1.1. The Physical Condition of Forest and Elementary School
       a. Elementary School
          This building is in good condition. It may be lacking in some areas, but the elementary facility
          b. Secondary School
          At a whole, the campus is in good condition. There are hard surfaces. They are not bumpy with
          holes in pavement. The floors are level, but they need to be made level. The condition of the
          c. Facilities
             The secondary facility house needs to be made level. The school, with its metal and other materials
             being tested is in good condition. Although the secondary facility needs to be made level, the
             d. Administration
                The school is in good condition. The school, with its metal and other materials being tested
                is in good condition. Although the secondary facility needs to be made level, the

2. Social and Economic Setting
   a.economic setting
      The town is relatively small. The secondary facility needs to be made level. The school, with its metal
      and other materials being tested is in good condition. Although the secondary facility needs to be made level,

3. Educational Goals
   a. Goals
      The school is in good condition. The school, with its metal and other materials being tested is in good condition.

4. Administrative Organization
   a. Organization
      The school is in good condition. The school, with its metal and other materials being tested is in good condition.

5. Social and Economic Setting
   a. Setting
      The school is in good condition. The school, with its metal and other materials being tested is in good condition.

6. Educational Goals
   a. Goals
      The school is in good condition. The school, with its metal and other materials being tested is in good condition.

7. Administrative Organization
   a. Organization
      The school is in good condition. The school, with its metal and other materials being tested is in good condition.

8. Social and Economic Setting
   a. Setting
      The school is in good condition. The school, with its metal and other materials being tested is in good condition.

9. Educational Goals
   a. Goals
      The school is in good condition. The school, with its metal and other materials being tested is in good condition.

10. Administrative Organization
    a. Organization
        The school is in good condition. The school, with its metal and other materials being tested is in good condition.

11. Social and Economic Setting
    a. Setting
        The school is in good condition. The school, with its metal and other materials being tested is in good condition.

12. Educational Goals
    a. Goals
        The school is in good condition. The school, with its metal and other materials being tested is in good condition.

13. Administrative Organization
    a. Organization
        The school is in good condition. The school, with its metal and other materials being tested is in good condition.

14. Social and Economic Setting
    a. Setting
        The school is in good condition. The school, with its metal and other materials being tested is in good condition.

15. Educational Goals
    a. Goals
        The school is in good condition. The school, with its metal and other materials being tested is in good condition.

16. Administrative Organization
    a. Organization
        The school is in good condition. The school, with its metal and other materials being tested is in good condition.
blood nicotine levels are rapidly increased within five minutes of use (15). Even with its increased potency, prior to Feb. 27, 1986 smokeless tobacco had no warning label. In some states, there are no age restrictions on the sale of smokeless tobacco products. Like cigarette smokers, the sense of taste and smell is reduced among smokeless tobacco users. And, like cigarettes, the tobacco seems to be just as addictive, resulting in a user habit which may continue for years.

Need for Study. A study identifying the prevalence, patterns of use, and the attitude towards smokeless tobacco use among Indian youth is not only timely, but greatly needed.

There is a need to develop a data base for comparative studies. Since the early 1970's, the problem of increasing smokeless tobacco use among young adults, and its sequelae, have led to an upsurge of nationally sponsored research. The National Cancer Institute recently identified smokeless tobacco prevention and cessation as a high funding priority area. Research awards have been made to several universities and research centers. It is recognized that improved research needs to be done in this area, especially among the Indian population. Resource use planning and comparative study analysis are essential to formulate recommendations for services to Indian people.

Even though the harmful effects of smokeless tobacco products are strongly documented, little is known about the patterns of use and factors influencing such use among this new population of users. Furthermore, the prevalence of and attitude towards the use of smokeless tobacco among Indian youth are virtually unknown. Robert Mecklenburg, the Assistant Surgeon General for the Department of Health and Human Services, recently wrote, "The Indian Health Service, indeed the entire Public Health Service, is concerned that a trend towards increased use of such products by young people may be occurring in this country... An increasing number of health organizations now believe that the tobacco industry has been all too effective in its targeting of advertising of smokeless tobacco to youth and very few public health resources have been made available to address what could be a significant public health problem with serious future consequences" (16).

A recent survey conducted at Chemawa Indian School, in Salem, Oregon found that of 317 Indian students aged 14-20 years, 31% reported using smokeless tobacco (17). Several of these students reported using smokeless tobacco for as long as eight years. A more recent report from the Warm Springs reservation indicates that 40% of Indian children age 6-11 have used smokeless tobacco. Similar reports have been made from other Northwest Indian reservations. These reports lead us to believe that the problem is widely-spread among Indian youngsters. There is a need to investigate this issue and to document its prevalence. This study will contribute information needed to develop intervention programs targeted at the high-user population.
METHODS

The goal of this study was to identify the following: (1) the smokeless tobacco usage patterns of Northwest Indian youth; (2) factors associated with usage; and (3) attitudes associated with decisions to use and not to use smokeless tobacco, that might be used to develop effective prevention and cessation programs. A survey instrument was constructed to answer these questions and pretested at Chemawa Indian School.

With the limited resources available, it was decided that a strategy of intensive sampling in three different geographical and cultural areas would provide higher quality data than very limited sampling in a larger number of sites in the Northwest. Other studies (18, 19) have researched the use of smokeless tobacco in the Northwest but their samples have been based on recruitment and have been from areas broadly defined; no other study has sampled in one area sufficiently to make inferences about usage rates or relationships among variables.

Though we do not expect the same prevalence rates to apply in all locations of the Northwest, our approach considered that the same kinds of associations among attitudes and practices could hold for diverse areas. Generalizations about usage rates can be made to the three sample areas and, we believe, generalizations about relationships between attitudes and practices will apply throughout the Northwest. This study was developed as a pilot study that would lead to further research targeting specific aspects which could be investigated in a larger sample.

DATA COLLECTION

The study involved Pacific Northwest school children in the sixth, ninth and eleventh grades in three areas of Washington state: Neah Bay, Colville, and Bellingham. All the students in these grades in each of 14 selected schools were scheduled to fill out the questionnaire in May, 1987. An abbreviated survey was given to 90 fourth graders in an elementary school in the Colville area, bringing the total number of schools involved to 15. The response rate is summarized in the Appendix as Table A. The total refusal rate represented only 3.3% of the target group; absentee rate was 12.8%.

Site selection for program participation was based on identifying tribes from the Northwest with an expressed interest in involvement. To determine tribal interest, the project was presented to the 37 federally recognized tribes of Washington, Oregon and Idaho, at the Northwest Portland Area Indian Health Board Quarterly Meeting, July 10, 1986 at Marysville, Washington. From this meeting and follow-up phone and mail correspondence, three tribes were selected: Lummi, Makah and Colville.
Contact with the interested tribes consisted of an introductory phone call to each of the Tribal Health Directors - a contact that confirmed program participation and provided an initial tribal contact person. The Health Directors acted as liaisons between the program and targeted populations, helping us to identify school districts, schools, school personnel and tribal personnel. All of these individuals were identified through the assistance of the Health Directors, who therefore represented a vital link in our study. Delores Riding In, Secretary to the Board, contacted individual school administrators and secured specific numbers of classes and students. Because of her exact record keeping and strong interpersonal skills, it was possible to administer the survey by sending packets, each containing the "Teacher's Information Sheet" and at least enough questionnaires for a specific class, in boxes, each containing a cover letter to a specific administrator, to the 15 schools. It followed that all the classes scheduled to participate did so in the manner requested.

The "Teacher's Information Sheet" and the cover letter for school administrators are shown in the appendix; these instructions were as essential to unbiased data collection as the questionnaire. The standard questionnaire and the fourth grade questionnaire are presented in the appendix.

RESULTS

Quantitative results on the sample of 1180 sixth, ninth, and eleventh graders are summarized in 26 tables divided into five subject areas: demographic characteristics of the sample; tables giving the number of users, non-users, and experimenters; tables on practices of users of smokeless tobacco; tables on attitudes; and tables on cigarette smoking. Additionally there are three tables on results from the fourth grade survey.

Demographics. The five demographics tables give the figures on sample composition by area, grade, sex, ethnic status, age, and tribal affiliation. The largest group is from Bellingham, but the percentage of Indians in the sample is highest in Noah lay, where the Indians are the majority, and intermediate in Colville (see Table 2 for details). Among the Indians, there are relatively fewer eleventh graders than in the 'non-Indian sample; similarly the Indians are younger (see Tables 3 and 4). Median age in the Indian sample is 15, while it is 16 for the non-Indian sample. The distribution by sex is well balanced in ethnic and age groups (see Table 4). Seventy respondents did not list either their sex or ethnic group, while another 60 did not list age, but the grade and school district are known for all 11110 respondents (see Table 1). Tribal affiliation is listed in Table 3; Colville, Kootenai, and Lummi predominate.

Numbers of Users, Non-Users, and Experimenters. In the survey, respondents were asked to indicate whether they had ever used smokeless tobacco and if so, whether they were still using it. On this basis the sample was divided into three groups. Non-users (640 or 54.2%) had never tried it; users (197 or 16.7%) continue to use it; and, the intermediate category (343 or 29.1%), listed as experimenters, might also be called former users. While
sixth graders include a lower percentage of experimenters and users than the higher grades, little difference exists between the ninth and eleventh graders (see Table 6) in use patterns.

Both male and female Indian respondents show higher percentage of use than their counterparts in the non-Indian group but the difference in the female sample is most striking, where the comparison is between 24.2% and 3.9% (see Table 7).

The Indian population in the three areas varies by use (see Table 8) with Colville showing the highest use pattern (43.5%), Bellingham second, (19.5%) and Neah Bay last (14.3%). In the total sample Neah Bay and Colville show a much higher use by females than Bellingham does (see Table 9).

Use patterns for each school in the sample are given in Table 10.

Table 11 lists the use patterns that respondents indicated for their friends and various categories of relatives, with respondents categorized by Indian/non-Indian status and by their own use of smokeless tobacco. While a greater percentage of users, both Indian and non-Indian, tend to have relatives who also use smokeless tobacco than do non-users, this tendency is amplified when friends are considered. It appears from this tabulation that the peer group and its use patterns are very closely related to any individual’s decision about use of smokeless tobacco.

Indians and non-Indians in each of the three areas are compared for use of smokeless tobacco in Table 12, which shows that though the use of smokeless tobacco by non-Indians is significant, the use by Indian youth is higher. Table 13 compares the ages of Indian and non-Indian users of smokeless tobacco. The median age class for both groups is 16 but the distributions are not identical; many more Indian users are 12 or 13 while a larger number of non-Indian users are 15, 17, and 18. Age differences are shown further in Table 14 which presents age at first use of both experimenters and current users by Indian status. The median for experimenters is in the age’ class 10 through 11 for Indian experimenters and 12 through 13 for non-Indian experimenters. Of Indian users, over half first used smokeless tobacco before the age of 10, but for the non-Indian sample the median age group is 12 through 13.

Practices. Several questions on the survey targeted the extent to which students use smokeless tobacco. Table 15 reports on the number of days that a substance was used in the past month and shows data for experimenters as well as users. As some experimenters (though only 6.0 and 2.6% respectively) said they used a product more than 20 days in the last month, it could be argued that this group includes some who may not be former users. Conversely, some users appear to have light use patterns and probably should not be considered addicted. The median category of use for the Indian users is six to 10 days of the month, while for non-Indians it is four or five days. Table 16 lists student responses to the question of how many times in their lives they had chewed or dipped tobacco; while 59% of Indian users indicated it was over a hundred, fewer non-Indians (39.8%) gave that response.

Table 17 presents other characteristics of use and shows three other attempts to elicit extent of use: how often it is used (part 1), how long it
has been used (part 4), and how much is used in a week (part 6). This table breaks down responses in four different ways: by sex, by ethnic group, by area, and by grade. It lists the percentage of responses in each category by these four subdivisions and, at the extreme right side of the table, for the total sample of users. A useful way to read the table is to read the response category of interest (for example, comparisons of males and females) and check it against the total in the same line. For example, in the first line, male use of smokeless tobacco less than once a month is given as 15.8%, which is less than 19.3% listed for the total sample. The female response is 28.6%. This shows that there are at least slight sex differences for this response. Following this response across the chart we can see that the Indian/non-Indian response rates are similar to each other and to the total; and there is very little difference among the three districts. However in comparing the grade levels we found that sixth graders chose this response (less than once a month) more often than ninth graders, and even fewer eleventh graders chose it. Looking through all the data on question one, in table 17, it appears that each of the four subdivisions contributes to an understanding of variation in use, but no category explains it all. Males tend to use more frequently than females: Indians slightly more than non-Indians; the Colville users have more daily users than other areas; and eleventh grade users are somewhat more frequent users than those in lower grades.

Questions 4 and 6, which also deal with quantity of use, show similar trends. Intercorrelations among these answers are high, indicating that the respondents were consistent in their answers and hence these answers can be judged reliable.

Table 17 shows other practices and indicates that the kinds of tobacco and brand preferred differ by area (2 and 3). Males and females also differ in kinds and brands preferred, while Indians and non-Indians show different preferences for particular brands. In respect to where respondents get it, more females than males and more sixth graders than higher level students get their tobacco from friends than on their own (question 5).

After school is by far the most common time when the substance is used (question 7). Sixth graders indicated use at school less often than others.

Males and females showed different preferences in tobacco products (question 8) with females preferring cigarettes more often than males and males preferring snuff more often. Slight differences also exist between Indian and non-Indian respondents, and among the three areas, with snuff being a stronger first choice for Indians and for Colville respondents.

More interesting in terms of developing intervention programs are questions 9 and 10, which ask respondents to indicate the main reason they continue to use smokeless tobacco and whether they would stop if they could. While very few individuals (7.9%) indicated addiction is the reason for continuing to use smokeless tobacco, over half indicated that they would like to stop if they could - a result which suggests some awareness that addiction, to some degree, is involved. The chief reasons that users, in all categories, listed for continuing to use smokeless tobacco, are enjoyment and taste. While a certain number (13.7% over the whole sample) listed the impact of friends, use by other persons (such as parents, other relatives, or girl or boy friend) was seldom chosen as a reason to continue. Answers to this
question give the respondents' views. Respondents play up the enjoyment they feel from the use of smokeless tobacco and downplay addiction and the impact of friends and relatives. However, other questions show that use by friends and relatives predicts an individual's own use. It is important to note here that the subjective measures may not be identical to the observed measures.

**Attitudes.** The survey asked non-users of smokeless tobacco why they do not use it; Table 18 presents the results for Indian and non-Indian males and females. A surprising degree of similarity in responses occurs across the four groups. One of the most frequently cited reasons given was "It's not good for my health," with "I think chewing or dipping tobacco is stupid" being of equal importance. Other attitudes that were frequently cited for not chewing or dipping include parental attitudes and interference with sports activities. Religious reasons were not cited frequently. More notable was the infrequent citing (about one-quarter) of "None of my friends chew or dip tobacco." This is notable because, as Table 11 indicated, the use pattern of a respondent strongly reflects the use pattern of friends. It appears that respondents are not fully aware of the impact of the association of their own behavioral choices with those of their friends.

Table 19 presents attitudes toward smokeless tobacco of non-users and experimenters. As would be expected the three groups differ in a consistent direction. It should be noted, however, that all three groups showed an understanding of health problems associated with tobacco. The understanding, however, was somewhat stronger for non-users than users.

Experimenters and users were asked to give reasons for first trying smokeless tobacco and these are shown by Indian and non-Indian status in Table 20. A great deal of uniformity in response exists among experimenters and users, both Indian and non-Indian. While almost all have cited as an important reason "My friends were doing it," almost no respondents implicated peer pressure. Almost half said they "did it for fun." This result corroborates the finding cited above, from Table 17, that enjoyment is a principal reason given for continuing to use smokeless tobacco. They believe they started using it, and continue to use it, for pleasure; any intervention program will therefore need to take this strong attitude into account.

Table 20 indicates a number of pressures and attitudes that are of little or no perceived importance; there appears to be no positive push from teachers or coaches, little perceived positive influence from parents (though more for users than experimenters), and little association with the desire to look older. Use by siblings and other relatives was listed as a positive inducement to a certain extent, particularly by Indian respondents, and general curiosity and advertisements were recalled as having some impact.

Table 21 lists the types of final comments made by respondents in this survey. Though over half did not comment, those who did make comments against use of smokeless tobacco were predominantly non-users, though some experimenters and users did as well. Only 20 made negative comments about the survey itself. The largest number of pro-choice comments came from users.

Attitudes toward school ranging from liking it a lot to not at all were analyzed according to use status, sex, and Indian ethnicity (Tables 22 and 23). It was found that responses of Indians and non-Indians differed slightly...
but somewhat larger differences exist between use categories, with users showing fewer strongly positive responses to school and non-users the most.

Smoking of Cigarettes. Table 24 shows that the greatest frequency of cigarette smoking occurs among users of smokeless tobacco, with experimenters second. Table 25, examining smoking by sex and ethnic group, shows that female Indians are at special risk (27.5%) while male Indians and female non-Indians show similar frequencies (10.5% and 18.4%) and male non-Indians are lowest (13.4%). The Indian smoker group, however, has a longer history of cigarette smoking (Table 26) than the non-Indian, indicating a younger age for starting the habit.

Multivariate Analysis. The 26 tables present various responses from the survey, analyzed by subgroups within the sample. The answers suggest relationships among variables and offer insights into key questions regarding social factors associated with whether an individual uses smokeless tobacco and how heavy the use is. Multivariate analysis is helpful in developing models incorporating several variables as causes, showing how the variables themselves are interrelated, and ranking their importance as causes.

Stepwise multiple regression was used to model whether an individual is a user, an experimenter, or a non-user with the following variables considered as potentially important: age, grade in school, sex, ethnic group (Indian or non-Indian), cigarette smoking, and the variable listing proportion of friends who use smokeless tobacco. Of these traits, the most significant was friends' use and second was cigarette smoking; least significant were age and grade level, while sex and ethnic group contributed some impact. As a whole, the model could explain only 41.22% of the variance but a large part of it (29.60%) was contributed by friends' use.

The various measures of degree of use are interrelated. Amount of use in a week was chosen as representative of these measures and a set of variables was investigated as possibly influencing it. Variables included friends' use, how long the person has used smokeless tobacco, grade level, age, sex, ethnic group, and whether the person smoked cigarettes. Age and grade level were not associated at all and Indian ethnicity and sex were not associated to an extent that was statistically significant. Use by friends, lack of the habit of smoking of cigarettes, and the length of time the respondent had been using smokeless tobacco were all slightly significant; however, the full model explains only 17.64% of the variance. The model is improved when a different measure of quantity - number of times smokeless tobacco was used last month - was used. Friends' use entered the model as the most important variable, as before, but the second variable was male sex while third was length of time as a user, and non-smoking of cigarettes was fourth. Grade level was next, followed by age and ethnicity. Still, total variance explained was only 29.64%

It appears that although sex and ethnicity help to explain the possibility of a student becoming a user, once this occurs other variables (e.g. length of use, friends' use) are more important in determining the degree of involvement. The data suggest that the addiction takes over and all addicts have more in common with each other than with any non-users. In these models however, much of the variance is not explained. This means that other factors we did not investigate - factors that could be idiosyncratic - are
involved. There is a great deal we do not know about what makes an individual a user or what determines how heavily a user is involved with a substance.

**Fourth Grade Sample.** The fourth grade sample received an abbreviated survey (see appendix); this factor plus the small sample size and restricted location limit the analysis and interpretation possible. Table 27 lists the 90 respondents by sex, ethnic group, and user category; only eight are users and seven are experimenters. As with the large sample, however, friends' use appears to be related to an individual's use; and in the Indian sample more persons had friends using smokeless tobacco than did the non-Indians (Table 28). In respect to attitudes toward school, experimenters and users of smokeless tobacco had less favorable attitudes than non-users, but differences between respondents in terms of sex or ethnic group were minimal. As with the older students, the users of smokeless tobacco appear to share certain attitudes more strongly than with persons of their own sex or ethnic status.

Unfortunately, many of the fourth graders didn't answer the question about father, mother, sibling and relatives' use. But of those who did we have 17.6% for father, 5.9% for mother, 5.9% for sibling, and 50.0% for other relatives; the numbers who answered are too few for a meaningful breakdown by ethnic group. Information about frequency of use is limited by the small number of users involved. It is notable that over half in both ethnic groups said they use smokeless tobacco less than once a month, and only one, an Indian, said that he used it every day, while one non-Indian claimed use of several days per week. All users said they preferred the brand Copenhagen. Three claimed they bought their smokeless tobacco while two got it from parents and two from friends. No respondents said they use smokeless tobacco at school, while playing sports, or before bed, but all indicated their use time was after school.

Preferred reasons for continuing to use smokeless tobacco were that "it tastes good" (two respondents), "I enjoy it" (one), "my parents do it" (one), "other relatives do it" (one), and "to stop from eating" (one). All four of the Indian users, and two of the three non-Indian users, as well as the respondent who did not list ethnic group, indicated they would like to stop if they could.

Only two respondents of the 90 indicated they had ever smoked cigarettes and both indicated they were not currently smoking; one had smoked for one year and the other less than a week.

These results indicate that though use among fourth graders is low, it is not non-existent and for those affected the condition could be hazardous. Prevention and intervention programs need to start early.

**DISCUSSION**

Though few studies have been done on smokeless tobacco use among Indian youth, those that have been done in the Northwest have found similar results. Schlife (18) found in a study of 2454 girls and 2511 boys in rural Alaska, both Alaskan Native and non-native, that 27.5% of the girls and 33.7% of the boys used smokeless tobacco products to some extent. Respondents were from
ages 5 to 18. The percentage reporting use increased with age but the quantity used was not age related. The survey was conducted by Indian Health Service dental staff in grades K-12, involving students who volunteered to be in the study. Schinke and Schilling (19), in a study of 144 Native Americans from Alaska and Washington, found 19% of females and 42.2% of males had used smokeless tobacco on more than 20 occasions. Their subjects were recruited from tribal and reservation schools and gave informed consent.

Some differences exist among these two studies and ours in the definition of use. Schlife's users probably include our users and at least some of those we categorize as experimenters; Schinke and Schilling, by defining user according to a given number of experiences, make exact comparisons difficult but suggest similar patterns. Both studies found higher use patterns in females than is reported in non-Indian studies (20, 21, 22, 23). The involvement of females in use of smokeless tobacco appears to be a feature of use by Indian youth.

Our data, as well as the studies cited previously, indicate that though the prevalence varies by local area, Indian use starts younger and involves more individuals. Prevalence appears to peak by the ninth grade. Our sample may be misleading since we have fewer Indian eleventh graders than ninth graders; this could represent earlier drop-outs and those students who dropped out could be even heavier users of smokeless tobacco than those who remained in school.

Attitudes, Behaviors, and Intervention. Analysis of the responses to the survey show a close association between use of smokeless tobacco and friends' use of smokeless tobacco. Attitudes of users toward the product cluster as do attitudes of non-users, irrespective of sex or ethnic group. Intervention will thus have to take account of peer group values and will have to be sensitive to social needs. Education in the form of information-only will probably not be effective for it appears that the user group of students has at least some awareness of health risks of smokeless tobacco. However, the respondents do seem unaware of the strong addictive potential and education for prevention could make this point. Other studies suggest that adolescents don't consider smokeless tobacco as hazardous as cigarette smoking (24), though research does not support this view.

The survey did identify some positive elements. Non-users seem to be strong in attitudes that might prevent them from experimenting with smokeless tobacco. Secondly, it appears that a large number of users are interested in quitting and thus might be responsive to a cessation program if one were offered. Such programs would need to take the strong peer group involvement into account.

Programs. Educational programs and intervention programs are being developed to meet the demands of this fast-growing addiction. Agencies (whether they are school districts, tribes, or health groups) would be well-advised to investigate the programs available, keeping in mind the needs of the population as identified in this study. The following list is offered without comment.
1. "The Big Dipper" is a video produced by the Oregon Research Institute of Eugene, Oregon, and marketed by the Independent Video Service of Eugene, 401 E. 10th Avenue, Suite 160, Eugene, OR 97401.

2. "Up to Snuff" is an educational handbook also produced by the Oregon Research Institute and marketed by the Independent Video Service in Eugene.

3. "Staying Out of Trouble with Your Friends" is a video on refusal skills related to smokeless tobacco, produced by CHEF (Comprehensive Health Education Foundation of Seattle, 20832 Pacific Highway South, Seattle, WA 98198-5997).

4. "Here's Looking at You" is a K-12 drug education curriculum which includes education on smokeless tobacco (as one of a number of drugs); it is available through CHEF.

5. BABES (Beginning Alcohol and Basic Education series) is an educational program for children, produced by BABES, 17330 Northland Park Court, Southfield, Michigan 48075.


7. A pilot program for grades K-3 is reported as being developed by the Center for Disease Control; Mary Beth Kinney at the PHS Indian Health Center, Salem, Oregon, is the contact person.

A key issue that should be considered by school districts or tribes that are planning programs on smokeless tobacco is whether to do this as an isolated project or to incorporate the topic within general addiction-awareness programs. The list above includes both types of materials; arguments can probably be made for either approach. In any case it appears clear that just the presentation of "information" on smokeless tobacco is not enough to turn the tide. Tobacco is a highly addictive substance and it is extremely potent in its currently faddish form (smokeless). Intervention will have to be sophisticated to succeed.
We believe that this problem is growing rapidly and that many communities are involved in programs to reduce it. At this time, however, little has been done to assess programs and determine what kinds of programs work best, particularly among Indian youth. In the face of this situation, we would make the following recommendations:

1. A workshop should be planned within the Northwest to accumulate information on what progress is being made in the way of prevention and cessation;

2. Out of this workshop a study to evaluate these diverse projects should be proposed;

3. The Northwest Portland Area Indian Health Board will serve as a convener and planner in programs and studies addressing the use of smokeless tobacco.
REFERENCES


APPENDIX

Letter to teachers administering surveys
Teacher's Instruction Sheet
Table A. Response to Survey on Smokeless Tobacco
Fourth Grade Student Survey
Student Smokeless Tobacco Survey
Tables on Survey Results
May 20, 1987

Dear

Enclosed are materials for the student survey on smokeless tobacco. In this package you will find one packet for each class selected to participate. Inside each packet are the exact number of student questionnaires required for the class, an instruction sheet for the teacher and a copy of the questionnaire for him or her to examine.

You will note that there is a label in the upper left hand corner of each packet indicating the class for which its use is intended. The information on this label is essential for the statistical analysis of the survey. It has been filled out from information given to us by your school. The number of questionnaires in each packet has been determined by the number of students enrolled in the class. In case this information is in error, I have included a quantity of extra questionnaires. While it is necessary that all questionnaires in the packets be returned, I would appreciate the return of these extra copies as well.

I have attached a copy of the teacher instruction sheet and a copy of the questionnaire to this letter for your information. If you have any questions, call me collect at 503-754-3773.

The packets are pre-addressed and postage-paid for easy return to us. Just drop them in the mail.

We hope that all the classes selected to participate are given the survey on the same day and if possible at the same time. It is important that students not have the opportunity to discuss the survey with each other before everyone selected has participated.

Thank your for your help in administering this study.

Sincerely,

Pamela Kay Bodenroeder
Field Supervisor
Survey Research Center
Oregon State University
IMPORTANT . . . PLEASE READ.

TEACHER'S INSTRUCTION SHEET
SMOKELESS TOBACCO STUDENT SURVEY

The materials for this survey include questionnaires and individual envelopes for the students and a large postage-paid envelope to be used to return the students' envelopes to the Survey Research Center.

As the teacher of one or more of the classes selected to participate in this study, you are asked to do the following to insure uniformity in the administration of the survey:

1) Read the survey form yourself before handing it to the students. There are a number of directions for "skipping" to various places in the questionnaire and we would like you to help any student who is confused by these instructions.

2) While we have made an effort to use language that can be understood by all, we realize that some students may have difficulty. It is permissible to give simple definitions of any words or phrases, but please do not interpret the meaning of the question. Just assure the students that there are no "right or wrong" answers. It's their opinions we need.

3) It is intended that the questionnaire be distributed enclosed in its envelope. After completing the form, each student should replace it in the envelope and seal it before handing it back to you. We need honest responses from your students and these procedures are important so they will believe that the confidentiality of their answers will be protected. The students should be told that we do not want their name on the form, and that no teacher or other student will see the completed surveys or know who filled them out.

4) The entire class is to do the survey at the same time. Give every student in the class a questionnaire to complete. The survey is voluntary and students are not required to participate. We suggest that you provide some quiet study activity for those who do not wish to take part and for those who finish quickly. We hope every student will be given sufficient time to complete the survey at his or her own pace.

5) We have provided you with a large envelope for the return to us of the completed questionnaires from each class. If you have more than one class, you will need a separate return envelope for each. We are sending a few extra envelopes to the contact person at your school in case more return envelopes are needed.
6) In the upper left-hand corner of the return envelope, you will find a label asking you for specific information about each class that participates. This information is very important for statistical purposes. Please check, correct, and complete the label for:

a) Name of school
b) Grade level
c) Date survey was conducted
d) Number of students present in class that day, regardless of whether or not he/she completed a questionnaire
e) Number of students actually enrolled in the class
f) Your name

7) Mail the large envelope(s) to the Survey Research Center. No postage is required. If you have any questions or difficulties, please feel free to call either Pamela Bodenroeder or Helen Berg, collect, at the Survey Research Center, Oregon State University, Corvallis, OR. The telephone number is (503) 754-3773.

8) All survey forms, regardless of whether or not they are completed, must be returned to us. No teacher or student is to keep a copy of the questionnaire at this time.

We wish to thank you for your assistance in conducting this important study. Please feel free to include any comments you may have about any problems you had or unusual events that occurred during the time the students were filling out the forms.
J. Phoenix Boarding School, Phoenix, Arizona

1. Report Prepared by Anthony E. Elith, M.D., Mental Health Program Officer, PHS, Phoenix, Arizona.


Senator Robert F. Kennedy, Chairman, Senate Subcommittee on Indian Education, Senate Office Building, Washington, D.C.

Dear Mr. Chairman: As you may know, the question of mental health education in the Phoenix area of the Indian Boarding School is still a subject of discussion in our area. I was appointed to the committee to discuss this question in September, following a study of the situation. So, you might think, I am still very much in the process of meeting with the problems, even though I am not quite ready to turn to my own work.

The mental health needs of the area are very high and the problems are quite serious. For example, the Indian population is high in alcoholism and family disintegration, poverty and mental depression. However, there are reservations where suicide and homicide are more common than in other reservations. The cultural factors play a major role in mental health programming.

Therefore, I am included in the development of mental health plans, but to encourage the development of mental health programs, we need technical assistance from an area multi-disciplinary mental health team.

I am committed to the concept of Indian involvement and I am trying to the greatest extent to the best to support the development of a mental health team.

The mental health program for Indian children who have been referred from a residential school is not a simple task. It is a complex and difficult process. However, I am confident that with the help of the mental health team, we can provide the best possible care for these children.

I would like to share some general impressions.

The whole concept of Indian boarding schools and their effect has been highly controversial historically. My colleagues, Dr. Benjamin, in Washington, D.C., have written a fascinating and detailed report on the situation of the Indian boarding school. This report was presented at the Conference of the American Academy of Psychiatric in Indian Health, May 6, 1965, in Fielding, Calif. I don't think that I can summarize the problems any better than he has done.

The ultimate goal of the boarding school will probably hang in the balance of the next few years. In the meantime, the situation existing today is critical. The funding for the boarding schools has been reduced, but it is not our intent to provide them with the necessary funds. However, I am confident that we can provide the best possible care for these children.

Concerning Indian education, let me say that there is no question that it is a very important issue. I am aware of the problems that are faced by the Indian community, and I have been approached many times as to the future of Indian education. This is a very critical issue, and I am confident that we can provide the best possible care for these children.

The Phoenix Indian School and the administration and Public Health Service have...
joined forces in developing a Mental Health Steering Council of which I am a member. We are currently in the process of setting up the guidelines for an across-the-board re-evaluation of the educational, health and school environment, with positive steps to better meet the needs of the Indian students. There is great need for skilled, sensitive workers, especially in the schools to work with students, as well as professional mental health workers on the reservation to potentially help the people at the community level. Enclosed is the first report of the committee. At present we are working on the mental health in-service education program for the Phoenix Indian School and Public Health Service staff working with students.

The other I have a fresh mind of the Phoenix area. I have examined the Bureau of Indian Education, training of Bureau of Indian Education, and the educational needs of the Indian students. There is great need for skilled, sensitive workers, and modalities in the school to work with students, as well as professional mental health workers on the reservation to potentially help the people at the community level. Enclosed is the first report of the committee. At present we are working on the mental health in-service education program for the Phoenix Indian School and Public Health Service staff working with students.

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5. Coordination with home environment.
6. In-service training of Bureau of Indian Affairs and Public Health Service school staff.
7. Case-conferences.
8. Research and development.

In order to fulfill the functions called for by these tasks, the following members of the mental health team are needed:

1. Consultant psychiatrist, and director mental health program.
2. Clinical psychologist: full time, salary $5,000 per month.
3. Research assistant: part-time, salary $1,000 per month.
4. Administrative secretary: full time, salary $2,000 per month.

The Phoenix Indian School and Public Health Service staff working with students.

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From "Mental Health in Schools" prepared jointly by the Asorc of State and Territorial Health Officers, the Assoaciati on of State and Territorial Mental Health Authorities, and the Council of Chief State Officers, Washington, D.C. Ills

"Mental Health practices and procedures should be an integral part of the current school health and educational programs. The school should examine in depth, its isinwasi mumnesdoatiens, and personnel practicesand their !upset en his motel health wok of the health and education me. Blouse solo* isdionos mental health either adversely er teleMarallnay, k urgent thsit Off &ibis "hilt role in bringing mental health concepte and morose ate the heal th and educatio titled prows me. The uolverol ley of the saw upsetenee, its duration, and trepeetesee to 'hikes sostamoth nosh* the the mental health implinitimes the 'shot hoe sad 'deo.

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IDENTIFICATION OF NEEDS

Appraised
The need to reappraise the curriculum for students with special problems; to have a more individualized approach, with the goal of a diploma, but more in keeping with the students' interests, abilities and potential for growth.

Need to reappraise the democracy program with regard to objectives, decided outcomes and proposed ways to achieve them.

Need to retell our educational approach, to better meet the needs of the Indian students; to structure new approaches along with existing ones in working with teachers, staff and students to enable the school to do a better job for students.

Need to appraise the total school health program, with particular emphasis on implications for mental health education and services.

Intersect education
Need to help school and PHS staffs to understand the meaning of the difficult situations that arise so that more satisfying action can be taken in regard to them.

Need for all staff to understand the normal growth and development as well as the problems of adolescents.

Need to provide staff with understanding of how the mind works and why, especially with regard to adolescents.

Need to provide staff with understanding of the tribal cultural differences as represented in the student population.

Need for staff to study and understand the relationship of cultural background factors to students' attitudes toward discipline.

Need to explore and understand the specific problems of students, such as drinking, indifference to educational objectives, to school rules, etc.

Staff expansion
Need for full-time school Social Service Worker.

Need for additional academic faculty skilled in special education;
the need is indicated by the many factors demanding intensive work with students, such as academic retardation, social problems, etc.

In general, measurements of teacher-pupil ratios should be made by the same standards used in regular high school situations.

Need for additional professionally trained counselors in the Guidance Department.

Need for secretarial personnel as may be indicated by a reappraisal of the dormitory program.

Health services
Need to identify, define and improve health services to students.

Need to improve intra and interagency communications relating to health services.

Need to identify students with emotional problems and refer them to a Mental Health Team for evaluation.

Need to explore a different type or setting in the school Clinic, for early detection of emotional and psychiatric disturbances.

Miscellaneous
Need for organization of a SCHOOL HEALTH STEERING COUNCIL.

Need for student involvement in health programming and in health problem solving—possibly indicating the need for formation of a student health committee.

Need to operate the programs posed by off-reservation Boarding School attendance as they may relate to the mental health of students.

RECOMMENDATIONS FOR PRIORITY ACTION BY THE ADMINISTRATION COMMITTEE

In view of the many problems enumerated herein, and requesting the lack of feasibility of approaching all of them at once, the committee members suggest the following programs for action (in order of priority)

1. Organize a School Health Steering Council.

2. Develop plans for and implement a Mental Health In-service Education program for all PHS and PHS staff having to do with students.

3. Employ a full-time School Mental Health Team.

4. Plan and implement a Pilot Program for a select limited number of students with emotional problems.
Many of these youths have been truant in public schools and have exhibited delinquent behavior that makes a controlled school environment necessary. They have problems with which local school systems cannot cope. They come from problem homes and problem communities and bring their problems with them.

Some of the youth come from homes where English is not spoken or is spoken as a second language. Very few of them come from homes where reading is a normal activity and parents have real understanding or interest in education. Many, because from these kinds of homes have very limited English vocabularies and generally lack ability in written or oral English.

These youths have been referred to as "socially maladjusted" because of social problems in their homes. Many of the antisocial behavior exhibited by these youth is running away from home, truancy, stealing, running away from school, lying, cheating, drinking, and a defiant attitude that indicates a poor self-image.

How well do the schools cope with this special problem? The following information, taken directly from research and training reports, thus in the final report, suggests that there is much room for improvement.

In regard to the Seneca school,

There seems to be little or no communication between schools and departments regarding planning of activities or programs concerning the youth. This sometimes results in a type of program evaluated because of conflicts, or youth being punished more than once for misbehavior, i.e., youth made to stay after school for misbehavior, and then reprimanded by another activity in the community for the same act. This concept of reward and punishment on the campus does not appear to reflect the goals or values as set forth by the Bureau of Indian Affairs.

The boarding school staff is almost entirely Indian, with the median age in the 40s; many of them have attended 1-4 schools or have spent all or most of their working lives teaching.

The report finds that the dormitory staff demands its role in substitute parents but appears to have difficulty in developing the necessary familial roles of that role. They are sensitive to public criticism and have a tendency to turn on students when trouble arises. This sensitivity is exhibited in some staff members by their constantly reminding students that they are Indian and that their behavior should be twice as good as anyone else's, and by other staff members who become upset when they feel that a youth's behavior will reflect on the school or Indian people.

The academic staff are certified teachers with college degrees, some of the other staff are attempting to achieve some professional education and many have attended graduate workshops sponsored by BIA. Even though varying degrees of training are present, the dormitory and academic staff, there appear to be little differences in their attitudes toward youth and their approach to dealing with them.

Regarding the adequacy of the educational program at Seneca, the report has this to say:

BEST COPY AVAILABLE
The major emphasis for these "socially maladjusted" youth is on academic subjects, and little opportunity is provided for social interaction either in or out of the classroom. One student who spent several days at the school described the academic department of the school as being "traditional and limited in structure, curriculum, and teacher attitudes." Translated this means that the academic program is dull and irrelevant. The general assumption of the academic department is that school is for reading, writing, and 'arithmetics, in the narrowest sense of that circle. Anything that is of genuine interest or relevance to the students is a (possibly pleasant) usually accidental by-product, not in general an integral part of the program.

C. THE TRAINING PROGRAM

The "training program to effect change in institutionalized prevocational youth" began with a 6-week summer training program for students, hired professional personnel of the three schools, followed by similar training experiences during the regular academic year in the schools themselves. (Military staff-teachers), were brought together for open discussion sessions which, through interaction, would attempt to remove areas of mutual concern.

More specifically, the goals of the project were: to develop in training personnel the feelings that such students can be accepted as he is and demonstrate that he cares what happens to the child; to help each student see where his present activities are leading him, to arouse in him the desire to set goals for himself, and to encourage him to achieve them; to enable staff members to cope with institutional problems which formerly they would have avoided to permit institutional personal to be more flexible in support of student's interpretation of the community, and to permit the development of forms of student government.

Twenty Indian students, selected by the administrations of the three schools, were involved in the initial summer program. Ranging in age from 18 to 19 others years old, they represented grades nine through 12. Brief profiles on each of the summer participants are included as an appendix to this report. They are based on the project staff's interpretation of the Minnesota Multiphasic Personality Inventory (MMPI) administered to each student, on the Tennessee Self-Concept Scale, also administered by the project staff, on background data available from BJA records and personnel, and on personal contact and video and audio tape recordings during the summer program. As a reading of the individual profiles will show, almost all of the students manifest poor self-concept and negative feelings about themselves, many come from homes with excessive parental discipline, more than a few have exhibited signs of delinquency or psychopathology. Their profiles give vivid confirmation in the BJA model worker whose report quotes as saying, "Almost all of the children showed damage in some way. Their relationship with others is faulty, and their adjustment is one of not finding relationships with any depth."

During the course of the project, the project staff became involved in many of the issues which concerned school personnel and students. One of these was the issue of control. The report states:

Until the project staff went into the schools, all the rules and regulations were laid out by the school, the adult personnel, and the youth either abide by them or did not abide by them. What the project staff attempted to do was to demonstrate that the people who live in that circle are not only can become involved, but need to become involved.

Another issue was that of prohibited student behavior: drinking, smoking, glue, and alcohol, running away. Through the project, staff for the first time were asked to discuss these problems, and to explain why students engaged in these activities, and how they felt about them. Still another issue which the project staff dealt with was the issue of student's feelings of humiliation. (One of the project goals was that students "would develop the self-image of the individual to include his worth."

Despite the involvement, however, the project staff reported that students "have not been able to get people to discuss at the conceptual level"; rather, they wanted to remove things as "easiest, fastest" way.

In general, the reaction of the project staff in their experiences with Bureau students and staff personnel was one of disappointment and frustration, although they do point to progress made in each of the schools, and especially in one of them. Observation tended to show that the school's environment and personal help to create a sense of the project in producing lasting attitudinal and other changes. These observations are discussed below.

First, a major factor inhibiting the accomplishment of project goals was the practice of punishment observed at the three schools. "Here," they say, "is a very specific and one of the most obvious is to attempt to redirect the school staff away from punishment. The report observed that it becomes very difficult to motivate youth when they reside in a punitive atmosphere of fear, punishment and repression, and to deal with some of their reactions to it—fugitive, immobilized, running away and glue-sniffing. The project staff relates instances of physical punishment, some of a sadistic nature. Some students, for example, told of a staff member who hit them with the back of a chair. Another instance, witnessed by a project staff consultant, was a punishment derived by a teacher in which two students were made to run in place in the classroom, in full view of the other students, one hour at a time. Fewer than a few hours they were out of class. The teacher felt this would deter others from running away. Although the report notes that punishment is not always this harsh, it also says that punishment has a serious dehumanizing effect on the student and, consequently, the entire school environment, and that the negative effects of the punishments were stem from the school staff's feeling threatened by the students and not knowing how to deal with a social or dysfunctional behavior. But, they say, if the goals and objectives of the Youth Development Program and the Bureau goals are to be implemented on the campuses of the Bureau schools, then the punitive approach used by the school staff to deal with youth must be eliminated and new approaches must be developed through training programs which...
will create an atmosphere in which people (youth and adults) can express themselves freely and discuss mutual concerns on equal terms regardless of rank or hierarchy. This does not occur today.

A second factor proven necessary to the success of the project was the intense feeling of isolation on the part of the students. Here, they felt separated and isolated in the school, felt isolated from school personnel, from the community nearby and from the larger society. The report points out:

If youth are to be able to function when they leave these boarding schools, then they must be forced to exist in isolation conditions and must have the opportunity to become involved in the community with other youth (Indian or non-Indian) and other adults.

A third factor that the project staff observed was the children's feeling of inferiority, a feeling which leads to an inability to integrate the experiences and events of everyday life. Treated as inferior by adults, children feel inferior and learn to feel they cannot face the difficulties of life without adults. As for adults, they appear to permit children to judge, to examine, to question. Furthermore, the report observes this:

Not only are children held consistently from making mistakes, but even the staffs of various schools are helped from making mistakes by their supervisory personnel. For example, supervisory personnel have often said that they have taken people by the hand for many years to get them to function more meaningfully. Today some of these individuals find it extremely difficult to function at the level with which they have been placed. This sense of helplessness, this sense of inferiority, is instilled and constantly reinforced in the minds and direct actions taken by some Indian personnel.

The three factors described above—punishment, isolation, and inferiority—describe only some of the conditions which proved to be obstacles to changes in the three boarding institutions. Another factor was the inability of many staff personnel to adapt to changes themselves. The report adds, parenthetically, that only two people in the area were capable of struggling toward keeping commitments in light of stated objectives. It suggests that the school staffs might adapt more easily if they were given more control over their working environment.

Although the summer training program fell short of its objectives, its significance should not be discounted. In the words of the report, "This was not the first time that youth in the schools had been involved in activities of this kind and the first time that adult staff members had been involved with them in cooperative working toward a common goal." Considering the obvious need for better interaction, understanding, and sensitivity among all those who come to live or work at these boarding schools, it is striking that the effort remains in relative isolation.

If constructive change is to be implemented and maintained in Bureau boarding schools, commitment of all participants (including all levels of the BIA), continuous training efforts, and systematic follow-up procedures will be needed. The investigators do not underestimate the magnitude of the problem. They write, in conclusion:

As far as working with the community, the tribes, the area office, the Bureau of Indian Affairs central office, and even the schools themselves, this project has barely scratched the surface. The problem is so vast and if change is to be perpetuated in the Bureau schools, then the Bureau of Indian Affairs must take a more active role in helping the Indian people to help themselves change the quality of their own lives.
L. Sherman Institute, Riverside, California

L. SHERMAN INSTITUTE, RIVERSIDE, CALIFORNIA

1. SPECIAL EVALUATION AND REPORT ON SHERMAN INSTITUTE

By: Dr. E. H. WELLS, University of California


Chairman, Special Subcommittees on Indian Education

DAN Mr. CHAIRMAN: As requested in your letter of October 22, 1958, I made a visit to Sherman Institute in Riverside. Details of the visit are found in the letter written by the staff. This visit was conducted under my own name and was not accompanied by any other person.

It is in the former area of the Institute that we find a most comprehensive and complete evaluation. The staff has been very cooperative in making the visit and in helping us to understand their programs.

As far as I can understand, the staff has done an excellent job in providing education for the Indian children. They have been careful to provide a balanced education for the students and have emphasized the importance of education. They have also tried to provide a sense of community for the students and have encouraged them to participate in cultural activities.

I am impressed with the staff's commitment to providing a quality education for the students. They have worked hard to create a positive learning environment and have encouraged the students to reach their full potential.

In conclusion, I believe that the Sherman Institute is providing a valuable service to the Indian community and that the staff is doing an excellent job in fulfilling their mission.

Sincerely yours,

[Signature]

Chairman, Special Subcommittees on Indian Education

[1958]
4. Inadequate vigor in defending the interests of students.
5. Inadequate admissions criteria.
6. Inadequate feedback of results.
7. Inadequate funding.
8. Inadequately identified goals.
9. Inadequate vocational training.
10. Inadequate buildings.

Other than that most everything is OK.

Sincerely yours,

Eldon V. Stenom
University of California, Los Angeles.

A. The Educational Program

(1) The stated goals and philosophy of the school.

The philosophy is stated in the Institute Information bulletin (attachment page 1).

We believe that the program of any school should be designed so as to enable each student to realize his full potential: emotionally, socially, physically, and educationally. In other words, that he may become a useful member of our ever-changing democratic society. Our school is dedicated to the task of helping each student effectively merge his native culture and his expanding environment.

(2) The relevancy of school program to the needs and aspirations of the student population. Does school program relate to or is it influenced by reservation relationships or needs of many of the students?

If the basic assumption is accepted that the needs and aspirations of the population served is in an academic education leading toward a high school complete certificates, then it follows that the highly structured, residential high school environment present at Sherman Institute does indeed accomplish that goal. If relevancy includes the concepts that educational opportunities should be made the goal of providing students with an awareness of the societies in which they will be called upon to function, whatever the subsequent program.

In a physical sense there is a limited relationship to the reservation because the population is largely from Arizona while the school is located in Coastie California. From an educational standpoint there is an overwhelming influence by the long-time composite opinions of tribal council, tribal educational committees and parents. These groups and individuals persist in identifying the needs and aspirations of the students as being an education resulting in a high school diploma in general equating to white salient.

The disquieting factor involved is that a substantial number of the students are assigned to Sherman for sociological reasons (broken homes, etc.) which results in an optimistically educational experience.

It would appear that, as a minimum, additional funds should be provided to enable further concentrated efforts be made to cope with the psychological distress of certain of the students as well as being able to provide apprentice level vocational training for those students whose needs and aspirations are not primarily academic.

(4) Relevancy and adequacy of curricula and other materials to student background and needs.

There are not enough textbooks for each student in order to have one. The appeared to be in the general condition Examination was necessary but copyright dates of books were 1920-1955 with one being observed 1004. Each staff member interviewed uniformly admitted the book shortage as one of the principal problems. Little or no "teacher prepared" material appears to be in use. In view of the book and text shortage and the apparent ages of those books available, no qualitative evaluation was made. The curriculum is in compliance with requirements of the State of California. A detailed listing of course given is shown commencing on page 2 of attachment 1.

If becomes a point of philosophical agreement or disagreement whether the goal of the Institute is correct. Voices could speak on both sides of the profitability of providing a standard high school education to all enrolled Indian youth. Accepting the position of BIA that it is a proper goal, the curriculum will prove that result.

With respect to the background and need of the students, as mentioned earlier, there appears to be a broad spectrum ranging from that he may become a useful member of our ever-changing democratic society. Our school is dedicated to the task of helping each student effectively merge his native culture and his expanding environment.

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dropped out which calculates to .52 percent. (See attachment 4.)

These data are somewhat misleading in that there is an initial period during which the student is not considered to be "enrolled." From separate inquiry it was learned that 29 students from California tribes had dropped out during the early days of the school year but are not shown in the statistics.

A lengthy document dated December 19, 1967 which purports to be a "followup" of June 1966 and June 1967 graduation (attachment 5) was developed partly by graduating student assistance of intentions of attending adult vocational training schools and partly by a mailed questionnaire. Recognizing the mobility and instability of all young adult populations it is not inconsistent with non-Indian graduating classes with the primes different being less college entry and more vocational school entry.

Of the 1966 graduating class of 100, six actually enrolled in college according to the data provided.

(4) Advantage of student records including advocacy of followup information and an enrollment

Formal high school records are maintained simplified by behavioral records (i.e., beer drinking, etc.). From grad comments as to staff and class social behavior, absence of parents, etc. (See attachment 3). These decisions apparently tie with recommendations of social work, approval by parent or guardian, and lack of reservation administrative authority.

As a result of the school building program as to the clerical partly the Navajo, sensed capacity at the school for non-Indian students who are not able to be induced from the student body was concurrently reduced from 1,500 to 20.

The final decision as to assignment to Sherman is apparently made at Phoenix area office. This may be in future since it appears that eligible applicants are enrolled at Sherman.

(5) Basis for selection of California students.

With respect to California Indians I was unsuccessful in determining what the specific admission criteria are for Sherman. Several staff members commented on the academic deficiencies of the California student compared to the Navajo student, but apparently these differences have no impact on them.

The decision appears to be the urbanized and more what makes aottonated California youth versus the rural characteristics of the Arizona.

The ensuing indicated that substantial friction exists between Arizona and California students and the enrollment rate for California is predicted to be much higher.

It would appear that the exposure of Californians to the more active State secondary schools makes the structured diversity of the Institute less attractive.

(6) Parental involvement in selection of students.

Since the principal actions involving the reservations, the only apparent participation of parents is the necessity responsibility signed as part of the application. No further indication knowledge of parental involvement in the student's influence to the student was indicated. There was no indication about parents sending money for transportation or providing

It may well be that in numerous nonvisible cases the parents are the principal encouragement to the enrollment of students as well as to their continuation.
C. COUNSELING AND GUIDANCE PROGRAM

1. Policies on counseling.
2. Number of counselors.
3. Counselor qualifications.
4. Effectiveness of program.
5. What assistance is available to students with emotional or psychological problems (see enclosure listing reasons for dismissal 1968-69).

There is a full time director of counseling and a small staff which are assigned counseling duties. However, the entire guidance program is operated only because of this I 10-10 of Federal funding. This includes the staff at Fuller College at Fullerton to provide professional training for Sherman staff as well as graduate students working on a part-time basis.

It appears that the residential counseling program is not staffed to the minimum safety requirement standards established by BIA. This is a potentially dangerous situation. The academic counseling guidance program without title I funds would be virtually non-existent.

It is apparent that even the very well qualified professional staff of HIA in Washington has not been made available in a meaningful fashion to the staff. For example, the administration and utilization for the California achievement test does not reflect the knowledge of a person like Thomas Hopkins, Division of Curriculum, Washington. Without the understanding of the basic language problems, the value of administering these tests must necessarily be limited in defining the nature of a special language program that should be developed and instituted. Such a program does not exist except in a most limited and disquieted fashion as English I. This will have limited impact in solving the language problems of the students.

D. SCHOOL COMMUNITY RELATIONSHIPS

(1) Participation of students in community activities

No evidence was found that any participation in community activities occurs with the exception of church attendance and participation in athletic competition to a limited degree. The local library of the city and county is not apparently used by either staff or students and the facilities and personnel of the University of California, Riverside, are involved only in structured programs such as Upward Bound. The impression was gained that Sherman was more distant from Riverside by 1,000 miles, neither the city nor the Institute would not a marked difference.

(3) School participation in local OEO programs

As mentioned, Upward Bound at UCR had a nominal participation from Sherman. In addition, in the summer of 1968, and approximately 100 Sherman youth enrolled in NTC. (Locally developed information is that no Sherman youth will be taken in summer 1969 because the quota for NTC Riverside has been cut.) Apparently the local CAA does not consider Sherman within its purview.

(4) Effect of social controls on students on and off campus

The effect of social controls on students on and off campus results in minimized incidents and turbulence. The local populations do not relate in any way to the Institute. Comment was made that local people rarely visit or concern themselves with the School.

(4) Part-time employment opportunities in Riverside area

The part-time employment opportunities in Riverside are numerous in house work for the girls and lawn cutting and help for the boys. This is usually Saturday work paying between 15 cents per hour and 30 cents per hour. It was described as being approximately 1 hour per Saturday and typical recent Saturday showed 400 out of a total of 1,000 having such jobs.

Interview of local resident who has intermittently part-time help from Sherman showed that he considered them quiet, unassuming and generally reliable for grass cuttings on the property and unless closely supervised. When asked whether he will continue using this 80-cent labor, he replied "only if I have to."

E. THE PHYSICAL PLANT

(1) The physical condition of classroom and dormitory facilities

Because of the condemnation of eight major buildings and the partial replacement of dormitories, the physical condition of each building being used is poor but dormitories are being replaced. In offices and basement recreation rooms are being used for classes.

Under the present space usage the net effect is not readily put forward. As a matter of high priority the balance of the eighteen potential buildings should be built.

(8) Size and adequacy of library

The Library is one of the condemned buildings but no one is serious about it since hardly anyone uses it as being continued in use to store the books. There is about 10,000 books, stored but they represent an accumulation rather than a collection and did not appear to include recent titles.

(9) Recreation facilities

Recreational facilities appear to be outside school and it is not known. There may be an arrangement for the use of city church facilities, but specifics on this point were not obtained.

(10) Adequacy of shops and labs

The shops and labs are performed. Methods and procedures are not known and tools are limited in scope and are World War II vintage. By the minimal vocational training standards they are inadequate in textile equipment, and staff.

F. WHAT ARE FUTURE PLANS FOR THE INSTITUTE

On November 7, 1968 entering the fifth month of the fiscal year, the total budget for fiscal year 1968-69 is not known. Something on the order of $1 million is available for operational costs. This includes such items as $175 per student for food and the operation of a store which makes a profit of $1,200 per month which is then used to buy athletic equipment for the football team.

When questioned about the buildings that are to be built the staff indicated that the subject matter to be taught (i.e. academic vs. vocational)
tional) had not been finally decided, therefore, decision on necessary
buildings had not been made.

If there are completed plans they are not known to the staff at
Sherman.

6. GENERAL OBSERVATIONS

An interview with country education authorities revealed that there
is a State of California inhibition against Sherman participating in
such needed items as film strips and other enrichment materials. This
should be investigated to determine how, if it does, it can be
waived.

The principal omission noted is the lack of outside objective evalua-
tion of dormitory life, vocational training and academic studies.
This is exacerbated by "inadequate travel funds" which has limited even
the "normal" evaluation done by Phoenix HIA area headquarters.

The personnel practice8 toward a questionable recruitment policy as
service lists are developed in Albuquerque or Phoenix (1) but
personnel are not usually interviewed by responsible Sherman super-
visors. New prospective employees are hired on the spot or on
short notice to compensate for a lack of personnel. This is increas-
ingly necessary if the staff is to meet the needs of the students.

A self-sustaining program is necessary to continue the services to
and for the students. The Sherman Institute has a unique feature in
that the staff live and work with the students. It is necessary to
investigate this program to determine how it can best be used.

Further the 111.011s have been changed to Sherman Institute. This
was done following a conference held in California. The
conference was to bring together people concerned with the educa-
tion of Indian youth.

A more specific purpose was to help plan a program to be housed in
new buildings being considered for Sherman Institute. These buildings
are needed to replace eight main buildings condemned as unsafe accordin-
g to California earthquake standards. Students, teachers, administra-
tive personnel and staff were asked for their ideas and recommen-
dations. Representatives from the Bureau of Indian Affairs, the State
office of education, as well as organizations concerned with
Indian education, offered information and suggestions.

It was then apparent Sherman Institute has been operating under
increasingly severe limitations for at least 15 years. The closing
of the eight buildings is merely the most recent blow to a program
failing from many restrictive factors.

Most participants agreed the main crippling factor was the lack of
money for maintenance. Buildings are desperately needed in
many cases. Materials, equipment, teachers, teachers aides and auxiliary
staff are needed. According to the Bureau of Indian Affairs about $1,500
per year is allotted per student at Sherman Institute. It should be doubled
or tripled to provide the academic and vocational education these young
people need. This is in keeping with the special circumstances and needs of
these students present. By comparison, private boarding school allow from $5,000
to $10,000 (roughly) per student per year. Few boarding schools serve a
more generally homogeneous group of students. The disparity is obvious.

As it is now, the majority of students have Sherman with a tenth
grade education and education. It is 4 job skill that they cannot even
think of.

Sherman is not perfect, students do not graduate with diplomas. They lack
enough subject matter for college entrance, and only a few are well
color to pass college entrance exams. If this trend continues, in 1970,
many have developed a pessimistic outlook. There are subjective reac-
tions on this part, but it is common in the office of the administration and
staff that has contributed to a shifting supplement and has limited the
limited student performance.

Some authors have suggested the Sherman Institute has been
slightly transitional experience, providing them with academic and
teachers aides and auxiliary staff. It is necessary to continue

Sherman Institute should provide students with a self-sustaining program
which offers the student a full understanding of Indian culture and
language. After the same time maintaining links with their
other cultural heritages. At the present
time, Sherman Institute is falling short of this goal.

In light of these urgent problems, I sincerely hope the Bureau of
Indian Affairs will consider the following recommendations:

1. The Bureau should frame Sherman Institute in first priority, in
building allocations in the future program can be included.

2. Further, the administration of Sherman should be able to
control students until the new buildings are completed.

3. The allowance for books and supplies should be doubled for the
purpose.

4. The curriculum should be so organized, as to provide
individual courses at a very early age.

If it is not possible to do this, Sherman Institute should be converted to
provide for individual courses at a very early age.

If all the above educational program and facilities are considered, it
should be closed and the students transferred to other schools.

One possibility discussed was that of providing teaching references for Indian
students while they attend grade school. In this case, however, the stu-
dents would need remedial work and counseling services to en-
able their integration into the public school system. It is believed
that if this would be done, the students would qualify for the
special services above and beyond the regular educational
programs.

Probably the most vital consideration is how to best deal in the closing
of Sherman Institute. It is necessary to shift the entire system from the Department
of the Interior to the Office of Health, Education, and Welfare. Obviously, the Department of Interior's primary concern is not urban needs but rather land management, etc.

But, I suppose this kind of basic restructuring would require a monumental effort! The tragedy is that the original premise of this land continues to suffer under this archaic system. And it can only get worse as science speeds up and modern America leaves her first people further behind!

**Suggestions From Students**

**GROUP I**

1. Provide courses to fit the need of students entering high school (academic).
2. Grouping students according to grades.
3. Have adequate testing of students to put them in proper classes.
4. Reading lab. (Test out for weaknesses) Something you're interested in.
5. Total program that will fit the need for all students (their major).
6. Teachers understand the Indian background before teaching Indian students.
   (a) Maybe visit Reservations.
   (b) Take Indian History—pertaining to Indians.
   (c) Communicate with Indian people to feel and understand their background.
7. Want teachers who will fit the needs of Indian students.
8. Smaller classes to work with students.
9. Have students take charge of classes who are interested in that particular subject, instead of having teachers sit or someone else who is not interested. (If teacher is ill or out.)
10. Have seniors in charging classes.
11. More classes—something you are really good in, and give you a sense of pride which will make you better or feel better.
12. Student involvement in total operation of school.
   (a) Curriculum planning.
   (b) School Policy.
   (c) Staff evaluation.
14. Class for senior boys on how to live in apartments called “Apartment Living.”
15. More subjects that will fit the need of students. Something that you are interested in, instead of placing you into a class that will not help you in future use.

**GROUP II**

1. Two students to room.
2. Air conditioned dorms.
3. More Home Ec and Vocational Shops so as to have on-the-job work experience.
4. Indian arts and crafts taught as regular class, maybe in Home Ec.
5. Separate Home Ec building which would house all Home Ec.
6. More projectors and up-to-date film (most B/W films are really old and worn).

**GROUP III**

1. Intercourses for reading lab and for electronic props, and use with TV for teaching purposes and audiovisual aids.
2. Classrooms should be properly equipped with heaters and air conditioning, new desks and more lockers.
3. Desks with lift up tops were suggested to be used, then just a regular desk with a book to put books on during class period.
4. Suggestions for lockers were also brought up. Would it be better with or without lockers.
5. More better dormitory personnel who will keep personal matters confidential.
6. More better selected dorm aids and staff and night student.
7. A counselor to an individual on campus.
8. Have particular counselors for certain students.
9. Instructional aids and staff by strict rules of confidentiality about student affairs.
10. More people be allowed to attend public parks, have more sparsely distributed boundary lines, more time for relaxation.
11. Need new equipment in library shop and a new building.
12. Have a Student Union building having a bowling alley, pool tables, swimming pool, and student store—all facilities available for all students.
13. Swimming course should be taught concerning competitive sports.
14. Expand the dining hall and the student store.
15. Should have better snack lunches, cafeteria style, fresh meat, and larger amounts.
16. Have courses in electronics, radio electronics, prototyping, engine mechanics, courses in courtesy and respect to treatment of other.
17. New auditorium for the student body, for dances, shows, etc.
18. Driver education should be improved: should have a movie training instruction, more area to work in, a more permanent instructor.
19. A new band room and a chorus room.
1. **PA system installed in all of our classes.**

2. **Lights for football field and more bleachers.**

3. **Gymnasium with fold-up bleachers for more than one practice floor.**

4. **Tumbling equipment to make a fully equipped gymnasium with a balcony.**

5. **More teachers.**

6. **More Indian teachers needed.**

7. **More Indian students.**

8. **More lights.**

9. **More Indian teachers needed.**

10. **More English and any foreign language courses taught starting with English and any foreign language other than Spanish.**

11. **More foreign language students may be taught in English to learn a foreign language.**

12. **More students may be taught in English to learn a foreign language.**

13. **More courses taught in English as shorthand and business machines.**

14. **More courses taught in English as shorthand and business machines.**

15. **More courses taught in English as shorthand and business machines.**

16. **More courses taught in English as shorthand and business machines.**

17. **More courses taught in English as shorthand and business machines.**

18. **More courses taught in English as shorthand and business machines.**

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28. **More courses taught in English as shorthand and business machines.**

29. **More courses taught in English as shorthand and business machines.**

30. **More courses taught in English as shorthand and business machines.**

31. **More courses taught in English as shorthand and business machines.**

M. Stewart Indian School, Stewart, Nevada.

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1. **A REPORT TO THE SENATE SUBCOMMITTEE ON THE STEWART BOARDING SCHOOL, by Dr. Glen H. Kimbrough and Mr. Francis McKimney, to the Far West Laboratory for Exceptional Research and Development.**

On the request of the U.S. Senate's Subcommittee on Indian Education, the Stewart Indian School was visited by Dr. Glen H. Kimbrough and Mr. Francis McKimney, all staff members of the Far West Laboratory for Exceptional Research and Development. The visit lasted for 2 days, during which time interviews were held with administrators, teachers, and students, and observations were made of the physical plant.

Stewart Indian School is located on the outskirts of Carson City, Nevada, on the site of the former Stewart Indian School, and close to the State penitentiary. The school has an enrollment of 90 boarding students, and theoretically it is in existence to provide them with a standard academic and vocational secondary curriculum. The reality, however, is quite different.

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**A. STUDENTS**

The students at Stewart, first of all, are not standard high school students. Eighty percent of the students, ranging in age from 12 and 20, are school referrals from reservation schools in Arizona and Nevada. This means that these children had problems at home (drunk or alcoholic parents) or at school (disciplinary problems), which could not be handled locally. They were, therefore, sent to Stewart. Some students themselves say they were sent to Stewart for no particular reason.

The remaining thirty percent of the students come from the Hopi and Pima reservations, where there is no local high school available. Within both of these major student groupings, there are some who are at Stewart because it has become a family tradition.

For all of these students, the Stewart experience falls far short of an educational challenge. They perceive the school as an easy place, where they do little more than walk on an empty campus and get by nicely. They are assigned to the "casual" track that they have limited potential as Indians, and thus receive the school's lowest standards as an option.

Their basic problem is that they come to Stewart with academic problems requiring intensive remedial work. Instead of they get a watered-down, "easy" curriculum. The math, all subjects provide a good example. The first course for "high school" students teaches addition and subtraction.
four basic operations plus fractions. The next course is concerned with proportions for simple algebra, while the top course is finally algebra.

The relationship between the academic problems of the students when they arrive at Stewart, and their academic experience at Stewart is apparent on examination of California achievement test (CAT) scores obtained by Stewart enrollees. Test scores for the present 10th grade class at Stewart show an average achievement in English language skills at the mid-grade level (between 54 and 56) and a variation from elementary level to mid-grade level. The latter score was obtained by only one student of the 100 who took the test. Only 12 students of the class of 1965 went on to college or junior college—8 percent of the graduating class.

Total test grades for the CAT given during the school year 1968-69 revealed the following:

<table>
<thead>
<tr>
<th>Grade</th>
<th>6th</th>
<th>7th</th>
<th>8th</th>
<th>9th</th>
<th>10th</th>
<th>11th</th>
<th>12th</th>
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</thead>
<tbody>
<tr>
<td>Values</td>
<td>5.6</td>
<td>5.6</td>
<td>5.5</td>
<td>5.7</td>
<td>5.8</td>
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</table>

Thus, the entering sixth grade at Stewart are academically retarded by about 1 year, and the graduating seniors are retarded by well over 3 years. By these criteria, the school has not achieved any remedial function, and, in fact, seems to have exacerbated the difficulties of the Indian children before they arrived at Stewart.

Follow-up data on Stewart graduates are entirely inadequate, as the school records list only the placement of most graduating seniors.

There are no data on the success of Stewart graduates in postgraduate schools or in employment.

The dropout rate for 1967-68 was 4 percent, or 31 students, of whom seven simply went home and never returned, eight were withdrawn by parents, three were expelled as behavior problems and were ordered back to Arizona by their parole boards, and the rest were transferred to other schools.

B. STAFF

There are presently 40 teachers at Stewart. One has no degree and only one is a graduate of this school. Seven have high school diplomas, 22 have bachelor's degrees, and 10 (25 percent) of the faculty hold master's degrees. One-quarter of the faculty are long-term fixtures with an average of 25 years of service. The average age of the teachers is 45, and five are over 60. The principal of Stewart has no authority in the selection of teachers for the school. Instead, he is dependent on an area office staff for the placement and supervision of the teachers. Thus, there is no possibility of selecting teachers with special backgrounds for enrichment programs, nor safeguards against incompetents. As an example of what can happen under this arrangement, Stewart now has a teacher who has difficulty speaking or understanding English, and who was never told a thing about Stewart.

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The academic curriculum, highly presented in the advanced course to whom we spoke, and given secondary consideration at Stewart, program, has already been described as a watered-down version of the usual high school curriculum.

All vocational programs, except those in home economics, are not fully accredited. Typically, students are rotated from one vocational program to another (dressing, carpentry, welding, sheet metal, etc.) until the junior year, after which they spend the first half of each school day in one vocational—either wood shop, metal shop, painting, or farm work. The boys who do best are encouraged to the painting or carpentry, while the "low" achievers are placed in general farm work and heavy equipment operation. The girls may choose from only two fields—general and home service (home economics, housekeeping, "pocket ward attendant" training, which the girls regard as a degrading task—emphy they say—for domestic work.

The residential program features the following: "Four o'clock time for Stewart, and students are from 6 to 8 p.m., Monday through Thursday. Board games and recreational equipment (pump, etc.) are available in the dormitories during this time. Extracurricular clubs include band, 4-H, student newspaper, yearbook, athletic teams, and various home economics clubs and 4-H clubs.

The student council operates a campus store available to each dormitory one night each week. Visits to Carson City are made in bus groups of students each Saturday afternoon for a cinema of 50 cents and movie shows; the students are chaperoned throughout the trip.

Students say that their contacts with white people on the buses to Carson City are minimal, and usually nonexistent.
In addition to the collection of the above data, we built up a general subjective impression of Stewart Indian School. Stated succinctly, we found Stewart is not an isolated school for primitive children. It is the school to which Indian children from the Northwest are sent as the only alternative to dropping out of education entirely. All Stewart children are called from various vocational departments to another, never receiving sufficient training to prepare them for jobs, and never receiving the remedial help they need to cope with their deficiencies in reading and writing English. They graduate from the school with a high school diploma and a ninth-grade education, and expect to continue either in non-Indian institutions or in postgraduate vocational schools and jobs in the market. With them at Stewart are Hope, Plane, and Propaganda children who have no hope of ever graduating. Stewart children are not taught, arbitrarily, as one among many of other Federal boarding schools. They too receive the same minimum of educational experiences.

The teachers at Stewart know their two problems. They accept the "few potential" of their students, and avenge them for the losses of education. They are indifferent, mercurial, and defeated. The guidance staff attempts to manipulate the students to social roles, but must fight disciplinary aids who are alienated at Stewart and who believe in sound unless strict discipline and punishment. The principal believes in trying new approaches to social roles, but must work with students who have not changed, and a completely inadequate budget. The school rules雏里 material for punishment, while the school is under the stigma that they are actually receiving a high school education. They have almost no contact with the students, and are not aware of their own tenacity, and can never be home to their homes. The teachers remain children confused and threatened by their American, deprive of an adequate education, and subjected to demeaning roles restricting every aspect of their lives.

One of the major problems at Stewart is that no one seems to have identified the fact that Stewart is a specialized school dealing almost entirely with problem children who are poor performers. A high school, when it selects the students and assigns them to Stewart for this reason and yet the school is operated as though this was not true.

1. The academic year for child has been 1947 and 1948 in the Stewart school year and the budget was decreased for 1949-50. A remedial program would cost 100,000.

2. The teachers teach children of 5 to 8 children for five or six periods a day.
3. The teachers are not selected for their special knowledge or skill in dealing with Indian children, or problem children or in teaching remedial work. They are not even informed about the special problems they will face in accepting a position in the school.
4. The work that the students are achieving a high school education is maintained. "When a child comes here in the eighth grade and is doing fifth-grade work we can't place him in the fifth grade. The child and the parents would think something is wrong with the school. The school will work on him and will move him on."

B. IMPROVEMENTS AND COMMENTS

The final year 1950 allocation of funds is $4,000,000. The final year 1950 allocation of funds is $4,000,000. This is reduced by the final year 1950 allocation of funds. Enrollments are scheduled to be reduced 1,000 in the fiscal year 1950. The total closing of the girl's dormitory to be reduced 1,000 in the fiscal year 1950. The reduction was substantially reduced.

The minimum funds needed to run the school with its present program is at least $150,000 more than the final year 1950 allocation. Some of these costs are necessary personal benefits for those positions that are not filled during the fiscal year 1950. Upon direction from the Area Director and Agency Superintendent the school program is being continued without the major change which would be necessary to stay within the final allocation.
Informal cash accounts are being maintained by the agency for the convenience of the small farmer. This practice is supported because it is believed that the lack of accounting information from the TADC is a result of the large costs and the lack of proper training in the proper reporting, use and interpretation of the information.

The school does not have the opportunity to make a meaningful contribution to the budget process. The area tells the school how much money they have to run the program. The money is then allocated among non-cash accounts. The belief is still prevalent among non-cash accounts people that all you need to do is prepare an education budget in order to determine the per pupil allotment and multiply by a number of students.

The physical education program is handled in a way that is not specific to students. The school has a planning committee that handles such a program. About 25% of the school's budget is spent on a specific program. The committee meets once a week, and the other in the afternoon. They are based on the past and the future, and the other half consists of the planning committee.

The school does not permit flexibility of scheduling and should be changed. The students appeared alert and friendly. This appearance conflicted with the description given by some of the students. A major administrative problem is obtaining teachers through the arrangement at Albuquerque. No one is in the process of considering the arrangement. The physical education program is also important because it is the main reason for the school's financial support. The students do not have an opportunity to choose a specific elective at any time during the school year.

The football team received new uniforms purchased before the school year began. This decision was made before the state of the school's budget was known.

B. STUDENT COUNCIL MEETING

The meeting with the student council was most revealing. The students did not feel that they were involved in the operation of the school. They indicated that there were only two teachers at the school they trusted. They did not know how or when the money was spent in the school, and they did not have anyone working there and had not learned any of the skills associated with banking. They were extremely bitter about not being able to withdraw their money when they wanted it. They indicated they never would be able to learn money management if they were not allowed to manage their own money. They have to withdraw money on Fridays for the remainder of the week and order a list of the items they plan to purchase on Saturday when they go to Carson City. Upon returning from town their packages are inspected. The student's store is managed under contract, and the students do not know what is happening to their investment. The agency does not feel that they can present a signature without explanation. Students don't know how much money is being taken in, and expenses. They feel that they have been cheated although they could not present any concrete evidence.

A 200-acre farm (or each) is a part of the Student budget. About 200 acres of hayland is irrigated from pond, which for any other way and consequently little or no realistic planning is done for educational programs.

The agency reported that it does not have the necessary information about the decision to rely on the tribe.

The philosophy talked about the organization of the school. It indicated that the students should be able to function as a separate entity with the same status as the other department heads. We feel the school's organization is in need of revision. The physical education program is a separate entity and appears to have undue influence over the operation of the school. The physical education program is a separate entity. It handles 4 years of horseback riding; boys take 4 years of shop; some students take 4 years of math. Students do not have an opportunity to choose an elective at any time during the school year. Only students meeting a high level are permitted to take typing.

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The football team received new uniforms purchased before the school year began. This decision was made before the state of the school's budget was known.
The instructional program at Stewart Indian School is responsible for providing an educational opportunity for 380 average, underachieving Indian students. The administrative organizational pattern at Stewart is different from most off-reservation boarding schools in that the person directly responsible for the administration of the school is the education administrator. Under his supervision Stewart is presently staffed with an acting principal (since June last year), a department head academic, department head home economics, department head vocational home economics, department head practical arts, and department head agriculture. This administrative organization pattern is maintained as the education program administrator is also responsible for most of the school buildings and facilities at the reservation.

The majority of the students enrolled at Stewart Indian School have attended public or mission schools prior to enrollment. At Stewart, there are 380 average, underachieving Indian students. In fact, over 80% of the students attending Stewart are transferred from other schools for discipline problems or other personal reasons. In any case, the principal of Stewart is confronted with students who are average and academically underachieving. The majority of these students lack the subject material area of their own ability and progress as rapidly as possible in order to complete their high school education so that they can meet requirements for entrance into vocational or college training.

The academic facility is very adequate to carry out an innovative educational program. Stewart is located 3 miles from the capital of Nevada and, by utilizing the community resources of Carson City to the maximum, a very strong educational and cultural enrichment program can be developed to meet the needs of the total student body. The academic staff consists of the following members: the principal, the chairman of the English discipline and chairman of the social science discipline. This committee has been involved in scheduling of students and is the initial thrust towards staff involvement in curriculum development. This is a very positive start and this approach should receive administrative support and be expanded to include the other disciplines as soon as possible.

The fact that Stewart has had an acting principal for over a year has contributed to development of administrative strength and strong direction of the instructional program. The instructional department head is acting principal and has to make his own decisions between the principal's offices and agriculture department.

Additional facts concerning the instructional program at Stewart are as follows:

1. A sincere effort has been made by the academic head to schedule students into classes so as to cut down the student-teacher ratio as much as possible. No classes were visited that were overcrowded.

2. The instructional program is very rigid and traditional. The home economics and practical arts departments are given too much emphasis by requiring of most students 3 years of participation in those subject matter areas.

3. Class schedules are very restrictive. Six classes are taught during the school day, Classes start at 8:30 and end at 3:00.

4. Although lunch is given, students are required to return to class for an additional part of the instructional period of the day.

5. Basic textbooks in most discipline areas are out of date, and are outdated. If underachieving students are given up-to-date copies of texts to use, when are they going to be able to study and complete assignments?

6. Health instruction does not take place formally anywhere in the total school program. This is touched on in the senior citizen relations class and is not available to students in the lower grades when needed. This concern was expressed by a large number of students. The girls' physical education teacher tries to teach some health education through her physical education classes, but she is hampered by having to use a 1934 copyrighted textbook.

7. Physical education classes have to be conducted in a very small, uncomfortable facility with a meager supply of equipment. The boys, however, are adequately equipped, but only because of the girls' physical education teacher's efforts.

8. Students and teachers are against yearbooks and they want to have a choice of electives and a part in their educational destiny.

9. The general instructional staff atmosphere at Stewart reflects lack of teacher involvement in planning and curriculum development. Communications between staff members of the various departments in relation to the total educational process is weak and the lack of firm leadership and direction in relation to staff and student involvement is very evident.

10. The school has a good supply of audiovisual equipment to support the instructional program. Software to go with much of this equipment is still on order or back ordered.

11. Course offerings available to students are very limited. Students coming from public schools are very verbal in noting that they desire to have such courses as speech, drama, and a foreign language available for them to enroll in if they so desire.

12. Many classrooms lacked evidence of organization and orderliness in teaching. This is a common sight in several classrooms as students sitting at desks or engaged in activity not related to their instruction.
12. School-community interaction is minimal. Use of the community as an educational and cultural resource can be expanded to involve the total school program.

13. Curriculum offerings are not evaluated annually by the school instructional staff and adjustments made to accommodate student needs and interests.

14. The school bank is not operated in accordance with GRAXX (release 02-11). It is not used as an educational facility and students are not involved in the operation of the school bank.

15. The student council is organized but is not involved in the actual operation of the student business. They are not aware of their responsibilities or the operation of the school bank or store. The student council executive officers related that they have no authority or say about student body business. Community members were not involved and staff in this area is void.

16. The band program is a specific problem area as far as the students are concerned. Many students have dropped band as they feel the times they are playing are constricted and they are embarrassed to play before other school groups because of this. The problem is that he was aware of the commutation and generation gap between the band instructor and the students and expressed hope that this situation can be resolved.

17. A very adequate facility has been provided for remedial reading classes by remodeling a building from office to classroom space. The remedial reading classes are to start as soon as a teacher can be found.

18. The facility being remodeled for use as a student store is outstanding. This area will also much to provide an adequate place for students to relax and enjoy themselves.

19. The "Make it With Veld" contest conducted at Stewart was an outstanding success. It was well organized with students from other schools. Educational and cultural enrichment activities such as this should greatly increase the cultural school program.

20. It must be noted that the student body at Stewart was well groomed, courteous and outgoing. They are a tremendous group of young men and women who are most anxious to become a part of the school program and are capable of assuming more responsibilities than they now permitted them.

B. PUPIL PERSONNEL SERVICES

(1) OVERVIEW

The guidance department or pupil personnel services as we would prefer to call it, is composed of six fairly experienced administrative units under the supervision of the acting principal, Mr. Marcus. The pupil personnel services was transferred to the new (March 1964) the administration of Mr. Dickerson, who is primarily responsible for all counseling and personnel matters. In addition, the guidance department and the school activities and guidance functions. In addition, the guidance department functions under the direction of Mr. Dickerson, when Mr. Dickerson was appointed and the individual staff half time in the dormitory during the evening and half-time in the academic setting during the day. Although this is a positive trend, there is considerable ambivalence regarding the role and function of the guidance counselor who serves (PIS) and actually attempts to work through as part of the process of relating pupil personnel services to the students in every setting.

A further elaboration under Mr. Dickerson's work with the pupil personnel services (guidance), one each for boys and girls at GS-6 level. Under the department head (boys' guidance), for example, there are two GS-6 counselors. One of these three counselors is free through half-time in the dormitory and half-time in the academic setting. In addition, there are two GS-6 supervisory instructional aides, one GS-5 instructional aide and two night attendants. These personnel are responsible for all young men in five cottage areas and two distinct wings of a single large dormitory. As a result, even minimum coverage is difficult. To accommodate this shortage of personnel, one cottage has been organized on a house basis in one cottage become only athletes. Despite the review from counseling responsibilities on the basis of athletic prowess, it did not resolve the problem of convention among students or staff. They cannot be less accepting arrangements and indicated it was easier for the coaching crews, to their athletes, it should be noted that no special provisions are needed for athletes to reside in this cottage.

Overall it is most evident (four or five boys on the same team than in the boys' dormitory where the number of boys a group modeling two or four boys are about equally divided. Thus, despite some inherent advantages to the cottage arrangement, the lack of space seems to require many when compared to the more spacious dormitory arrangements.

The situation is comparable in the girls' cottages by the fact that anticipated resolutions in building six were not undertaken and they are not expected to as many as five or six girls in each building. A small gymnasium and recreation area are located very sparsely furnished for recreation area. A need for girls' recreation areas (tambourine, etc.) have been stored in this building. The boys' renovation was not made and expansion is not possible as the corners storage space appears to be a problem.

The guidance director has one of a converted to dormitory two rooms of which he has made available for use of a group, such as wood carving, painting and the like. Students are permitted to leave their projects there undisturbed and return whenever they like to work on them.

The front two rooms are used as a counseling office and for a display and similar discussion area. With the aid of a flipstrip the guidance (or pupil personnel service) director conducted a group discussion on job interviews for approximately 15 girls while the boys were there. This type of activity together with the climate of openness and accountability should be encouraged further.

More discussions with the students in such sessions it was learned that at least one small problem was resolved for the girls to dormitory and for school activities and guidance functions. In addition, the quality of counseling and guidance functions, in addition, the quality of counseling staff when Mr. Dickerson was appointed and the individual staff were allocated half-time in the dormitory during the evening and half-time in the academic setting during the day. Although this is a positive trend, there is considerable ambivalence regarding the role and function of the guidance counselor who serves (PIS) and actually attempts to work through as part of the process of relating pupil personnel services to the students in every setting.

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curtailed or eliminated this year. This according to many staff members is in marked contrast to most previous years. It is, of course, too early to determine if this is possible that additional student suggestions are ultimately encouraged and not acted upon the situation may reverse itself.

Communications among and between departments is a significant problem. Despite the intent of the part-time counselor in the academic department, there seems to be some defensiveness in various quarters of the academic, vocational and home economics staff. With a fairly high degree of test sophistication among members of the pupil personnel staff, it is unfortunate that they are not preparing and doing in this environment. Annual reports sent the academic department head who must in turn receive faculty approval from beyond his level to continue this practice. However, this department expresses a desire to change the separate existing practice. The absence is not designed to compound or blame any one party, rather it is intended to portray the state of affairs that exists with respect to this and other matters where authority and responsibility are assigned to the administation.

Furthermore, a climate of mutual trust and respect of a professional nature must be encouraged before staff members will risk "speaking their minds out." It is also important to suggest that cooperation, when use is uncertain of how it will be received or how long it will be stepped on. No matter how foreign or unrelated an issue is to the student, it should be subject to a thorough and objective review with students participating whenever possible.

The amount of student involvement in planning activities, banking operations and decision making is negligible. A substantial number of the students with whom members of the team talked had attended public schools at some time in their academic careers and were aware of the pre-emptive their public school peers enjoyed. At the same time they demonstrated a high degree of maturity and awareness concerning their responsibility to Stewart and adult supervisors.

Health services are available from the DIIH facility on campus which is headed by a registered nurse and is presently doubling as the Carson City Hospital bedside ward because of a recent fire there. Twenty-four hour care is available and the facility appears well equipped in spite of its age and crowded conditions. The time has been provided by Carson City Hospital personnel but this will be terminated on November 15th when the new hospital is ready. A few exploratory training opportunities are provided in this facility but they seem to have little value for the students. They either have little desire to enter the field with specific courses which become tedious after awhile or are relegated to an observer role. While visiting these, the dental office even lamented the fact that he could not involve students more as assistants rather than observers but expressed the hope he could correct this.

This is not intended to suggest that certain hands-on projects should not be performed by students, but rather that non-con-
The girls would like to be involved at least peripherally in the farm operation. Perhaps interested students among the girls could be permitted to remain a staff.

3. Qualified pupil personnel (guidance) staff should be involved in the conduct of the school testing program.

4. A communications gap among departments is evident. Despite weakly meetings of department heads and within departments, it seems that each department proceeds according to its own interests and goals. A unifying philosophy and consistent coordination among personnel is needed.

5. A large but significant discrepancy exists between the boys and girls guidance departments (discursive). A program (permitting boys to work in groups, etc.) were leased to boys upon returning to school while the girls must earn them in the first few weeks. Boys' passes were issued on the basis of possession of them last year. The latter approach should be applicable to all.

6. A number of the administrative staff seem to have the personality insight, and empathy necessary to engage in exchange of ideas, discussions and complaints with the students. Some mechanism for encouraging such dialogues with students of alternative to the suggestions presented.

2. RECOMMENDATIONS

1. We should accelerate the search for a solution to the employment delays associated with the teacher recruitment unit at Albuquerque.

2. The organizational pattern of the school needs to be reviewed. (Physical Education is a separate department as is the home economics department.)

3. Specialists from the central and area office at Phoenix should work with the unit at Stewart to upgrade the education program. It is absolutely necessary that the staff at Stewart be intimately involved in this process.

4. Special funds should be made available to the school after plans for upgrading have been worked out. Efficient controls should be maintained to ensure these funds are programmed properly.

5. Funds for equipment and remedial courses should be released to enable them to obtain supplies and materials needed to make the project operational.

6. The Phoenix area office should insist that the program administrators attend in-service education programs, designed to upgrade their skills, on an annual basis.

7. Curriculum planning committees should be formed permitting input from all instructional staff members. Selected members from the student body should also be consulted as to students' educational needs and desires.

8. The operation of the school bank should be carried out in accord with the manual relative to the bank operation and the school bank should be used as an educational facility.

9. Additional academic course offerings should be made available to students as electives. Students should and must have some say in their educational life.

10. Practical arts and home economics should be offered as electives at the junior and senior level rather than as required subjects.

11. Emphasis should be placed on staff communications between and within departments. All members of Stewart staff should be involved with and aware of the educational program that is taking place at their school.

12. Student council should be permitted and encouraged to assume the responsibility of conducting student body business and become involved in the operation of the school bank and school store.

13. Approximately $5,000 should be made available for the recreational program to purchase needed textbooks, teaching supplies, and necessary supplementary materials. A priority expenditure out of this sum should go to purchase gym suits and towels for both boys and girls.

14. Remedial reading classes should be integrated into the regular school program to eliminate having to work with slow and stunted with title I funds.

15. Administration of Stewart should be more aggressive concerning implementation of program development and education innovation. Failure of assigned responsibilities delegated to subordinates will insure that specific tasks that are being up program progress will be completed.

16. Principal management should take more prompt action in securing needed of school plant. This would eliminate delays in the educational program due to equipment not being connected or required.

17. Approximately five additional instructional and counseling aides and eight assistants are needed to relieve pressure on the elementary school and afford the students more definite to relate to.

18. The food service component should be the responsibility of an environmental resource motion in the Primary and Secondary Department, in conjunction with a head cook (Food Service Director, etc.) in charge.

19. Employment assistance for a staff person at Sigma should also include two GATT projects in the junior or senior part of the senior year rather than in December-January with results available in March. At the same time post high school vocational plans would be developed in conjunction with the Pupil Personnel Services Department.

20. Testing and counseling should be provided for staff members who are evidencing problems in coping continually with changing student population and new roles for themselves.

21. Every effort should be made to break down the present patterns of having boys and girls separated in the dining hall.

22. Considerations should be given to allowing and planning meals for all students prepared by the girls in their respective age groups. They could on occasion invite boy friends for home cooked meals. At present if the students wish to undertake such a project they must earn the money through outside endeavors—canteen sales, etc. Perhaps the school kitchen could make some provisions available for such an undertaking.

23. As part of their orientation to Stewart, students would profit from a specific program on "How to Study" with some form of continuous follow-up on this skill.
Mr. Community involvement is minimal. Shared space is usually limited. The parking lot is hardly used. The community is not supportive of the school's activities. A biddy system with public school stating 'and invitations to participate in faculty networking at Stewart should be introduced. For instance, Stewart may either co-rooms unavailable in Comm City and ride owns and Stewart faculty members have prominent canwall at Cannon City teatimes might wide to hear.

A bunt should be established and students should be able to earn mass to be used at student activities tickets and funds like. Prominently a student who made the bands misses some tweets and football games to nineties bet a few. Plant 11111111011111 might pay for misting essentialest etc.

A dynamic student activities program and Meader to spearhead the intention and read the items of certain seeds is definitely needed.

A minstrel Meda handbell has been demisted and should be ordered and distributed to the students. It might aid in datitying responsibilities and opportunities available to students. Additionally, the student activities program should include certain procedures pertaining to student involvement.

Assistant Commissioner (Education) Board of Education
USE OF SMOKELESS TOBACCO AMONG INDIAN YOUTH
IN THREE AREAS IN WASHINGTON:
NEAH BAY, COL"ILLE, AND FERNDALE

A study conducted by the Northwest Portland Area Indian Health Board and prepared by Roberta Hall and Dr. Don Dexter, with the assistance of Tom Jones, Helen Berg, Pam Bodenroeder, Delores Riding In and Doni White. This study was made possible through funding from the Indian Health Service, Contract #248-87-0037.
INTRODUCTION

The problem of increasing smokeless tobacco use among young people has recently become a matter of great concern as serious health hazards have been linked to the use of this product. Such hazards include oral, esophageal, and pharyngeal cancer, periodontal disease, tooth decay and tooth loss. Even though the harmful effects of smokeless tobacco products are strongly documented, very little is known about the patterns of use and factors influencing such use among young people. Preliminary data on American Indian youth indicate that up to 40% of Indian youth use smokeless tobacco, some as early as pre-school. This is three to four times the reported prevalence rate of all youth and merits investigation into the circumstances leading to high and early use of this product among Indian youth.

To effectively combat the rapidly increasing use of smokeless tobacco products among Northwest Indian youth, the Northwest Portland Area Indian Health Board, in conjunction with Oregon State University, conducted a prevalence survey at school sites attended by large numbers of Indian students from three Northwest reservations. Baseline data were generated via self-reports from students in grades 6, 9, and 11, regarding the use, patterns of use, and attitudes towards smokeless tobacco. Based upon findings of the survey, recommendations were made for appropriate prevention and intervention strategies.

The Northwest Portland Area Indian Health Board is a health advisory board representing the 36 federally recognized tribes in the states of Washington, Oregon and Idaho. The Board of Directors is composed of Northwest Indian tribal representatives who are knowledgeable about the health problems of their populations, and are dedicated to improving the health of their populations. The increased smokeless tobacco use among Indian youth is seen as an immediate area of concern, requiring investigation and intervention.

Smokeless Tobacco Products. Smokeless tobacco products differ from smoking tobacco in both the manner of use and in the population of users. Smokeless tobacco is either sniffed, chewed, or held in the cheek pouch. Produced and sold in snuff and smokeless tobacco forms, smokeless tobacco products are used primarily by young adults.

Snuff, a finely ground tobacco, is distributed in small pouches or in loose powder form. The snuff user either places a "pinch" between the gum and lip area, or inhales the powder in the nostril.

Chewing tobacco is a coarsely cut tobacco sold in loose, plug, or pouch form. The tobacco is usually gathered up and placed in the cheek area, next to the teeth and gum, where it is sucked. If purchased in plug form, the tobacco is chewed.

Excessive salivation occurs in users of both snuff and smokeless tobacco, necessitating repeated spitting (although some chewers swallow the saliva). Nicotine and other harmful chemicals in the tobacco are absorbed into the user's body via the nasal or oral mucosa. The snuff or smokeless tobacco may be kept in the mouth for several hours before it is replaced. The tobacco
product may, in some cases, remain in the mouth for up to 24 hours. Many users report daily use of the product for periods of decades or more (1).

The population of smokeless tobacco users is thought to be youth and young adults. A 1984 study reported that 55% of smokeless tobacco users started at or below the age of twelve (2). Reports from Head Start Education Programs indicate that smokeless tobacco has been taken away from Indian children as young as 4 or 5 years old (3). Although estimates vary regarding the total number of smokeless tobacco users in the United States, figures published in 1980 estimate the total U.S. smokeless tobacco user population to be approximately 22 million (4). Smokeless tobacco sales have rapidly increased since the 1970's. Between 1970 and 1979, there was a 188% increase in smokeless tobacco sales. The growth in sales has continued to increase by 11% annually since 1974 (5).

Health Hazards of Smokeless Tobacco. Although tobacco products have been used by people for well over 400 years, the recognition of potential health hazards caused by such use is a fairly recent phenomenon. The use of smokeless tobacco has been strongly linked to cancer in humans. Many epidemiological studies have found a close correlation between the use of smokeless tobacco and the frequency of oral, esophageal, and pharyngeal cancer (6,7,8,9,10). Nineteen separate studies have shown a direct relationship between snuff dipping, smokeless tobacco, or both and cancer of the mouth, pharynx or larynx (1). Oral cancer, reported to be the seventh leading type of cancer in the United States in 1984 (11), is found to be a greater risk among smokeless tobacco users than among smokers. The risk was also found to increase with duration of use (12, 13, 14). In one study, the increased risk of oral cancer among long term users was reported to be reaching 50% (14).

Leukoplakia, a white thickening at the oral mucosa, is commonly found among smokeless tobacco users. Unfortunately, leukoplakia is capable of converting to squamous cell carcinoma. Found among even the youngest of snuff and smokeless tobacco users, leukoplakia may signal the onset of oral cancer, one of the more serious hazards facing smokeless tobacco users.

Additional health problems associated with snuff and smokeless tobacco use are tooth loss and gum disease. The act of placing the tobacco in the cheek pouch next to the teeth and gums erodes the gum, causes inflammation, weakens the tooth structure, and causes tooth loss. Inflammation of the gum and exposure of the tooth root contribute to discomfort and pain. Given the serious dental problems found among the Indian population, this added assault exacerbates an already serious health problem.

Among the harmful chemicals found in tobacco products are N'-nitrosonornicotine, nicotine, and cyanide. N'-nitrosonornicotine (NNN), has been identified as a carcinogenic substance, most likely formed during the tobacco curing stage. Chewing tobacco has eight times more NNN than cigarettes, and other additives only recently publicly identified. Nicotine, an already widely recognized addictive substance, is immediately absorbed into the users system via the oral or nasal mucosa, and directly affects the nervous system. Not only are systolic and diastolic blood pressures elevated (2), but
### Table A. Response to Survey on Smokeless Tobacco

<table>
<thead>
<tr>
<th>Grade</th>
<th>School</th>
<th># of Classes</th>
<th>Enrolled</th>
<th>Not Present</th>
<th>Refused</th>
<th>Responded</th>
<th>Response Rate</th>
</tr>
</thead>
<tbody>
<tr>
<td>6</td>
<td>Neah Bay</td>
<td>1</td>
<td>23</td>
<td>0</td>
<td>0</td>
<td>23</td>
<td>100%</td>
</tr>
<tr>
<td></td>
<td>Omak Middle School</td>
<td>5</td>
<td>123</td>
<td>16</td>
<td>1</td>
<td>106</td>
<td>86%</td>
</tr>
<tr>
<td></td>
<td>Pascal-Sherman Indian School (Omak)</td>
<td>1</td>
<td>8</td>
<td>1</td>
<td>0</td>
<td>7</td>
<td>88%</td>
</tr>
<tr>
<td></td>
<td>Nespelem Elementary School</td>
<td>1</td>
<td>17</td>
<td>3</td>
<td>0</td>
<td>14</td>
<td>82%</td>
</tr>
<tr>
<td></td>
<td>Center Elementary School (Coulee Dam)</td>
<td>3</td>
<td>57</td>
<td>1</td>
<td>0</td>
<td>56</td>
<td>98%</td>
</tr>
<tr>
<td></td>
<td>Central Elementary School (Ferndale)</td>
<td>1</td>
<td>26</td>
<td>1</td>
<td>2</td>
<td>23</td>
<td>88%</td>
</tr>
<tr>
<td></td>
<td>Custer Elementary School (Ferndale)</td>
<td>2</td>
<td>49</td>
<td>5</td>
<td>1</td>
<td>43</td>
<td>88%</td>
</tr>
<tr>
<td></td>
<td>Mt. View Elementary School (Ferndale)</td>
<td>2</td>
<td>48</td>
<td>2</td>
<td>1</td>
<td>45</td>
<td>94%</td>
</tr>
<tr>
<td></td>
<td>Skyline Elementary School (Ferndale)</td>
<td>3</td>
<td>66</td>
<td>0</td>
<td>4</td>
<td>62</td>
<td>94%</td>
</tr>
<tr>
<td></td>
<td>Subtotal</td>
<td>15</td>
<td>417</td>
<td>29</td>
<td>9</td>
<td>379</td>
<td>91%</td>
</tr>
<tr>
<td>9</td>
<td>Neah Bay</td>
<td>1</td>
<td>16</td>
<td>6</td>
<td>0</td>
<td>10</td>
<td>62%</td>
</tr>
<tr>
<td></td>
<td>Omak High School</td>
<td>5</td>
<td>118</td>
<td>20</td>
<td>0</td>
<td>98</td>
<td>83%</td>
</tr>
<tr>
<td></td>
<td>Pascal-Sherman Indian School (Omak)</td>
<td>1</td>
<td>13</td>
<td>5</td>
<td>0</td>
<td>8</td>
<td>62%</td>
</tr>
<tr>
<td></td>
<td>Grand Coulee Dam Junior High School (Coulee Dam)</td>
<td>4</td>
<td>112</td>
<td>20</td>
<td>13</td>
<td>79</td>
<td>71%</td>
</tr>
<tr>
<td></td>
<td>Ferndale High School</td>
<td>11</td>
<td>269</td>
<td>28</td>
<td>8</td>
<td>233</td>
<td>87%</td>
</tr>
<tr>
<td></td>
<td>Subtotal</td>
<td>22</td>
<td>528</td>
<td>79</td>
<td>21</td>
<td>428</td>
<td>81%</td>
</tr>
<tr>
<td>Grade</td>
<td>School</td>
<td># of Classes</td>
<td>Enrolled</td>
<td>Not Present</td>
<td>Refused</td>
<td>Responded</td>
<td>Response Rate</td>
</tr>
<tr>
<td>-------</td>
<td>-----------------------------------------</td>
<td>--------------</td>
<td>----------</td>
<td>-------------</td>
<td>---------</td>
<td>-----------</td>
<td>---------------</td>
</tr>
<tr>
<td>11</td>
<td>Neah Bay</td>
<td>1</td>
<td>13</td>
<td>0</td>
<td>0</td>
<td>13</td>
<td>100%</td>
</tr>
<tr>
<td></td>
<td>Omak Alternative High School</td>
<td>1</td>
<td>14</td>
<td>0</td>
<td>0</td>
<td>14</td>
<td>100%</td>
</tr>
<tr>
<td></td>
<td>Omak High School</td>
<td>6</td>
<td>115</td>
<td>21</td>
<td>4</td>
<td>90</td>
<td>78%</td>
</tr>
<tr>
<td></td>
<td>Lake Roosevelt High School (Coulee Dam)</td>
<td>4</td>
<td>92</td>
<td>27</td>
<td>1</td>
<td>64</td>
<td>70%</td>
</tr>
<tr>
<td></td>
<td>Ferndale High School</td>
<td>11</td>
<td>231</td>
<td>27</td>
<td>12</td>
<td>192</td>
<td>83%</td>
</tr>
<tr>
<td></td>
<td>Subtotal</td>
<td>23</td>
<td>465</td>
<td>75</td>
<td>17</td>
<td>373</td>
<td>80%</td>
</tr>
</tbody>
</table>
1. Please tell us which of your relatives, if any, use smokeless tobacco such as chewing tobacco or snuff. (Circle either a 1 or 2 for each)

<table>
<thead>
<tr>
<th></th>
<th>YES, USES</th>
<th>DOESN'T USE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Father</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>Mother</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>Brother or Sister</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>Other relative</td>
<td>1</td>
<td>2</td>
</tr>
</tbody>
</table>

2. How many of your close friends use smokeless tobacco? (Circle one number)

1. NONE OF MY CLOSE FRIENDS
2. A FEW OF MY CLOSE FRIENDS
3. MANY OF MY CLOSE FRIENDS
4. MOST OF MY CLOSE FRIENDS
5. ALL OF MY CLOSE FRIENDS

3. And, how about you—have you ever tried smokeless tobacco? (Circle one number)

1. NO, NEVER TRIED (SKIP HOW TO QUESTION 10 ON PAGE 2)
2. YES, HAVE TRIED (GO ON TO QUESTION 4)

4. About how often do you use smokeless tobacco? (Circle one number)

1. LESS THAN ONCE A MONTH
2. ONCE A MONTH
3. ONCE A WEEK
4. A FEW DAYS A WEEK
5. EVERY DAY

5. What brand of smokeless tobacco do you use most often?

_________________________________________________________________

BRAND NAME

6. Where do you get your smokeless tobacco? (Circle one number)

1. I BUY MY OWN
2. FROM MY PARENTS
3. FROM OTHER RELATIVES
4. FROM FRIENDS

7. In the table below is a list of times when people might use smokeless tobacco. Please tell us if you use smokeless tobacco at any of these times. (Circle either a 1 or 2 for each)

<table>
<thead>
<tr>
<th></th>
<th>YES, USES</th>
<th>DOESN'T USE</th>
</tr>
</thead>
<tbody>
<tr>
<td>a. Before school</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>b. At school</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>c. After school</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>d. While playing sports</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>e. Before bed</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>f. Anytime</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>g. Other (Describe)</td>
<td>1</td>
<td>2</td>
</tr>
</tbody>
</table>

(PLEASE CONTINUE ON THE BACK)
8. Which one of the following is your main reason for continuing to dip or chew tobacco? (Circle only one number)
   1. MY FRIENDS DO IT
   2. IT TASTES GOOD
   3. IT RELAXES ME
   4. I ENJOY IT
   5. MY (GIRL) (BOY) FRIEND LIKES IT
   6. MY PARENTS DO IT
   7. OTHER RELATIVES DO IT
   8. OTHER (Please explain ______________________)

9. If you could, would you stop using smokeless tobacco? (Circle one number)
   1. YES, I WOULD STOP IF I COULD
   2. NO, I DON'T WANT TO STOP

10. Do you ever smoke cigarettes? (Circle one number)
    1. NO (SKIP TO QUESTION 11)
    2. YES (GO ON TO QUESTION 10a)

10a. How many years, altogether, have you smoked cigarettes? ______________________

10b. Do you still smoke cigarettes? (Circle one number)
     1. YES
     2. NO

11. What grade are you in at school right now?
    ______________________ GRADE IN SCHOOL

12. Generally speaking, which one of the following best describes how you feel about school? (Circle one number)
    1. I LIKE SCHOOL A LOT
    2. SCHOOL IS USUALLY OK
    3. I DON'T LIKE SCHOOL MUCH
    4. I DON'T LIKE SCHOOL AT ALL

13. What is the name of your school?
    ______________________ NAME OF SCHOOL

14. Which one of the following best describes your ethnic group? (Circle one number)
    1. AMERICAN INDIAN (What tribe? ______________________)
    2. WHITE
    3. BLACK
    4. HISPANIC
    5. ASIAN
    6. OTHER (Please explain ______________________)

15. Are you male or female? (Circle one number)
    1. MALE
    2. FEMALE

(THANK YOU FOR YOUR HELP)
STUDENT SURVEY

1. Please tell us which of your relatives, if any, use smokeless tobacco such as chewing tobacco or snuff. (Circle either a 1 or a 2 for each)

<table>
<thead>
<tr>
<th></th>
<th>YES</th>
<th>YES</th>
<th>DOESN'T USE</th>
</tr>
</thead>
<tbody>
<tr>
<td>a.</td>
<td></td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>b.</td>
<td></td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>c.</td>
<td></td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>d.</td>
<td></td>
<td>1</td>
<td>2</td>
</tr>
</tbody>
</table>

2. How many of your close friends use smokeless tobacco? (Circle one number)

1. NONE OF MY CLOSE FRIENDS
2. A FEW OF MY CLOSE FRIENDS
3. MANY OF MY CLOSE FRIENDS
4. MOST OF MY CLOSE FRIENDS
5. ALL OF MY CLOSE FRIENDS

3. And, how about you -- have you ever tried smokeless tobacco? (Circle one number)

1. NO, NEVER TRIED (SKIP NOW TO QUESTION 19 ON PAGE 4)
2. YES, HAVE TRIED (GO ON TO QUESTION 4)

4. In the table below are some reasons why people decide to try smokeless tobacco. Please tell us whether or not each was a reason for you. (Circle either a 1 or a 2 for each reason)

<table>
<thead>
<tr>
<th></th>
<th>YES, A REASON</th>
<th>NO, NOT A REASON</th>
</tr>
</thead>
<tbody>
<tr>
<td>a.</td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>b.</td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>c.</td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>d.</td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>e.</td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>f.</td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>g.</td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>h.</td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>i.</td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>j.</td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>k.</td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>l.</td>
<td></td>
<td>1</td>
</tr>
</tbody>
</table>

(PLEASE GO ON TO NEXT PAGE)
5. How old were you when you used smokeless tobacco for the first time? 

YEARS OLD

6. Do you still ever use smokeless tobacco? (Circle one number)
   1 NO, DON'T USE IT ANYMORE (SKIP TO QUESTION 17 ON PAGE 3) 
   2 YES, STILL USE SMOKELESS TOBACCO (GO ON TO QUESTION 7)

7. About how often do you use smokeless tobacco? (Circle one number)
   1 LESS THAN ONCE A MONTH
   2 ONCE A MONTH
   3 ONCE A WEEK
   4 A FEW DAYS A WEEK
   5 EVERY DAY

8. Which of the following kinds of smokeless tobacco do you use? (Circle a 1 or a 2 for each kind)

   a. Chewing tobacco like Red Man Plug . 1 2
   b. Moist snuff like Skoal or Copenhagen . . . . . . . . . 1 2
   c. Dry snuff . . . . . . . . . 1 2

9. What brand of smokeless tobacco do you use most often?

   BRAND NAME

10. About how long have you been using smokeless tobacco? (Circle one number)
    1 LESS THAN 3 MONTHS
    2 3 TO 6 MONTHS
    3 7 TO 12 MONTHS
    4 FOR 1 OR 2 YEARS
    5 FOR 3 OR 4 YEARS
    6 OVER 4 YEARS

11. Where do you get your smokeless tobacco? (Circle one number)
    1 I BUY MY OWN
    2 FROM MY PARENTS
    3 FROM OTHER RELATIVES
    4 FROM FRIENDS

12. About how much smokeless tobacco do you use in a week?

   (PLEASE GO ON TO NEXT PAGE)

   - 2 -
13. In the table be. is a list of times when people might use smokeless tobacco. Please tell us if you use smokeless tobacco at any of these times. (Circle either a 1 or a 2 for each)

<table>
<thead>
<tr>
<th>YES</th>
<th>USE</th>
<th>DON'T USE</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>a. Before school</td>
<td></td>
<td></td>
</tr>
<tr>
<td>b. At school</td>
<td></td>
<td></td>
</tr>
<tr>
<td>c. After school</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>d. While playing sports</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>e. At parties</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>f. Other (Explain)</td>
<td>1</td>
<td>2</td>
</tr>
</tbody>
</table>

14. Do you like chewing tobacco, using snuff or smoking cigarettes best? (Circle one number)

1 CHEWING TOBACCO
2 USING SNUFF
3 SMOKING CIGARETTES

15. Which one of the following is your main reason for continuing to dip or chew tobacco? (Circle only one number)

1 MY FRIENDS DO IT
2 IT TASTES GOOD
3 IT RELAXES ME
4 I ENJOY IT
5 MY (GIRL) (BOY) FRIEND LIKES IT
6 MY PARENTS DO IT
7 OTHER RELATIVES DO IT
8 OTHER (Please explain)

16. If you could, would you stop using smokeless tobacco? (Circle one number)

1 YES. I WOULD STOP IF I COULD
2 NO. I DON'T WANT TO STOP

17. Thinking about last month, about how many days did you chew or dip tobacco? (Circle one number)

1 NONE LAST MONTH
2 ONE DAY
3 2 OR 3 DAYS
4 4 OR 5 DAYS
5 6 TO 10 DAYS
6 11 TO 20 DAYS
7 MORE THAN 20 DAYS

18. Finally, thinking about your whole life up to and including today, how many times altogether do you think you have used smokeless tobacco? (Circle one number)

1 1 OR 2 TIMES
2 3 TO 10 TIMES
3 11 TO 20 TIMES
4 21 TO 100 TIMES
5 OVER 100 TIMES

*Since you have used smokeless tobacco, please skip now to question 20

(Please go on to next page)
19. Below is a list of reasons why some people decide not to use smokeless tobacco. Please tell us whether or not each one was a reason for you when you decided not to chew or use snuff. (Circle either a 1 or a 2 for each reason)

<table>
<thead>
<tr>
<th>Reason</th>
<th>YES</th>
<th>NO</th>
</tr>
</thead>
<tbody>
<tr>
<td>a. Chewing or dipping tobacco costs too much money</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>b. It has an unpleasant taste and smell</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>c. You don’t look good when you chew tobacco</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>d. I don’t chew for religious reasons</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>e. It’s not good for my health</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>f. My (girl)(boy) friend doesn’t like me to use smokeless tobacco</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>g. It interferes with sports activities and abilities</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>h. My parents don’t want me to chew or dip tobacco</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>i. Teachers don’t want me to chew or dip tobacco</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>j. None of my friends chew or dip tobacco</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>k. I think chewing or dipping tobacco is stupid</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>l. Other (Explain)</td>
<td>1</td>
<td>2</td>
</tr>
</tbody>
</table>

EVERYONE SHOULD ANSWER THE REST OF THE QUESTIONS

20. Do you ever smoke cigarettes? (Circle one number)

1. NO (SKIP TO QUESTION 21)
2. YES (GO ON TO QUESTION 20a)

20a. How many years, altogether, have you been smoking cigarettes?

NUMBER OF YEARS

21. In the table below are some statements that have been made about smokeless tobacco. We’d like for you to read each one and tell us how strongly you agree or disagree with what it says. (Circle one number for each statement and remember, there are no right or wrong answers)

<table>
<thead>
<tr>
<th>Statement</th>
<th>STRONGLY AGREE</th>
<th>AGREE</th>
<th>NOT SURE</th>
<th>DISAGREE</th>
<th>STRONGLY DISAGREE</th>
</tr>
</thead>
<tbody>
<tr>
<td>a. Chewing tobacco makes a person more popular</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>b. It's better to chew or dip than to smoke cigarettes</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>c. Young people who chew or dip seem older</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>d. It's OK to chew or dip tobacco because adults do</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>e. People who chew or dip tobacco are not being very smart</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>f. People who chew or dip tobacco should stop</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
</tbody>
</table>

(PLEASE GO ON TO NEXT PAGE)
Smokeless tobacco is not harmful to your health ...

Chewing or dipping tobacco once in a while is OK ....

I don't like being around people who chew or dip ....

Cigarette smoking is harmful to your health ....

I don't want my friends to chew or dip tobacco ....

Chewing or dipping tobacco doesn't hurt people until they are older ....

Chewing or dipping tobacco helps people make friends ....

There is not a warning on smokeless tobacco packages so it's OK to chew or dip ....

All real men chew tobacco ....

Chewing tobacco or dipping is pleasurable ....

FINALLY A FEW MORE QUESTIONS ABOUT YOU ...

23. Please give the month, day and year you were born.

/ / /
MONTH DAY YEAR

24. What grade are you in at school right now?

GRADE IN SCHOOL

25. Which one of the following best describes your ethnic group? (Circle one number)

1. AMERICAN INDIAN (What tribe?)
2. WHITE
3. BLACK
4. HISPANIC
5. ASIAN
6. OTHER (Please explain)

26. Are you male or female? (Circle one number)

1. MALE
2. FEMALE

27. Is there anything else you would like to say about chewing or dipping tobacco?

(THANK YOU FOR YOUR HELP!)
Tables from the Indian Health Board-OSU Smokeless Tobacco Study

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<table>
<thead>
<tr>
<th>Table</th>
<th>Description</th>
</tr>
</thead>
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</tr>
<tr>
<td>Table 2</td>
<td>Total Sample of 1180 Respondents by Area, Sex, and Ethnic Status</td>
</tr>
<tr>
<td>Table 3</td>
<td>Indians and Non-Indians by Grade and Sex; Percentages in Parentheses</td>
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<tr>
<td>Table 4</td>
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</tr>
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<td>Table 5</td>
<td>Tribal Affiliation by Sex</td>
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<th>Table</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Table 6</td>
<td>School Grade by Category of Use of Smokeless Tobacco</td>
</tr>
<tr>
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<td>Use of Smokeless Tobacco by Sex and Ethnic Group, in Percentages</td>
</tr>
<tr>
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<td>Grade in School by Area and Use of Smokeless Tobacco for Indian Sample</td>
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<td>Table 11</td>
<td>Use of Smokeless Tobacco by Friends and Relatives, by Ethnic Group and Own Use of Smokeless Tobacco</td>
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<tr>
<td>Table 12</td>
<td>Use of Smokeless Tobacco by Indian Status in Each Area</td>
</tr>
<tr>
<td>Table 13</td>
<td>Age of Users of Smokeless Tobacco by Ethnic Group</td>
</tr>
<tr>
<td>Table 14</td>
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</tr>
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Table 28  Friend's Use by Ethnic Group and by Own Use; Percentages in Parentheses

Table 29  Attitudes Toward School
### Table 1

School Grade and Area of Total Sample

<table>
<thead>
<tr>
<th>Grade</th>
<th>Neah Bay</th>
<th>Colville</th>
<th>Lummi/Bellingham</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>6</td>
<td>23</td>
<td>183</td>
<td>173</td>
<td>379</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>(32.1%)</td>
</tr>
<tr>
<td>9</td>
<td>10</td>
<td>185</td>
<td>233</td>
<td>428</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>(36.3%)</td>
</tr>
<tr>
<td>11</td>
<td>12</td>
<td>104</td>
<td>225</td>
<td>373</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>(31.6%)</td>
</tr>
<tr>
<td>Total</td>
<td>46 (3.9%)</td>
<td>472 (40%)</td>
<td>662 (56.1%)</td>
<td>1180</td>
</tr>
</tbody>
</table>

### Table 2

Total Sample of 1180 Respondents by Area, Sex, and Ethnic Status; Percentages in Parentheses

<table>
<thead>
<tr>
<th>Category</th>
<th>Neah Bay</th>
<th>Colville</th>
<th>Bellingham</th>
</tr>
</thead>
<tbody>
<tr>
<td>Indian male</td>
<td>17 (37.0)</td>
<td>65 (13.8)</td>
<td>55 (8.3)</td>
</tr>
<tr>
<td>Indian female</td>
<td>20 (43.5)</td>
<td>63 (13.3)</td>
<td>37 (5.6)</td>
</tr>
<tr>
<td>Non-Indian male</td>
<td>8 (17.4)</td>
<td>163 (34.5)</td>
<td>267 (40.3)</td>
</tr>
<tr>
<td>Non-Indian female</td>
<td>1 (2.2)</td>
<td>152 (32.2)</td>
<td>262 (39.6)</td>
</tr>
<tr>
<td>Sex or ethnic group unknown</td>
<td>0</td>
<td>22 (4.6)</td>
<td>61 (9.6)</td>
</tr>
<tr>
<td>Total</td>
<td>46</td>
<td>472</td>
<td>662</td>
</tr>
</tbody>
</table>
### Table 3
Indians and Non-Indians by Grade and Sex;
Percentages in Parentheses

<table>
<thead>
<tr>
<th>Grade</th>
<th>Indians Male</th>
<th>Indians Female</th>
<th>Non-Indians Male</th>
<th>Non-Indians Female</th>
</tr>
</thead>
<tbody>
<tr>
<td>6</td>
<td>57 (42)</td>
<td>43 (36)</td>
<td>133 (30)</td>
<td>128 (31)</td>
</tr>
<tr>
<td>9</td>
<td>56 (41)</td>
<td>50 (42)</td>
<td>143 (33)</td>
<td>149 (36)</td>
</tr>
<tr>
<td>11</td>
<td>24 (18)</td>
<td>27 (23)</td>
<td>162 (37)</td>
<td>138 (33)</td>
</tr>
</tbody>
</table>

### Table 4
Age Group of Indians and Non-Indians by Sex (Total Sample); Percentages in Parentheses

<table>
<thead>
<tr>
<th>Age Group</th>
<th>Indians Male</th>
<th>Indians Female</th>
<th>Non-Indians Male</th>
<th>Non-Indians Female</th>
</tr>
</thead>
<tbody>
<tr>
<td>11 to 14</td>
<td>45 (36.3)</td>
<td>36 (31.6)</td>
<td>118 (28.4)</td>
<td>118 (29.7)</td>
</tr>
<tr>
<td>14 to 17</td>
<td>48 (38.7)</td>
<td>47 (41.2)</td>
<td>134 (32.3)</td>
<td>149 (37.5)</td>
</tr>
<tr>
<td>18 and up</td>
<td>31 (25)</td>
<td>31 (27.2)</td>
<td>162 (39.3)</td>
<td>130 (32.7)</td>
</tr>
<tr>
<td>Total</td>
<td>124</td>
<td>114</td>
<td>415</td>
<td>397</td>
</tr>
</tbody>
</table>

Note: The total number for whom age, sex, and ethnic group are known is 1050; for 130 individuals in the sample of 1180 one or more of these variables is unknown and they thus do not appear in the table.
Table 5
Tribal Affiliation by Sex

<table>
<thead>
<tr>
<th>Tribe</th>
<th>Male</th>
<th>Female</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Colville</td>
<td>39</td>
<td>41</td>
<td>80</td>
</tr>
<tr>
<td>2 Caddo</td>
<td>0</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>3 Comanche</td>
<td>1</td>
<td>0</td>
<td>1</td>
</tr>
<tr>
<td>4 Kootenai</td>
<td>1</td>
<td>0</td>
<td>1</td>
</tr>
<tr>
<td>5 Haka</td>
<td>15</td>
<td>18</td>
<td>33</td>
</tr>
<tr>
<td>6 Sioux</td>
<td>1</td>
<td>6</td>
<td>7</td>
</tr>
<tr>
<td>7 Cherokee</td>
<td>4</td>
<td>3</td>
<td>7</td>
</tr>
<tr>
<td>8 Mandan</td>
<td>1</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>9 Canadian</td>
<td>1</td>
<td>0</td>
<td>1</td>
</tr>
<tr>
<td>10 Spokane</td>
<td>0</td>
<td>2</td>
<td>2</td>
</tr>
<tr>
<td>11 Yakima</td>
<td>2</td>
<td>2</td>
<td>4</td>
</tr>
<tr>
<td>12 Nez Perce</td>
<td>3</td>
<td>2</td>
<td>5</td>
</tr>
<tr>
<td>13 Cree</td>
<td>0</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>14 Quapah</td>
<td>1</td>
<td>0</td>
<td>1</td>
</tr>
<tr>
<td>15 Lumi</td>
<td>28</td>
<td>22</td>
<td>50</td>
</tr>
<tr>
<td>16 Flathead</td>
<td>1</td>
<td>0</td>
<td>1</td>
</tr>
<tr>
<td>17 Nooksack</td>
<td>1</td>
<td>0</td>
<td>1</td>
</tr>
<tr>
<td>18 Suquamish</td>
<td>1</td>
<td>0</td>
<td>1</td>
</tr>
<tr>
<td>19 Apache</td>
<td>1</td>
<td>0</td>
<td>1</td>
</tr>
<tr>
<td>20 Svinomish</td>
<td>2</td>
<td>0</td>
<td>2</td>
</tr>
<tr>
<td>21 Cheyenne</td>
<td>1</td>
<td>0</td>
<td>1</td>
</tr>
<tr>
<td>22 Alaska</td>
<td>1</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>23 Tribe not given, or mixed tribal background</td>
<td>25</td>
<td>18</td>
<td>43</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>130</td>
<td>118</td>
<td>248</td>
</tr>
</tbody>
</table>

Note: Five respondents, who listed themselves as having tribal affiliation but did not identify their sex, are not included in this table.
Table 6
School Grade by Category of Use of Smokeless Tobacco; Percentages in Parentheses

<table>
<thead>
<tr>
<th>Grade</th>
<th>Non-User N = 640</th>
<th>Experimenter N = 343</th>
<th>User N = 197</th>
<th>Total N = 1180</th>
</tr>
</thead>
<tbody>
<tr>
<td>6</td>
<td>262 (69)</td>
<td>80 (21)</td>
<td>37 (10)</td>
<td>379</td>
</tr>
<tr>
<td>9</td>
<td>194 (45.3)</td>
<td>142 (33.1)</td>
<td>92 (21.4)</td>
<td>428</td>
</tr>
<tr>
<td>11</td>
<td>184 (49.3)</td>
<td>121 (32.4)</td>
<td>68 (18.2)</td>
<td>373</td>
</tr>
</tbody>
</table>

Table 7
Use of Smokeless Tobacco by Sex and Ethnic Group, in Percentages

<table>
<thead>
<tr>
<th></th>
<th>Males</th>
<th></th>
<th>Females</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Indian N = 137</td>
<td>Non-Indian N = 438</td>
<td>Indian N = 120</td>
<td>Non-Indian N = 415</td>
</tr>
<tr>
<td>Non-User</td>
<td>29.2</td>
<td>45.7</td>
<td>45.0</td>
<td>76.4</td>
</tr>
<tr>
<td>Experimenter</td>
<td>36.5</td>
<td>34.5</td>
<td>30.8</td>
<td>19.8</td>
</tr>
<tr>
<td>User</td>
<td>34.3</td>
<td>19.9</td>
<td>24.2</td>
<td>3.9</td>
</tr>
</tbody>
</table>

Note: 70 respondents did not list their sex, ethnic group, or both. Of these, 41.4% are non users, 32.9% are experimenters, and 25.7% are users.
Table 8
Grade in School by Area and Use of Smokeless Tobacco, for Indian Sample. Percentages in Parentheses

<table>
<thead>
<tr>
<th>Area and Smokeless Tobacco Use</th>
<th>Grade in School</th>
<th></th>
<th></th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>6</td>
<td>9</td>
<td>11</td>
<td></td>
</tr>
<tr>
<td>Bellingham</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Non-users</td>
<td>21 (77.8)</td>
<td>12 (32.4)</td>
<td>8 (34.8)</td>
<td>41 (47.1)</td>
</tr>
<tr>
<td>Experimenters</td>
<td>4 (14.8)</td>
<td>15 (40.5)</td>
<td>10 (43.5)</td>
<td>29 (33.3)</td>
</tr>
<tr>
<td>Users</td>
<td>2 (7.4)</td>
<td>10 (27.0)</td>
<td>5 (21.7)</td>
<td>17 (19.5)</td>
</tr>
<tr>
<td>Colville</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Non-users</td>
<td>18 (32.7)</td>
<td>12 (19.7)</td>
<td>3 (20.0)</td>
<td>33 (25.2)</td>
</tr>
<tr>
<td>Experimenters</td>
<td>16 (29.1)</td>
<td>23 (37.7)</td>
<td>2 (13.3)</td>
<td>41 (31.3)</td>
</tr>
<tr>
<td>Users</td>
<td>21 (38.2)</td>
<td>26 (42.6)</td>
<td>10 (66.7)</td>
<td>57 (43.5)</td>
</tr>
<tr>
<td>Neah Bay</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Non-users</td>
<td>9 (52.9)</td>
<td>5 (83.3)</td>
<td>2 (16.7)</td>
<td>16 (45.7)</td>
</tr>
<tr>
<td>Experimenters</td>
<td>6 (35.3)</td>
<td>1 (16.7)</td>
<td>7 (58.3)</td>
<td>14 (40.0)</td>
</tr>
<tr>
<td>Users</td>
<td>2 (11.8)</td>
<td>0 (0.0)</td>
<td>3 (25.0)</td>
<td>5 (14.3)</td>
</tr>
</tbody>
</table>

Table 9
Area by Sex of Users of Smokeless Tobacco, in Percentages

<table>
<thead>
<tr>
<th>Sex</th>
<th>Neah Bay N = 6</th>
<th>Colville N = 81</th>
<th>Lummi/Bellingham N = 92</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Male</td>
<td>66.7</td>
<td>67.9</td>
<td>81.5</td>
<td>74.9</td>
</tr>
<tr>
<td>Female</td>
<td>33.3</td>
<td>32.1</td>
<td>18.5</td>
<td>25.1</td>
</tr>
</tbody>
</table>
### Table 10

School by Number of Users of Smokeless Tobacco; Percentages in Parentheses

<table>
<thead>
<tr>
<th>Name of School</th>
<th>Non-Users</th>
<th>Experimenters</th>
<th>Users</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Neah Bay</td>
<td>20 (43.5)</td>
<td>20 (43.5)</td>
<td>6 (13.0)</td>
<td>46</td>
</tr>
<tr>
<td>2 Omak Middle School</td>
<td>71 (67.0)</td>
<td>28 (26.4)</td>
<td>7 (6.6)</td>
<td>106</td>
</tr>
<tr>
<td>3 Omak Alternative High School</td>
<td>4 (28.6)</td>
<td>3 (21.4)</td>
<td>7 (50.0)</td>
<td>14</td>
</tr>
<tr>
<td>4 Omak High School</td>
<td>77 (41.0)</td>
<td>75 (39.9)</td>
<td>36 (19.1)</td>
<td>188</td>
</tr>
<tr>
<td>5 Pascal Sherman</td>
<td>0 (0.0)</td>
<td>3 (20.0)</td>
<td>12 (80.0)</td>
<td>15</td>
</tr>
<tr>
<td>6 Nespelem Elementary</td>
<td>2 (14.3)</td>
<td>1 (7.1)</td>
<td>11 (78.6)</td>
<td>14</td>
</tr>
<tr>
<td>7 Center Elementary</td>
<td>35 (62.5)</td>
<td>20 (35.7)</td>
<td>1 (1.8)</td>
<td>56</td>
</tr>
<tr>
<td>8 Grand Coulee Dam Junior High School</td>
<td>34 (43.0)</td>
<td>27 (34.2)</td>
<td>18 (22.8)</td>
<td>79</td>
</tr>
<tr>
<td>9 Lake Roosevelt High School</td>
<td>20 (31.3)</td>
<td>32 (50.0)</td>
<td>12 (18.8)</td>
<td>64</td>
</tr>
<tr>
<td>10 Central Elementary</td>
<td>14 (60.9)</td>
<td>5 (21.7)</td>
<td>4 (17.4)</td>
<td>23</td>
</tr>
<tr>
<td>11 Custer Elementary</td>
<td>39 (90.7)</td>
<td>4 (9.3)</td>
<td>0 (0.0)</td>
<td>43</td>
</tr>
<tr>
<td>12 Ferndale High School</td>
<td>234 (55.1)</td>
<td>113 (26.6)</td>
<td>78 (18.4)</td>
<td>425</td>
</tr>
<tr>
<td>13 Mt. View Elementary</td>
<td>34 (75.6)</td>
<td>7 (15.6)</td>
<td>4 (8.9)</td>
<td>45</td>
</tr>
<tr>
<td>14 Skyline Elementary</td>
<td>56 (90.3)</td>
<td>3 (8.1)</td>
<td>1 (1.6)</td>
<td>82</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>640 (54.2)</td>
<td>343 (29.1)</td>
<td>197 (16.7)</td>
<td>1180</td>
</tr>
</tbody>
</table>
Table 11
Use of Smokeless Tobacco by Friends and Relatives, by Ethnic Group and Own Use of Smokeless Tobacco, in Percentages

<table>
<thead>
<tr>
<th>Relatives and Friends</th>
<th>Ethnic Group</th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Indian</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Non-User</td>
<td>Experimenter</td>
<td>User</td>
<td>Non-User</td>
</tr>
<tr>
<td></td>
<td></td>
<td>N = 90</td>
<td>N = 84</td>
<td>N = 79</td>
<td>N = 519</td>
</tr>
<tr>
<td>Fathers</td>
<td></td>
<td>13.9</td>
<td>8.3</td>
<td>29.5</td>
<td>6.1</td>
</tr>
<tr>
<td>Mothers</td>
<td></td>
<td>3.5</td>
<td>1.2</td>
<td>8.9</td>
<td>1.0</td>
</tr>
<tr>
<td>Siblings</td>
<td></td>
<td>14.1</td>
<td>21.4</td>
<td>51.3</td>
<td>6.3</td>
</tr>
<tr>
<td>Other relatives</td>
<td></td>
<td>53.7</td>
<td>72.6</td>
<td>83.3</td>
<td>35.5</td>
</tr>
<tr>
<td>Friends</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>No close friends</td>
<td></td>
<td>52.8</td>
<td>31.3</td>
<td>3.8</td>
<td>69.9</td>
</tr>
<tr>
<td>A few close friends</td>
<td></td>
<td>42.5</td>
<td>55.4</td>
<td>36.7</td>
<td>27.7</td>
</tr>
<tr>
<td>Many close friends</td>
<td></td>
<td>4.6</td>
<td>9.6</td>
<td>11.4</td>
<td>1.8</td>
</tr>
<tr>
<td>Most close friends</td>
<td></td>
<td>0.0</td>
<td>1.2</td>
<td>34.2</td>
<td>0.4</td>
</tr>
<tr>
<td>All close friends</td>
<td></td>
<td>0.0</td>
<td>2.4</td>
<td>13.9</td>
<td>0.2</td>
</tr>
</tbody>
</table>

Note: Two hundred fifty-three respondents listed themselves as American Indian, including 42 who indicated other ethnic identity as well.

The non-Indian category includes 799 respondents who listed themselves as white, 11 as black, 15 as Hispanic, 11 as Asian, and 22 as other. Sixty-nine respondents did not identify themselves by ethnic group and are not tabulated here.
Table 12
Use of Smokeless Tobacco by Indian Status in Each Area:
Percentages in Parentheses

<table>
<thead>
<tr>
<th>Area</th>
<th>Nash Bay</th>
<th></th>
<th>Colville</th>
<th></th>
<th>Bellingham</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Tobacco Use</td>
<td>Indian</td>
<td>Non-Indian</td>
<td>Indian</td>
<td>Non-Indian</td>
<td>Indian</td>
<td>Non-Indian</td>
</tr>
<tr>
<td></td>
<td>N = 35</td>
<td>N = 9</td>
<td>N = 131</td>
<td>N = 316</td>
<td>N = 87</td>
<td>N = 533</td>
</tr>
<tr>
<td>Non-user</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Experimenter</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>User</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Table 13
Age of Users of Smokeless Tobacco by Ethnic Group;
Percentages in Parentheses

<table>
<thead>
<tr>
<th>Age</th>
<th>Ethnic Group</th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Indian</td>
<td>Non-Indian</td>
<td></td>
</tr>
<tr>
<td>12</td>
<td>3 (4.1)</td>
<td>0 (0)</td>
<td></td>
</tr>
<tr>
<td>13</td>
<td>18 (24.3)</td>
<td>9 (9.4)</td>
<td></td>
</tr>
<tr>
<td>14</td>
<td>6 (8.1)</td>
<td>3 (3.1)</td>
<td></td>
</tr>
<tr>
<td>15</td>
<td>8 (10.8)</td>
<td>22 (22.9)</td>
<td></td>
</tr>
<tr>
<td>16</td>
<td>19 (25.7)</td>
<td>17 (17.7)</td>
<td></td>
</tr>
<tr>
<td>17</td>
<td>9 (12.2)</td>
<td>25 (26.0)</td>
<td></td>
</tr>
<tr>
<td>18 and over</td>
<td>11 (14.9)</td>
<td>20 (20.8)</td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>74</td>
<td>96</td>
<td></td>
</tr>
</tbody>
</table>
Table 14
Age at First Use of Smokeless Tobacco for Experimenters and Users, by Ethnic Group; Percentages in Parentheses

<table>
<thead>
<tr>
<th>Age Group</th>
<th>Indians Experimenters</th>
<th>Users</th>
<th>Non-Indians Experimenters</th>
<th>Users</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Under 10</td>
<td>27 (33.3)</td>
<td>44 (57.1)</td>
<td>38 (16.5)</td>
<td>26 (23.5)</td>
</tr>
<tr>
<td>10 through 11</td>
<td>19 (23.5)</td>
<td>15 (19.5)</td>
<td>66 (28.6)</td>
<td>10 (9.8)</td>
</tr>
<tr>
<td>12 through 13</td>
<td>19 (23.5)</td>
<td>11 (14.3)</td>
<td>57 (24.7)</td>
<td>21 (20.6)</td>
</tr>
<tr>
<td>14 or more</td>
<td>16 (19.8)</td>
<td>7 (9.1)</td>
<td>70 (30.3)</td>
<td>45 (44.1)</td>
</tr>
<tr>
<td>Total</td>
<td>81</td>
<td>77</td>
<td>231</td>
<td>102</td>
</tr>
</tbody>
</table>

Table 15
How Many Days Did Experimenters and Users Chew or Dip Smokeless Tobacco Last Month, in Percentages

<table>
<thead>
<tr>
<th></th>
<th>Experimenters Indian</th>
<th>Non-Indian</th>
<th>Users Indian</th>
<th>Non-Indian</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>N = 83</td>
<td>N = 236</td>
<td>N = 77</td>
<td>N = 103</td>
</tr>
<tr>
<td>None last month</td>
<td>77.1</td>
<td>87.2</td>
<td>10.4</td>
<td>11.7</td>
</tr>
<tr>
<td>1 day</td>
<td>9.6</td>
<td>6.0</td>
<td>7.8</td>
<td>14.6</td>
</tr>
<tr>
<td>2 or 3 days</td>
<td>2.4</td>
<td>1.3</td>
<td>18.2</td>
<td>19.4</td>
</tr>
<tr>
<td>4 or 5 days</td>
<td>2.4</td>
<td>0.4</td>
<td>11.7</td>
<td>9.7</td>
</tr>
<tr>
<td>6 to 10 days</td>
<td>1.2</td>
<td>1.7</td>
<td>3.9</td>
<td>11.7</td>
</tr>
<tr>
<td>11 to 20 days</td>
<td>1.2</td>
<td>0.9</td>
<td>16.9</td>
<td>7.8</td>
</tr>
<tr>
<td>More than 20 days</td>
<td>6.0</td>
<td>2.6</td>
<td>31.2</td>
<td>25.2</td>
</tr>
</tbody>
</table>
Table 16
How Many Times Altogether Did Experimenters and Users Chew or Dip Tobacco, in Percentages

<table>
<thead>
<tr>
<th></th>
<th>Experimenters</th>
<th></th>
<th>Users</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Indian N = 83</td>
<td>Non-Indian N = 231</td>
<td>Indian N = 78</td>
<td>Non-Indian N = 103</td>
</tr>
<tr>
<td>1 or 2 times</td>
<td>49.4</td>
<td>58.9</td>
<td>3.8</td>
<td>8.7</td>
</tr>
<tr>
<td>3 to 10 times</td>
<td>26.5</td>
<td>24.7</td>
<td>5.1</td>
<td>12.6</td>
</tr>
<tr>
<td>11 to 20 times</td>
<td>8.4</td>
<td>9.5</td>
<td>6.4</td>
<td>8.7</td>
</tr>
<tr>
<td>21 to 100 times</td>
<td>9.6</td>
<td>4.3</td>
<td>25.6</td>
<td>30.1</td>
</tr>
<tr>
<td>Over 100 times</td>
<td>6.0</td>
<td>2.6</td>
<td>59.0</td>
<td>39.8</td>
</tr>
</tbody>
</table>
Table 17
Characteristics of Smokeless Tobacco Use and Users by Sex, Ethnic Group, Area, and Grade, in Percentages

Note: There are 197 users in the study. Whereas the area and grade of all subjects is known, not all of the respondents gave their sex or ethnic group.

<table>
<thead>
<tr>
<th>Characteristics</th>
<th>Male</th>
<th>Female</th>
<th>Indian</th>
<th>Non-Indian</th>
<th>Navajo</th>
<th>Colville</th>
<th>Bellingham</th>
<th>Grade 6</th>
<th>Grade 7</th>
<th>Grade 8</th>
<th>Grade 9</th>
<th>Grade 11</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. How often do I use smokeless tobacco?</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Less than once a month</td>
<td>15.8</td>
<td>28.6</td>
<td>17.9</td>
<td>19.6</td>
<td></td>
<td>16.7</td>
<td>18.9</td>
<td>20.0</td>
<td>25.7</td>
<td>20.0</td>
<td>14.9</td>
<td>19.0</td>
</tr>
<tr>
<td>Once a month</td>
<td>13.5</td>
<td>16.7</td>
<td>11.5</td>
<td>16.7</td>
<td></td>
<td>33.3</td>
<td>8.8</td>
<td>17.9</td>
<td>20.0</td>
<td>13.3</td>
<td>11.9</td>
<td>14.1</td>
</tr>
<tr>
<td>Once a week</td>
<td>15.8</td>
<td>23.8</td>
<td>17.9</td>
<td>15.7</td>
<td></td>
<td>16.7</td>
<td>16.3</td>
<td>17.9</td>
<td>14.3</td>
<td>18.9</td>
<td>16.4</td>
<td>17.2</td>
</tr>
<tr>
<td>A few days a week</td>
<td>21.0</td>
<td>9.9</td>
<td>15.4</td>
<td>19.6</td>
<td></td>
<td>16.7</td>
<td>18.7</td>
<td>16.8</td>
<td>11.4</td>
<td>16.7</td>
<td>22.4</td>
<td>17.2</td>
</tr>
<tr>
<td>Every day</td>
<td>33.1</td>
<td>21.4</td>
<td>37.2</td>
<td>28.4</td>
<td></td>
<td>16.7</td>
<td>37.4</td>
<td>27.4</td>
<td>28.6</td>
<td>31.1</td>
<td>34.3</td>
<td>31.4</td>
</tr>
<tr>
<td>2. I use these kinds of tobacco:</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Cheewing tobacco (e.g. Red Man Plug)</td>
<td>32.1</td>
<td>14.3</td>
<td>26.1</td>
<td>30.4</td>
<td></td>
<td>33.3</td>
<td>16.3</td>
<td>35.4</td>
<td>21.6</td>
<td>22.2</td>
<td>34.3</td>
<td>28.3</td>
</tr>
<tr>
<td>Moist snuff (e.g. Skoal or Copenhagen)</td>
<td>94.0</td>
<td>92.9</td>
<td>96.2</td>
<td>91.2</td>
<td></td>
<td>83.3</td>
<td>100.</td>
<td>88.5</td>
<td>91.9</td>
<td>95.6</td>
<td>92.5</td>
<td>93.8</td>
</tr>
<tr>
<td>Dry snuff</td>
<td>7.5</td>
<td>5.8</td>
<td>3.8</td>
<td>8.8</td>
<td></td>
<td>0</td>
<td>3.3</td>
<td>9.4</td>
<td>2.7</td>
<td>5.6</td>
<td>9.0</td>
<td>6.2</td>
</tr>
<tr>
<td>3. Brand used most often</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Kodiak</td>
<td>35.8</td>
<td>15.6</td>
<td>15.0</td>
<td>40.4</td>
<td></td>
<td>66.7</td>
<td>3.3</td>
<td>52.5</td>
<td>10.8</td>
<td>34.8</td>
<td>33.8</td>
<td>29.9</td>
</tr>
<tr>
<td>Copenhagen</td>
<td>36.6</td>
<td>62.2</td>
<td>67.5</td>
<td>26.9</td>
<td></td>
<td>16.7</td>
<td>76.1</td>
<td>17.2</td>
<td>67.6</td>
<td>37.0</td>
<td>42.6</td>
<td>44.7</td>
</tr>
<tr>
<td>Skoal</td>
<td>9.7</td>
<td>6.4</td>
<td>3.8</td>
<td>11.5</td>
<td></td>
<td>16.7</td>
<td>7.6</td>
<td>8.1</td>
<td>5.4</td>
<td>9.8</td>
<td>7.4</td>
<td>8.1</td>
</tr>
<tr>
<td>Hawkens</td>
<td>6.7</td>
<td>3.8</td>
<td>3.8</td>
<td>5.8</td>
<td></td>
<td>0</td>
<td>7.6</td>
<td>3.0</td>
<td>0</td>
<td>9.6</td>
<td>1.5</td>
<td>5.1</td>
</tr>
<tr>
<td>Gold River</td>
<td>0</td>
<td>2.3</td>
<td>1.3</td>
<td>5.0</td>
<td></td>
<td>0</td>
<td>1.1</td>
<td>0</td>
<td>2.7</td>
<td>0</td>
<td>0</td>
<td>0.5</td>
</tr>
<tr>
<td>Red Man</td>
<td>3.0</td>
<td>8.9</td>
<td>3.8</td>
<td>5.8</td>
<td></td>
<td>0</td>
<td>0</td>
<td>9.1</td>
<td>2.7</td>
<td>4.3</td>
<td>5.9</td>
<td>4.6</td>
</tr>
<tr>
<td>Skoal Bandits</td>
<td>1.5</td>
<td>0</td>
<td>0</td>
<td>1.9</td>
<td></td>
<td>0</td>
<td>0</td>
<td>2.0</td>
<td>0</td>
<td>1.1</td>
<td>1.5</td>
<td>1.0</td>
</tr>
<tr>
<td>Several</td>
<td>6.7</td>
<td>6.7</td>
<td>5.0</td>
<td>7.7</td>
<td></td>
<td>0</td>
<td>4.3</td>
<td>6.1</td>
<td>10.8</td>
<td>3.3</td>
<td>7.4</td>
<td>6.1</td>
</tr>
</tbody>
</table>
Table 17. Characteristics of Smokeless Tobacco Use by Sex, Ethnic Group, Area, Grade, in Percentages, continued

<table>
<thead>
<tr>
<th>Characteristics</th>
<th>Male</th>
<th>Female</th>
<th>Indian</th>
<th>Non-Indian</th>
<th>Mesh Bay</th>
<th>Colville</th>
<th>Bettinham</th>
<th>Grade 6</th>
<th>Grade 9</th>
<th>Grade 11</th>
</tr>
</thead>
<tbody>
<tr>
<td>4. How long have I used smokeless tobacco?</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Less than 3 months</td>
<td>11.4</td>
<td>22.7</td>
<td>13.8</td>
<td>14.9</td>
<td>33.3</td>
<td>12.0</td>
<td>14.7</td>
<td>22.2</td>
<td>13.3</td>
<td>10.4</td>
</tr>
<tr>
<td>3 to 6 months</td>
<td>8.3</td>
<td>9.1</td>
<td>6.3</td>
<td>10.9</td>
<td>0</td>
<td>4.3</td>
<td>13.7</td>
<td>6.3</td>
<td>6.7</td>
<td>11.9</td>
</tr>
<tr>
<td>7 to 12 months</td>
<td>6.1</td>
<td>6.8</td>
<td>5.0</td>
<td>6.9</td>
<td>16.7</td>
<td>4.3</td>
<td>7.4</td>
<td>0</td>
<td>7.8</td>
<td>7.5</td>
</tr>
<tr>
<td>1 or 2 years</td>
<td>22.0</td>
<td>8.8</td>
<td>26.7</td>
<td>0</td>
<td>0</td>
<td>9.8</td>
<td>27.4</td>
<td>8.3</td>
<td>21.1</td>
<td>19.4</td>
</tr>
<tr>
<td>3 or 4 years</td>
<td>17.4</td>
<td>13.6</td>
<td>15.0</td>
<td>16.8</td>
<td>16.7</td>
<td>15.2</td>
<td>17.9</td>
<td>13.9</td>
<td>20.0</td>
<td>13.4</td>
</tr>
<tr>
<td>Over 4 years</td>
<td>36.5</td>
<td>36.4</td>
<td>51.3</td>
<td>23.8</td>
<td>33.3</td>
<td>54.3</td>
<td>18.9</td>
<td>47.2</td>
<td>31.1</td>
<td>37.3</td>
</tr>
<tr>
<td>5. Where do I get it?</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>I buy my own</td>
<td>59.0</td>
<td>40.9</td>
<td>51.3</td>
<td>56.3</td>
<td>33.3</td>
<td>56.5</td>
<td>54.1</td>
<td>35.1</td>
<td>56.3</td>
<td>65.7</td>
</tr>
<tr>
<td>From my parents</td>
<td>3.7</td>
<td>0</td>
<td>2.5</td>
<td>2.9</td>
<td>0</td>
<td>3.3</td>
<td>2.0</td>
<td>2.7</td>
<td>1.1</td>
<td>4.5</td>
</tr>
<tr>
<td>From other relatives</td>
<td>0.7</td>
<td>4.5</td>
<td>3.8</td>
<td>1.0</td>
<td>16.7</td>
<td>2.2</td>
<td>1.0</td>
<td>8.1</td>
<td>0</td>
<td>1.5</td>
</tr>
<tr>
<td>From friends</td>
<td>25.4</td>
<td>47.7</td>
<td>31.3</td>
<td>31.1</td>
<td>30.9</td>
<td>30.6</td>
<td>30.6</td>
<td>43.2</td>
<td>30.6</td>
<td>25.6</td>
</tr>
<tr>
<td>Buying and other sources</td>
<td>7.5</td>
<td>4.5</td>
<td>7.5</td>
<td>5.8</td>
<td>0</td>
<td>4.3</td>
<td>8.2</td>
<td>5.4</td>
<td>8.7</td>
<td>3.0</td>
</tr>
<tr>
<td>From relatives</td>
<td>3.0</td>
<td>2.3</td>
<td>3.8</td>
<td>1.9</td>
<td>0</td>
<td>3.3</td>
<td>3.1</td>
<td>5.4</td>
<td>4.3</td>
<td>0</td>
</tr>
<tr>
<td>and/or friends</td>
<td>0.7</td>
<td>0</td>
<td>0</td>
<td>1.0</td>
<td>0</td>
<td>0.1</td>
<td>0</td>
<td>0.1</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>From stealing</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>6. How much do I use in a week?</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Very little; less often than weekly</td>
<td>9.0</td>
<td>16.2</td>
<td>5.0</td>
<td>15.5</td>
<td>16.7</td>
<td>8.7</td>
<td>12.4</td>
<td>13.5</td>
<td>8.7</td>
<td>12.1</td>
</tr>
<tr>
<td>Less than one can</td>
<td>52.6</td>
<td>47.7</td>
<td>53.8</td>
<td>48.5</td>
<td>50.0</td>
<td>47.8</td>
<td>51.5</td>
<td>56.8</td>
<td>50.0</td>
<td>45.5</td>
</tr>
<tr>
<td>One can</td>
<td>20.3</td>
<td>15.9</td>
<td>23.8</td>
<td>15.5</td>
<td>16.7</td>
<td>25.0</td>
<td>13.4</td>
<td>16.2</td>
<td>19.6</td>
<td>19.7</td>
</tr>
<tr>
<td>More than one can</td>
<td>16.5</td>
<td>15.9</td>
<td>17.5</td>
<td>17.5</td>
<td>16.7</td>
<td>16.3</td>
<td>20.6</td>
<td>13.5</td>
<td>19.6</td>
<td>19.7</td>
</tr>
<tr>
<td>Other responses</td>
<td>1.5</td>
<td>2.3</td>
<td>0</td>
<td>2.9</td>
<td>0</td>
<td>2.2</td>
<td>2.1</td>
<td>0</td>
<td>2.2</td>
<td>3.0</td>
</tr>
<tr>
<td>(indicating no stable pattern)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Table 17. Characteristics of Smokeless Tobacco Use and Users by Sex, Ethnic Group, Area, Grade, in Percentages, continued

<table>
<thead>
<tr>
<th>Characteristics</th>
<th>Sex</th>
<th>Ethnic Group</th>
<th>Area</th>
<th>Grade</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Male</td>
<td>Female</td>
<td>Indian</td>
<td>Other</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Non-Indian Boy</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Mesh Boy</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Colville</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Bellingham</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Grade 6</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Grade 9</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Grade 11</td>
<td></td>
</tr>
</tbody>
</table>

7. When do I use smokeless tobacco?

Note: Respondents can choose all.

<table>
<thead>
<tr>
<th>Time</th>
<th>Male</th>
<th>Female</th>
<th>Indian</th>
<th>Other</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td>Non-Indian Boy</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Mesh Boy</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Colville</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Bellingham</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Grade 6</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Grade 9</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Grade 11</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Time</th>
<th>12.3 11.6 12.8 12.0</th>
<th>0 9.4 15.1</th>
<th>11.4 12.2 12.3</th>
<th>12.1</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cheewing tobacco</td>
<td>65.6 61.9 62.8 55.0</td>
<td>50.0 74.7 65.2</td>
<td>68.6 56.7 58.5</td>
<td>59.2</td>
</tr>
<tr>
<td>Using snuff</td>
<td>20.0 44.2 19.2 31.0</td>
<td>50.0 14.3 34.4</td>
<td>20.0 25.6 27.7</td>
<td>25.3</td>
</tr>
<tr>
<td>Smoking cigarettes</td>
<td>3.8 2.3 5.1 2.0</td>
<td>0 1.0 5.4</td>
<td>0 5.6 1.5</td>
<td>3.2</td>
</tr>
</tbody>
</table>

8. Do I like chewing tobacco, using snuff, or smoking cigarettes best?

Note: Respondents can choose all.

<table>
<thead>
<tr>
<th>Time</th>
<th>12.3 11.6 12.8 12.0</th>
<th>0 9.4 15.1</th>
<th>11.4 12.2 12.3</th>
<th>12.1</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cheewing tobacco</td>
<td>65.6 61.9 62.8 55.0</td>
<td>50.0 74.7 65.2</td>
<td>68.6 56.7 58.5</td>
<td>59.2</td>
</tr>
<tr>
<td>Using snuff</td>
<td>20.0 44.2 19.2 31.0</td>
<td>50.0 14.3 34.4</td>
<td>20.0 25.6 27.7</td>
<td>25.3</td>
</tr>
<tr>
<td>Smoking cigarettes</td>
<td>3.8 2.3 5.1 2.0</td>
<td>0 1.0 5.4</td>
<td>0 5.6 1.5</td>
<td>3.2</td>
</tr>
</tbody>
</table>
### Table 17. Characteristics of Smokeless Tobacco Use and Users by Sex, Ethnic Group, Area, and Grade, in Percentages, continued

<table>
<thead>
<tr>
<th>Characteristics</th>
<th>Male</th>
<th>Female</th>
<th>Indian</th>
<th>Non-Indian</th>
<th>Man</th>
<th>Woman</th>
<th>Ness Bay</th>
<th>Colville</th>
<th>Bellingham</th>
<th>Grade 6</th>
<th>Grade 9</th>
<th>Grade 11</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>M</td>
<td>F</td>
<td>M</td>
<td>F</td>
<td>G</td>
<td>G</td>
<td>G</td>
<td>G</td>
<td>G</td>
<td>G</td>
<td>G</td>
<td>G</td>
<td>G</td>
</tr>
<tr>
<td></td>
<td>100%</td>
<td>100%</td>
<td>100%</td>
<td>100%</td>
<td>100%</td>
<td>100%</td>
<td>100%</td>
<td>100%</td>
<td>100%</td>
<td>100%</td>
<td>100%</td>
<td>100%</td>
<td>100%</td>
</tr>
<tr>
<td>My friends do</td>
<td>10.6</td>
<td>19.0</td>
<td>13.0</td>
<td>12.7</td>
<td>16.7</td>
<td>16.7</td>
<td>10.4</td>
<td>27.0</td>
<td>12.6</td>
<td>7.6</td>
<td>7.6</td>
<td>6.6</td>
<td>7.6</td>
</tr>
<tr>
<td>It tastes good</td>
<td>10.2</td>
<td>19.0</td>
<td>19.3</td>
<td>19.6</td>
<td>23.3</td>
<td>21.0</td>
<td>16.9</td>
<td>10.8</td>
<td>18.4</td>
<td>23.9</td>
<td>10.8</td>
<td>18.4</td>
<td>13.5</td>
</tr>
<tr>
<td>It relaxes me</td>
<td>9.1</td>
<td>11.9</td>
<td>9.1</td>
<td>10.8</td>
<td>0</td>
<td>10.0</td>
<td>9.6</td>
<td>13.5</td>
<td>9.2</td>
<td>7.6</td>
<td>9.5</td>
<td>13.5</td>
<td>9.5</td>
</tr>
<tr>
<td>I enjoy it</td>
<td>23.5</td>
<td>16.7</td>
<td>19.3</td>
<td>22.5</td>
<td>16.7</td>
<td>18.9</td>
<td>23.4</td>
<td>21.6</td>
<td>20.7</td>
<td>21.2</td>
<td>21.2</td>
<td>21.2</td>
<td>21.2</td>
</tr>
<tr>
<td>My girl/boy friend does</td>
<td>0</td>
<td>4.8</td>
<td>1.3</td>
<td>1.0</td>
<td>0</td>
<td>0</td>
<td>2.1</td>
<td>2.7</td>
<td>1.1</td>
<td>0</td>
<td>1.1</td>
<td>0.1</td>
<td>1.1</td>
</tr>
<tr>
<td>My parents do</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Other relatives do</td>
<td>2.3</td>
<td>2.4</td>
<td>2.6</td>
<td>2.0</td>
<td>16.7</td>
<td>5.3</td>
<td>1.1</td>
<td>5.4</td>
<td>2.3</td>
<td>1.5</td>
<td>2.6</td>
<td>1.5</td>
<td>2.6</td>
</tr>
<tr>
<td>Addiction</td>
<td>7.6</td>
<td>9.3</td>
<td>7.8</td>
<td>7.8</td>
<td>0</td>
<td>7.8</td>
<td>8.5</td>
<td>2.7</td>
<td>6.9</td>
<td>12.1</td>
<td>7.6</td>
<td>12.1</td>
<td>8.5</td>
</tr>
<tr>
<td>Pleasure and relaxation</td>
<td>9.8</td>
<td>0</td>
<td>7.8</td>
<td>6.9</td>
<td>0</td>
<td>8.9</td>
<td>5.3</td>
<td>5.4</td>
<td>6.9</td>
<td>7.6</td>
<td>6.9</td>
<td>7.6</td>
<td>6.9</td>
</tr>
<tr>
<td>Friends and relatives</td>
<td>0.8</td>
<td>2.4</td>
<td>1.3</td>
<td>1.0</td>
<td>0</td>
<td>0</td>
<td>2.1</td>
<td>2.7</td>
<td>1.1</td>
<td>0</td>
<td>1.1</td>
<td>1.1</td>
<td>1.1</td>
</tr>
<tr>
<td>Combination of all above</td>
<td>18.2</td>
<td>14.3</td>
<td>18.2</td>
<td>15.7</td>
<td>16.7</td>
<td>13.3</td>
<td>22.3</td>
<td>12.1</td>
<td>20.6</td>
<td>19.7</td>
<td>17.6</td>
<td>17.6</td>
<td>17.6</td>
</tr>
<tr>
<td>Other</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

9. What is the main reason I continue to use smokeless tobacco?

10. If I could, would I stop using smokeless tobacco?

<table>
<thead>
<tr>
<th>Yes</th>
<th>54.7</th>
<th>65.9</th>
<th>69.6</th>
<th>49.0</th>
<th>66.7</th>
<th>64.0</th>
<th>51.6</th>
<th>64.9</th>
<th>55.2</th>
<th>57.8</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>58.1</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Table 18
Reasons Non-Users of Smokeless Tobacco Don’t Use -c, in Percentages

<table>
<thead>
<tr>
<th>Reason</th>
<th>Indian Males</th>
<th>Indian Females</th>
<th>Non-Indian Males</th>
<th>Non-Indian Females</th>
</tr>
</thead>
<tbody>
<tr>
<td>Chewing or dipping tobacco costs too much money</td>
<td>26</td>
<td>28</td>
<td>19</td>
<td>14</td>
</tr>
<tr>
<td>It has an unpleasant taste and smell</td>
<td>58</td>
<td>73</td>
<td>63</td>
<td>71</td>
</tr>
<tr>
<td>You don’t look good when you chew tobacco</td>
<td>45</td>
<td>52</td>
<td>48</td>
<td>58</td>
</tr>
<tr>
<td>I don’t chew for religious reasons</td>
<td>11</td>
<td>14</td>
<td>17</td>
<td>16</td>
</tr>
<tr>
<td>It’s not good for my health</td>
<td>76</td>
<td>73</td>
<td>78</td>
<td>84</td>
</tr>
<tr>
<td>My (girl) (boy) friend doesn’t like me to</td>
<td>31</td>
<td>23</td>
<td>24</td>
<td>19</td>
</tr>
<tr>
<td>It interferes with sports activities</td>
<td>54</td>
<td>46</td>
<td>46</td>
<td>35</td>
</tr>
<tr>
<td>My parents don’t want me to</td>
<td>64</td>
<td>49</td>
<td>54</td>
<td>54</td>
</tr>
<tr>
<td>Teachers don’t want me to</td>
<td>28</td>
<td>33</td>
<td>33</td>
<td>28</td>
</tr>
<tr>
<td>None of my friends chew or dip tobacco</td>
<td>27</td>
<td>27</td>
<td>26</td>
<td>34</td>
</tr>
<tr>
<td>I think chewing or dipping tobacco is stupid</td>
<td>72</td>
<td>76</td>
<td>78</td>
<td>93</td>
</tr>
</tbody>
</table>

Note: The respondents were asked to indicate whether the reason listed affected their decision not to use smokeless tobacco. They could indicate any or none of the given list. They also had a chance to list other reasons and 240 did. These included, principally, that it is gross, dirty, or disgusting; they simply had no interest; it gives you cancer, is unhealthful, and makes you sick.

The N given is the total sample per group; in any particular question, however, several students did not answer yes or no, so the total upon which the percentage is based could be slightly smaller. Additionally, 29 students who do not use smokeless tobacco did not indicate either their sex or ethnic group or both.
Table 19
Attitudes Toward Smokeless Tobacco, by Category of Use

Note: The students responded on a 5-point scale in which 1 was "agree strongly," 2 was "agree," 3 was "not sure," 4 was "disagree," and 5 was "disagree strongly." It is important to remember in reading this table that the values represented are averages. If an average value is 3, for example, this does not mean that most respondents "weren't sure," but that the "agrees" and "disagrees" balanced out. Note that in every question the user group is clearly distinguished from the non-user group and that the experimenters fall in between. Differences between groups are statistically significant.

The N listed is the total for each group, but for most questions a few students did not answer, reducing the N for that item.

<table>
<thead>
<tr>
<th>Statement</th>
<th>Non-Users</th>
<th></th>
<th>Experimenter</th>
<th></th>
<th>Users</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Mean</td>
<td>Median</td>
<td>N</td>
<td>Mean</td>
<td>Median</td>
<td>N</td>
</tr>
<tr>
<td>Chewing tobacco makes a person more popular</td>
<td>4.59</td>
<td>5</td>
<td>640</td>
<td>4.39</td>
<td>5</td>
<td>343</td>
</tr>
<tr>
<td>It's better to chew or dip than to smoke cigarettes</td>
<td>3.93</td>
<td>4</td>
<td>640</td>
<td>3.69</td>
<td>4</td>
<td>343</td>
</tr>
<tr>
<td>Young people who chew or dip seem older</td>
<td>4.42</td>
<td>5</td>
<td>640</td>
<td>4.36</td>
<td>5</td>
<td>343</td>
</tr>
<tr>
<td>It's ok to chew or dip because adults do</td>
<td>4.68</td>
<td>5</td>
<td>640</td>
<td>4.42</td>
<td>5</td>
<td>343</td>
</tr>
<tr>
<td>People who chew or dip tobacco are not being very smart</td>
<td>1.98</td>
<td>1</td>
<td>640</td>
<td>2.22</td>
<td>2</td>
<td>343</td>
</tr>
<tr>
<td>People who chew or dip tobacco should stop</td>
<td>1.67</td>
<td>1</td>
<td>640</td>
<td>2.04</td>
<td>2</td>
<td>343</td>
</tr>
<tr>
<td>Smokeless tobacco is not harmful to your health</td>
<td>4.65</td>
<td>5</td>
<td>640</td>
<td>4.51</td>
<td>5</td>
<td>343</td>
</tr>
<tr>
<td>Cheving or dipping tobacco once in a while is ok</td>
<td>4.18</td>
<td>4</td>
<td>640</td>
<td>3.47</td>
<td>4</td>
<td>343</td>
</tr>
</tbody>
</table>
Table 19. Attitude Toward Smokeless Tobacco, continued

<table>
<thead>
<tr>
<th>Statement</th>
<th>Non-Users</th>
<th>Experimenters</th>
<th>Users</th>
</tr>
</thead>
<tbody>
<tr>
<td>I don't like being around people who chew or dip</td>
<td>2.30 2</td>
<td>3.09 3</td>
<td>3.91 4</td>
</tr>
<tr>
<td>Cigarette smoking is harmful to your health</td>
<td>1.62 1</td>
<td>1.89 1</td>
<td>1.89 1</td>
</tr>
<tr>
<td>I don't want my friends to chew or dip</td>
<td>1.78 1</td>
<td>2.37 2</td>
<td>3.29 3</td>
</tr>
<tr>
<td>Chewing or dipping tobacco doesn't hurt people until they are older</td>
<td>4.42 5</td>
<td>4.11 4</td>
<td>3.62 4</td>
</tr>
<tr>
<td>Chewing and dipping tobacco helps people make friends</td>
<td>4.58 5</td>
<td>4.35 5</td>
<td>3.71 4</td>
</tr>
<tr>
<td>There is not a warning on smokeless tobacco packages, so it's ok to chew or dip</td>
<td>4.36 5</td>
<td>4.20 4</td>
<td>3.68 4</td>
</tr>
<tr>
<td>All real men chew tobacco</td>
<td>4.76 5</td>
<td>4.67 5</td>
<td>3.84 4</td>
</tr>
<tr>
<td>Cheewing tobacco or dipping is pleasurable</td>
<td>4.29 5</td>
<td>4.09 4</td>
<td>2.35 2</td>
</tr>
</tbody>
</table>
Table 20

Reasons for Trying Smokeless Tobacco by Ethnic Status of Experimenters and Users, in Percentages

Note: In the following list of attitudes, respondents could indicate any (or no) reasons that applied to their decision to try smokeless tobacco. The figures indicate the percentage for whom the reason applied.

<table>
<thead>
<tr>
<th>Reason</th>
<th>Experimenters</th>
<th>Users</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Indian N = 84</td>
<td>Non-Indian N = 233</td>
</tr>
<tr>
<td>My friends were doing it</td>
<td>45.2</td>
<td>47.2</td>
</tr>
<tr>
<td>My parents chew or dip tobacco</td>
<td>4.8</td>
<td>9.9</td>
</tr>
<tr>
<td>My brothers, sisters, or other relatives chew or dip tobacco</td>
<td>33.7</td>
<td>14.1</td>
</tr>
<tr>
<td>A teacher or coach chew or dips tobacco</td>
<td>3.6</td>
<td>3.4</td>
</tr>
<tr>
<td>A teacher or coach told me it was a good idea</td>
<td>3.6</td>
<td>1.3</td>
</tr>
<tr>
<td>Athletes on TV use it</td>
<td>10.7</td>
<td>5.2</td>
</tr>
<tr>
<td>Advertisements I saw made me think I'd like to try it</td>
<td>3.6</td>
<td>11.2</td>
</tr>
<tr>
<td>I'd rather chew or dip tobacco than smoke</td>
<td>12.0</td>
<td>14.6</td>
</tr>
<tr>
<td>I was bored</td>
<td>22.9</td>
<td>21.0</td>
</tr>
<tr>
<td>I wanted to look older</td>
<td>8.4</td>
<td>5.6</td>
</tr>
<tr>
<td>I did it for fun</td>
<td>46.9</td>
<td>44.6</td>
</tr>
<tr>
<td>General curiosity or experimentation</td>
<td>11.9</td>
<td>24.9</td>
</tr>
<tr>
<td>Peer pressure</td>
<td>3.6</td>
<td>6.4</td>
</tr>
<tr>
<td>Emotional reasons</td>
<td>2.3</td>
<td>2.1</td>
</tr>
</tbody>
</table>
Table 21
Types of Additional Comments Made by Respondents, by Respondents' Use of Smokeless Tobacco; Percentages in Parentheses

<table>
<thead>
<tr>
<th>Category of Use</th>
<th>Non-User</th>
<th>Experimenter</th>
<th>User</th>
</tr>
</thead>
<tbody>
<tr>
<td>Anti-chewing remark</td>
<td>263 (41.0)</td>
<td>113 (32.9)</td>
<td>23 (11.7)</td>
</tr>
<tr>
<td>Anti-survey remark</td>
<td>5 (0.7)</td>
<td>7 (2.0)</td>
<td>8 (4.1)</td>
</tr>
<tr>
<td>Pro-choice remark</td>
<td>14 (2.2)</td>
<td>21 (6.1)</td>
<td>31 (15.7)</td>
</tr>
<tr>
<td>Pro-survey remark</td>
<td>1 (0.1)</td>
<td>0 (0)</td>
<td>1 (0.5)</td>
</tr>
<tr>
<td>All other remarks</td>
<td>6 (0.9)</td>
<td>7 (2.0)</td>
<td>8 (4.1)</td>
</tr>
<tr>
<td>No remark</td>
<td>251 (54.8)</td>
<td>195 (56.9)</td>
<td>126 (63.9)</td>
</tr>
<tr>
<td>Total</td>
<td>640</td>
<td>343</td>
<td>197</td>
</tr>
</tbody>
</table>

Table 22
Attitude Toward School by Category of Use of Smokeless Tobacco; Percentages in Parentheses

<table>
<thead>
<tr>
<th>Attitude</th>
<th>Non-User N = 628</th>
<th>Experimenter N = 334</th>
<th>User N = 187</th>
</tr>
</thead>
<tbody>
<tr>
<td>I like school a lot</td>
<td>141 (22.5)</td>
<td>43 (14.4)</td>
<td>18 (9.6)</td>
</tr>
<tr>
<td>School is usually ok</td>
<td>385 (61.3)</td>
<td>205 (61.4)</td>
<td>107 (57.2)</td>
</tr>
<tr>
<td>I don't like school much</td>
<td>78 (12.4)</td>
<td>50 (15.0)</td>
<td>34 (18.2)</td>
</tr>
<tr>
<td>I don't like school at all</td>
<td>24 (3.8)</td>
<td>31 (9.3)</td>
<td>28 (15.0)</td>
</tr>
</tbody>
</table>

Note: Differences in attitudes are highly significant statistically.
Table 23
Attitude Toward School by Sex and Ethnic Status; Percentages in Parentheses

<table>
<thead>
<tr>
<th>Attitude</th>
<th>Indians</th>
<th></th>
<th>Non-Indians</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Males</td>
<td>Females</td>
<td>Males</td>
<td>Females</td>
</tr>
<tr>
<td></td>
<td>N = 131</td>
<td>N = 118</td>
<td>N = 429</td>
<td>N = 410</td>
</tr>
<tr>
<td>I like school a lot</td>
<td>16 (12.2)</td>
<td>15 (12.7)</td>
<td>71 (16.6)</td>
<td>94 (22.9)</td>
</tr>
<tr>
<td>School is usually ok</td>
<td>74 (56.5)</td>
<td>75 (63.6)</td>
<td>266 (62.0)</td>
<td>251 (61.2)</td>
</tr>
<tr>
<td>I don't like school much</td>
<td>20 (15.3)</td>
<td>19 (16.1)</td>
<td>64 (14.9)</td>
<td>48 (11.7)</td>
</tr>
<tr>
<td>I don't like school at all</td>
<td>21 (16.0)</td>
<td>9 (7.6)</td>
<td>28 (6.5)</td>
<td>17 (4.1)</td>
</tr>
</tbody>
</table>

Table 24
Smoking of Cigarettes by Category of Use of Smokeless Tobacco; Percentages in Parentheses

<table>
<thead>
<tr>
<th>Smoking</th>
<th>Non-users</th>
<th>Experimenters</th>
<th>Users</th>
</tr>
</thead>
<tbody>
<tr>
<td>No smoking</td>
<td>499 (80.2)</td>
<td>161 (49.4)</td>
<td>78 (41.7)</td>
</tr>
<tr>
<td>Not currently smoking</td>
<td>72 (11.6)</td>
<td>80 (24.5)</td>
<td>34 (18.2)</td>
</tr>
<tr>
<td>Smokers</td>
<td>51 (8.2)</td>
<td>82 (26.1)</td>
<td>75 (40.1)</td>
</tr>
<tr>
<td>Total</td>
<td>622</td>
<td>326</td>
<td>187</td>
</tr>
</tbody>
</table>
Table 25
Smoking of Cigarettes by Sex and Ethnic Group in Percentages

<table>
<thead>
<tr>
<th></th>
<th>Indians</th>
<th></th>
<th>Non-Indians</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Male</td>
<td>Female</td>
<td>Male</td>
<td>Female</td>
</tr>
<tr>
<td></td>
<td>N = 132</td>
<td>N = 120</td>
<td>N = 425</td>
<td>N = 403</td>
</tr>
<tr>
<td>No smoking ever</td>
<td>65.2</td>
<td>51.7</td>
<td>68.5</td>
<td>65.5</td>
</tr>
<tr>
<td>Not currently smoking</td>
<td>81.8</td>
<td>71.6</td>
<td>85.8</td>
<td>81.1</td>
</tr>
<tr>
<td>Currently smoking</td>
<td>18.2</td>
<td>27.5</td>
<td>13.4</td>
<td>18.6</td>
</tr>
</tbody>
</table>

Table 26
Number of Years of Cigarette Smoking in Indian and Non-Indian Male and Female Smokers, in Percentages

<table>
<thead>
<tr>
<th></th>
<th>Indian Males</th>
<th>Female</th>
<th>Non-Indian Males</th>
<th>Female</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>N = 44</td>
<td>N = 56</td>
<td>N = 127</td>
<td>N = 133</td>
</tr>
<tr>
<td>Under 2 years</td>
<td>45.5</td>
<td>41.1</td>
<td>62.2</td>
<td>40.9</td>
</tr>
<tr>
<td>2 to 4 years</td>
<td>29.5</td>
<td>41.1</td>
<td>22.8</td>
<td>37.6</td>
</tr>
<tr>
<td>Over 4 years</td>
<td>25.0</td>
<td>17.9</td>
<td>15.0</td>
<td>13.5</td>
</tr>
</tbody>
</table>
### Table 27

**Numbers of Students by Ethnic Group, Sex, and Use of Smokeless Tobacco**

<table>
<thead>
<tr>
<th>Use of Smokeless Tobacco</th>
<th>Sex and Ethnic Group</th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Male</td>
<td>Indian</td>
<td>Non-Indian</td>
<td>Unlisted</td>
<td>Indian</td>
<td>Non-Indian</td>
<td>Unlisted</td>
<td></td>
</tr>
<tr>
<td>Non-user</td>
<td>6</td>
<td>28</td>
<td>2</td>
<td>5</td>
<td>33</td>
<td>1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Experimenter</td>
<td>2</td>
<td>2</td>
<td>0</td>
<td>2</td>
<td>0</td>
<td>1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>User</td>
<td>1</td>
<td>1</td>
<td>0</td>
<td>2</td>
<td>2</td>
<td>1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>9</td>
<td>31</td>
<td>2</td>
<td>10</td>
<td>35</td>
<td>3</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Table 28
Friends' Use by Ethnic Group and by Own Use; Percentages in Parentheses

<table>
<thead>
<tr>
<th>Friends' Use</th>
<th>Ethnic Group (1)</th>
<th>Own Use (2)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Indian</td>
<td>Non-Indian</td>
</tr>
<tr>
<td>None of my close friends use smokeless tobacco</td>
<td>4 (21.1)</td>
<td>55 (84.5)</td>
</tr>
<tr>
<td>A few of my close friends use it</td>
<td>12 (63.2)</td>
<td>9 (13.8)</td>
</tr>
<tr>
<td>Many of my close friends use it</td>
<td>0 (0)</td>
<td>1 (1.5)</td>
</tr>
<tr>
<td>Most of my close friends use it</td>
<td>2 (10.5)</td>
<td>0 (0)</td>
</tr>
<tr>
<td>All of my close friends use it</td>
<td>1 (5.3)</td>
<td>0 (0)</td>
</tr>
</tbody>
</table>

(1) The total number of responses is 84.
(2) The total number of responses is 89.

Note: Both sets of tables are statistically significant.
Table 29
Attitudes Toward School

<table>
<thead>
<tr>
<th>Ethnic group</th>
<th>Average Value</th>
<th>Sex</th>
<th>Average Value</th>
<th>Use of Smokeless Tobacco</th>
<th>Average Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>all Indians, N = 19</td>
<td>1.89</td>
<td>all males, N = 42</td>
<td>1.83</td>
<td>all non-users, N = 75</td>
<td>1.69</td>
</tr>
<tr>
<td>all non-Indians, N = 66</td>
<td>1.73</td>
<td>all females, N = 48</td>
<td>1.77</td>
<td>all experimenters, N = 7</td>
<td>2.57</td>
</tr>
<tr>
<td>all users, N = 8</td>
<td>2.13</td>
<td>all users, N = 8</td>
<td>2.13</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Note: A lower score indicates greater liking of school as it was surveyed on a 4-point scale with 1 being "I like school a lot" and 4 being "I don't like school at all." It appears that the group that is most uncomfortable with school is the 2 groups that use smokeless tobacco.
ACKNOWLEDGEMENTS

The authors wish to thank the following persons, without whose kind help and support, this study would not have been possible.

David Asia
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Richard Irving
Leon Johnson
Larry Kinley

Felix Marcolin
Yvonne Hisisszek
Ellen Moses
Andrew Fescue
Doll Watt Palmanteer
Mel Tonasket
Rene Waitz
Rock White
May 21, 1990

Leroy Chief, Superintendent
Wahpeton Indian School
Wahpeton, ND 58075

Dear Mr. Chief:

As you are aware through your participation in the State Child Protection Team meeting of May 16, the State Team made the determination of no probable cause in the two reports of alleged child abuse at the Wahpeton Indian School. Your participation and cooperation as ad hoc member was appreciated.

The State Team however, do have recommendations for the school. These recommendations are presented with the concern that certain issues need to be addressed by the administration to decrease the potential of future incidences which could result in child abuse or neglect.

The recommendations of the State Team are as follows:

1) It is apparent that the Wahpeton Indian School is receiving an increasing number of students with severe emotional and/or behavioral problems. Many of these same students require boarding care, which places the responsibility of 24-hour supervision on the school and the staff. The current staff appears very committed and dedicated to the students. However, the State Team believes that the current staffing ratio of 2 staff per approximately 50 students in the student dormitory setting is inadequate and conducive to substantial risk to students and staff. A more realistic ratio, especially during active evening hours, is suggested at no less than one staff person to every 15 (and preferably 10) students.
2) As was also discussed during the team meeting, that there is a need for the Wahpeton Indian School to critically review its boarding care component. It is strongly recommended that an independent consultant be hired to review the boarding care program, its resource needs, staffing, and physical facility. Though standards for licensing are currently being met, the increase in this "higher needs" population puts the school and students at a substantially higher risk of harm to a child.

The Team was, in particular, appreciative of your interest in further training for your staff on child abuse and neglect. As our programs develop, we will keep you informed of resources or training programs which may be of help to you and your staff.

I am enclosing a copy of the Child Abuse and Neglect Law and a list of "Indicators of Child Abuse and Neglect in Institutions". The list of indicators is being considered for inclusion in our educational programs, as we believe they will help institutions in their prevention efforts.

Sincerely,

Beth Tjon Nowick, Administrator
Institutional Child Protection Services

cc: Ron Bedard, Regional Supervisor, Southeast Human Service Center
March 12, 1992

Dear Congressman Dorgan:

I am writing at the direction of the North Dakota State Child Protection Team which operates under the auspices of the North Dakota Department of Human Services, to forward the Team’s recommendations and concerns regarding the safety and well-being of the children and staff at the Wahpeton Indian School. The State Team recognizes your on-going concern for the needs of Indian children, especially their need for protection and treatment, and is therefore seeking your assistance.

A number of these concerns have already been presented to Governor Sinner (see attached memo of March 5) by Dr. Robert Wentz, State Health Officer. Dr. Wentz is also a member of the State Child Protection Team.

The authority of the State Child Protection Team is defined in Chapter 50-25.1 of the State Law. Since 1979 the Team’s major duties, identified in the Subsections of the Law, have been to make determination of no probable cause or probable cause in alleged incidents of child abuse and/or neglect in North Dakota institutions. The Team frequently exercises an authority to issue reports and recommendations to support the protection of children in North Dakota institutions.

In recent years the administration of the Wahpeton Indian School has turned to the State Child Protection Team for disposition of reports of alleged child abuse and neglect involving reported incidences at the school. We have appreciated this willingness of the Wahpeton Indian School administration and staff to report the incidences with an open and cooperative spirit and a willingness to seek recommendations to prevent the potential of future abuse or neglect.

In the last 18 months, four (4) reports of alleged child abuse or neglect concerning the Wahpeton Indian School have been reviewed by the State Child Protection Team. The nature of these reports reflect a picture of the School’s chronic struggle to deal with issues of staff training, unmet counseling and treatment needs, adequate supervision of students in its boarding care, and an apparent warehousing of students at Wahpeton Indian School, who exhibit rather severe emotional and psychological disturbances.
The most recent incident involved the alleged sexual assault of a 12 year old male student by other dormitory residents. Throughout the discussion with School staff and administration as to how the incident happened and the preventability of future incidences, it again became evident that the Wahpeton Indian School is still ill equipped and has little access to adequate financial and technical assistance, to formulate or facilitate improvements.

The State Child Protection Team wishes to present the following recommendations and are hoping for your prompt attention and action:

A. That you consider holding a Public Hearing at the Wahpeton Indian School to discuss administration and community concerns of the School, and to address possible solutions.

B. Administrators of Indian boarding schools throughout the nation have previously expressed concerns regarding adequate funding levels and student needs to the BIA and to congressional officials. It is important that these already identified and presented concerns be addressed.

C. That there be a federally coordinated review and evaluation of the Wahpeton Indian School by a team of health and mental health professionals, educators, and other appropriate professionals.

D. That there be a professional evaluation or assessment of each student to determine if placement at the school is in the best interest of that child and to determine if a student may have special needs.

Governor Sinner has contacted the BIA to express his concern and has urged their immediate attention.

The State Child Protection Team members are: Gladys Cairns, Chairperson; Dr. Robert Wentz, State Health Officer; Dick Tessier, Assistant Attorney General; Conrad Dvorak, Superintendent, State Industrial School; David Lee, Department of Public Instruction, and; Karen Eisenhardt, member at large. The Team members have expressed their willingness to assist you and your office in any way you would deem appropriate.

Sincerely,

Beth Tjon NosZek, Administrator
Institutional Protective Services

c: Governor Sinner
John Graham, Department of Human Services
Leroy Chief, Wahpeton Indian School
Richard Whitesell, BIA
My name is Shirley Gross and I represent the Pierre Indian Learning Center. The Pierre Indian Learning Center is an off-reservation residential grant school serving grades one through eight. We serve 15 tribes in North Dakota, South Dakota and Nebraska. Established as Pierre Boarding School in the 1880s, the Pierre Indian Learning Center is located on a spacious, beautiful acreage on the southeast edge of the city of Pierre. It has always been a 24-hour residential school at times serving secondary as well as elementary students. In the early 1970s it faced closure or consolidation with another school in the area.

In 1972 the BIA made the decision to close the boarding school. A group of parents from various tribes got together and requested a contract school be established under the 93-638 Self Determination Act. Their reason: to establish a 'special needs school' for students who could not, for varying reasons, attend school in their local vicinity.

In 1972 when the decision was made to start a contract school it was due in part to parents going to their tribal council people and requesting "something" for the students who were starting to fall through the cracks. Truancy was beginning to be a problem as well as huffing spray paint. Children were being neglected/abused and there were no facilities for these children. Regular school systems could provide the academics, but they could not provide the safe residential setting that the "special needs" children would have to have.

The current Board of Education represents the 15 tribes and states in the Pierre Indian Learning Center service area. The Board meets quarterly to conduct business. Pierre Indian Learning Center is served by the Cheyenne River Agency Superintendent for Education, Dr. Cherie Farlee. The Pierre Indian Learning Center is accredited by the State of South Dakota and the academic program and qualifications of the staff far exceed the minimum requirements established by the state.

Tom Gearhart, Facilities Management stated in a recent evaluation "the school facilities are well maintained and the grounds are neat and virtually litter free. Pride and care are exhibited throughout the campus. The school maintains good records on their O&M budget as derived from the funding formula versus actual expenditures.

The main source of funding is from the Bureau of Indian Affairs. Funds are also received from Title V, Title VII and Special Education. All of the funds derived from the Indian School Equalization Programs are budgeted according to their respective components.
Staffing at the Pierre Indian Learning Center has remained fairly stable for the past four years. Statistics indicate a high rate of staying among the instructional staff. The residential staff are beginning to stabilize following the FY94 school year. Cited as factors for the turnover rate in the residential program has been the intensity of the job, low pay and the lack of training. The high cost of living and child costs in Pierre do not present strong incentives for reservation members to relocate and stay at the Pierre Indian Learning Center.

Pierre Indian Learning Center began with an enrollment of 50 students. It was hoped to keep the enrollment low so that the students could have all of their needs met. Due to the funding formula; this would prove to be impossible. Pierre Indian Learning Center would have to get the students in order to have enough money to maintain operations. There has been much discussion regarding schools accepting students and then taking them home after count week. A recent Office of Indian Education Programs (OIEP) Effective Schools evaluation of the Pierre Indian Learning Center shows the following statistics for Pierre Indian Learning Center.

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>ADA</td>
<td>167</td>
<td>150</td>
<td>183</td>
</tr>
<tr>
<td><strong>ADM</strong></td>
<td>164</td>
<td>134</td>
<td>171</td>
</tr>
<tr>
<td>%</td>
<td>98%</td>
<td>91%</td>
<td>93%</td>
</tr>
</tbody>
</table>

We do follow up on students who leave the Pierre Indian Learning Center. We request that the parents not check out the students after they have been enrolled. The reason children leave Pierre Indian Learning Center during the school year is due to parental checkout. Very few children are suspended or expelled. If the child is checked out and returned home, we follow up with the local school district to assure that the child is in school. If the child does not go to school, we file charges for educational neglect.

Although the Pierre Indian Learning Center is not designated as a 'special needs school' by OIEP or receives any special funding, 100% of the students are either in Intensive Residential Guidance (IRG) or Exceptional Residential programs (ECR). The Pierre Indian Learning Center does not accept students based on academic need. Local schools in the child's home area are equipped to handle the academic problems of the child. The children who attend the Pierre Indian Learning Center have a much different profile. Seventy five percent of the referrals to the Pierre Indian Learning center are made by social service agencies. Approximately 10% are court ordered to the Center.

Our boarding school profile shows 100% of our students show needs in most areas of academic skills, socialization skills, emotional and physical problems, self esteem building, self discipline and problem solving/decision making skills. These students are removed from their local setting due to abuse, neglect, abandonment, truancy, etc. Due to their lack of social skills, many of our students have no concept of how to use leisure time in a positive way. We have children who need to be taught parenting skills. (Children as young as age six who parent their younger brothers and sisters.)
Students who enter the Pierre Indian Learning Center have gone through one or more schools. They are older, have a long history of truancy, have been neglected, abused, some are homeless, have high incidence of huffing/alcohol abuse, and have no place else to go. Courts, social services and probation officers have few choices on placement of these children. When the older child is accepted, there are siblings who are also accepted. The brother or sister's behavior is reflective of the older child’s. Also, many times the older child has been the parent.

Many of the complaints that are heard across country are about test scores and how the children are not achieving scholastically. These young children who are sent to boarding schools have many serious social and emotional problems. Before we can start working with the child academically, we must take a more therapeutic approach to the overall problems of the child.

Would we expect adults to function at their job with the emotional and psychological conditions that these children are faced with. These children are expected to function and achieve academically in a classroom while worrying about their parents being drunk, getting beat up and/or killed. They are also preoccupied with concerns on who is taking care of their baby sister, brother or grandmother, or wondering who is going to take care of them when they go home. Children must first feel good about themselves before we can teach them. They have to feel safe in their environment. They have to bond with and trust the people who are responsible for taking care of them. We must help them therapeutically to deal with all of the garbage in their life, i.e. sexual and physical abuse, abandonment and neglect. A therapeutic school will help the student to connect with his heritage, and spiritual being. Currently we do not have dollars to fund these support staff. Because of all of the horrible things that have happened to the students, we have to help them understand that they are not responsible for the terrible things that have happened to them. We are doing all we can now, but because of lack of funding and shortage of qualified counselors we are not meeting all of the students’ needs. It is important that we get across to these young children, that ganga cannot protect them and huffing gas or paint will not take the pain away.

The success stories for the students of Pierre Indian Learning Center are still to be realized in many respects. A graduate of Pierre Indian Learning Center is now a certified counselor at Eagle Butte. However, the cycle of success for many students lasts only nine months and they must start over each fall. In other words, many of the students who are experiencing a successful academic experience and one that is free of abuse, (drug, alcohol, physical, sexual) during the school year often return to an environment not conducive to the gains they have made and the cycle must begin anew when they return in the fall.

According to the survey taken by the Office of Indian Education Programs, our students feel safe in our facility, they love their teachers and dorm parents, they feel the principal is fair, they like to get up and put clean clothes on and they love having three meals a day and all the snacks they get.
I have described our student body to you. Yet in the funding that we receive from the Indian School Equalization Funding (ISEP) formula, we have one night attendant per wing (our big boys wing this year averaged 50 students.) The 4-11 shift averages two people per wing. We also have counselors who have caseloads of 30-40 students. We average two recreation staff per;le. Our starting salaries for residential staff is $6.50 per hour.

If our children were placed at a state funded facility the tuition would be anywhere from $35,000.00 per year to $45,000.00 per year. The Pierre Indian Learning Center serves the same type of child. Yet, a child in our facility that is counted on weighted student units in academic, residential, and high service special education may only generate $15,482.00 excluding transportation. The average student at Pierre Indian Learning Center who is in the academic, residential and IRG program will generate $7,102.00. Our goals and objectives for these children far exceed any formula funding that we receive. However, we cannot do our job fully due to lack of staff, lack of mental health services and staff development for our residential staff.

The OIEP evaluation also stated that "Pierre is a stable, safe and supportive school for the 183 special needs children that it serves. Processes are in place for continual school improvement from curriculum development, to staff development that helps the professional as well as paraprofessional staff to better serve students. The staff turnover rate is very low and the principal has been at the school for four years. The school board allows the administration to carry out policies they have set without fear of micro-management."

The evaluation further states: "OIEP should consider designating the Pierre Indian Learning Center a "special needs" school. Residential therapeutic settings such as Pierre Indian Learning Center are costly, however, few alternatives exist for Indian children who are court ordered or homeless and have very special needs in terms of their spiritual, mental, physical, and emotional makeup.

Additional resources may be necessary in order to develop the Pierre Indian Learning Center into a model residential therapeutic school, but this is a concept whose time has come and it should be given serious consideration. An excellent foundation is in place to implement a pilot program. There is an excellent board of education, a stable administration and staff, as well as cared for facilities and grounds, a safe and supportive environment in every respect. The Pierre Indian Learning Center has the potential to become an exemplary residential school."

Each one of us here today has our own unique problems and concerns, yet we share a common bond. We provide a residential setting for Native American students. We all need to have our mission statements reflect what our own unique school does. We need to network with one another on our common ground and share our expertise with our special problems.
What can the BIA do?

The BIA must form a partnership with IHS to start addressing the mental health issues connected with Native American children and to provide the needed services to these children. The BIA has to recognize the issues that the school deals with regarding the residential and academic life of off-reservation boarding school students. The BIA must allow schools the flexibility to design their programs to best meet the needs of the students, to work with the schools in actively monitoring and evaluating the schools as they begin a more therapeutic process. And finally, the BIA must provide dollars to financially support the programs as they are designed.

What can you as a committee do? The committee must thoroughly educate themselves of the serious problems that young Native American children bring with them to off-reservation boarding schools. You must actively support, encourage and work toward securing additional funding for the off-reservation boarding schools to supplement the ISEP formula and other program funding.

Pierre Indian Learning Center has tried to share with you what we believe to be a success story, even with our shortfalls in funding and the inability to provide services for all of the needs of our children. We have committed staff, a beautiful campus and buildings, a strong board of education and administration and most importantly the reason we're here; our Native American children who attend our school. We make good things happen and we're very proud of our Center.

Attachments:

Office of Indian Education Programs Monitoring and Evaluation Report

* Average daily attendance
** Average daily membership
Office of Indian Education Programs
Monitoring and Evaluation Report

Pierre Indian Learning Center

Monitors:  
Karen Swisher  
Lee Antell  
Dottie Hobson  
James Paddock

Date:  
October 25-29, 1993
The Pierre Indian Learning Center (PILC) was monitored October 26-29, 1993, by the following teams: John Swisher, Center for Indian Education, Arizona State University; Lee Antell, Director of Affirmative Action, Minnesota Community Colleges; Dottie Hobson, Principal, Dilcon (AI) School; and James Feddock, President, Dilcon School Board. The monitoring and evaluation process began with an entrance visit on October 26, 1993. In addition to the above named team members, the following people attended the meeting: School Board Chairperson, Gilbert Robertson (Sisseton-Wahpeton Dakota Nation); Darrell Jeanotte, Superintendent/Principal; Shirley Gross, Business Manager; and Cherie Farlee, Cheyenne River Agency Superintendent for Education.

The administration, staff, and students were aware of the monitoring and evaluation team visit, and therefore were prepared to provide the data we required through interviews, observation, and paper documentation. Specifically, the methodology included:

- interviews with board members, and academic, residential, and facilities staff;
- observations of the academic and residential program areas; and
- review of documents (30 items suggested on the OIEP Monitoring/Evaluation Items to be Reviewed list).

Two exit meetings were held; one with all available staff at 4:00pm on Thursday, October 28, and one with Darrell Jeanotte and Shirley Gross at 11:00am on Friday, October 29. At both meetings strengths and needs were presented. Staff were given forms to evaluate the evaluators (Savoring the Salt) which they returned on Friday morning. There was a general feeling that the staff greatly appreciated the feedback exit meeting on Thursday.

II. Summary of Data and Report Findings

School Characteristics

The Pierre Indian Learning Center in Pierre, South Dakota is an off-reservation residential grant school serving grades one through eight. The children who attend PILC come from 16 tribes in North Dakota, South Dakota, and Nebraska. Although PILC is not designated as a special needs school, a majority of the students who attend PILC have been in special needs or the court system and have very special academic as well as emotional needs that must be met. Established as Pierre Boarding School in the 1880's, the PILC has occupied a spacious, beautiful acreage on the southeast side of the city of Pierre for more than 100 years. It has always been a 24-hour residential school at times serving secondary as well as elementary students. In the 1970s it faced closure or consolidation with another school in the area. On April 12, 1972, the Indian Board of Education for the Pierre Indian Learning Center was incorporated in the state of South Dakota.

School Board

The current board of education members listed below represent the 15 tribes in the PILC service area. The board meets quarterly to conduct business. There is a general perception among administration, staff (and this team) that the board members are very knowledgeable, supportive, and genuinely interested in the day to day aspects of the academic and residential program. In particular they have been actively involved in curriculum revision in recent years. Two members (Mr. Robertson and Mrs. Martin) were available for team interviews during the monitoring and evaluation visit.

Charles Settleyouy
Earl Bordaue Sr.
John Blackhawk
Steve Courneyer

Oglala Sioux Tribe
Rosebud Sioux Tribe
Winnebago Tribe of Nebraska
Yankton Sioux Tribe
William DeCoteau
Sharon Georgeson
Janet Gunderson
Gordon J. Jones
Ronald Nickis Sr.
Elsie Martin
Vernon Messa
Gilbert Robertson (Chair)
Richard (Sill) Thompson Sr.
Roger Trudell
Ed Wolf

Turtle Mountain Band of Chippewa
Devils Lake Sioux Tribe
Three Affiliated Tribes
Flender-1-Santee Sioux Tribe
Crow Creek Sioux Tribe
Standing Rock Sioux Tribe
Cheyenne River Sioux Tribe
Sisseton-Wahpeton Dakotas Nation
Santee Sioux Tribe
Cherokee Nation
Santee Sioux Tribe
Omaha Tribe of Nebraska

Accreditation, History, Environment

PILC is served by the Cheyenne River Agency Superintendent for Education, Dr. Darrell Jeanotte. For the past three years the average student enrollment has been 165; the current ISEP certified count is expected to be 183. PILC is accredited by the state of South Dakota for the 1993-1994 school year, and it should be noted that the academic program, and qualifications of the staff far exceed the minimum requirements established by the state for accreditation. This is the fourth year that Mr. Darrell Jeanotte has served as both superintendent and principal of PILC.

A philosophy statement, mission statement, and goals were recently revised and adopted by the board of education in September 1993. The mission statement is “We live in respect of ourselves, others and the environment.” The environment of the school reflects this mission. There appears to be genuine caring on the part of all staff members to provide the safe and supportive environment students require. The grounds are well maintained and aesthetically pleasing; the facilities, old and new, are clean and show evidence of good preventive maintenance.

Budget

The current budget reflects revenue from several sources. Approximately $2.3 million is generated for Administration, Residential, Food Service, Student Transportation, School Board, Facilities Management, and Base Instruction. An additional $800,000 is expected from (nine) various sources including federal programs such as Title V, Title VII, Special Education. It should be no surprise that the Residential program requires approximately 23% of the budget while 16% is allocated for Base Instruction. Additional categorical funding amounts to about 26% of the total.

Staff Characteristics

From 1990 to 1993 the staff at PILC has remained fairly stable. Statistics on retention and attrition rates for the last three years indicate a high rate of staying among the academic or instructional staff. The average number of total staff was 37.33; average percent of new teaching staff employed was 6.2%; and average percent of teaching staff departed was 5.5%. Among the support staff, the average percent of support staff employed was 9% and the average percent departed was 9.5%. The total new staff employed was 16% and the total staff departed was 10.7%. In real numbers for 1992-1993, there were 37 staff members; 7 new teaching staff were employed; 1 teaching staff member departed; 3 new support staff were employed; and 3 support staff departed. A total of 5 new staff members were employed while 4 departed. In a special needs school like PILC, this trend is admirable. Unfortunately, attrition in the residential program has been very high. Cited as factors for the high turnover rate among dorm parents and night attendants has been the intensity of the job, modest pay ($6.25/hour), lack of training, and the high cost of living and child care costs in Pierre do not present strong incentives for reservation members to relocate and stay.
For the current school year the staffing at PILC numbers 96; positions and numbers of staff are outlined in Attachment 1. Vacancies exist in the following positions: cook, dorm parent, E.G.A. aide (2), night attendant (2), secretary, and substance abuse counselor. Twenty-six academic/instructional staff members have baccalaureate or masters degrees and 23 have teaching certificates. The superintendent/principal, one teacher, and one counselor are enrolled tribal members. The PILC Organisational chart is included as Attachment 2.

Student Characteristics, Enrollment, Attendance

The majority of students attending PILC are from broken homes, dysfunctional families and some are homeless. Many of the students have been neglected and physically/sexually abused. About 75% are referred to PILC by social service agencies and 10% are court ordered to attend PILC. Many of the students have experienced drug, alcohol, inhalant abuse; self-inflicted injuries; fighting and violent aggressive behavior and severe academic deficiencies. Because of the social and familial problems, language differences, learning disabilities, severe emotional/behavioral problems and various other factors, these students have not been successful in tribal schools on the reservations. Currently there is no other educational program in the area capable and/or willing to provide the needed services to these students. Enrollment and attendance data are displayed below.

ISEP 1993 Count Week: 163  M & E Visit Week: 171
Fall 1991: 166  Spring 1992: 131
Fall 1992: 150  Spring 1993: 137

The number of students who enrolled after count week for the 1992-1993 school year was 23; the number who transferred out was 39. Evidently all those who transferred out attended another school, therefore there were no students counted as dropouts, nor were there any students retained in grade over the last three years. An effective tracking system is not in place, therefore the success rate of high school students is unknown.

Attendance rates for the last two years and for the current year are displayed below.

<table>
<thead>
<tr>
<th>Year</th>
<th>ADA</th>
<th>ADM</th>
<th>Rate</th>
</tr>
</thead>
<tbody>
<tr>
<td>1991-1992</td>
<td>167</td>
<td>150</td>
<td>98%</td>
</tr>
<tr>
<td>1992-1993</td>
<td>183</td>
<td>134</td>
<td>91%</td>
</tr>
<tr>
<td>1993-1994</td>
<td>183</td>
<td>171</td>
<td>93%</td>
</tr>
</tbody>
</table>

The numbers and percentages of the student body enrolled in supplemental programs are displayed below.

<table>
<thead>
<tr>
<th>Program</th>
<th># of Students</th>
<th>% of Student Body</th>
</tr>
</thead>
<tbody>
<tr>
<td>Chapter I</td>
<td>183</td>
<td>Schoolwide Project</td>
</tr>
<tr>
<td>Special Education</td>
<td>75</td>
<td>39%</td>
</tr>
<tr>
<td>Residential</td>
<td>183</td>
<td>100%</td>
</tr>
<tr>
<td>IMG</td>
<td>147</td>
<td>80%</td>
</tr>
<tr>
<td>Bilingual</td>
<td>18</td>
<td>10%</td>
</tr>
<tr>
<td>Gifted and Talented</td>
<td>10</td>
<td>10%</td>
</tr>
<tr>
<td>Speech</td>
<td>44</td>
<td>24%</td>
</tr>
</tbody>
</table>

The "Outcome Indicators of Success" for students of PILC are still to be realized in many respects. A graduate who is now a counselor at Eagle Butte stands out as a success story, however the team was reminded that the cycle of success for many students lasts only nine months and they must start over each fall. In other words, many of the students who are experiencing a successful academic experience and one that is free of abuse (drug, alcohol, physical, sexual) during the school year often return to an environment not conducive to
the gains they have made and the cycle must begin anew when they return in the fall.

**Parents, staff, student surveys**

Survey results are included in Attachment 3, however, the following high and low items on a five-point scale (5-high to 1-low) that were reported to the staff are displayed below.

**Parent/Community Climate Survey - Range 3.9 to 4.9**

<table>
<thead>
<tr>
<th>High</th>
<th>Low</th>
</tr>
</thead>
<tbody>
<tr>
<td>9. Buildings and ground are clean, attractive and safe.</td>
<td>4.9</td>
</tr>
<tr>
<td>5. School sponsors adequate extracurricular programs.</td>
<td>4.8</td>
</tr>
<tr>
<td>6. Staff really care about the students.</td>
<td>4.7</td>
</tr>
</tbody>
</table>

15. School provides an adequate amount of training, workshops or other learning opportunities for parents.
16. Students of the school have a good self-concept.
17. School is a good place to be; I feel welcome at the school.

**Instructional Leadership Survey - Range 3.9 to 4.8**

<table>
<thead>
<tr>
<th>High</th>
<th>Low</th>
</tr>
</thead>
<tbody>
<tr>
<td>3. The Principal consults with staff regularly in staff meetings.</td>
<td>4.8</td>
</tr>
<tr>
<td>8. The Principal actively promotes staff development.</td>
<td>4.8</td>
</tr>
<tr>
<td>19. The Principal is concerned about cleanliness, appearance, and safety of the school buildings and campus.</td>
<td>4.8</td>
</tr>
</tbody>
</table>

17. Overall climate of the school is positive.
16. An open line of communication with the Principal is available for students and staff.
18. The Principal consistently and fairly administers policies.
13. The Principal actively encourages the appropriate involvement of staff and students in reaching decisions that affect them.

**Student Survey - Range 3.3 - 4.3**

<table>
<thead>
<tr>
<th>High</th>
<th>Low</th>
</tr>
</thead>
<tbody>
<tr>
<td>11. Most teachers at this school are willing to do extra to help students.</td>
<td>4.3</td>
</tr>
<tr>
<td>2. Most teachers really care about the students who attend this school.</td>
<td>4.2</td>
</tr>
<tr>
<td>4. Most teachers are fair in evaluating (grading) student classroom work and homework.</td>
<td>4.1</td>
</tr>
<tr>
<td>10. We have good teachers at this school.</td>
<td>4.1</td>
</tr>
</tbody>
</table>

8. Parent support of and participation in the school and school activities is good.
5. I feel safe at this school.
6. Most students at this school are interested in learning.
1. The Principal is fair in dealing with student discipline.

It is clear from the above survey results that parents and community, staff and students think quite highly of PIIC. The lowest rating was 3.3, a positive direction from the middle; and the highest rating was 4.9 on a five point scale.

The Parent/Community Climate Survey produced the following strengths and areas in need of improvement.
**Strengths:**
Good leadership. Aggressive and knowledgeable administration. PILC newsletter. The administration accepts all students on the same basis and work with families. The support staff is always very helpful and this is a good reflection on the school. Culture. Great caring staff. The school gets their students involved in the community through YMCA, flag football, soccer, etc.

**Areas of improvement:**
More Native American teachers and administrators. Closer working relationship between teachers and dorm parents. Social issues need to be addressed. There is a need to expand and be able to accept more kids. I can't think of any needs kids don't have. School is excellent.

The Instructional Leadership Survey produced the following strengths and areas in need of improvement.

**Strengths:**
Support and closeness of staff to one another, the open door policy with the Principal, the staff development and inservice, high expectations of the staff, the availability of needed supplies, and the existence of a good curriculum.

**Areas of improvement:**
Staff consistency, both dorm and school. Less paperwork; less working with lesson plans. More space. Students need to take more responsibility for their actions. More involvement with students after hours. Summer school. Shorter day for students. Better enforcement of policies with students.

The Student Survey produced the following strengths and areas in need of improvement.

**Strengths:**
Teachers are nice; they take time to listen to you. Switching classes. (Sewing, shop, science, math, art and reading were the top six classes. The reason for popularity of these classes is because of the hands-on activities. The gifted and talented class also received rave reviews.) Harder work. The kids are nice. Playground equipment. Lunch because they have good food. The school; it is two stories high.

**Areas of improvement:**
Shorter class day. Having to go to school over at the dorm (e.g., music, counseling). It gets cold in the winter months. Another science class. Have the kids help keep the school and bathrooms clean. A typing class; more computer classes; more advanced classes. Field trips. Repaint the brown in the halls and allow students to smoke. More activities such as football. The Dormitory strengths and needs identified were as follows.

**Strengths:**
Recreation activities. Some of the staff. Dorm parents wash our clothes; I like clean clothes. Resource room. Allowance. Good off-campus activities. I like my room. I like to eat three times a day, breakfast, dinner, and supper.

**Areas of improvement:**
Stay up later, more activities on weekends. Having to go in a line to supper. The fence around the dorm. Staff yelling at you, makes you go AWOL. More allowances. More freedom such as taking walks or riding bikes down to 7-11 or Super Duper. No school on Wednesdays, Crow Creek doesn't have school on Wednesdays. Play down in the woods. Horses.
It should be noted that many of the student comments were not paraphrased because the essence of their perceived strengths and concerns were more readily captured in their own words.

Summary of Other School Evaluations, Studies, Reviews

The Monitoring and Evaluation Team reviewed a comprehensive report titled, A Review of Existing Programs and Practices of the Pierre Indian Learning Center Based on Broad Definitions of Effective School Correlates, conducted in 1988 by Roger Bordeaux, Richard Bordeaux, Tom Allen, Rick Albers, and Anthony Freques. Many of the recommendations included in this very thorough report have been addressed in the five years since its completion. However, one recommendation which has not been resolved was reiterated by the current Monitoring and Evaluation Team:

The three major components (academics, counseling, and residential) need to communicate with each other more often with in-stra and inter staff settings. All staff involved with the student must be able to understand and work with the whole student not just one third of the student.

Current School Improvement Plan

A plan which focused on implementation of a Substance Abuse Prevention Program at PILC was developed by 15 staff members who attended a School Team Approach Workshop in August of 1990. Four objectives were developed. Each objective included detailed tasks needed to accomplish the objective, person(s) responsible for the task, and a date for completion of the task. Cumulative results of the plan (since its inception) are described in a School Improvement Plan made available for review by the Monitoring and Evaluation Team. The results of comprehensive planning for improvement of problem areas appeared to be effective.

Chapter III and ISEP Monitoring Findings

Mr. William Bell and Mr. Glenn Allison from OIEP, Central Office were on-site during the Monitoring and Evaluation Team visit. The ISEP count was documented at 100%. Mr. Bell reported seven areas in which documentation was not available. His report is included as Attachment 4.

Facilities Management Review Findings

Mr. Tom Gerhart outlined the following strengths and weaknesses as a result of his review of facilities the week before the Monitoring and Evaluation Team visit. The full report is included as Attachment 5.

Strengths

1. The school facilities are well maintained and the grounds are neat and virtually litter free. Pride and care are exhibited throughout the campus.
2. All of the operational health and safety deficiencies cited in the most recent safety report have been mitigated. Only functional (Minor Improvement and Repair, MIR) funded items remain unmitigated. The school is active in promoting safety awareness and in involving the students and staff in its safety programs.
3. School administrators and staff have demonstrated a willingness to correct health and safety deficiencies and are eager to learn their responsibilities.
4. The school maintains good records on their O&M budget, as derived from the funding formula, versus actual expenditure.
Weaknesses

1. Several egress door closures were missing, compromising the integrity of the main exit. Reinstall the door closures or replace the door closures with fire rated self closing door hinges.

2. Facilities management needs to establish preventive maintenance schedules and track work accomplishment on a scheduled basis.

III. Analysis of Findings

PILC is a stable, safe, and supportive school for the 183 special needs children that it serves. Processes are in place for continual school improvement from curriculum development, to staff development that helps the professional as well as paraprofessional staff to better serve students. The staff turnover rate is very low and the principal has been at the school for four years. The school board allows the administration to carry out policies they have set without fear of micro-management. The school belongs to the 15 tribes who contracted to operate it.

The administration and staff are willing to explore more effective and culturally appropriate methods or approaches that are well-grounded in research. An essential component in this exploratory process is the assessment of teaching style strengths or preferences and willingness to adapt or adopt secondary styles, if necessary, to meet the learning style needs of the students. For example, even though a majority of the staff agree with the philosophy of the whole language approach, there is still some reluctance to implement the approach on more than an episodic basis. Perhaps the formulation of support or study groups among faculty members would help develop the confidence needed to try something new. Teachers should not be afraid of trial and error in this case. The achievement results suggest that while there is progress, much more needs to be done and more of the same is probably not the answer. Blaming the victim or "fixing" the student has not worked in the past. Teachers and other staff must realize that the processes of teaching and learning is similar to an equation and students and their families represent only one-half of that equation; the school is the other half. Therefore, school staff must examine ways in which they can be more flexible in order to maintain the philosophy and ethics they essentially promised to uphold when they decided to become involved in education. Accepting the whole child, recognizing strengths, and building upon strengths are basic tenets that must be adhered to. Above all, commitment and caring must be pervasive qualities communicated to the students in this special, unique school.

The growth in achievement as measured by the SAT is slow, but steady overall. When teacher-made pre and post exams and other tests of competence are considered, growth seems to more apparent especially in the early grades. Research suggests that gains in grades five through seven are not as great and this pattern seems to exist at PILC. The gains that students make are often interrupted by circumstances beyond the control of both students and staff. What is important to remember is that the students think that the school is there for them, the parents concur, and the staff and administration are continually working toward making it a better place.

IV. Effective Schools Criteria

A. Clear School Mission

Strengths:

1. The philosophy, mission statement, and goals have recently been revised and approved by the board of education.

2. Staff members have access to a curriculum guide and an employee handbook which has a copy of the school philosophy, mission statement, and goals.
3. The current mission statement, "We live in respect of ourselves, others and the environment," is displayed and serves as a motto for the whole campus.

Recommendations:
1. The mission statement should reflect both academic and social needs as well as the needs of the community and tribes.
2. The vision statement should clearly communicate a vision the board of education and school personnel has for its students and it should be prominently and frequently displayed.

B. Monitoring of Student Progress

Strengths:
1. A comprehensive needs assessment was completed in 1989 with follow up in 1993. Parent/community, staff, and student surveys have been completed.
2. A school improvement plan is in place and serves as a guide for implementation.

Recommendations:
1. Tracking of students who transfer and graduate is essential, therefore a system to monitor students who complete grade eight or leave before completion needs to be in place.
2. Assessment of native language use is lacking; forms for Intensive Bilingual could be improved to get more information.
3. Due to distance involved, parent/teacher conferencing will always present a challenge; the school must continually seek creative ways to improve communication and feedback about student progress.

C. Curriculum and Instruction

Strengths:
1. A written curriculum developed with input from school board members and staff members is in place and implemented as written.
2. Curriculum revision is viewed as a positive means to improvement in instruction.
3. Incorporating all aspects of the cultures from which students come is viewed as an important comprehensive curriculum consideration.

Recommendations:
1. The effects of staff training in whole language and other approaches which have a strong research base need to be more evident in classroom instruction.
2. Flexible grouping and cooperative learning strategies should be used to further extend the teachers' time and talents.
3. Teachers and aides should become aware of teaching styles and learning styles through formal and informal assessments. This information should be used to guide unit development and lesson planning.
4. Reliance on textbooks and worksheets for student demonstration of knowledge needs to be seriously evaluated. Students must be encouraged to write more based on their own experiences as well as about what they are learning from textbooks and literature-based lessons.

D. Opportunity to Learn/Time on Task

Strengths:
1. The library has undergone major renovation and is a very pleasant, comfortable place for students.
2. The staffing pattern is designed to meet the assessed needs of students.
The administration and school board is supportive of the continued professional development of academic and residential staff in order to improve the learning opportunities for PILC students.

Recommendations:
1. The school should take advantage of every opportunity to acquire new print and non-print materials for the library.
2. Even though the school seems to embrace the whole language or holistic/thematic approach to teaching in the content areas, there should be a plan for textbook review and replacement in order to keep current information available for student and teacher reference.
3. Every opportunity that lends itself to connecting the academic world to the real world should be sought out including building partnerships with higher education and business.

E. High Expectations

Strengths:
1. The school conducted a needs assessment in which six needs were determined to be an important part of the academic and residential programs. The needs assessment process included the staff and members of the board of education.
2. Most teachers are implementing teaching strategies which enhance student motivation. This is particularly true in areas where students are instructed with things they can relate to.
3. Teachers do have school mission statement and goals posted in their classrooms. This indicates that it is their expectation to have students meet these goals.

Recommendations:
1. More interaction between dorm/residential counselors and staff and the academic staff is essential in order to accomplish expected goals.
2. The integration of cultural elements should be clearly written into lesson plans to help ensure that a strong cultural base is provided for academic learning.

F. Safe and Supportive Environment

Strengths:
1. The student handbook which clearly spells out expected student conduct and consequences is a strength. The classrooms display rules/policies, rights and responsibilities that guide behavior.
2. The physical appearance of the school campus is commendable.
3. The school is a safe and supportive environment for PILC students.

Recommendations:
1. School will benefit from exploring professional assistance in dealing with the gang problem. Constructive counseling or therapy needs to be initiated for those who have been or are involved in gang activities.

G. Home/School/Community Relations

Strengths:
1. School philosophy and mission statement are positive in respect to students and parents.
2. The school distributes an excellent newsletter on a monthly basis to students, staff, parents, and tribes.
3. The school board pays close attention to school business and also serves as members of the school curriculum committee.

Recommendations:
1. Involve the school in a community service program, e.g., Adopt A Highway.
2. Collaborate with the business community to provide work internships for selected eighth graders.
3. Provide new employees with educational information on Dakota/Lakota, Chippewa, Omaha history, culture, and basic language; provide inservice in this area to all staff.
4. More time needs to be dedicated to parent/teacher conferences. Current system does not allow adequate discussion of student performance with dorm parents.

H. Instructional Leadership

Strengths:
1. Several staff reported that the Principal is visible on campus. He stops in on classes on a weekly basis and sometimes more.
2. Staff have inservice training and staff development opportunities.
3. The Principal provides for staff input into decisions, e.g., curriculum development.
4. School campus is well-maintained. Buildings are clean with no signs of graffiti. The gym has a beautiful mural painted on a renovated wall.

Recommendations:
1. Encourage more inter-departmental communication, coordination, cooperation in working with students. The commitment is there on the part of many staff to do so.

I. Participatory Management

Strengths:
1. There is a positive relationship between the school staff and school administration, and school board.

Recommendations:
1. Return to previous years plan of conducting all staff meetings.
2. The superintendent/principal should conduct periodic staff meetings with residential staff to continually assess their needs and desires.
3. Consider the creation of employee "teams," i.e., some teachers and some residential staff for problem solving and policy revision as needed.
4. Consider the creation of a student store to sell student art and craft projects.

J. Cultural Relevance

Strengths:
1. The school gym has a beautiful painting of an Indian scene along one wall.
2. School conducted a needs assessment in which recommendations were documented to include cultural activities. Indian staff teach culture classes and periodically conduct sweats.
3. School has several staff members who are well versed in Indian cultures of students and are very supportive of increasing cultural enrichment on campus.

Recommendations:
1. School will benefit from recruiting more Indian individuals to further enrich cultural activities on campus. Recruitment for Indian staff should be nationwide.
2. The school should consider providing housing for Indian staff on campus.
3. Traditional counselors will enhance and increase cultural awareness in dealing with troubled students.
4. Integration of culture into the curriculum should be encouraged and supported.

K. Administration

Strengths:
1. The administrative staff is knowledgeable of grant policies and procedures in regard to budget, finance, procurement, and personnel.
2. All of the responsibilities typical of administration are carried out in a professional manner that is respectful and supportive of the school board, staff, and students.
3. School board members have a significant role in the decision-making process.
4. The school budget is clearly delineated and well managed.

Recommendations:
1. A data management system capable of tracking students who complete grade eight or leave before completing should be explored.

L. Residential

Strengths:
1. Staff are committed to the well-being of the children.
2. Facilities are clean, inviting, and well-maintained.
3. Recreational activities are many and varied. Recreation rooms and facilities are excellent.
4. Cafeteria serves excellent meals in abundant amounts.
5. Resource room is available in the big boys/big girls dorms and is staffed in the evenings.
6. Counselors and recreation staff work hard to meet the many and varied needs of students.

Recommendations:
1. Communication, coordination, and cooperation must be created and maintained between residential personnel (counselors and dorm parents) and the academic staff (academic counselors and teachers).
2. Substitute List should be expanded for greater access and flexibility, i.e., to give dorm parents and night attendants one weekend off per month.
3. Additional dorm parents are needed for the little boys wing especially at peak times.
4. Dorm parents and night attendants need more in-service training in managing kids with serious behavioral problems.
5. Time allowed for teacher conferences is inadequate.
6. Dorm facilities need more Indian pictures, posters, art work, and other visual displays of Indian people and culture.
7. Resource room should add more Indian books and Indian newspapers that do not have to be shared with the library.
8. Consider the return to using four wing supervisors instead of two as in now the case.
9. Encourage teachers to visit dorms and spend several hours per month interacting with dorm parents, counselors, and students in their "home" setting.
10. Allow dorm parents and wing residents to cook an occasional meal in the dorm kitchen.
11. Allow/encourage dorm parents to come to campus before their shift to interact with teachers and academic counselors.
12. Have "all staff" (residential and academic) meetings.
V. Summary of School Strengths and Recommendations

Strengths:
1. There is a positive school climate as demonstrated in the facilities, grounds, and attitude of the people who work there.
2. There are positive relationships between and among the board, administration, staff, students, parents/communities.
3. Leadership of the academic and residential programs is strong and committed to excellence.
4. There is a stable professional, caring academic staff.
5. Attitudes of the staff reflect continued efforts toward improvement in developing curriculum and instruction that is culturally relevant.
6. There is a committed, caring residential staff and a well-balanced recreational program.

Recommendations:
1. The three major components (academic, counseling, and residential) need to communicate, collaborate, and cooperate.
2. Curriculum and instruction need to reflect cultural heritage of students in a comprehensive interdisciplinary way.
3. The relationships between/among teaching methodologies, curriculum, and class schedules need to be examined in order to implement effective schools characteristics such as cooperative learning, whole language, and thematic units.
4. Staff development on Indian history, culture, language, principles of sovereignty, and self-determination needs to be implemented. Residential staff also need staff development on child psychology, human growth and development.
5. Study the allocation of time and human resources when there appears to be a ratio of 1.7 students to 1 adult staff person in the overall staffing and membership of PILC.
6. Examine the economic/business and community partnerships that can be developed between PILC and the cities of Pierre and Fort Pierre.

VI. Support/Resources Needed

1. OIEP should consider designating PILC a "special needs" school.
   Residential therapeutic settings such as PILC are costly, however, few alternatives exist for Indian children who are court ordered or homeless and have very special needs in terms of their spiritual, mental, physical, and emotional makeup.

2. Additional resources may be necessary in order to develop PILC into a model residential therapeutic school, but this is a concept whose time has come and it should be given serious consideration. An excellent foundation is in place to implement a pilot program. There is an excellent board of education, a stable administration and staff, well cared for facilities and grounds; a safe and supportive environment in every respect.

VII. Example of an Exemplary Program

PILC has the potential to become an exemplary residential school.

VIII. Attachments

1. PILC Staff
2. Organizational Chart
3. Survey Results
4. Chapter I Monitoring Report
5. Facilities Report
<table>
<thead>
<tr>
<th>Position</th>
<th>Full Time Equivalent (FTE)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Administration:</td>
<td></td>
</tr>
<tr>
<td>Superintendent/Principal</td>
<td>1</td>
</tr>
<tr>
<td>Administrative Staff</td>
<td>4</td>
</tr>
<tr>
<td>Instructional Program:</td>
<td></td>
</tr>
<tr>
<td>Secretary</td>
<td>1</td>
</tr>
<tr>
<td>Classroom Teachers</td>
<td>9</td>
</tr>
<tr>
<td>Disciplineans</td>
<td>1</td>
</tr>
<tr>
<td>Classroom Aides</td>
<td>1</td>
</tr>
<tr>
<td>Guidance Counselor</td>
<td>1</td>
</tr>
<tr>
<td>Music Teacher/Instructor</td>
<td>1</td>
</tr>
<tr>
<td>Art Teacher</td>
<td>0.5</td>
</tr>
<tr>
<td>Physical Education Teacher</td>
<td>1</td>
</tr>
<tr>
<td>Special Programs:</td>
<td></td>
</tr>
<tr>
<td>Title V</td>
<td></td>
</tr>
<tr>
<td>Academic Counselor</td>
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</tr>
<tr>
<td>Residential Counselor</td>
<td>1</td>
</tr>
<tr>
<td>Domestic Violence Counselor</td>
<td>1</td>
</tr>
<tr>
<td>Secretary</td>
<td>1</td>
</tr>
<tr>
<td>Social Caseworker</td>
<td>1</td>
</tr>
<tr>
<td>Title VII</td>
<td></td>
</tr>
<tr>
<td>Bilingual Teacher/Supervisor</td>
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</tr>
<tr>
<td>Bilingual Aides</td>
<td>3</td>
</tr>
<tr>
<td>Chapter 1</td>
<td></td>
</tr>
<tr>
<td>Teachers</td>
<td>3</td>
</tr>
<tr>
<td>Aides</td>
<td>1</td>
</tr>
<tr>
<td>Tutors</td>
<td>2.5</td>
</tr>
<tr>
<td>Special Education:</td>
<td></td>
</tr>
<tr>
<td>Technician</td>
<td>1</td>
</tr>
<tr>
<td>Teachers</td>
<td>4</td>
</tr>
<tr>
<td>Speech Therapist</td>
<td>1</td>
</tr>
<tr>
<td>Teacher Assistant</td>
<td>1</td>
</tr>
<tr>
<td>Aides for E.D.</td>
<td>1</td>
</tr>
<tr>
<td>Resource Room Aides</td>
<td>3</td>
</tr>
<tr>
<td>Woodshop Aides</td>
<td>1</td>
</tr>
<tr>
<td>Skills Instructor</td>
<td>1</td>
</tr>
<tr>
<td>E.C.R. Aides</td>
<td>1</td>
</tr>
<tr>
<td>Drug and Alcohol Caseworker</td>
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</tr>
<tr>
<td>Recreation Specialist</td>
<td>1</td>
</tr>
<tr>
<td>Residential Program:</td>
<td></td>
</tr>
<tr>
<td>Director</td>
<td>1</td>
</tr>
<tr>
<td>Administrative Assistant</td>
<td>1</td>
</tr>
<tr>
<td>Wing Supervisor</td>
<td>2</td>
</tr>
<tr>
<td>Dorm Parent</td>
<td>17</td>
</tr>
<tr>
<td>Night Attendant</td>
<td>5</td>
</tr>
<tr>
<td>Recreation Specialist</td>
<td>2</td>
</tr>
<tr>
<td>Laundry/Window Attendant</td>
<td>1</td>
</tr>
<tr>
<td>Counselor</td>
<td>2</td>
</tr>
<tr>
<td>Health Services:</td>
<td></td>
</tr>
<tr>
<td>Registered Nurse</td>
<td>1</td>
</tr>
<tr>
<td>Health Assistant</td>
<td>1</td>
</tr>
<tr>
<td>Health Assistant/Transportation</td>
<td>1</td>
</tr>
<tr>
<td>Food Services:</td>
<td></td>
</tr>
<tr>
<td>Supervisor/Cook</td>
<td>1</td>
</tr>
<tr>
<td>Assistant Cook</td>
<td>1</td>
</tr>
<tr>
<td>Cook</td>
<td>1</td>
</tr>
<tr>
<td>Baker</td>
<td>1</td>
</tr>
<tr>
<td>Facilities Management:</td>
<td></td>
</tr>
<tr>
<td>Supervisor/Maintenance Worker</td>
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</tr>
<tr>
<td>Building/Grounds</td>
<td>2</td>
</tr>
<tr>
<td>Custodian</td>
<td>3</td>
</tr>
<tr>
<td>Security</td>
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</tr>
</tbody>
</table>
INDIAN BOARD OF EDUCATION

SUPERINTENDENT

PROGRAM COORDINATOR

FACILITIES MANAGEMENT
- MAINTENANCE
- GROUNDS/BOILERS
- GROUNDS
- CUSTODIAL
- SECURITY

ADMINISTRATION
- ADMINISTRATIVE ASSISTANT/REGISTRAR
- PERSONNEL/FINANCE TECHNICIAN
- EMPLOYEE MANAGEMENT TECHNICIAN

HEALTH

ACADEMIC

RESIDENTIAL

FOOD SERVICES

CHAPTER

TITLE VII

SPECIAL EDUCATION

TITLE V

IRG/ECR

MISC FORMS/ORG CHART 7/92
PARZNT/COMMUNITY CLIMATE SURVEY

Please check one: School Board 7 Parent/Guardian 12 Other 15

Direction: Place an X in the box which best expresses your feelings about your school.

<table>
<thead>
<tr>
<th>Question</th>
<th>5 - Most Always</th>
<th>4 - Usually</th>
<th>3 - Sometimes</th>
<th>2 - Seldom</th>
<th>1 - Very Seldom</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Students at this school are enthusiastic about learning</td>
<td>13</td>
<td>14</td>
<td>5</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2. The school places enough emphasis upon Native American language and</td>
<td>15</td>
<td>17</td>
<td>1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>culture</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3. The principal is a good leader</td>
<td>23</td>
<td>11</td>
<td>1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>4. The school board acts policy in collaboration with students, staff</td>
<td>16</td>
<td>14</td>
<td>2</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>and parents</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>5. The school sponsors adequate extracurricular programs</td>
<td>23</td>
<td>11</td>
<td>1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>6. The staff really care about the students</td>
<td>26</td>
<td>7</td>
<td>2</td>
<td></td>
<td></td>
</tr>
<tr>
<td>7. The school is a good place to be, I feel welcome at the school</td>
<td>28</td>
<td>4</td>
<td>3</td>
<td></td>
<td></td>
</tr>
<tr>
<td>8. Parents are considered as important resources for the school</td>
<td>16</td>
<td>13</td>
<td>2</td>
<td></td>
<td></td>
</tr>
<tr>
<td>9. Buildings and grounds are clean, attractive and safe</td>
<td>27</td>
<td>9</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>10. Staff treat other staff, students, and parents respectfully</td>
<td>20</td>
<td>12</td>
<td>2</td>
<td></td>
<td></td>
</tr>
<tr>
<td>11. Conflicts are worked out in a constructive manner</td>
<td>14</td>
<td>16</td>
<td>3</td>
<td></td>
<td></td>
</tr>
<tr>
<td>12. The school adequately informs the community on school issues,</td>
<td>19</td>
<td>12</td>
<td>5</td>
<td></td>
<td></td>
</tr>
<tr>
<td>student achievement and other matters</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>13. Parents, staff and others work with school officials to plan</td>
<td>12</td>
<td>15</td>
<td>5</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>and share ideas regularly</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>14. The counseling program meets the needs of students</td>
<td>15</td>
<td>13</td>
<td>3</td>
<td></td>
<td></td>
</tr>
<tr>
<td>15. The school provides an adequate amount of training, workshops or</td>
<td>10</td>
<td>12</td>
<td>6</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>other learning opportunities for parents</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>16. Students of the school have a good self-concept</td>
<td>9</td>
<td>18</td>
<td>7</td>
<td></td>
<td></td>
</tr>
<tr>
<td>17. The school board makes decisions in the best interest of student</td>
<td>21</td>
<td>11</td>
<td>1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>learning</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>18. The school prepares students to succeed at the next educational level</td>
<td>21</td>
<td>11</td>
<td>1</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Please list 3 school strengths, 3 needs and any other comments on the back of this survey.
## INSTRUCTIONAL LEADERSHIP COMPOSITE RATINGS

School: **Pierre Indian Learning Center**

Use a composite ratings form for each group. Indicate the total # of individuals responding to the survey: **33**

Indicate the # of individuals by position responding to the survey:
- Teacher: **22**
- Teacher Aide: **9**
- Administrator: **1**
- Other: **11**

<table>
<thead>
<tr>
<th>ITEM #</th>
<th>SURVEY STATEMENT</th>
<th>OVERALL AVERAGE RATING</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>The principal makes adequate formal classroom observations.</td>
<td>4.8</td>
</tr>
<tr>
<td>2.</td>
<td>The principal provides all teachers with an adequate orientation at the beginning of each school term.</td>
<td>4.6</td>
</tr>
<tr>
<td>3.</td>
<td>The principal consults with staff regularly in staff meetings.</td>
<td>4.8</td>
</tr>
<tr>
<td>4.</td>
<td>The principal is adequately visible throughout the school.</td>
<td>4.5</td>
</tr>
<tr>
<td>5.</td>
<td>The principal effectively communicates with students, parents, and other community members.</td>
<td>4.1</td>
</tr>
<tr>
<td>6.</td>
<td>The principal actively promotes and encourages innovation.</td>
<td>4.3</td>
</tr>
<tr>
<td>7.</td>
<td>The principal has high expectations of students and staff.</td>
<td>4.6</td>
</tr>
<tr>
<td>8.</td>
<td>The principal actively promotes staff development.</td>
<td>4.8</td>
</tr>
<tr>
<td>9.</td>
<td>Educational issues are the primary focus of staff meetings.</td>
<td>4.1</td>
</tr>
<tr>
<td>10.</td>
<td>The principal actively tries to secure resources to enhance the overall educational program.</td>
<td>4.4</td>
</tr>
<tr>
<td>11.</td>
<td>Test results and other data are used to evaluate the educational program of the school.</td>
<td>4.5</td>
</tr>
<tr>
<td>12.</td>
<td>Teacher evaluation processes and criteria are appropriate in measuring teacher performance.</td>
<td>4.4</td>
</tr>
<tr>
<td>13.</td>
<td>The principal actively encourages the appropriate involvement of staff and students in making decisions that affect them.</td>
<td>4.0</td>
</tr>
<tr>
<td>14.</td>
<td>Adequate methods of informing parents and students of the progress and needs of students are utilized.</td>
<td>4.3</td>
</tr>
<tr>
<td>15.</td>
<td>The principal understands the various approaches to instruction and promotes effective methodologies.</td>
<td>4.2</td>
</tr>
<tr>
<td>16.</td>
<td>An open line of communication with the principal is available for students and staff.</td>
<td>4.0</td>
</tr>
<tr>
<td>17.</td>
<td>The overall climate of the school is positive.</td>
<td>3.9</td>
</tr>
<tr>
<td>18.</td>
<td>The principal consistently and fairly administers the policies and procedures of the school.</td>
<td>4.0</td>
</tr>
<tr>
<td>19.</td>
<td>The principal is concerned about the cleanliness, appearance and safety of the school building and campus.</td>
<td>4.8</td>
</tr>
</tbody>
</table>
STUDENT SURVEY COMPOSITE RATINGS

School: Pierre Indian Learning Center

Indicate the total # of students who responded to the survey: 93

Indicate the # of students by grade who responded to the survey. Use a composite ratings form for each grade or group (i.e., 4th-6th grade students, 7th-9th grade students, and 10th-12th grade students):

<table>
<thead>
<tr>
<th>Grade 4 Student</th>
<th>Grade 7 Student</th>
<th>Grade 10 Student</th>
</tr>
</thead>
<tbody>
<tr>
<td>Grade 5 Student</td>
<td>Grade 8 Student</td>
<td>Grade 11 Student</td>
</tr>
<tr>
<td>Grade 6 Student</td>
<td>Grade 9 Student</td>
<td>Grade 12 Student</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>ITEM #</th>
<th>STUDENT SURVEY STATEMENT</th>
<th>OVERALL AVERAGE RATING</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>The principal is fair in dealing with student discipline.</td>
<td>3.49</td>
</tr>
<tr>
<td>2.</td>
<td>Most teachers really care about the students that attend the school.</td>
<td>4.16</td>
</tr>
<tr>
<td>3.</td>
<td>Most teachers are enthusiastic and interesting in the way that they teach.</td>
<td>3.51</td>
</tr>
<tr>
<td>4.</td>
<td>Most teachers are fair in evaluating (grading) student classroom work and homework.</td>
<td>3.93</td>
</tr>
<tr>
<td>5.</td>
<td>I feel safe at this school.</td>
<td>3.41</td>
</tr>
<tr>
<td>6.</td>
<td>Most students at this school are interested in learning.</td>
<td>3.48</td>
</tr>
<tr>
<td>7.</td>
<td>The school provides an adequate amount of learning opportunities in Native language and culture.</td>
<td>3.87</td>
</tr>
<tr>
<td>8.</td>
<td>Parent support of and participation in the school and school activities is good.</td>
<td>3.29</td>
</tr>
<tr>
<td>9.</td>
<td>Students are recognized for good behavior, attendance and other accomplishments.</td>
<td>3.65</td>
</tr>
<tr>
<td>10.</td>
<td>We have good teachers at this school.</td>
<td>4.13</td>
</tr>
<tr>
<td>11.</td>
<td>Most teachers at this school are willing to do extra to help students.</td>
<td>4.27</td>
</tr>
<tr>
<td>12.</td>
<td>Students are involved in making decisions which affect them at this school.</td>
<td>3.65</td>
</tr>
<tr>
<td>13.</td>
<td>The school provides adequate extra-curricular activities.</td>
<td>3.57</td>
</tr>
<tr>
<td>14.</td>
<td>The counseling program provides the services that students really need.</td>
<td>3.92</td>
</tr>
<tr>
<td>15.</td>
<td>The education program at the school is quality; this school is as good as or better than other schools.</td>
<td>3.4</td>
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PIERRE INDIAN LEARNING CENTER

INTRODUCTION:

During the week of October 18 through 22, 1993, the team of Tom Gerhart (FMCC TAT) and Wayne LaBelle (Aberdeen Area) conducted a site review at the Pierre Indian Learning Center (P.L. 100-297 Grant School) located in Pierre, South Dakota. The School is maintained by local non-Bureau staff who are employees of the Grant School. Grades served are 1-8 with approximately 183 students housed in two dormitories and various school buildings.

FINDINGS:

The Pierre Indian Learning Center facilities are housed in Bureau owned buildings, the earliest being constructed in 1892 (warehouse) and the latest in 1990 (cafeteria). Recently, the Bureau has finished a major Facilities Improvement and Repair (FI&R) renovation project at the school which has significantly improved the appearance and life safety code compliance of the school's structures.

The School Superintendent, Mr. Darrell Jeanotte, and the Program Coordinator, Ms. Shirly Gross, were interviewed concerning their impressions of the effectiveness of the Bureau's Facilities Management Program. They indicated that they were reasonably satisfied with the technical support that the Aberdeen Area Facilities Management staff were providing to the school and that they support the concept of the funding formula to equitably distribute operations and maintenance (O&M) funds. Concerning major equipment funds, they would like to see more funds made available to purchase lawn mowers, carpet cleaners, and utility trucks.

Both individuals expressed concern with the deterioration of the sewage lines in the two dormitories and they were interested in what actions need to be taken to secure adequate funds for the line replacement. They were advised that the FACCOM backlog of building deficiencies needs to be updated to reflect the situation. Also, if the situation develops into an emergency (severe health problem), the school may elect to effect immediate repairs and apply for emergency reimbursement funds once the repairs are completed.
STRENGTHS:

1. The school facilities are well maintained and the grounds are neat and virtually litter free. Pride and care are exhibited throughout the campus.

2. All of the operational health and safety deficiencies cited on the most recent safety report have been mitigated. Only functional (Minor Improvement and Repair, MI&R) funded items remain unmitigated. The school is active in promoting safety awareness and in involving the students and staff in its safety programs.

3. School administrators and staff have demonstrated a willingness to correct health and safety deficiencies and are eager to learn their responsibilities.

4. The school maintains good records on their O&M budget, as derived from the funding formula, versus actual expenditures.

WEAKNESSES:

1. Several egress door closures were missing, compromising the integrity of the main exit. Reinstall the door closures or replace the door closures with fire rated self closing door hinges.

2. Facilities management needs to establish preventive maintenance schedules and track work accomplishment on a scheduled basis.

FACCOM BUILDING INVENTORY AND GENERAL OPERATIONS:

The FACCOM Building Inventory and FACCOM building details were spot checked for accuracy. Items that need correction or updates are:

1. Building #3 listed as quarters is now used for instructional purposes. The school, in conjunction with the Aberdeen Area Office, should initiate the Bureau's approval process to convert, in the FACCOM system, this building from government quarters to an elementary school building.

2. Buildings numbers 5, 34, 35, 41, and 56 have been demolished. The Aberdeen Area needs to update the FACCOM system to reflect this action.

3. Building #57, currently listed as a cafeteria, should be changed in the FACCOM system to a multi-purpose building.
Shirly Gross brought up the issue of a recently constructed storage building designed to replace the demolished storage buildings (numbers 34, 35, and 41). The school needs to initiate the appropriate Bureau approval process to get the new storage building into the FACCOM inventory.

The annual O&M budget is considered adequate by the staff, with little margin left for unanticipated expenses.

OTHER ISSUES:

1. Friable asbestos was observed in building #3 (Home Economics) and it should be encapsulated immediately. This building was constructed as government quarters and it does not meet the life safety codes for student occupancy.

2. Several FACCOM condition codes for incandescent lights in the FACCOM building detail are incorrectly encoded as inactive systems (9/4, repair/replacement not needed). These are active systems which require maintainence and their condition codes should be more appropriately encoded as 5/3 (functional, beyond two year budget cycle).

Tom Gerhart

778
United States Department of the Interior
BUREAU OF INDIAN AFFAIRS
FLANDREAU INDIAN SCHOOL
FLANDREAU, SOUTH DAKOTA 57028

IN REPLY REFER TO.

June 6, 1994

United States Senate
Committee on Indian Affairs
Washington, D.C. 20510-6450

Dear Chairman and Members of the Committee:

I am Jack Belkham, Superintendent at the Flandreau Indian School. It is a pleasure for me to appear before you to tell you about Flandreau Indian School and suggest ways the committee may assist.

Flandreau Indian School is an Off-Reservation Boarding School for grades 9-12 with up to 600 students. We are accredited by the State of South Dakota and by the North Central Association of Colleges and Schools.

Our student body population has changed over the recent years in that we now have more students who have a social reason for attending. As our student body has changed we need greater flexibility to change to meet the needs of these young people. We feel our funding needs to be increased so that we may be able to add more professionals to the home living staff. In this same area, the 561 salary scale overall needs to be revised up to help us attract and retain quality people.

At this time, we have several supervisors who have employees that are on the Department of Defense pay scale, making considerably higher salaries than the supervisor.

The Off-Reservation Boarding Schools should be funded by programs. This would enable better planning and continuity of programs. We feel that the ISEP head count puts some of our potential students in the middle where demands are made on them to stay at home and attend school when, in fact, they meet the criteria to be at an Off-Reservation Boarding School.

We have and are changing our programs to meet the needs of our students. Because many of our students are behind when they come to Flandreau Indian School, we try to set up our academic program without a lot of emphasis on classification so that the older student that is behind will not feel out of place. In the same area we try to get away from the traditional four years, setting a graduation plan for a student that they can be successful in. On the other hand, when there is an outstanding student and he wishes to complete in less than four years, we try to set up a graduation schedule for this student so that they may graduate early.

Jack Belkham
Superintendent
Flandreau Indian School
June 6, 1994
Flandreau Indian School currently has a number of successful programs operating. Programs such as: IRG (Intense Residential Guidance) Program, ECR (Exceptional Child Residential) Program, Gifted & Talented Program, Chapter I Program, Special Education Program, Title V Program, Drug and Alcohol Program, AlAnon, Alateen, and the Community of Caring Program.

However, the Academic Department would like to increase the teaching staff by four positions: One (1) Industrial Arts Teacher, One (1) Science Teacher, One (1) Math Teacher, One (1) Special Education Teacher, and Four (4) Education Aides. Also, would like additional funding for lab classes.

In the Home Living Department, we would like to add: Six (6) Professional Counselors, Four (4) Tutors with degrees, Six (6) Home Living Assistants, and Two (2) Registered Nurses.

We would like for the P.L. 95-561 current employee pay scale to be increased across the board by 20%.
"Statements of Purpose"

The Flandreau Indian School is dedicated to the education of Indian youth through the provision of educational experiences appropriate to their individual needs and through the provision of professionally competent personnel. An environment is provided where warm acceptance of the individual as a person of worth is foremost. In this context, provisions are made for academic achievement as a goal, human development as a way of life, and development of social skills as an experience for each student.

This boarding school as an educational institution is provided by our society as a means of propagating the fundamental concept of American Democracy and preparing Indian youth for successful participation in society. By the very nature of our belief in the worth and dignity of man, we in this comprehensive secondary school bear the responsibility for promoting maximum growth and development of the individual.

The Flandreau Indian School provides activities which will enable the student to experience growth and adjustment in relation to his social, educational, vocational, and personal responsibilities. The type of activities provided by the school are based on an understanding of the wide range of student needs and on the educational value and feasibility of such activities.

The Flandreau Indian School attempts to offer equal educational opportunities for all students enrolled by providing a varied curriculum for students with diverse backgrounds, interests, abilities, educational and vocational aspirations. Frequently special curriculum provisions and special student placements are made.

The staff promotes wholesome student inter-relationships and presents subject matter to the student in such a manner that the desire to learn will be stimulated. The staff is constantly alert to insure that our program provides for an understanding of the student and assists the student to grow in the ability to function and learn independently.

"Statements of Objectives"

1. To promote student development of skills in the fundamental areas of academic learning and to furnish a general education in these areas through certain required courses.

2. To promote health education and physical development of the student through various course offerings and through co-curricular activities.
To help the student gain a realistic assessment of himself for educational and vocational planning through cooperative student-teacher-counselor evaluations.

To maximize student growth by providing advanced study beyond the minimum basic courses.

To enable students to explore various areas of interest to participate in activities related to future educational and vocational opportunities.

To stimulate the educational, social, emotional, and vocational maturation of students through the provision of appropriate co-curricular activities.

"Educational Goals"

To develop an awareness of the career and occupational world, and to prepare for the future.

To prepare students academically and vocationally and socially to assume a productive place in the home and communities.

To enhance and develop a positive self image and a sense of self worth.

To develop an attitude of tolerance and understanding of others.

To develop pride and responsibility in the school, city, state, and nation.

To acquire a sense of responsibility and respect of authority.

To reinforce students pride and self esteem in their Native American heritage and culture.

To develop a desire for continuous learning.

To develop skills for communicating ideas and feelings through the ability to read, write, speak and listen.

To develop the ability to set realistic goals for oneself and the ability to pursue and achieve the goal.

To promote personal hygiene and home living skills.

To identify educational needs and potential early and provide assistance in class planning.

To provide students the opportunity to become familiar with the technology of the times.
14. To provide a variety of academic programs.

15. In the hopes of retaining more students, make available a variety of academic related activities.

16. Encourage students to accept responsibilities for their actions:
   - Damage
   - Make up work

Sincerely,

Jack A. Belkham, Superintendent
Flandreau Indian School
June 16, 1994

The Honorable Daniel K. Inouye
Chairman, Committee on Indian Affairs
United States Senate
Washington, DC 20510-6450

Dear Chairman & Committee Members:

The proposed two student counts would be devastating for the Off-Reservation Boarding Schools. As requested in other testimony, Off-Reservation Boarding Schools should be funded by programs so that they can have consistency and continuity of academic and home living programs. With the implementation of the therapeutic model, it will greatly enhance the Off-Reservation Boarding School’s programs so they may better meet the students needs. However, because of the reasons the students attend sometimes change, and the students return home, there may still be a relatively high rate of turn over in the boarding schools.

Flandreau Indian School has between forty and fifty percent turn over in the student body. The actual drop out rate falls between eighteen and twenty-two percent. Many of these transfer students probably would have been drop outs if it had not been for the Off-Reservation Boarding School to meet their needs during the time they were enrolled at the boarding school.

Sincerely,

Jack A. Belkham, Superintendent
Flandreau Indian School
June 15, 1994

Honorable Daniel K. Inouye, Chairman
Committee on Indian Affairs
United States Senate
Washington, DC 20510-6450

Dear Chairman and Committee Members:

Find attached the testimony from the Flandreau Indian School Board given at the hearing on June 10, 1994.

Sincerely,

Cynthia Kipp, President
Flandreau Indian School Board
The Flandreau Indian School presently serves Native American high school students from 26 different states in America. It also represents 57 American Indian tribes across the nation. The Flandreau Indian School provides a quality education for each student and provides the opportunity to enter college, Vo-Tech schools, military and/or into the job market. They in turn can become productive self-supporting citizens.

If the Appropriations Committee wish to help in improving the present Indian Boarding School systems, they should consider changing the ISEP funding formula to increase present funding. Or, to appropriate across-the-table specific funding amounts per each B.I.A. operated boarding school according to education, administrative, and residential needs.

The Appropriations Committee is proposing to initiate a new "two-count" student enrollment count. This will grossly effect the present ISEP funding amounts that are allocated each year per Indian Boarding School. The proposed "two-count" system will adversely effect the present funding system that is now in place. The effect will be devastating; each annual funding amounts will ultimately diminish year after year and the Native American youth will suffer the blunts. The Native American Indian Rights to an education may be taken away and more Indian youths will fall through the cracks of society into the life of crime, violence, drugs and alcohol, and the unemployed.

The "two count" system will definitely effect the quality of education presently in place. With less funding the up-to-date books of learning will be placed on hold, the proper classroom furnishing will create disruptions and inadequate classroom space. The serious consequence will mean that professional staff, administrators, and residential staff will be RIF'ed or forced to retire. The present staffing situation in all Indian Boarding Schools are already short-staffed, in fact, need more funding to employ Mental Health Professionals to address existing mental health and behavior problems.

It is important to understand that the Flandreau Indian School is receiving students who are referred not only by education workers, but also by social services personnel, court services personnel, and Federal and State Probation authorities. It would not be out of line to say the FIS is being utilized as a crisis group living residential program. As this special role of the Off-Reservation Boarding School is more fully understood it is obviously very important to provide for the students in every way possible that they may continue their academic and social progress. As situations change and improve at their home area it would be a responsibility on the school to help the student make the transition back to their family, tribe and home school situation. Once this concept is clear we can understand why some of the students stay with the school for a shorter duration such as a quarter or a semester. These are the young people who are highly mobile and have but a short term or crisis need for the residential program. There is perhaps a 25% core group of young people who for whatever reasons, will need the boarding school placement for the full four year academic program.
The students who are vitally in need of the full four year program are those who come in under the Social Criteria. It is important to note that whatever the crisis is that brings the student to the Off-Reservation Boarding School, there is no shame or social stigma with the parent/guardian telling their friends and extended family that their youngster is away at school. One of the least understood concepts is that the Flandreau Indian School helps to maintain family ties and custody. In some cases we help to prevent a permanent custodial separation by the courts. So that as the family home situation stabilizes the young person involved can be returned to their permanent environment and local system. This is especially true with regard to students that are in the Solo Parent Program. Every attempt and effort is made to meet the diverse and individual needs and expectations of every student who attends the Flandreau Indian School. These needs being both academic and social. The diversity of need and individual program is a challenge for the school to attempt to meet every day.

We must remember how important it is to all of the tribes served by the school that this educational and social opportunity remains available to the young people at this most difficult and formative time of their lives.
Testimony presented by
Joseph Abeyta, Superintendent
Santa Fe Indian School
Santa Fe, New Mexico

My name is Joseph Abeyta, and I am here on behalf of the Santa Fe Indian School and the 19 Pueblos of New Mexico. Our school is located in Santa Fe, the capital of New Mexico. Our enrollment is presently at capacity; we have 550 students that reside on campus. These students come to us primarily from the New Mexico Pueblo communities that include Taos in the northern part of the state and Zuni, in the extreme south central part of the state; the Mescalero Apaches in the southeast; the Navajos from the reservation in parts of Arizona, Utah and, of course, New Mexico; the Hopis from north central Arizona; and a growing number of youngsters from Oklahoma and other tribes. It is readily apparent that the enrollment at Santa Fe Indian School consists of a diverse group of Indian young people speaking a variety of languages and dialects that come to us from different parts of the country.

I have brought three students with me from SFIS who are members of this year’s graduating class. Their names are Melissa Chavez from San Juan Pueblo; Jonathan Teba from Santa Clara Pueblo and Matt Abeita from Isleta Pueblo. Melissa and Matt plan to attend the University of New Mexico where they will major in law, and Jonathan will go to New Mexico State University to study business.
In my testimony, I will cover four critical points affecting off-reservation schooling for our Indian students:

1) The changing needs of off-reservation boarding schools;
2) The need for programs that meet high standards for those students that come to our school seeking a quality education.
3) The inadequacy of the current formula that funds all BIA-supported schools; and
4) The need for special funding for residential programs.
OFF RESERVATION SCHOOLING
A POTENTIAL STRENGTH IN INDIAN EDUCATION

A Position Paper

Presented By:
Joseph Abeyta, Superintendent

1.
IN THE BEGINNING...

There was the Indian Boarding School, as tragic a story as the other struggles endured by our Indian people as they were shadowed and taunted by the advancing white man in his quest for "manifest destiny." The price of westward expansion was the exploitation of priceless resources including a society of people who had long before come to live in balance with nature. As the non-Indian frontiersman, missionary and conquistador carved out his place on this continent, he took, most often with cruel abandon, the heart and soul of the indigenous people who fell in his path. And, as the indigenous people were suppressed, they were placed in the custodial care of the U.S. Department of War, wards of the Federal government. This policy of supervision was marked by many atrocities, not the least of which was the forced removal of children, often hundreds of miles from home, to be placed in stark
institutional schools in which the implicit and explicit policy was to erase language and other elements of their culture, to "wash away the darkness of their skin," to force assimilation in which even the teachings of skills and knowledge that would allow those children to survive in the non-Indian world was an afterthought. There were, indeed, variations on this theme of cultural and identity termination. Other non-Indian institutions joined the governmental strategy to reshape the Indian child to conform with the desired definition of "acceptability." The cracking and yellowing pictures are all too revealing, a clustering of Indian kids dressed in "Sunday best" peering out with forced smiles, surrendering all that went before them: a richness of culture and the language of generations to be replaced by conformity to the values of the dominant society.

2. THE MODERN ERA...

The modern era did not see the boarding school disappear, but saw it increasingly become a dumping ground for children without consideration of, or attempt to identify, their needs. Another word for the boarding school could have been reformatory, without the presence of order, structure or control. For three decades starting in the sixties, a series of crippling factors - drug abuse, family disintegration, violence, suicide and other social ills - led to a deterioration of society as a whole. Those responsible for the education of Indian children particularly disregarded the fact that these children with unique needs, in a changing society, would require a new tooling of Indian education and new ways of allocating
resources in response to those needs. The prevailing philosophy of boarding schools appears to have remained intact. Distance, separation, isolation, and assimilation remained the prevailing characteristics that described the tacit, if not overt, purpose of Bureau operated boarding schools. This was certainly the case in the dying years of the Albuquerque Indian School, especially in 1976 when the All Indian Pueblo Council began the process of contracting for the school under P. L. 93-638. When I agreed to be superintendent I was told, "You'd be better off contracting for the war in Vietnam." It was also true of the Santa Fe Indian School when the All Indian Pueblo Council took a great risk in contracting for both institutions and merging one with the other in 1979.

Even more significant has been a total disregard for the educational principles that have historically existed in our Indian communities and that are the basis for our survival as Indian people. Consider the fact that Indian people have survived the intrusion of other cultures over a period of hundreds of years. Observation logically confirms that there has always been a system of education present in our Indian community. The obvious question is why haven't contemporary schools and educators incorporated principles of Native American education into the dominant society's system of schooling; principles that value relationships and cooperation rather than individualism and competition, that encourage community contribution and helping others over self-promotion and self-interest, that treasure individuals equally rather than as differentiated and separated units. The answer apparently is that there is no respect for Indian people and the values that we have.
Until more consideration is given to the possibility of merging Native American principles of education with European based American education, success for our children in the American school system will continue to elude us.

3. THE ISSUES...

Defining the purpose of "Off Reservation Schools" is a fundamental issue in reevaluating the role of the Indian boarding school and Indian education. The legacy of the boarding school has been driven by a policy of removing Indian children from their homes, placing them in an institution, and subjecting them to a practice of conformity to the expectations and values of the non-Indian world. The present proposal of removing and isolating the Indian child and providing residential treatment is no solution. Indian people are the key people in developing any solution. The answers are in us. We do not have to go so far away from our own communities, our own intelligence, our own insights and our own wisdom to find the solutions. I believe that if we work at it, the solutions, the answers are right here. Education in the hands of the people it serves is a basic, fundamental concept in America. Our principles, ideas and concepts need to be incorporated into the programs that educate our children. In an unprecedented way, Indian people have a phenomenal opportunity to draw these programs to ourselves, to define their purpose, to embrace these schools, and to design and make them a reflection of ourselves. The values and cultures of the child's home and community must be
recognized and given value as a condition for success in the contemporary school. If Indian schools are to survive they must assert themselves with support from the community. They must make it clear that change from the outside is no longer acceptable, but rather an internal assessment of need and subsequent program must become the order of the day.

4. A BRIDGE...

The concept of residential or off-reservation schooling must be anchored in a foundation of community and educational goals that builds on the qualities offered by having a bridge between education and the student's Indian community. If ever there was a time when we need to draw on our history, our culture, the wisdom of our elders, it is now. If education is as critical as we say, we must begin now to build a new Indian education, an education where the initiative begins with tribal leadership and the community in leading roles. At the same time, the competitive and complex world with which each of us must interact requires an excellence in education by which our young people acquire the skills, knowledge and maturity to take full advantage of the opportunities that exist. If we believe in and are committed to creating an educational opportunity that blends together the positive qualities of our Indian community with the process of learning, we must support educational institutions that provide that environment. What happens now can be the beginning of a renaissance of Indian education with the off-reservation boarding schools becoming the focal point or we can continue to
perpetuate a system that has alienated generations of students from
their community and cultural roots.

The purpose of our "off-reservation school" is to reverse the
outward direction of the traditional Indian boarding school, to bridge
the gap between education as a process and the eternal qualities of
our Indian way of life. Rather than drawing solely on the non-Indian
world values of learning, we must unite our Indian values and the
educational process as one. Rather than being separately governed
by a board or entity that is far removed from our communities, we
must strive to insure that our students, their families and our Indian
communities share the ownership and provide the direction for our
institutions.

We maintain that in adopting a concept of education that walks
toward and with the community, rather than away, we have made a
significant statement about Indian education. We postulate, that in
this view, Indian education must be one with those qualities of our
communities that have allowed us to survive for so many years.
Rather than removing our students from their homes, we want to
build a lasting relationship in which student, family, community and
school are one. We want to create an educational continuum in
which we are only one element. We want to offer the best programs
we can and also enhance the awareness, sensitivity, and involvement
of student with home and community.
5. REVERSING THE EDUCATIONAL PURPOSE...

Considering the philosophical base for Indian education and its origins 100 years ago, is it possible to learn from our mistakes and redesign a new concept that simply reverses the original or historical premises of education for Native children? The history of Indian boarding schools has been to remove the child from his or her community, and, through a process of acculturation, remove the Indianness of his or her past. This process did not change with the evolving role of a receptacle for the social problems reflective of a disjunctive society in the so-called "modern era" of Indian education. Our new agenda should be to recognize the value of Indian communities and to support their continued existence by moving toward the reservation rather than walking away from it.

Serious consideration must be given to the role of parent, community, state and federal government representatives with all being recognized as equal contributors at the table where future education policy is decided. Success will require that non-Indian decision makers open themselves to the value of Indian thought and that Tribal officials share community-based solutions. Tribal communities have to embrace the school as theirs and give to it a breath of life symbolic of their commitment to its growth and development as an integral part of their system of life.

There is no Indian community today that is immune to destructive factors that waste away the existence of our people. Yet, in each of our Indian communities, we strive to retain and strengthen the social values and cultural foundations upon which
have relied for so many years of our history. Our Indian ways have evolved a process of responding to destructive factors, a method of justice that is based upon our needs and experiences. Left to our own devices we have gained a level of maturity in meeting the hierarchy of needs of our people. These are the cultural underpinnings that are not found in books or shared outside of our traditional organizations. In the face of outside forces that could have destroyed our existence, we have preserved a way of life that has allowed us to build a foundation that others have been unable to dislodge.

6. UNIQUE NEEDS...

In the final analysis, the school as an institution has to be responsive to its constituents, namely the children. Whether we want to engage ourselves in a debate or not, my opinion is that the budget is critical to the educational program, especially in an institution like ours which is totally dependent on one source - the federal government in the form of the Bureau of Indian Affairs. As I contemplate on and look at my experience in regard to Indian education, it is certainly true that you get what you pay for, a concept or principle that is exemplified by Indian education programs.

Our situation may be overdramatized, but the system is such that funding is inconsistent and in no way parallels the increases in the cost of living in this country. The present system is totally inadequate for the operation of a successful school program. As a
matter of fact, we must develop a tentative budget in March and April for the coming school year. However, we never receive a final allocation or even a substantial indication of revenues available until February or March of that next year. In fact, approximately 90 percent of the time the allocation falls dramatically short of the planning amount we were led to believe that we might receive.

**FUNDING**

While our Indian boarding schools face a terrific challenge in meeting the diverse needs of the students they serve, the funding to accomplish this has been insufficient and inconsistent. Off reservation boarding schools are funded through the same formula and at the same levels as other BIA-funded schools. Yet we have major expenses, such as security, recreation, admissions and increased student rights and responsibilities costs which reservation-based schools do not face. During the current school year, these four items alone have eaten into an already tight budget at SFIS to the tune of over $400,000, almost ten percent of our total funding. The off reservation boarding schools could become the crown jewels in the government's educational system, but only if they receive supplemental funding to meet their diverse needs rather than being forced to do more with fewer resources.

During the past ten year period, basic funding for all Indian schools has increased an average of only 2.8 percent while costs have gone up 13 percent more. The cumulative effects are that for the current year we have been underfunded by $633,133. Indian schools continue to be asked to do more and more with fewer resources.
In addition to the direct funding problems, the contract or grant schools have been severely shortchanged in their administrative overhead funding. Several years ago, P. L. 95-297 established a formula for indirect cost funding designed to determine, as accurately as possible, the actual need for each school based on size. For our school, the indirect cost rate, as determined by the formula is 14.65 percent. These funds are needed to cover the cost of all the services the government provides directly for BIA-operated schools such as personnel, accounting and procurement as well as auditing and insurance costs. The problem, however, has been that over the past three years, Santa Fe Indian School has been underfunded by $540,000 compared to the formula generated amount. This underfunding creates a tremendous hardship on grant and contract schools and discourages Tribes from exercising the self-determination option which the Bureau claims to support.

Adequate funding alone will not provide off reservation boarding schools with the ability to become quality educational institutions that truly meet the educational needs of our Indian children. However, sufficient funding will allow us to pursue several other initiatives that will facilitate the attainment of that goal.

**SITE BASED RESEARCH AND PROGRAM DEVELOPMENT**

We need support for research and investigation on-site to develop strategies that work with Indian students. It is important that we do more with the concept of an Indian school for Indian students with unique needs. These needs must be addressed through site-based research that results in the implementation of workable plans with appropriate standards for all students.
COMPETITIVE GRANT PROGRAMS

The Bureau should set aside funds for competitive grant programs that Indian educators can apply for and use to improve their schools. There is no incentive at the present time in Indian education to do better; in fact, those that do better usually get hurt in financial terms. The business concept of rewarding good work is acceptable in education everywhere except in the Bureau. BIA has a closed system, with financial rewards being passed to a select few regardless of achievement.

PROFESSIONAL CONFERENCES

Turn the results of on-site research and the competitive grant programs into professional conferences that allow all Indian schools to share the good things they do. This will give a degree of professionalism to Indian education. The BIA needs to be professional and provide opportunities for its schools and educators to share information.
Mr. Chairman and Members of the Committee;

Allow me to introduce myself. I am Patrick Wendy an enrolled member of the Hupa Tribe of Northern California. I currently serve as the Vice President of the Bureau of Indian Affairs Council of Consolidated Locals of the National Federation of Federal Employees Portland Area and as President for the Oregon Federation of Federal Employees. During the regular school year I am employed as a home living assistant, working in the residential program for the Chemawa Indian School, located in Salem, Oregon. I worked in the schools dormitories briefly in 1972 and have returned to work in the dormitories since December 1985.

The purpose of my statement is to help this Committee assess the performance of boarding schools in accomplishing their missions. This hearing could not come at a more opportune time for the four remaining Off Reservation Boarding Schools. ORB Schools are at a crossroads of survival. This hearing could have significant impact on the future of these schools. I hope that the following comments and recommendations will influence this committee to support efforts directed at maintaining and improving ORB Schools to better serve this Nation's Indian youth.

The Mission of the Schools:

Standards for the basic education of Indian children in Bureau of Indian Affairs Schools require that schools adopt philosophy and goal statements. The schools are also required to have a written statement describing each school's particular mission. In recent years, ORB Schools have seen their missions change as student populations and needs have changed. For instance, the school that I work for once was operated as a regular four year high school, however student demands have altered the focus of the school's mission.

With a decline in revenue, a number of our educational programs have been reduced or terminated. Students who are four to five years behind academically, and who are subject to at-risk behaviors have placed demands on the school that can no longer be met by a traditional four year high school program. At least for the school that I work at, our mission is now directed at becoming an alternative school in order to meet the needs of at-risk students. This new mission resulted from many employee meetings, training sessions and workshops. The schools mission had to be narrowed to focus on a particular type of student needs.

It is clear to many people, that the programs and services required to meet the at-risk behaviors of students must become more specialized. They will cost more, demand more resources and require cooperative labor/management relations. ORB Schools are going through difficult transitions as they enroll an increasing number of students who are identified as at-risk, during a time when money for programs is limited. Budget constraints
and student needs are forcing all ORB Schools to redefine their mission and redesign their academic and residential programs. The Union's recommendation on the subject of school missions would be, that ORB Schools narrow their mission statements in order to focus on the most important educational and residential needs of the student.

Assessing The Performance of ORBS In Accomplishing Their Missions:

Assessing the performance of ORB Schools is an activity that is regularly carried out by the Office of Indian Education Programs. This assessment process is conducted via a monitoring and evaluation of each ORB School. The school where I work has had three such monitoring and evaluations during the last four years. Each of these monitoring and evaluations includes an assessment of strengths and recommendations. These monitoring and evaluation reviews are conducted by individuals who are respected education professionals. They provide good information regarding the performance of ORB Schools. The recommendations in these reviews describe remedial actions that can help to clarify a schools mission and provide direction in the redesigning of programs for students.

What happens with the recommendations made in the OIEP evaluations? How do ORB Schools show that they prepare and implement comprehensive plans to meet such recommendations? One recent monitoring and evaluation report stated "Whether this review impacts changes or brings about improvements in existing process will remain to be seen. Given the history of past reviews conducted within the last five years, the tendency has been that there have been no gains, or recommended changes have been stuck within the bureaucratic process. If the problems which existed in 1980 are still one and the same as problems voiced in January 1994, any review conducted is merely an exercise in futility". Does self-monitoring by OIEP work? or should the process be revised to assure that findings and recommendations receive proper response. The Union recommends that all ORBS monitoring and evaluation findings be mandatorily followed-up by the evaluating team within 12 months after a monitoring and evaluation report has been released and that a report of findings be prepared.

Other reports such as a review of the Indian School Equalization Program have been completed and submitted to OIEP. A report on the mental health needs of Indian youth in boarding schools and a labor-management retention study are among the important reviews and reports that have been prepared. A common thread of thought throughout the findings is that needs of Indian youth are such that adequate funding, programs, leadership and accountability are essential if this Nations Indian youth are to gain equal footing in American society.
Academic and Residential Programs:

Students who are at-risk and behind academically need a longer school day accompanied by specialized programs outside the traditional school hours. At least one ORB School has adopted a 21st Century Boarding School Program that includes a school based site council that has broad employee and student representation.

This site-based council is now in the process of developing an alternative education program that will integrate traditional academic services with non-traditional academic settings and work toward an outcome based educational model. Such a program provides a realistic approach for meeting the social and educational needs of at-risk students.

Indian education specialists have recognized the need to improve student services in residential programs. In years past residential programs and staff were expected to provide only the most basic of services such as student accountability, teaching a student about room care, personal hygiene or setting a minor dispute.

Today, the duties of a residential employee are complex and demand more education and skill development related to adolescents and how to respond to at-risk behaviors. The sixteen hours that dorm staff spend with students today demands that they are able to recognize, counsel, document, follow-up, report and refer at-risk behaviors. Incidents of drug use, alcohol abuse, fights, assaults, damage to property and student absenteeism are common occurrences in some ORB Schools.

Because adequate staffing, and programs are unavailable in academic and residential departments ORB Schools often lose a dramatic number of their total enrollment before the end of each school year. We must ask what happens annually to the hundreds of students who leave ORB Schools before the school year is completed? How will they impact the future of their tribes and tribal resources?

In reference to a report on the mental health needs of students in ORB Schools, a psychologist for the BIA Portland Area states "that many of these students return to their home environments lacking any new skills to deal with their environment, that many students will end up with a marginal existence, many will continue inappropriate behavior until they become institutional patients or inmates in our jails and prisons". A sad commentary on the future of Indian youth, if we are unable to reform and revitalize programs within the Off Reservation Boarding Schools.

Residential programs for ORB Schools are woefully short of trained staff and resources. While residential staff are expected to be accountable for students sixteen hours every day, they are the least trained and lowest paid of all ORBS employees. Higher education and certification requirements must be set for new hires in residential programs.

All existing residential staff must have the opportunity to obtain education and certification in order to improve skills in working with at-risk students. Salary scales for residential staff must be set at a fair level so as to recruit and retain qualified individuals.
Residential staffing ratios are currently unacceptable. BIA standards allow a ratio of 1 staff to 50 students. An average ratio during peak enrollment can run as high as 1 staff to 40 students, occasionally reaching the 1 to 50 ratio. One ORB School staff has stated that her school's residential program has ratios as high as 1 to 80. If residential programs are to be effective, adequate staffing levels must be established and enforced. Comparisons with other therapeutic schools indicate that the staff to student ratios are significantly lower than what is found in ORB Schools. Without proper staffing even the best program on paper will be subject to failure. The following provides comparative residential staff to student ratios.

<table>
<thead>
<tr>
<th>School</th>
<th>Ratio</th>
</tr>
</thead>
<tbody>
<tr>
<td>Riverside</td>
<td>1 to 38</td>
</tr>
<tr>
<td>Sherman</td>
<td>1 to 80</td>
</tr>
<tr>
<td>Chemawa</td>
<td>1 to 40</td>
</tr>
<tr>
<td>Maclaren School For Boys</td>
<td>3 to 20</td>
</tr>
<tr>
<td>Green Hill School</td>
<td>2 to 20</td>
</tr>
<tr>
<td>Job Corps</td>
<td>2 to 25</td>
</tr>
</tbody>
</table>

The Union recommends that the side bar agreement under Article 40 Education Personnel System, of the Master Agreement be implemented immediately. The Union also recommends that standards for dormitory staff to student ratios be changed to a minimum of 2 dorm staff and 1 counseling tech for every 30 students.

The side bar would allow development of a sequential curriculum plan to upgrade the knowledge, skill and ability levels of BIA employees who work with at-risk students in the residential programs. The side bar would also provide dorm employees an opportunity to increase salaries in accordance with educational attainment. Improved staffing ratios would allow residential departments to effectively carry out the goals of IRG, therapeutic and other specialized programs.

The Union believes that the 21st Century program approach will allow at-risk students to obtain the type of individualized, open enrollment education required to meet their needs. The Union recommends the establishment of 21st century boarding school programs and site councils for each ORB School. Site councils would provide the employee and student representation that is needed to allow them to participate in fulfilling a school's mission. The ORB School that is currently implementing a 21st Century program has based its development on the Oregon Educational Act for the 21st Century. This State program is also in line with Education 2000, the national effort aimed at improving this Nation's educational standards and services.
Appropriation And Allocation Of Education Funds

The authorization and appropriation of funding by Congress for Indian education and the internal allocation of funds by the BIA are key to the future existence of ORB Schools. How much additional money will it take in order for ORB Schools to meet the new demands resulting from the growing at-risk student population? How can Congress assure that money appropriated for specific educational programs will be properly allocated? What is the best funding formula to assure that funding for schools are established by student needs and not student head counts? These financial questions must be answered if we expect to meet the educational needs of Indian students attending ORB Schools.

The Union recommends that the ISEP process be changed to program funding for ORB Schools and that adequate consideration be given to funding administrative costs factors. The ISEP formula requires schools to enroll as many students as possible to ensure that adequate funding will be available to cover school wide expenses. This process often results in staff to student ratios that limit classroom and program effectiveness. The ISEP Indian Schools Equalization Program receives insufficient funding as a result of the ISEP. (WSU) weighted student units used to determine funding levels do not meet the diverse needs presented by ORBS students. Administrative cost factors are taken directly from ISEP funds for ORB Schools, yet contract schools receive an additional amount of funding for administrative costs. An ISEP review conducted in 1991 supports claims the ISEP does not provide funding levels required to meet the costs of education and residential programs. Recent comparisons with schools have at-risk students such as the Job Corps and Therapeutic schools indicates that the ORB Schools receive significantly less per student than other schools with similar student populations.

Cost Per Student:
- Chemawa: $12,000.00
- Job Corps: $21,000.00
- Green Hill School: $27,000.00
- Maclaren School For Boys: $21,780.00

Labor-Management Relations:

Cooperative labor/management relations remains a key factor in order for ORB Schools to be effective in serving students. The Union recommends that Congress amend the Federal Labor-Management Relations Statute to reflect Executive Order 12871. The degree to which the executive order is embraced and implemented by both labor and management will be critical to the success of ORBS in meeting student needs. Cooperative labor-management relations become essential when school administrations are faced with reduced budgets and program resources. At-risk behaviors often demand program changes that in turn impact the methods and means by which employees perform work. Employees are often asked to accomplish more with fewer resources. Federal employees employed by ORBS must also face the possibility of losing federal status if ORBS become contract or
grant schools. Should ORB Schools inter the process toward becoming contract or grant schools, the union and employees should be actively involved in that process. Empowerment of employees, providing them with a partnership when making needed changes in working conditions or school status will be beneficial to providing effective educational and residential programs.

The Necessity of Maintaining ORBS:

My experience has shown me that if a particular social problem exists in mainstream society, the problem is often greater within Indian communities. Alcoholism, suicide, unemployment, single parents, illiteracy, and early death are but a few areas where Indian people experience a significant increase of incident compared to society in general. The only real solution to the many social, economic and political problems that face Indian people is to provide adequate education services. During the 1990 census about 40% of the total Indian population was under 20 years of age. Almost 20% were under ten years of age. The trend of a very young and growing population has increased. In short, education will remain an important factor in the future of Tribes.

ORB Schools provide the only viable resource for meeting the challenge of educating those youth that are at-risk and those whose communities are unable to provide adequate education programs. The bottom line for many Indian communities is that they simply do not have the capacity to provide the education or meet the social needs of at-risk Indian youth. Many of the Indian youth attending ORB Schools are at high risk of failure and subject to continuing a cycle of dysfunctional poverty that is slowly destroying In-ian society. About 80% of all ORBS students are placed in school for social reasons according to the previously mentioned report on mental health needs of students in ORB Schools.

Yet many of these same students are gifted, talented and creative and are capable of becoming future tribal leaders. ORB Schools and Indian Tribes can no longer accept a yearly retention rate of less than 50% as an acceptable standard for educational attainment. All ORB Schools should have academic standards that are no less than the minimum standards for the states in which the schools reside. We ask the question, what member of this committee would allow their own children or grandchildren to attend a school that retains less than 50% of its student population?

ORB Schools have the basic infrastructure necessary to make the transition over to programs that can effectively serve at-risk Indian youth. 21st Century boarding school programs and residential therapeutic programs can help ORBS make the transition required to educate and treat at-risk behaviors. In many instances ORB Schools provide a safe haven for students who would otherwise be subjected to remaining in an environment where family and social problems are epidemic.

Over the long history of ORB Schools thousands of Indian people have obtained the education and training needed to survive in American society. Today the mission of ORBS
in educating Indian youth can be more instrumental than ever before. For many Indian students ORB Schools are their last hope. By providing at-risk students the opportunity to understand themselves, overcome personal issues and gain an education, they can help to break the cycle of family and community dysfunction.

We hope that we leave this committee with information that will encourage your support for furthering the mission and accountability of ORB Schools. Thank you for this opportunity to express our concerns.

Sincerely,

Patrick D. Melenda, Vice President
BIA Council/Portland Area
ATTACHMENTS

1. ATNI resolutions

2. Summary of major needs from the Chemawa monitoring and evaluation of April 14-17, 1992. (Note: a monitoring and evaluation of 1/11,14,194 indicates that no gains have been made regarding previous monitoring and evaluation report recommendations).

3. Article 40 Personnel Education Side Bar, of the Master Agreement between BIA Council of Consolidated Locals and the BIA.

4. Statements by Gila River Indian Parents of Chemawa students.
RESOLUTION # 94 - 58

PREAMBLE

We, the members of the Affiliated Tribes of Northwest Indians of the United States, invoking the divine blessing of the Creator upon our efforts and purposes, in order to preserve for ourselves and our descendants rights secured under Indian Treaties and benefits to which we are entitled under the laws and constitution of the United States and several states, to enlighten the public toward a better understanding of the Indian people, to preserve Indian cultural values, and otherwise promote the welfare of the Indian people, do hereby establish and submit the following resolution:

WHEREAS, the Affiliated Tribes of Northwest Indians (ATNI) are representatives of and advocates for national, regional, and specific Tribal concerns; and

WHEREAS, the Affiliated Tribes of Northwest Indians is a regional organization comprised of American Indians in the states of Washington, Idaho, Oregon, Montana, Nevada, northern California, and Alaska; and

WHEREAS, the health, safety, welfare, education, economic and employment opportunity, and preservation of cultural and natural resources are primary goals and objectives of Affiliated Tribes of Northwest Indians; and

WHEREAS, the Chemawa boarding school is a valued educational resource for tribes throughout the nation; and

WHEREAS, ATNI has expressed concerns about Chemawa since before 1975; and

WHEREAS, Interdepartmental reviews that were conducted made recommendations for improvements that were never implemented; and

825 N.E. 20th Avenue - Suite 310 - Portland, Oregon 97232-2275
Phone: (503) 230-0293 • FAX: (503) 230-0580
WHEREAS, the Bureau of Indian Affairs (BIA) declared much of the land surrounding Chemawa Boarding School as surplus property and sold it to private land owners, leaving only a small section of land for school activities; now

THEREFORE BE IT RESOLVED, that the Affiliated Tribes of Northwest Indians urges our Northwest Congressional representatives to conduct a congressional review/investigation of Chemawa Boarding School for the purpose of keeping it open, maintaining ownership of all existing property, and initiating massive improvements.

CERTIFICATION

The foregoing resolution was adopted at the 1994 Mid-Year Conference of the Affiliated Tribes of Northwest Indians, held at the Red Lion Inn in Pendleton, Oregon, on May 19, 1994 with a quorum present.

Bruce Wynne, President
Margaret Jose', Secretary
RESOLUTION # 94 - 43

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WHEREAS, the health, safety, welfare, education, economic and employment opportunity, and preservation of cultural and natural resources are primary goals and objectives of Affiliated Tribes of Northwest Indians; and

WHEREAS, an official review of the Chemawa Boarding School was recently conducted; and

WHEREAS, preliminary reports of that review indicate serious problems in the Administration of the Chemawa Boarding School; now

811
THEREFORE BE IT RESOLVED, that Affiliated Tribes of Northeast Indians requests release the final report from the Bureau of Indian Affairs - Portland Area Office of Indian Education Programs Director and copies forwarded to ATNI member Tribes and Education Committee Chair in order to expedite ATNI review and response.

CERTIFICATION

The foregoing resolution was adopted at the 1994 Mid-Year Conference of the Affiliated Tribes of Northwest Indians, held at the Red Lion Inn, Pendleton, Oregon, on May 19, 1994 with a quorum present.

Bruce Wynne, President
Margaret Jose', Secretary
ACTION PLAN - BIA MONITORING AND EVALUATION REPORT
Submitted by Gerald Gray to Pat Melendy on September 21, 1992
Completed plan to be submitted by October 31, 1992.

Format for report:

1. Deficiencies to be addressed.
2. Action(s) to be taken.
3. Person(s) responsible
4. Target Date
5. Date Completed

Summary of Types and Numbers of Deficiency Areas:

1. Administration/Administrators 13
2. Facilities 5
3. Academic 11
4. Philosophy and Goals 5
5. Needs Assessment and Monitoring of Student Progress 6
6. Curriculum and Instruction 14
7. Opportunity to learn & Time on Task 4
8. High Expectations 3
9. Safe and Supportive Environment 4
10. Home/School Community Relations 4
11. Instructional Leadership 13
12. Residential Hall 8
13. Administration 13
14. Major Improvements 19

TOTAL DEFICIENCY RESPONSES 113

MAJOR NEEDS AS IDENTIFIED BY DEFICIENCY AREAS

A. Administration and Administrators:

1. Efforts to improve the school.
3. Improved communication, staff involvement and consultation
4. Improved working relations with Union.
5. Completion of school wide needs assessment
7. Develop a public relations program.
8. Activate a Curriculum Committee - immediately.
9. Principal to meet with Dept. heads and Union on regular basis.

B. Academic:

□ No record of accomplishments!

C. Philosophy and Goals - School Mission

1. Need to finalize written philosophy and goals statement.
2. Staff handbook to be developed.
3. Goals statement to be based on up-dated and current student needs assessment.
4. 

D. Needs Assessment and Monitoring of Student Progress.

1. Complete school wide assessment
2. Apply for school-wide Chapter 1 recognition.
3. Need for school improvement plan
4. Improve achievement testing procedures.

E. Curriculum and Instruction.

1. Curriculum Committee to be appointed.
2. A written curricula must be published.
3. Curricular scope and sequence to be published.
4. Indian culture to be infused into existing and projected curriculum.
5. Hire two academic counselors.
6. Improved communications between disciplinary areas must be improved.
7. Academic expectations of students by instructors must be raised.
8. Library must be updated.
9. Textbooks must be updated.
10. Staff development inservice must be implemented on continuing basis.
11. Weekly lesson plans should be required.

F. Opportunity to Learn and Time on Task:

1. Gifted and Talented Program to be developed and implemented.
2. Individual Education Plans (IEP) must be developed.

G. High Expectations:

1. Obvious lack of high expectations of students by Academic Staff.
2. Staff development inservice must incorporate this area of concern.

H. Safe and Supporting Environment:
   1. Preventive Counseling Program to be developed and implemented.
   2. ibid.; personal development plans.
   3. Need for improved communication and coordination between the Academic and Home Living Program.

I. Home/School/Community Relations:
   1. Need for a comprehensive Public Relations Program.

J. Instructional Leadership:
   1. Need for more interested, concerned and visible administrators on the campus and in the halls and classrooms.
   2. Need for regular staff meetings.
   3. Need for open communications between teachers, support staffs and admin.
   4. Administrators must advocate more for teachers, instructional materials, support facilities, etc.
   5. Need for improved communications between various components of the total program (admin./staff/home-living/drug and alcohol, etc.).
   6. Need for on-going support for staff and students relative to high expectations.
   7. Need for follow-through on stated intentions by admin.
   8. More comprehensive and regular programs of orientation for new staff must be implemented.
   9. Administrators must demonstrate more leadership.

K. Residential Hall:
   1. Need for a more efficient system of policing and picking up around living facilities.
   2. Need for better sign-out system.
   3. Need for a more and better preventive counseling program.
   4. Dorm staff needs to be informed regarding academic progress of students so that additional support may be provided.
   5. More staff required during peak hours.
   6. Need for comprehensive student social development programs in residential area.
   7. Need for improved communications between residential and support areas.

L. Administration:
   1. Need for updated policy handbook for staff.
   2. Need for more efficient requisition process.
   3. Need for more harmonious working relations between admin. and Union.
4. Improved communications must be implemented between admin. and Union.
5. Admin. must evaluate its mode of operations relative to:
   a. trust in staff.
   b. consideration for staff recommendations.
   c. consultation with staff on critical matters.
   d. development of respect and trust.
6. Need for improved communications with other governmental agencies
7. Security Force should be identifiable.
8. Security Force should not carry firearms.
9. Security should walk the campus more.
10. The current Schoolwide Plan of Operations is not representative of all of the
    teacher existing concerns.
11. The advent of gangs in the Salem community and the potential impact on the
    Chemawa community needs to addressed now!
SIDE BAR AGREEMENT

ARTICLE 40

EDUCATION PERSONNEL SYSTEM

A six member committee (3 Management and 3 Union plus a highly qualified technical advisor on curriculum) will be formed to develop a plan to upgrade the staff that work in the Homeliving Residential Program in BIA Boarding Schools. This committee will develop a sequential curriculum plan to upgrade the knowledge, skill and ability levels of BIA employees who work in direct daily contact with at risk children residing in the BIA Boarding School setting. This newly formed committee will meet no more than four (4) times in calendar year 1994. Employees are encouraged by the Union and Management to participate in homeliving education programs. Those employees who participate and successfully complete the program will receive upward mobility benefits.

Management ___________________________ Union ___________________________
Date _________ Date 24 September 1993
June 7, 1994

To Whom This May Concern:

My name is Carol Allen, I'm from the Gila River Pima-Maricopa Indian Community of Sacaton, Arizona. I'm a parent of several students at Chemawa Indian School. I'm a concerned parent, especially when it concerns my children. I'm out spoken, when I know my loved ones are being short changed and I know what is due them.

I've visited Chemawa School several times. It's a beautiful school. But my concerns are that funding isn't appropriate. According to programming at the school. I've been very negative on some of the schools issues and practices, and it's because I know the school needs to give my children an adequate education due them. Although it's a free country. My children picked this school because it's a welcoming and inviting atmosphere. I command and praise the staff, who have gone the extra-plus miles to achieve the learned response appropriate to the concept that was presented.

I do see a need for the school to remain open as a boarding school. But I don't approve of the Administrative practices of the Administration presently at Chemawa.

I've seen the report by the review team (1/94). I do agree with the recommendations set forth by the review team.

I know that practices can be changed and learned concepts are lost due to inappropriate presentation or none exposure to a concept.

But memories do stay with a person forever. Just imagine what each student carries with them. Especially when a staff member gives a part of themselves. Meaning a student takes with them a part of the teacher, coach, aide, dorm person, and any significant other. Because it was the appropriate learned concept. All I'm concerned about are my children's education. Appropriate programs according to each individual student's needs. Due to them a free and appropriate education according to all State, Federal (and/or) Tribal rules and guidelines. I am aware of parent and student rights. I wish that all parents (or) guardians had the opportunity to know all the true facts of the school and the opportunity to express their concerns.

Thank you,

Carol Allen
June 7, 1994

To Whom This May Concern:

My name is Gina Webb, an enrolled tribal member of the Pima Tribe on the Gila River Indian Reservation located in Southern Arizona.

I am writing this letter because I feel that it is important that you hear the view of a parent. My son has been attending Chemawa for the past two years, this fall will be his third year, he plans to graduate from Chemawa. I wish other parents had the opportunity to share their views also. If more parents were aware of the issues now before you and read reports concerning Chemawa Indian School there would be far more parental input.

Lack of communication from Chemawa Administration, their failure to provide us with information regarding school curriculum and other related information of the gang activities led Gila River Parents to begin asking questions.

As parents we have entrusted our children, our most precious god given gift to a school, we were told by our Pima Agency Education office that it was one of the better schools. Never in our wildest imaginations did we think they would be harassed, intimidated or threatened on a daily basis by a hall monitor and in some cases, physically abused by the Superintendent of the school. Your question would be, why did these students stay? Being from the desert Southwest, where temperatures are extremely hot, to the cool, green land of Salem, Oregon, they can now make the comparison and prefer the cool weather, the school setting is also pleasing to them. They like and respect their teachers. If these students had proper programs in place and appropriate learning materials essential to quality education and suddenly for whatever reason it was no longer available to them, they would quickly realize the difference. Just as they have the difference between their homeland and their school's location.

We share the basic beliefs of our unique Native American Culture, yet our many tribes are at the same time different. These students come together at Chemawa to live, learn and share with each other. Without these opportunities they would never know the differences and similarities. These are some reasons why our children fight so hard to stay at Chemawa.

Chemawa has the potential to be the best school with the proper guidance, programs in place and creating the safe and healthy living conditions required for students to feel comfortable and willing to learn.
The current Administration has proven to be ineffective. It has had ten years to achieve this. I don't know if it is lack of interest in students and their education or lack of experience in setting up programs. It would be wisdom to surround myself with qualified and competent personnel in order to ensure that all phases of the curriculum is adequate or surpasses requirements.

Chamawe and its' students must be allowed to begin the healing process from a dysfunctional school system toward positive attitudes of a quality education.

Thank you,

Gina Webb
June 08, 1994

Congresswoman Karan English
1223 Longworth House Office Building
Washington D.C. 20515

SUBJ: Chemawa Indian School
Salem, Oregon

Dear Karan:

This letter will be a follow up to the packet sent to your office by concerned parents of the Gila River Indian Community. Their statements indicate serious problems involving the activities at the school.

Their recommendations maybe considered, which points out the mismanagement of the school by a Mr. Gerald J. Gray, school supervisor. They recommend that he be removed in order to establish a safe and positive environment for the students. The parents were recently invited by the Oregon State Commission to express their views about the school. The information sent to you will point out some facts submitted in written form.

We know you are very busy, but we would like to request your assistance in resolving the concerns of the parents submitting the information. If you would like further information, please contact my office at (602) 562-3311.

In appreciation, I remain,

Mary V. Thomas
Governor G-R-94
Gila River Indian Community

MVT:sm

xc: Education Standing Committee
Chemawa Parent Committee
Tribal Education Department
Agency Education Superintendent
OFF-RESERVATION BOARDING SCHOOL
EVALUATION SUMMARY REPORT
WITH RECOMMENDATIONS

Submitted to the Bureau of Indian Affairs,
Office of Indian Education

by Rick St. Germaine, Ph.D.

April 11, 1994
INTRODUCTION

The following is a summary report of the Effective School monitor/evaluation and compliance reports of the targeted Bureau of Indian Affairs six off-reservation boarding schools, identified as: Chemawa in Salem, Oregon; Flandreau in Flandreau, South Dakota; Riverside in Anadarko, Oklahoma; Sequoyah in Talequah, Oklahoma; Sherman in Riverside, California; and Wahpeton in Wahpeton, North Dakota.

The summary report is a synopsis of data and information compiled from a three year study (1990-1992) of the effectiveness of the targeted off-reservation boarding schools. Materials reviewed included Effective Schools monitor/evaluation reports, BIA minimum academic standards compliance reports, accreditation status reports; and ORBS Academic Achievement Test Summary Sheets.

The Branch of Monitoring and Evaluation, Office of Indian Education Programs, piloted a monitoring/evaluation process during the 1989-1990 academic year in selected BIA schools and subsequently refined and administered the process in all 187 Bureau responsible schools in five years (1989-1994). The targeted off-reservation boarding schools were included in the monitor/evaluation process during the years 1990-1992.

The process identifies strengths and weaknesses of the school/dormitory programs and information necessary for improving school programs both individually and as a part of the Bureau system. Information gathered includes whether or not the schools have written curricula, parent involvement, staff development training, and instructional leadership. The process summarizes statistical data regarding student enrollment, attendance, achievement, and activities to help the schools examine how well they are serving Indian students. The ultimate goal is to improve the quality of education in the OIEP to become the best in America.

The Effective Schools Research model is used in the evaluation of BIA schools and dormitory programs. Educational research has identified eleven characteristics or correlates consistently found in effective schools. The following are definitions for each correlate developed by BIA schools utilizing the process:
• Clear School Mission - a clearly understood and accepted purpose statement that guides local education and a driving force for the education process to meet the unique needs of students.

• Monitoring and Feedback of Student Progress - measuring student progress on the intended curriculum through a variety of means and relating progress to students and others in a positive manner.

• Curriculum and Instruction - curriculum and instruction should be based on locally defined needs, reflect the culture and be developed with staff involvement. Educational activities should be focused around the outcomes we want students to demonstrate.

• Opportunity to Learn - an intensive engagement where students can learn and demonstrate the intended outcomes.

• High Expectations - an atmosphere of challenge and confidence where students and staff develop to their full potential.

• Safe and Supportive Environment - a nurturing environment conducive to learning where all are respected and where children, staff and community can grow together to be the best.

• Home/School/Community Relations - home, school and community have a clear understanding of the school's mission through open and active exchange of information and communication and active involvement of the community.

• Strong Instructional Leadership - the combined effort of all instructional staff involved in the learning process by guiding, modeling, sharing, and seeking to meet the needs of students and staff.

• Participatory Management/Shared Governance - shared decision-making by parents, students, staff, administration, and tribe which enables all involved to feel their contributions are important and valued, and develops a sense of ownership among the groups.

• Cultural relevance - the enhancement of tribal culture, integrated into all areas of a school, which supports student self-esteem, respect and success.

• Administration - management functions in school operations are administered in a manner supportive of quality education.
Schools visited and individuals interviewed in the course of preparing this ORBS Summary report include: Wahpeton Indian Boarding School (January 3-6, 1994 investigation team member); Santa Fe Indian Boarding School (October 26, 1993); Theodore Roosevelt Indian Boarding School (March 8-9, 1994); Robert Hall, Administrator, and staff, Wahpeton Indian Boarding School; Joe Abeyta, Administrator, and staff, Santa Fe Indian Boarding School; Mark Wilkerson, Acting Principal, and staff, Theodore Roosevelt Boarding School; Ken Taylor, Superintendent, Sherman Indian Boarding School; Bob Jones, Business Manager, Flandreau Indian Boarding School; Gerald Grey, Administrator, Chemawa Indian Boarding School; Vann Peters, Portland Area Office (Chemawa); Fayetta Babby, Sacramento Education Line Office (Sherman); and the Eau Claire Academy (a regional therapeutic comprehensive treatment center).

* * *

The reviewer, Dr. Rick St. Germaine, is an Associate Professor of Education at the University of Wisconsin-Eau Claire. He has been a team leader and member of about twenty-four (24) BIA effective school monitoring/evaluation site visits throughout the nation. He is the former administrator of a BIA contract school and chairman of the Lac Courte Oreilles Ojibwa Tribe of northern Wisconsin.
Chemawa Indian School, Salem, Oregon (grades 9-12)

In 1880, the school was opened in Forest Grove, Oregon, to serve 18 students from Northwest tribes. Then, in 1890, the Indian Vocational and Normal School (as it was so named) had to be moved to Salem because of an unreliable water supply, poor drainage, lack of accommodation for building, and a fire at its original site.

Its early curriculum included academic and vocational studies, but attention also given to recreation and social concerns. By 1915, 63 buildings were in use and Chemawa’s graduates were passing the same exams as students at the best schools in Oregon.

Although enrollment dropped to 180 in 1977, Chemawa now serves 344 students* from more than 50 tribes and 15 states, with more than half coming from Montana and Washington and from the Portland and Billings areas.

Chemawa is operated by the BIA and accredited by the Northwest Regional Accreditation Association for Schools and Colleges.

Flandreau Indian School, Flandreau, South Dakota (grades 9-12)

The Flandreau Indian School grew out of a school established by the Board of Presbyterian Missions in 1871. In 1877, it was taken over by the U.S. and run as a Government Day School, until 1881, when Congress appropriated money for the purchase of the site and erection of three buildings. The Riggs Institute, named in honor of a pioneer missionary, opened with 98 pupils in 1893. It was also called the Flandreau Indian Industrial School and the United States Indian Industrial School until 1964 when it was officially renamed the Flandreau Indian School.

The school now serves 604 students* from more than 30 tribes. They come primarily from North Central and Western states, with students from Aberdeen, Minneapolis, and Billings making up the majority of the student body.

Flandreau is operated by the BIA and accredited by the State of South Dakota and the North Central Regional Accreditation Association for Schools and Colleges.

* Represents enrollments during count week in Fall 1990.
Riverside Indian School, Anadarko, Oklahoma (grades 2-12)

Riverside has its roots in rudimentary facilities established by Quaker missionaries to serve eight students in 1891. Rebuilt three times after fires, the school was expanded and now serves 320 students* from 10 states (primarily Oklahoma, New Mexico, Florida and Colorado). More than half of the students come from the Anadarko area.

They represent approximately 40 tribes including the Kiowa, Cheyenne-Arapaho, Comanche, Seminole (Florida), and Wichita. The School Board includes representatives from eight of the tribes.

Riverside is operated by the BIA and accredited by the State of Oklahoma and the North Central Regional Accreditation Association for Schools and Colleges.

Sequoyah Indian High School, Tahlequah, Oklahoma (grades 9-12)

One of the oldest boarding schools in the BIA-funded system, Sequoyah is the outgrowth of the Male Seminary Building of the Cherokee Orphan Asylum established in 1872 by the Cherokee Nation. By acts of Congress: in 1925, the name was changed to the Sequoyah Orphan Training School; in 1945, to the Sequoyah Vocational School; and, finally, in 1964, to the Sequoyah High School.

The school provides a general high school educational program for 211 students* from approximately two dozen tribes in 30 Eastern, Southern, and Central states, with the greatest number from the Muskogee area.

Sequoyah operates as a Grant School contracted by the Cherokee Nation and is accredited by the State of Oklahoma and the North Central Regional Accreditation Association for Schools and Colleges.

Sherman Indian High School, Riverside California (grades 9-12)

Sherman began with eight students as an Indian school in 1892 in Perris, California. Because of an inadequate water supply, it was moved to its present site with funding authorized by Congress and was named for the Chairman of Indian Affairs in the U.S. House of Representatives.

The school was greatly expanded during the 1970s and now offers a comprehensive educational program to 380 students* from approximately 40 tribes and more than 12 states, with the greatest number coming from the Phoenix area.

Sherman is operated by the BIA and accredited by the State of California and Western Association of School and Colleges.

* Represents enrollments during count week in Fall 1990.
Wahpeton Indian School, Wahpeton, North Dakota (grades 2-8)

The school was opened in 1908 with 77 students. It offered "elementary training in all the common industries," with some advanced vocational training in home economics and nursing for girls and in agriculture, engineering, and carpentry for boys. In 1947, dairying was discontinued and classes expanded from one-half to a full day of academic training.

School facilities were expanded in the 1920s and between 1950 and 1970, with rehabilitation of the old dormitories and the construction of two new dormitories, a new kitchen/dining hall, and another building.

Wahpeton now serves 240 students representing 30-40 tribes from about 10 states, with students from the Minneapolis and Aberdeen areas accounting for the great majority of the students.

Wahpeton is operated by the BIA and accredited by the State of North Dakota.

* Represents enrollments during count week in Fall 1990.

Historical data was adapted from "A Report on Off-Reservation Boarding Schools Operated by the Bureau of Indian Affairs," 1983.

ORBS School Enrollments

1991-1992 Academic Year

<table>
<thead>
<tr>
<th>School Name and Grade Levels</th>
<th>Enrollment Count Week</th>
<th>Enrollment May 1992</th>
<th>Average Daily Attendance</th>
</tr>
</thead>
<tbody>
<tr>
<td>Chemawa (9-12)</td>
<td>344 students</td>
<td>180 students</td>
<td>93%</td>
</tr>
<tr>
<td>Flandreau (9-12)</td>
<td>604 students</td>
<td>400 students</td>
<td>92%</td>
</tr>
<tr>
<td>Riverside (2-12)</td>
<td>320 students</td>
<td>219 students</td>
<td>92%</td>
</tr>
<tr>
<td>Sequoyah (9-12)</td>
<td>211 students</td>
<td>196 students</td>
<td>85%</td>
</tr>
<tr>
<td>Sherman (9-12)</td>
<td>380 students</td>
<td>242 students</td>
<td>90%</td>
</tr>
<tr>
<td>Wahpeton (4-8)</td>
<td>240 students</td>
<td>169 students</td>
<td>92%</td>
</tr>
</tbody>
</table>
SUMMARY OF IDENTIFIED STRENGTHS AND NEEDS
BASED ON EFFECTIVE SCHOOL CORRELATES
USED IN 1990-1992 ASSESSMENTS

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KEY

CHE = Chemawa Indian Boarding School, Salem, Oregon
FLN = Flandreau Indian Boarding School, Flandreau, South Dakota
RIV/OK = Riverside Indian Boarding School, Anadarko, Oklahoma
SEQ = Sequoyah Indian Boarding School, Talequah, Oklahoma
SHR = Sherman Indian Boarding School, Riverside, California
WAH = Wahpeton Indian Boarding School, Wahpeton, North Dakota

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I. Philosophy/Goals/Mission

Strengths

Each of the six schools (CHE, SHR, SEQ, WAH, FLN, RIV/OK) had a written mission statement which included the school's philosophy. The mission statement was clear and well-written (SHR), reflected the needs of the students and community (SEQ), and was school board-approved (SEQ, WAH, SHR). It was distributed to students (SEQ, RIV/OK), to parents (SEQ), and to staff (WAH, FLN, SEQ).

Areas Needing Improvement

A written philosophy and mission statement needed to be developed (CHE) or revised (WAH, SEQ, SHR, RIV/OK, FLN) to reflect the current needs of the students/community/tribe and school (FLN). It should be based on a comprehensive needs assessment (CHE, WAH, SHR, RIV/OK) as part of an accreditation self-study process involving the school board, parents, administration, staff, and students (RIV/OK). The statement must reflect the Native culture(s) of the students (WAH, FLN).

It must have the approval of the school board (RIV/OK) and should then be distributed to all stakeholders in a clearly-written document (WAH, CHE, SEQ). The mission should be shared with stakeholders (SEQ, WAH, SHR, RIV/OK) with an explanation of what it means to them and should be used to develop specific, measurable objectives, and timelines which can serve as a measure of progress (SEQ, SHR, FLN, WAH, RIV/OK). Annual reports on the progress toward these goals and objectives should be compiled and distributed to all stakeholders (SEQ, FLN, RIV/OK).

This mission statement should be reflected in all aspects of the school program (RIV/OK) and published in all school documents (SHR, FLN, CHE). Philosophy and goals should relate directly to the instructional program (WAH, SEQ) and as a base for the development of desired student outcomes (RIV/OK). The administration, staff, faculty, students, and board needed to review the mission regularly and decide what it means in terms of immediate objectives and long-range plans (SHR). In public relations and recruiting materials or talks, the actual situation of a school needed to be defined, as well as goals for the future (SHR).
II. Comprehensive Needs Assessment and Monitoring of Student Progress

Strengths

Nationally normed and standardized testing was being administered twice a year (SEQ, WAH, SHR, RIV/OK) with student progress also monitored through standard classroom procedures, tests of cognitive skills, and special program testing (WAH). One school (FLN) was working to improve its achievement testing program. Test results were reported to the school board and parents (SEQ) and to the instructional staff (WAH).

At one school (SEQ), test scores, class completion rates, and the number of graduating seniors all have increased over the past three years.

An overall grading policy existed (FLN, SHR, SEQ), was reviewed by the school board (SEQ, SHR) and was followed by all instructional staff (SEQ, SHR). Student classroom progress reports were sent home to parents, as were any infraction reports (WAH).

A written school improvement plan existed (SEQ, SHR) and was being implemented by the principal's advisory committee (SEQ). One school (RIV/OK) followed its state's five-year plan process which included two-year reviews, and updates with in-depth reviews in certain subjects.

Needs assessment data existed (FLN, WAH, SHR, CHE, RIV/OK) and was developed with input from students, teachers, support staff (WAH), and parents (RIV/OK, WAH). Needs assessment was comprehensive (WAH, SHR, CHE, RIV/OK) and prioritized by (CHE), or in other ways, shared with (WAH) staff. In response to student needs, one school (WAH) had a surrogate parent program in place.

Areas Needing Improvement

Needs assessment and monitoring was sometimes incomplete (SEQ, SHR, WAH) or outdated (SHR), as it should have been conducted at least every third year. It was recommended that schools use the NCA self-study and the first year of Effective Schools participation to conduct a comprehensive needs assessment (RIV/OK). A comprehensive assessment should include, among other data, a school's dropout rate, current attendance rate, school retention rate, and a follow-up study on grads (FLN).
Schools (RIV/OK, FLN) should then maintain, build upon, and share their current data base as a tool to provide direction for planning and for measuring progress. They should utilize the results of a comprehensive needs assessment in planning both academic and homeliving programs (WAH) and the administration must begin to tie budget line items to assessed needs (CHE). Administration must also seek alternate sources of revenue to support needed changes (CHE).

Teachers needed training on comprehensive testing procedures (WAH). A written plan for testing policies and procedures needed to be in place (FLN). Standardized test scores should be analyzed yearly to provide direction (SEQ, WAH, SHR, CHe). And, schools should provide reports concerning standardized test scores and other indicators to parents, as well as to the school board and agency (SHR, WAH, FLN, RIV/OK), on a regular and timely basis with a deadline for mailing out report cards (RIV/OK).

Schools must consider alternatives to standardized testing, including authentic testing measures (WAH, RIV/OK). Assessments of learning styles and Native language use (RIV/OK) also should be utilized in addition to performance-based assessments.

An individual student monitoring system should be in place (SEQ, SHR, RIV/OK, CHE) with regularly-scheduled feedback conferences held (SHR, SEQ) with parents, as well as with students and staff (SEQ). Teacher assistance teams must be fully implemented to strengthen the monitoring of student progress (FLN).

School philosophy, goals and policies needed to be regularly reviewed (SEQ, SHR, WAH, RIV/OK, FLN). All staff needed to participate (CHE) in the development of a well-written, well-defined improvement plan (WAH, FLN, CHE) with timetables (CHE). A school improvement committee should endeavor to meet monthly and should be given support and input from the administration (SHR).
III. Curriculum/Instruction

Strengths

Schools were accredited by their states, regional accrediting associations and/or the BIA (SEQ, RIV/OK, FLN, WAH) with at least one school (WAH) exceeding the required subject time. Efforts to upgrade the curriculum to meet state standards will allow students to pursue the post-secondary paths they choose (SHR). The staff/student ratio was excellent (RIV/OK) with academic counselors at each grade level (FLN).

A written curriculum (RIV/OK, FLN) was in place in all areas (FLN) describing content and process (RIV/OK). There were also active ongoing efforts to upgrade curriculum materials to address student needs (SHR, CHE). A curriculum committee (FLN) was functioning with members representing both academic and residential programs (WAH).

The academic program was generally good with a high regard for students and their learning (WAH). There was overall respect for the students' culture (SEQ). Strong attempts had been made to integrate tribal and native cultural heritage into all curriculum areas and to expand the curriculum to allow students to attend an area vocational/technical school (SEQ). One school (RIV/OK) exposed children to culture and role models and put values into practice by bringing elders into dormitories for cultural activities, talks, etc. and holding an honoring banquet for these volunteers.

Written syllabi existed for each course (SEQ, FLN), including supplemental programs (FLN). Syllabi described major goals, objectives, materials and textbooks (SEQ, SHR), including instructional methods and the process by which students were to be evaluated (WAH, SHR).

Some instruction was based on recent research on teaching and learning and on information about the students' learning styles, utilizing a hands-on meaning-based approach (FLN). Science instruction stressed hands-on projects and activities, reinforced by active student participation in science fairs (WAH). The classrooms had adequate space for a variety of activities (CHE) and the library program was commendable (WAH).

Adequate support programs existed (WAH) with instructional staff reacting positively to the integration of supplemental programs' provision of services in the classroom (WAH). There was a school-wide Chapter I program (FLN) and the recreation program was very strong (CHE).
Instructional staff were qualified by education and credentialed (SHR). The instructional staff appeared competent and concerned about progress and welfare of students (RIV/OK, WAH). Staffing patterns were quite stable (CHE) with teachers who want to help students (CHE).

Administrative communications were addressed in meetings (CHE).

Areas Needing Improvement

Schools needed written or revised curriculum describing content, process and methods (WAH, SEQ, CHE, FLN, RIV/OK, SHR), desired outcomes (RIV/OK), instrumentation for evaluating instruction (SHR), and emphasis on higher order skills, e.g. problem-solving (FLN). Scope and sequences must also be incorporated into the curriculum (CHE, WAH, RIV/OK), with content and skill boundaries documented between English I, II, III, and IV (SHR).

Curriculum should include descriptions of supplemental programs with curricular and instructional relationships to the academic program (SHR, RIV/OK). Course syllabi must be developmentally appropriate for early grade level students, defined by recent research (WAH).

A curriculum should be viewed as a dynamic guide to the instructional program and reflect the present and changing needs of the students (WAH). It should be based on school mission (RIV/OK), needs assessment, program evaluation, and recent research (WAH, SEQ, CHE, SHR, RIV/OK, FLN). Course syllabi should be evaluated, revised, and consolidated (SEQ).

Any school's curriculum should integrate tribal and native cultural heritage into the instructional program (WAH, CHE, SHR, FLN) and continue to increase exemplary programs bringing elders and other tribal role models into the schools (RIV/OK). Where regional and state accreditation standards were inadequate for meeting the unique needs of the Indian students served, a school (FLN) must negotiate to provide relevant training in Indian studies and parenting. Child care courses should be revised to encourage participation of boys (SHR).

Curriculum should then be implemented as written (CHE, SHR, RIV/OK, WAH). The Academic Department Head needed to review and file lesson plans to ensure that the curriculum is maintained on pace with stated goals. Subject areas should be reviewed quarterly to ensure ongoing curriculum development (CHE). If more than one course syllabi exists, the syllabi which is being implemented must be identified (SHR).
Because of the importance of having a written curriculum in place, the administration should budget release time for teachers and extra days to complete development of the curriculum (CHE). Guides should be requested from other schools and an inservice held on curriculum development (CHE). Instructional staff must part in the development of the curriculum (WAH). An on-going curriculum committee must be established (SEQ) composed of certified and non-certified staff (CHE, SEQ, FLN, RIV/OK), with provision for tribal (RIV/OK, SEQ), parental, and student input (SEQ).

Staff needed increased competency in teaching skills (SEQ, FLN). An inservice must be given to increase the entire staff’s knowledge of student learning styles and application of that knowledge to the classroom (SEQ). Teachers needed training in recent research in meaning-based approaches to learning (FLN). Instructional staff needed to be encouraged to use a wide variety of teaching methodologies and materials to provide instruction based on documented knowledge of Indian student learning styles (WAH, FLN) to enhance students’ unique backgrounds with increased cooperative learning, peer teaching, and other group processes and activities (WAH).

Besides the inservice recommended above, teachers needed training in work with high risk students (FLN). An annual inservice training timetable needed to be distributed to teachers as soon as it is completed (CHE).

The curriculum committee must be provided with timelines to replace textbooks (CHE) and resources must be found to maintain a reasonable replacement timetable (CHE). Library needs must have budget and timeline goals addressed in the school improvement plan as funding for materials and modernization is essential (CHE). In one school (SEQ), the chemistry lab needed supplies, running water, and working gas burners to function.

There was a need to promote more communication and cooperation between academic and home living areas as the instructional program must be developed, extended, and provided beyond classroom walls (FLN).

An educational plan should be developed with and for all students (SHR). And, to encourage students, more of their work should be displayed on bulletin boards, hall walls, and possibly in a school newsletter (RIV/OK).

To improve accuracy of communication, the principal needed to assess effectiveness of the current system of paper notices to department heads (CHE). It was suggested the principal utilize weekly “supervision by wandering” and ask selected staff specific questions designed to assess their understanding of issues sent to be addressed by departments.
IV. Opportunity to Learn and Time on Task:

Strengths

At least one school had a written development plan (FLN). A certified public librarian had been hired as a part of the learning resource team at another school (SHR). Concentrated efforts were being made to improve library services, including moving the elementary library to a larger, more attractive area and providing a budget to purchase books and periodicals and to start a videotape collection (RIV/OK). Library expenditure per student was high (SEQ).

Library collections and organization and the library’s integration into academic programs were exemplary (WAH, FLN) with the number of books and activities meeting accreditation standards (SEQ) or far exceeding minimum standards (WAH). One school had an extensive Indian heritage collection housed in a separate room in the high school library and in a separate cabinet in the elementary library (RIV/OK). There was an adequate professional collection to meet the needs of staff (SEQ) and, at one school, a priority had been placed on updating and broadening the professional collection (SHR).

To increase use, one library had evening hours (FLN), another could seat up to 30% of student body at once (SEQ), and students were given increased access to reference books (FLN).

Number of instructional days and hours per day met BIA and state or regional accreditation/standards (SHR, SEQ, WAH). In addition, schools were working to extend their students’ opportunities for learning. Homework had been reinstituted (FLN) and one hour of supervised study was required each weekday evening (SEQ). Night classes were provided to assist students who need certain credits (FLN, CHE) and after-school and night classes were held to enable returning students and students in treatment program to make up classes (CHE). There was a volunteer tutoring program by area college students (SHR). And, partnerships with institutions of higher education allowed students to acquire college credits in their junior and senior years (SHR).

Student-teacher ratios were within guidelines (WAH, RIV/OK, SHR, SEQ). Small class sizes were conducive to learning and gave flexibility in grouping students by ability level (RIV/OK, SEQ, SHR). Self-contained classrooms were adopted to reduce wasted time, with teachers moving between rooms for departmentalized programs (WAH).
A textbook review committee existed to evaluate existing textbooks and articulate textbook needs (WAH, SHR) and included representation from the homeliving program (WAH). One school followed the Oklahoma textbook adoption cycle (RIV/OK). And, another was attempting to provide computers to meet student needs (FLN).

Gifted & Talented guidelines had been adopted and implemented with staffing procedures (CHE, SHR), and were integrated into the curriculum with specialized work (SHR). These were also motivational and educational activities for Gifted & Talented students (SHR). There was equal emphasis on the learning of all students, including those most at risk (RIV/OK).

At one school, individual education plan concerns noted in the 1991 Report had been addressed (CHE).

**Areas Needing Improvement**

Schools needed to meet applicable academic/accreditation student/professional staff ratio standards (FLN). Teachers should enhance use of small class size by implementing cooperative learning, active teaching and more activity-based learning (RIV/OK). On-site staff development needed to be set up in these areas for principals and teachers (RIV/OK).

To promote the instructional program, a time study should be conducted (CHE, RIV/OK). The number of pull-outs without teacher consultation needed to be minimized (WAH). Academic staff needed to conduct teacher-paired assessments of off-task behavior in classrooms (CHE). (For instance, some classrooms appeared to be using too many worksheets which may contribute to boredom and off-task behavior.)

Curriculum should be adapted to the needs of students in Gifted & Talented and other program services (CHE). Development of student study and learning skills should be integrated into the instructional program (RIV/OK).

Night classes should continue (CHE) with homework used to extend learning opportunities (SEQ, SHR) and homework time incorporated into dormitories (WAH). Where structured learning activities were limited to classrooms, academic connections between instructional programs and dormitories needed to be strengthened (WAH). Dormitories must have resources (including instructional materials), time allocation and communication with the instructional program (WAH). The academic program should take advantage of the cultural relevance of dormitory programs (WAH).
An equal emphasis on learning must be based on all students' needs (SEQ, FLN, CHE). There was a need to develop comprehensive Gifted & Talented programs with provisions for including all talented and creative students, not solely those of high academic achievement or ability (SEQ, FLN). All staff should be involved in the identification of students who might qualify for the Gifted & Talented program (FLN).

Schools must have an equitable distribution of instructional materials for the classroom (SEQ, WAH, FLN, CHE). A textbook review committee was needed to evaluate existing texts and to articulate textbook needs, so that each student will have a textbook for each course in which he/she is enrolled (SEQ). This textbook/curriculum review committee should include member of school board and/or tribal community (RIV/OK).

There should be continuing efforts to upgrade library collections to adhere to academic and accreditation standards and reflect the mission of the school (RIV/OK). Library holdings should include a student high-interest library collection (SHR) and a professional library collection that adheres to applicable academic and accreditation standards (SHR). The library program should be expanded to include a computerized program (WAH).

Schoolwide review of educational program needs for print/non-print library materials must be initiated to determine availability of inter-library exchange and to allocate dollars for purchasing materials and automation under a long range plan to facilitate student/teacher library use (SHR).

All classroom materials and equipment should be updated (RIV/OK). Schools should have adequate classroom instructional materials/equipment, thoughtfully purchased, with care given to wise utilization (FLN, SHR, CHE, WAH). Instructional materials should promote the school’s mission (RIV/OK).

Audio-visual materials should work properly (SHR, SEQ). In order to do this, a staff person with media training should coordinate the AV program out of a centralized media center (SHR, SEQ), with a written policy developed and implemented to govern that media center (SEQ).
V. High Expectations

Strengths

A majority of teachers felt they had the training necessary to help students learn (CHE, RIV/OK, SHR). Most teachers were enthusiastic, motivated (CHE, WAH, SEQ), and fair (SEQ). Staff was genuinely concerned about their students' welfare (RIV/OK, SEQ). Teacher morale was increasing (CHE). Many persons on the instructional staff exhibited a positive attitude toward their students (WAH) with teacher supervisors generally indicating high expectations for their staff members (FLN).

Students displayed a positive attitude toward instruction (FLN). They were recognized for academic and extra-curricular achievements (RIV/OK) and a student incentive awards program was established (CHE). The science fair had proven to be an area of high expectation within the school and the students had a history of high production in response to the fair (WAH). Student incentives were inherent in Associated Student Body "honor" activities related to academic excellence and good attendance and the quality and leadership of AWS members helped create positive changes at the school (SHR). College partnerships were evidence of school administrators' high expectations of students (SHR).

Students assumed leadership and accepted school-wide responsibilities (SHR, CHE) with the activities the Associated Student Body (SHR) and establishment of a peer-based tutoring program in the dormitory area (CHE).

Staff training had been conducted to address at-risk youth and Indian learning styles and "Life Quest" and "Dynamics of Human Relationships" materials had been re-emphasized to address students' needs (CHE).

Areas Needing Improvement

Continued staff development must be addressed in a comprehensive school improvement plan (CHE) and the needs assessment addressed each year with new staff (CHE).

Schools must provide opportunities to help staff members to develop high expectations of one another (SEQ, SHR, CHE) and to stimulate enthusiasm in their students and motivation for learning (SHR). Procedures must be developed and implemented to reward, recognize and commend teachers for excellence or innovation (SEQ, WAH, SHR).
Schools must provide staff development to encourage teachers to have and convey higher expectations for all students and to build on strengths (RIV/OK, FLN). Teachers were concerned, but felt their students were disadvantaged and limited in possible academic attainment (RIV/OK). Staff must be encouraged to motivate students (RIV/OK, FLN). In particular, staff needed training to meet student needs and to become student-centered, rather than content-centered (FLN).

In particular, schools must provide teacher training necessary to help students learn (FLN, RIV/OK) and staff development in areas such as peer tutoring, cross-age tutoring and cooperative learning, to help students help each other. Staff training needed to be followed up (CHE) and teachers needed to be able to adjust teaching based on student learning (RIV/OK).

Teachers must communicate instructional goals/objectives to students (SEQ, WAH, CHE, FLN). Student outcomes should flow from the school mission, celebrate learning and relate to students' future roles (RIV/OK).

Students needed to be encouraged to display a positive attitude toward instruction (SEQ, SHR, CHE). One school (WAH) was directed to develop procedures to recognize achievements, accomplishments, and participation of students/teachers. The school was urged to have a thoughtful dialogue to reach a consensus on how to recognize, commend, and reward student work. Schools should implement student incentives for academic excellence and good attendance (SEQ). Schools should celebrate/reward student work through recognition efforts and displays in classrooms, hallways, and other areas to encourage higher expectations of students (WAH, RIV/OK, CHE).

All students should be given chances to assume leadership and perform school-wide/classroom responsibilities (RIV/OK), e.g. cooperative learning/peer tutoring (FLN, WAH). Schools must provide opportunities to heighten student's expectations of one another (FLN) and themselves (SEQ, SHR), e.g. through more cooperative learning (FLN). One school (SEQ) was told to learn why only 6-8 students went on to higher education, when 25 of 50 1989-90 grads were cited as academically ready for college.

Teachers must use varied teaching methods and materials, besides textbooks and worksheets (RIV/OK). Schools should use cooperative learning and cross-age and peer tutoring (WAH). Creative writing should be encouraged for language development (WAH) with computers used extensively, especially to develop writing skills (RIV/OK). One school was encouraged to expand science fair and in-class science experiences to other subjects, e.g. cultural and writing fairs and math tournaments (WAH).
VI. Safe and Supportive Environment

Strengths

Building and grounds were clean, attractive and well-maintained (SHR, WAH, FLN) and suitable for meeting school's program needs (SEQ). Maintenance of facilities is good (SEQ) and the facilities manager has a good working relationship with the administrator (CHE).

At least one school complied with all safety codes and regulations (RIV/OK). Students generally felt secure and safe (SHR, FLN) or appeared to be safe (CHE). Police/security forces appear to be adequate (CHE).

The overall behavior and attitude of the students is friendly and outgoing (RIV/OK). The school climate is positive and students are well-behaved and disciplined (SEQ).

Counseling staff had been increased to improve the program at one school with an AODA and career counselor in the dormitories (FLN) and augmented at another (CHE) through the availability of two psychiatrists from the Portland Area Office. At one school (RIV/OK), there were three certified drug and alcohol counselors on campus. At another (SEQ), the fully-staffed counseling program included two full-time counselors, within limits outlined by SDE and NCA (SEQ). The school counselor had established rapport with students and staff (WAH).

Efforts to improve the counseling program were commendable (FLN). Counseling programs offered preventive as well as substance abuse programs (CHE, WAH). The preventive program included representatives from all counseling services available to students (CHE). The substance abuse prevention program had written policies (WAH, SEQ) for both classrooms and dormitories (SEQ) and was implemented by school personnel under auspices of a part-time coordinator (SEQ).

At one school (RIV/OK), an exceptional program existed to assist 14- to 18-year-olds with demonstrated chemical abuse behavior, poor academic achievement, poor attendance, and severely disruptive behavioral and emotional problems. Fully funded with Intensive Residential Guidance monies, it was also open to students voluntarily seeking help. The program is comprehensive, providing psychological testing and assessments, historic profile, psychiatric evaluation, educational assessment, and cultural/spiritual assessment and orientation. Services include counseling, support group meetings, field trips, recreational activities, cultural activities, tutoring, nutrition, and health care. At another school (CHE), an exemplary drug/alcohol program was making a positive impact on student conduct. Treatment was available and many students were involved in the activities and classes.
Students who may be a danger to themselves or others were placed in isolation (CHE, SHR) in dormitories under continuous staff observation (SHR). One school (CHE) had adapted its IRG program to work with the Academic Department.

Students were recognized for good behavior, e.g. an honor dormitory program, student of the month, and birthday remembrances (FLN) and an honor dormitory recognized girls who abided by the rules and displayed exemplary behavior by providing additional residential privileges (SHR).

Dormitories created a home-like atmosphere (RIV/OK) and the Homeliving Department appeared organized with staff providing a stable, caring and supportive 24-hour residential environment (SHR). One school (SHR) recognized student concerns through the Associated Student Body; another (CHE) addressed homeliving coordination/cooperation concerns through a Student Behavioral Team.

A personal development plan, recommended in 1991, had been adopted (CHE).

Areas Needing Improvement

Schools must comply with all health/safety codes/regulations (SEQ, WAH). One school (SEQ) was instructed to pay immediate attention to the needs of the chemistry lab. All building repairs should be done in a timely manner (WAH) with efforts made to police grounds for litter and to improve overall appearance and cleanliness (SHR). Work times and duties of security guards must be coordinated and any reports of guards sleeping on the job, etc., investigated (RIV/OK).

School facilities should be designed for efficient use of time and suitable for meeting student and program needs (SHR). Where it is extremely difficult to use dormitory staff time efficiently, alternatives should be explored for using current dormitory space, e.g. moving more students into newer dormitories and using the old space for tutoring and learning centers (RIV/OK). One school also must address the physical accessibility of the principal’s office, because of the stairs (RIV/OK).

Student health needs services must be addressed by BIA Central and IHS Rockville. Currently, Indian Health was on a Priority One status, evidently meaning that students could only be served if their cases were serious. Their routine health needs cannot be met and mental health needs were not even considered (FLN).

A systemwide counseling plan should be developed with staff input to meet student needs with provision for timely delivery of services and integration of services for students requiring both academic and dormitory counseling, previously seen as two separate programs (WAH). Day and evening counselors needed periodic rotation to provide coordinated, cohesive counseling (SEQ).
Therapeutic counseling must be offered students with serious social and emotional needs. Drug and alcohol programs should be comprehensive, providing prevention, education, intervention, treatment referral, and aftercare (FLN). A written referral system should exist (WAH).

Extensive preventive/crisis counseling needed to be implemented to provide for all students (FLN, CHE) to complement existing referral programs (SEQ). Counseling sessions, assertiveness, self-esteem, relationship, and other workshops needed to be held for students (RIV/OK).

Staff needed regular training on substance abuse/prevention (WAH, FLN) and training in the areas of children of alcoholics and children from dysfunctional families and subsequent associated behaviors (WAH). One school (CHE) needed to continue its progress toward creating a safe and supportive environment with workshop sessions to ensure academic staff awareness of these activities.

Schools must meet academic/accreditation standards regarding the number of certified counselors (RIV/OK, CHE). At one school (FLN), the student profile demanded a greater counselor-to-student ratio. Another school (RIV/OK) should consider personnel reassignment to deal with the problem of junior high school girls fighting. The counselor's office should be equipped with a telephone or other communication device (WAH).

Students needed to be involved in the development of their own personal development plans (FLN). Student strengths/weaknesses must be recognized in designing programs/plans (SEQ, FLN, RIV/OK, CHE). The school board should meet on a regular basis with the Associated Student Body and the role of the ASB should be clarified and strengthened in regard to governance issues, i.e. student policies (SHR).

There needed to be better coordination and cooperation between academic and homeliving programs to work on individual student needs. A follow-up study must be done to determine why students drop out (FLN). A solo parent program, designed to support students with small children, lacked resources and function (FLN). A parenting/survival skills curriculum needed to be implemented immediately with provisions to foster the growth and development of children (FLN).

Good student behavior should be recognized (CHE). A boys' honor dormitory should be opened immediately (SHR) with available space and staff in the girls' honor dormitory. Isolation rooms should be a last resort for disruptive students and policy regarding use of restraints must be reviewed (SHR).
VII. Home/School/Community Relations

Strengths

School administration was aware of need to reporting to parents and communities (CHE). Administrators communicated with parents through: monthly (SHR) or quarterly (RIV/OK) newsletters; through student report cards, deficiency notices and reports of achievement test scores (FLN), and through progress reports, infraction reports, the superintendent’s newsletter, Chapter I newsletter, and the school newspaper on a quarterly basis (WAH). Students were encouraged to write home on a frequent basis (WAH). A 1-800 number had been established for parents to call during the day (FLN, WAH). News articles about students’ achievements were sent to hometown newspapers (FLN, CHE).

School board members made an effort to keep parents informed of school events and policies and to keep the school informed of tribal and community ideas and concerns (SHR).

There were opportunities provided for parent input through surveys (WAH, RIV/OK), special programs, and special meetings (RIV/OK). Parents were made to feel welcome when they came to school to pick up students, at activities, or at holiday dinners (SEQ): One school (SEQ) had strong tribal and community support. Another (RIV/OK) made an effort to recruit parents and community members to volunteer to share their talents and expertise, especially in the area of native culture.

Administration at one school (SHR) had greatly improved the school’s image in the community and enhanced contacts and coordination with the state’s higher education system and area colleges (SHR). The community provided resources for activities and student incentive rewards (RIV/OK).

A coordinated program existed to help Chapter I students to improve their parenting skills (RIV/OK).

Areas Needing Improvement

To encourage the development of high expectations on the part of a community for its school, a coordinated, comprehensive public relations program was needed to invite media to special programs and constantly promote the students and school (CHE, RIV/OK). At one school (CHE), public relations needed to be given higher priority. The principal needed to delegate the task of creating a public relations program with timelines.
News releases on positive student activities and achievements should be prepared and distributed for publication in the students' hometown newspapers (WAH). A public relations video in the planning stages should be completed and utilized (WAH). And, there should be many opportunities for community involvement, i.e. meetings, surveys, committees (FLN).

Schools should increase the quantity and content of information going to parents on overall school plans, operations, curriculum, staff changes, and how they can support the school (SEQ). Parents needed to be told how they can contribute to school goals so students will feel greater parent support (FLN, SHR, CHE, WAH, RIV/OK). And parents needed to be kept informed of what is going on at the school, so that information can be used to communicate with their children (FLN). Schools can provide parents with information and training on parenting (SEQ).

More opportunities needed to be created for parent/community involvement through meetings, surveys, committees (SEQ, WAH, SHR, CHE, FLN). Contact needed to be made at least annually with representative parents by visit, phone, or mail to provide input into school policies, procedures, etc. (SHR). School board members needed to document information and input received from parents (SHR). A regular means for communicating with parents should be set up (WAH, CHE).

Procedures should be in place for making parents feel welcome and comfortable at schools (SHR, CHE, FLN) and parents who live nearby should be involved as volunteers, on curriculum and planning committees and in other ways (SEQ).

Schools should hold regular parent/teacher conferences (WAH, RIV/OK, SEQ) at least three times a year (SEQ), using mail and phone for parents living far away (SEQ). Schools should explore innovative ways of holding parent-teacher conferences -- over the phone, parent weekends, etc. (RIV/OK).

Report cards should be sent directly to parents (SHR, RIV/OK, SEQ) on a timely basis (RIV/OK) at regular intervals (SEQ), along with dormitory reports and other outcome reports (RIV/OK). Schools should maintain communication links with agencies in the student's home area to facilitate interagency support (WAH). Indicators of student progress should be sent to agencies as well (SHR).

Because parent surveys indicated a high need for more communication to the homes, communication with parents should not be limited to progress reports, infraction reports, newsletters, and the school newspaper (WAH). Early positive teacher-written comments to the home were strongly recommended, with initial notes to be sent within the first two weeks of school (WAH). Mailing labels should be maintained for all students' families with that responsibility being valued enough to become part of the teacher performance appraisals (WAH).
VIII. Instructional Leadership

Strengths

The principal or assistant principal was knowledgeable about BIA and state education regulations, policies and guidelines (WAH, RIV/OK, SHR, FLN). The principal understood various philosophies that are effective with Indian education (SEQ).

The principal had high expectations of staff and students (SHR, RIV/OK). The principal reported that a staff development plan was on file and utilized throughout the term (SEQ). A professional growth policy was in place and there were frequent inservice activities (WAH).

The principal (SEQ) or assistant principal and teacher supervisors (FLN) or supervisory personnel (RIV/OK) were visible throughout the school. Teacher performance appraisals were completed within timelines and according the regulations (WAH). Supervisory personnel encouraged open communication and accessibility to students and staff (RIV/OK). The principal frequently communicated school’s mission to personnel (SEQ).

Staff were supportive of and loyal to the principals (RIV/OK). The staff appreciate having regular staff meetings (FLN). At one school (SEQ), bi-weekly staff meetings were held with a focus on instructional issues and the principal sometimes involved students and staff in decision-making (SEQ). At another school (CHE), the department head had provided requested input into school’s budget building process.

The academic department head had formed committees suggested in 1991 report (CHE) and the teaching staff was beginning to see that the academic department head was the instructional leader in the school (CHE). At another school (WAH), an building level support team was active.

Safety and appearance concerns received needed priority (CHE, FLN).

The principal communicated well with parents, the board and the community (SHR). The principal had done an excellent job of ending the school’s academic isolation by upgrading the curriculum and creating partnerships with area institutions of higher education that were beneficial to students and staff (SHR).

Students were involved in mentor program provided by the tribe/Nation to enhance instructional programs (SEQ).
Areas Needing Improvement

The principal should learn more about Bureau/Grant education regulations/policies/guidelines (SEQ) and must be more active (SEQ, WAH) or extremely creative (FLN) in securing resources to enhance school programs and meet the great needs of the students (FLN).

A written teacher/staff evaluation plan and feedback process should be developed and disseminated throughout the school with a clear statement of what models or theories were guiding teacher evaluations and reviews (WAH). In another school (FLN), the staff evaluation process and appropriateness of criteria needed to be reviewed.

Assistant principals should schedule an adequate number of formal classroom observations each term and visit classrooms on a regular basis (RIV/OK). It was recommended that the principal involve himself in several formal classroom visits at one school (SHR) and in at least two formal classroom visits, in addition to the two informal visits already taking place, at another school (SEQ). Timely performance standards/appraisals should be prepared (SHR).

A coordinated staff development plan should be instituted based on the school mission, student outcomes, needs assessments and expressed teacher needs (RIV/OK). The principal should review and interpret standardized test results and other indicators of student success with faculty to enhance achievement increases (SEQ). On-site training should be held as much as possible with all staff present (RIV/OK).

The principal should lead in the development of appropriate student outcomes (RIV/OK), reviewing/interpreting student progress with faculty, and considering modifications based on the results (RIV/OK, SHR, WAH, CHE). Staff needed opportunities to develop high expectations of staff/students to motivate them (CHE).

There was a strong need to improve instructional leadership. Vacant academic administrative positions needed to be filled as soon as possible (SHR). At one school (RIV/OK), it was recommended that instructional leadership responsibilities be assigned to assistant principals along with adequate time to fulfill them.

Principals needed to be highly visible in schools (SHR, CHE), actively supervising teachers to the full extent possible, providing them with every opportunity to improve, and taking appropriate action if they don’t (SHR). Schools needed weekly meetings with subject area department heads (CHE). All academic staff needed to meet to address common issues once a month, with staff developing the agenda (CHE). The academic department head needed to follow-up to ensure timelines and schedules were met, including following-up with the curriculum committee (CHE).
There was a need to develop a system of academic administration to identify curriculum and instructional issues and insure internal compliance with policies and standards (SHR). Participatory management needed to be implemented to encourage effective, meaningful input of all stakeholders in decisionmaking, planning, and development (FLN, RIV/OK, SHR).

Administrators needed to have knowledge of instructional philosophies and recent research into teaching/learning styles, promoting those most effective with Indian students (FLN, WAH). Administrators must become leaders in acquiring this knowledge and instructional issues should be the focus of staff meetings (FLN).

Administrators needed to promote more staff development and training (FLN). Teacher inservice training needed to be a priority (CHE). Administration needed to formulate action plan that addresses teacher inservice for 1992-94. The inservice plan should be developed with input from all participants and should include planning, implementation and follow-up activities (CHE, WAH). The inservice activities should reflect needs assessment findings and academic needs and present a balance between humanistic and academic topics, as well as curriculum and instructional improvement, e.g. teaching strategies (WAH). The staff was also encouraged to receive training in cross-age tutoring, peer tutoring and cooperative learning practices before those strategies were implemented and all supervisory personnel should receive training in current clinical supervision strategies (WAH).

In particular, new staff should receive orientation regarding school policies/procedures/programs (CHE, SEQ, FLN), along with student/community information (SEQ) or student background/cultural information (FLN).

At least one school (FLN) needed to revise its mission for the administration so overwhelmed by crises with the students' behavior, that they do not focus on administrative functions (FLN). Another school (SHR) must aggressively seek active development as a comprehensive high school. It needed to develop post-secondary options for juniors and seniors in the area of vocational education or work and to develop partnerships with current feeder schools to allow for identification and recruitment of students to better meet student needs.

At one school (SHR), the BIA should require development of a master plan with goals, objectives, timelines, costs, identified student populations, and realistic staffing projections that the Bureau would negotiate and formally sanction. (The mission of the school and the vision of the leadership were divergent and this was affecting the ability of the school to meet the needs of the current population).

The academic and homeliving administration must work closely and cooperatively to meet the unique needs of the students (FLN).
IX. Administration

Strengths

Teachers (CHE) and administrators were certified for their positions (SEQ, RIV/OK, FLN). Staff turnover was low (FLN, RIV/OK) with an average teacher tenure of five (CHE) to ten years (RIV/OK). Teacher salaries were competitive with surrounding communities and there were a number of applicants for each position (RIV/OK).

Administrators (CHE) were dedicated and determined to have a good school. They were aware of a wide range of problems that must be solved and believed many positive changes had already been made (CHE). The principal expressed a willingness to make changes to improve the school climate and the administration had participated in conflict resolution sessions with union representatives (CHE). Administrators were working as a team and attempting to work in their scope of influence (CHE).

School policy handbooks were current (CHE, FLN, SEQ) and complete (SEQ). The Student Handbook and Rights and Responsibilities were current and complete (SHR). Faculty and students handbooks were distributed throughout the school (WAH).

School board meetings were held regularly (SHR, RIV/OK, SEQ) and were well-documented (SHR, WAH, RIV/OK) and well-attended (SEQ). The board received adequate information (SEQ). Members were concerned and supportive and played a significant role making decisions about the school (SHR). Agendas and minutes reflected school programs and needs (WAH).

Administrative, finance, personnel, and procurement staff knew Bureau policies and procedures (SHR, RIV/OK). The staff had years of experience and did a good job of record-keeping and facilitating in their areas (RIV/OK). At one school (CHE), the record-keeping was exceptional.

Budgets were programmed when advices of allotments were received (WAH). Budget and staffing patterns were generally congruent (WAH). Expenditure control methods provided accurate accounting of funds, i.e. daily reconciliations were made with the printouts (WAH). Administration had established a requisition log to ensure follow-up on requisitions (CHE). The administration did a good job of obtaining adequate fiscal resources available from the Bureau (SHR) and in seeking other resources, such as Title V and equipment repair money (FLN).
Facilities were clean and attractive within budget limitations (WAH). The facilities management work plan is well done and specific (SHR).

**Areas Needing Improvement**

Staffing patterns must be appropriate to current student support needs and student instructional levels and goals (SHR, SEQ). Administration must be knowledgeable regarding Bureau, Contract or Grant policies/procedures (SEQ, SHR, CHE). The administrative structure at one school (SHR) needed to be clarified and flattened to increase communication, accountability, involvement, and efficiency. (Current practice showed five levels of administration from the Principal to the teacher. Removing some of these levels would increase teacher empowerment, improve services to students and reduce disconnection between administration and staff.) The academic department head (CHE) needed to ensure that teachers were submitting homework assignments to dormitory personnel as required. The role of outside advisors should be clarified with input from staff so they can truly meet identified needs and enhance school improvement (SHR).

All vacancies in dormitory staffing should be filled and it was suggested that advertising for the positions be expanded to a wider geographic area to include institutions that offer counseling programs (WAH). Administration must be able to hire facilities management employees on a permanent basis/a BIA administrative problem (FLN). At one school (RIV/OK), as soon as the principal is hired, a retreat should be held to discuss and agree on roles and responsibilities of administrators and School Board, especially to assure that assistant principals were given adequate time for instructional leadership duties, such as teacher coordination, evaluation, and support.

The school board should have had a significant role in school decision making (FLN, SHR, CHE, RIV/OK). Board members needed to be involved in budget development so they understand and approve allocation of resources, e.g. realignment of staffing pattern (RIV/OK). The board must be kept fully aware of needs and must review program in depth (FLN).

Vacant board of directors' positions needed to be filled as soon as possible (CHE). Schools should implement a school board policy of staggered three-year terms to ensure Board continuity (RIV/OK).

If the Bureau is going to continue to use a distant “school board” to give direction to an off-reservation school (CHE), then funding needs to be provided to allow board travel to quarterly meetings on campus in order to ensure that staff will have access to board to communicate concerns.
Current and complete school policy handbooks must be developed and maintained (WAH, CHE). Faculty and student handbooks needed to be reviewed and re-written to make them easier to read, to correct grammar and spelling errors, and to model good writing skills, readable language, and attractive presentation (WAH). The military jargon used extensively throughout the program should be eliminated as it is not suitable to an education setting and reflects an archaic, paternalistic orientation (WAH).

Administration needed to ensure the best educational program possible with current funding (WAH, CHE, SHR, SEQ). Administrators needed to be given more access to the teacher selection process and to have the best teachers for the students (SEQ). The budget must be clearly delineated, including cuff accounts (WAH). There was a need to reconcile some positions reflected in budget which were not programmed (WAH). An expenditure control procedure must be in place (FLN, WAH) with good records to track expenses (FLN).

Administration needed to tap all available funding (FLN, SEQ), including tribal procurement process (SEQ), to obtain adequate textbooks, supplies, materials, and student activity money on a timely basis. Administration must work closely with county, state, federal and tribal social service agencies to secure resources for services for students and for those who leave (FLN).

Budget planning must include all department heads who must consult with their departments to propose budgets. Budgets for each department needed to be justified and the board needed to hear the justifications. Staff and students should have been consulted in the establishment of priorities designed to address problem areas (CHE). The principal needed to meet with department heads to discuss funding, to assist them in problem-solving techniques, and to help them understand the budget-building process/ justification. Department heads needed to be empowered to make decisions within the scope of their influences on budget and personnel (CHE).

There appeared to be a need for extensive team-building and team planning (WAH, CHE, SHR). It was recommended that this training be done by an objective external facilitator (WAH). The principal must lead a major study involving all the staff in reconsidering the school’s mission and possibly making major program changes (FLN). The principal (CHE) must draft a written plan to share decisionmaking, with deadlines for decisions by various representatives to impact the budget for 1992-93 school year. This action plan needed to be reviewed and revised with staff participation (CHE). Budget information should be shared with staff (CHE).
At one school (CHE), concerns in regard to notification needed to be addressed with the administration documenting that notification in a log. The administration also needed to take leadership in addressing complaints and communication concerns of the union. Writing in a timely fashion and insist that management/union concerns be discussed prior to filing of position papers. Local union leadership needed to discontinue sending out position letters prior to discussion of issues with management. This only created an atmosphere of distrust and solidifies resistance to change. Both the administration and union officers needed to review the process of school board selection and set times for staff access to the board. Board agendas and meetings announcements should be posted. All school staff meetings should be scheduled once a month with a written agenda. Department meetings should be held once a week after school hours with minutes taken and distributed to staff.

Audiovisual and other instructional equipment needed to be kept in working order, with someone on-staff strained in its maintenance, and there needed to be a centralized check-out system for the equipment (SEQ).
X. Residential Hall Standards

Strengths

Dormitories were in compliance with 62 BIAM standards (WAH) and met Bureau and state dormitory facilities requirements in square footage, including health rooms (RIV/OK). The dormitory areas and grounds were clean and well-maintained (SHR, FLN, SEQ, WAH, CHE).

Dormitory staff was adequate (SHR) or very adequate (SEQ). Six attendants were on duty during non-academic hours, three for boys and three for girls (SEQ). Staff appeared more than adequate given student numbers at time of visit (CHE). Work schedules were arranged to ensure optimum coverage when students were not in classes (SHR). Peak loads were addressed with additional staffing (CHE). The dormitory was administered by skilled individuals with the authority to ensure successful operation (FLN). The dormitory staff had trust in and was willing to work with the students (WAH).

Home living space was adequate (SHR). Halls were modern (CHE) and home-like (RIV/OK, CHE) with areas for students to study (CHE). Student rooms were spacious (SHR). With only two students assigned per room (SEQ) or to most rooms (SHR), there was more comfort and privacy.

Academic progress was reported to dormitory staff (CHE) and study times were used to assist students in the residential setting (SEQ, CHE).

The counseling staff was part of coordinated effort to serve the students (CHE). Supplemental programs were being developed and implemented: an Intensive Residential Guidance program (WAH, RIV/OK, SHR) that was well run, well documented and effective (RIV/OK); an AODA program (FLN); a Solo Parent Program (SHR) (its location in the girl’s dormitory was both compatible and complementary to the program); and the IHS’s Clarke Behavioral Center and Health Clinic programs (SHR). In addition, other resources and alternatives were available to students through the Bureau’s Pupil Personnel Services and the Guidance program (SHR).

Dormitories had well-written (RIV/OK) and applied policies and procedures (FLN, RIV/OK) published in staff and student handbooks (RIV/OK). Dormitory standards and policies and student responsibilities were published in the dormitory handbook (WAH). Student responsibilities included sharing the responsibility for cleaning and maintaining their rooms and home living areas (SHR). One school (CHE) had instituted a pass system to improve the sign-out system.
Areas Needing Improvement

Schools needed a written plan of operation for school banking program, leisure activities, housekeeping (SEQ, WAH, SHR, CHE, FLN), as well as a more efficient and accountable system for reporting/correcting hazards and/or maintenance problems (SEQ, RIV/OK). Playground equipment was in disrepair (WAH).

Schools needed written documentation regarding applicable standards pertaining to adequate staff/student ratios (CHE). At one school (SEQ), one person was both the dormitory director and IRG head. These duties should be divided into two FTEs so more time can be spent in both areas.

Communication between different branches of the staff needed to be increased and improved (WAH, CHE, RIV/OK). The residential department head needed to continue efforts to ensure communications and to work closely with other administrators in department head meetings to ensure dormitory concerns were discussed (CHE). The academic department head needed to follow up to ensure reports were made to dormitory staff (CHE). The security director and facilities management director needed to work together to assure that facilities work, transportation, and security were handled in a manner most beneficial to students (RIV/OK). Schools should develop procedures to reward, recognize, or commend staff for excellence or innovation (WAH).

Schools should have an ongoing, organized (RIV/OK) staff development/training plan (SEQ, SHR, RIV/OK) which includes on site training of present staff (RIV/OK). The BIA should be approached about coordinating this training for all boarding schools, as well as providing stipends for summer or vacation training (RIV/OK). The entire dormitory staff needed training to deal effectively with social and emotional problems of students (FLN). Dormitory personnel needed first aid training (SEQ). Qualifications for new dormitory staff should be increased (RIV/OK).

Counseling services must adhere to applicable counseling standards (SEQ, FLN). Additional counselors needed to be hired (WAH), including a dormitory counselor (SEQ). A comprehensive team-building and team-planning retreat was encouraged (WAH) along with more specialized counseling services (FLN).

A systemwide counseling plan to meet the needs of the whole student should be developed, with input from all staff. This plan should include provision for timely delivery of services and for greater integration of academic and homeliving counseling programs for students who need to draw upon both services (WAH).
More homey surroundings needed to be created in the dormitories (FLN, SEQ), e.g., use more pictures on the walls (FLN) and plan more attractive furniture for the boys' dormitory (SEQ), rather than present sterile environment (FLN). Whenever possible only three, rather than four, students should be assigned to a room (FLN). (FLN's residential program received a waiver because it does not meet minimum space footage requirements.) There should be greater consistency in the attempt to create a homey atmosphere; bedrooms in the boys' dormitory in particular needed to be personalized (WAH). One school (SHR) should consider the Cottage/Parenting concept for its Homeliving Units.

Dormitories should offer a variety of activities and materials including computer games, reading materials, ping pong, a stereo, bulletin boards, craft programs, woodworking, and organized intramural sports (WAH). Study hours and tutoring programs needed to be started in the dormitories (WAH). If necessary, schools should consider updating encyclopedias and making available more general reference materials to reinforce dormitory study time (SEQ).

A written description of the dormitory program should be included in the student handbook (FLN, WAH, SHR, CHE). Dormitories should have a written statement of purpose coinciding with the school's mission (RIV/OK). The dormitory program must be an extension of academic program, providing academic as well as personal support to students (FLN). Fireproof file cabinets should be purchased for dormitory records (WAH).

Schools needed to have written descriptions of supplemental programs (WAH, SHR, FLN). Coordination of support services should be clarified and strengthened with assessment of student needs and monitoring of student progress. The information should periodically be shared with parents and appropriate personnel (SHR). Inservice trainings requested by the staff -- on AODA methods, conflict intervention and physical restraints -- should be held (WAH). The Intensive Residential Guidance program should be enhanced through contact with academic process (SHR). One IRG program needed to be re-evaluated as to whether it is a supplemental service or providing the base program (FLN).

Schools needed to look at all resources including Chapter I, Special Ed, Foster Grandparents, volunteers, etc., to provide additional tutoring for all students who need it, to increase access to library/media services and to teach good study habits and skills. (RIV/OK). A Big Brother/Big Sister program might be instituted to provide more stability and support for students in dormitories (SHR). One school (RIV/OK) should meet with local IHS Director to secure full-time registered nurse or to develop a plan to meet the basic health needs of all students.
Administration at one school (SHR) should consider a major revamping of the student activities program, separating recreation/student activities from athletic programs in order to increase the priority of the former. The school should organize and implement more planned activities for the general student body, especially on weekends, to lessen alcohol and drug abuse. The school needed to commit additional resources, funding and staff to strengthen student activities program. Greater utilization of the swimming pool and the gymnasium should also be promoted (SHR). At another school (WAH), student activities should receive adequate advance planning.

One school (SEQ) needed a system of accountability that included attendance checks in the dormitory/school and systems for passes. That school may want to take regular hourly headcount of students and consider locking the dormitories.

At least one school (SHR) must address the high rate of attrition. Expulsions have been increasing and parent withdrawals are high. The school needed to review and carefully study the phenomena and then design strategies to address this issue.
BIA ACADEMIC STANDARDS COMPLIANCE

Wahpeton and Riverside Indian Boarding Schools met all standards.

**Standard I - Philosophy and Goals**

Chemawa Indian Boarding School needed to revise its philosophy and goals and needed $500 to mail the statements out to constituents for review.

**Standard IV - Curriculum Development**

Flandreau Indian Boarding School had no non-certified staff on its curriculum committee. This was still the case at the time of the validation visit.

**Standard IX - Secondary Instructional Program**

Sequoyah Indian Boarding School's science and home economics labs did not meet health and safety standards. The school needed $10,000 for its science lab and $15,000 for the home economics lab. This was still the case at the time of the validation visit.

Sherman Indian Boarding School had no driver's education course for students. It was not a state requirement.

Chemawa Indian Boarding School was not well-coordinated with feeder schools for the purpose of providing career direction. School officials cited a need for $25,000 to hire the necessary staff to do this; another $1,500 was requested to repair woodshop equipment.

**Standard X - Grading Requirements**

Chemawa Indian Boarding School did not have report cards signed and acknowledged by parents. A sum of $300 was requested to implement a card return procedure.

**Standard XI - Student Promotion Requirements**

Sequoyah Indian Boarding School had no policy regarding student promotions, but the school does follow state guidelines.
Standard XII - Graduation Requirements of High School

Sequoyah Indian Boarding School did not offer three units of math as required. The validation visit found more than three units were offered, but the school followed state guidelines in which only two were required courses.

Standard XIII - Library/Media Program

Sequoyah Indian Boarding School did not have 20 periodicals as required, but did at the time of the validation visit.

Sherman Indian Boarding School did not have a full-time library aide as required.

Chemawa Indian Boarding School needed $500 needed to purchase 12 more periodicals to meet the standard.

Standard XIV - Textbooks

Sequoyah Indian Boarding School had no textbook review committee; but one was established at the time of validation.

Sherman Indian Boarding School had no parent representatives on the textbook review committee.

Flandreau Indian Boarding School did not have parents or school board members represented on the textbook review committee. This was still the case at the time of the validation visit.

Standard XV - Counseling Services

Chemawa Indian Boarding School needed $65,000 to provide the required counselor/student ratio. The school was using the services of the psychologist and a health teacher to assist with the counseling load.

Standard XVI - Student Activities

Flandreau Indian Boarding School had not submitted a student activity plan to the Area EPA. This was still the case at the time of the validation visit.

Waivers

Flandreau Indian Boarding School has a waiver to follow South Dakota state regulations regarding the number of required instructional days (175 instead of 180).
Chemawa Indian Boarding School --

On the secondary level, the school stated a need for another counselor and for training for the present counselor. To meet the standard, either the present counselor must be certified or another counselor must be hired.

The school stated a need for more homeliving supervisors, additional dormitory aides, and tutoring services for the dormitory program. The cottage dormitories present a unique situation affecting numbers of staff needed.

Flandreau Indian Boarding School --

Homeliving/discussion groups for students needed to be held on a weekly basis, rather than monthly.

The school has a waiver regarding space requirements in dormitory rooms.

Riverside Indian Boarding School --

The school meets all standards.

Sequoyah Indian Boarding School --

The school meets all minimum standards.

Sherman Indian Boarding School --

In the homeliving program, necessary toiletry items were not made available to those students who were economically unable to provide for them.

Wahpeton Indian Boarding School --

The school met all minimal concerns. However, the validation team recommended that bedrooms in boys dormitories be personalized and that dormitories provide a variety of items and activities, including computer games, reading materials, ping pong, a stereo, wall posters, bulletin boards, craft programs, woodworking, and organized intramural sports.

It was also highly recommended that a study hour and tutoring program be established and that the school provide counseling services to students both in their academic and homeliving environments.
ORBS Exemplary Practices

In the course of evaluating Off-Reservation Boarding Schools, a number of exemplary practices were identified:

Instruction

At Flandreau Indian Boarding School, some teachers provide instruction based on recent research in teaching and learning and on information about learning styles of students. At Wahpeton Indian Boarding School, the science program is the highlight of the academic program.

Retention

Sequoyah Indian Boarding School has exemplary class completion rates, test scores have improved and the number of graduates has increased over the past three years.

Extended Learning Time

Chemawa Indian Boarding School offers night classes for those students who may need additional credits to catch up or to graduate.

Integration of Culture / Respect for Culture

Sequoyah has strongly integrated tribal culture into all curriculum areas and shows an overall respect for that culture. Students are well behaved and well disciplined and rate their teachers as fair, caring, and enthusiastic. Riverside Indian Boarding School’s practice of bringing community elders into the dorm for cultural activities, talks, etc., and the honoring banquet for these volunteers exposes children to culture and role models and to put values in practice.

Library

Wahpeton’s library and library related activities far exceed minimum standards and is closely integrated into the academic program. Flandreau’s library and library activities are exemplary.
Counseling

At Flandreau, efforts to improve counseling program are commendable, with an academic counselor at each grade level and an AODA and career counselor in the dorms.

Substance Abuse Program

At Riverside, the Charlie Jones Project assists students with chemical abuse behavior, poor academic achievement and attendance, and severely disruptive behavioral and emotional problems. Fully funded by the IRG monies, the program is designed for 14-18 year olds. It includes students with demonstrated problems and those voluntarily seeking help. It provides psychological tests and assessments, psychiatric evaluation, educational assessment, historic profile, cultural/spiritual assessment, and orientation. Services include AA/NA meetings, counseling, field trips, recreational activities, cultural activities, tutoring, nutrition, and health care.

Chemawa's drug and alcohol program is exemplary. Significant progress is being made to reduce drug and alcohol problems. The staff has a positive relationship with the IHS drug-alcohol staff.

Recordkeeping

Administrative support staff at Riverside is doing a good job of record-keeping and facilitating their areas, e.g. budget, procurement, personnel, and clerical. At Chemawa, recordkeeping is exceptional.

Staffing and Credentials

At Sequoyah, staff members are properly certified and assigned. A high percentage are Indian (4 out of 4 administrators and 20 out of 22 teachers).

School Board Involvement

The Sherman Indian High School Board is concerned and supportive and makes significant decisions about school policy.
Attitudes / Expectations

Riverside has a strong ability to involve the local community in providing activities and incentives for students. The overall behavior and attitude of the students is friendly and outgoing. Sherman's current administration has established partnerships with higher education and has strong desire to upgrade school.

Dormitories

At Riverside and Sequoyah, the overall climate and maintenance of the dormitories and their home-like atmosphere is excellent.
RECOMMENDATIONS

BASED ON SUMMARY REPORT

1. To create better boarding schools, there must be a more careful selection of administrators.

   a. Job descriptions must be redefined based upon school transformation models.

   There is a new population of students whose experience and needs differ dramatically from students 20 years ago. There is new research and documentation regarding learning styles most effective with American Indian students -- learning styles which teachers are just beginning to practice and implement in Indian boarding schools. These changes cannot be made with old-school administrators. Off-reservation boarding schools need change agents to help them meet these challenges.

   Our current educational systems are deteriorating because our schools are changing into high-risk institutions, but our administrative and instructional staffs are not keeping abreast of or ahead of the changes. Administration in all the many schools has become defined as crisis management. Administrators are often so busy putting out fires that they have little time to provide instructional leadership, management, and the vision needed to identify and promote changes that will enhance student learning. It is difficult for administrators to be proactive when they feel they are under siege.

   Many of our administrators, who were trained and competent to run old-style schools, are not trained or experienced in high risk institutions. To save our schools, the Bureau must seek out and employ administrators who already have a track record of positive systems change, as well as effective communication and management skills. These management skills must include the ability to foster teamwork, involving all educational stakeholders -- teachers, parents, students, community members, unions. They all need to have a voice in shared decision-making and shared governance. In some cases, this means providing the training necessary to enable those stakeholders to become effective decision-makers.

   There is a need for administrators with an awareness and appreciation of recent research into learning styles most effective with Indian students and who are also able to successfully encourage adaptation of these learning strategies into curriculums and classrooms.
And, as the number of students designated as needing Intensive Residential Guidance increases in all of our schools (it makes up a very high percentage of most boarding school populations), the Bureau must hire administrators who are skilled in working effectively with high-risk students.

b. Because our administrators are chosen by hiring boards, the board members themselves must be trained to understand and appreciate the need for selecting administrators who can serve as change agents in order to equip our schools for increasing challenges as they enter the next century.

This training should be done by objective agents who are also allowed to serve in advisory capacities on the hiring committees.

c. There should be full competition for administrative posts and advertising for candidates must be more extensive, covering a wider geographic area in the search for qualified, certified personnel.

There is a pattern of transferring troubled school principals from a hot-spot to another site where they create similar problems. The Bureau should end this practice of automatically transferring administrators in difficulty. There should be full competition for administrative posts and, although Indian preference is important, the primary qualifications should be experience, proven effectiveness and a positive track record of Total Quality Management.
2. To create better boarding schools, there must be team building and shared management involving all stakeholders in the educational process and outcomes.

Ken Taylor, Superintendent of the Sherman Indian Boarding School in Riverside, California, says we have to break the mold and start over with a new system of thinking. The old educational paradigm which was top-down hierarchy, with stratified levels of decision-making and autocratic rule, did not allow for input from those affected by the decision. The old on-line authority contributes to employee class distinction and alienation.

Our schools need to adopt a new philosophy of shared governance necessary for overall planning and improvement. The schools need to provide training to develop team building and team planning. Principals need to actively promote and encourage total involvement of all stakeholders to take part in making those decisions that will directly impact them, with the administration providing needed information in a supportive, respectful, positive relationship.

Principals need to empower the staff to set departmental goals and to make basic decisions that effect their departments. Administration and department heads need to be held accountable for departmental goals as they are delegated power to make basic decisions that effect their departments.

In addition, administrators needs to reorganize communications systems between instructors and homeliving staffs and parents and administrators and the community/tribe/Nation. Schools need to install 1-800 telephone lines for input from parents where those lines are not already in place.

Where management and union relations are an issue, both groups must work to establish mutual trust. Team-building and shared governance will minimize union-management problems because teachers, as problem-solvers, will become part of the management.

Administrators must abandon practices which foster a siege mentality or result in low morale creating lowered expectations and lowered student success rates. More must be done to create an environment where all workers feel purposeful and where teachers feel free and empowered and are happy, motivated, and productive.
3. To create better boarding schools, schools must define their purpose and limitations and then use these to follow a practice of selective admissions.

We need to review the policy of “taking all students no matter what.”

Currently, the boarding schools are being used as “a dumping ground” for high-risk kids, according to one official at the Santa Fe Indian Boarding School. Bob Jones, business manager of Flandreau Indian Boarding School, said “These are the high end of the high risk kids.” Off-Reservation Boarding School students have significant mental health problems (i.e., physical, sexual and emotional abuse, neglect, conduct disorders, depression, suicide attempts, dysfunctional families, grief, anger, addictions, victimization, racism, and gang violence), according to Jones. As a direct result, the students’ educational, social, and mental health development suffers.

Boarding schools admissions criteria need to be reviewed to resolve the divergence between the revised school mission/goals/direction and student population and the divergence between the abilities of schools to service their students and the needs of the highest of high-risk students.

Joe Abeyta, superintendent of the Santa Fe Indian Boarding School, says boarding schools do not have the funds or the resources to deal with the out-of-control kids -- kids who have been pushed out of public schools and who have become the pains of the tribal court systems. “Indian educators are telling a lie if we say we [alone] can deal with them, he says. “These kids need special treatment and focused help.... We as educators can’t do it -- we’re not equipped.”

A former teacher at Wahpeton Indian Boarding School said, “We’ve had troubled kids before, but now they’re endangered.” Wahpeton reported that various indicators and assessment tools (student interviews, discussions with social workers, on-site observations, students records, visits with home school officials, administration of the Adolescent Drinking Index, etc.), led the counseling staff to conclude that “at least 95% of our student population either come from homes where someone significant abuses alcohol or drugs or they themselves are using and abusing drugs.”

An official at another ORBS school indicated that, of 74 students total-sampled in a mental health assessment, 72 were found to be suicidal. At the same school, the tribal government moved its juvenile court facility onto the school grounds because it minimized the complications involved in transferring the many students between the campus and the court.
In a draft of his position paper "Off Reservation Education: An Alternative in Indian Education," Abeyta said: "... troubled teens ... manifest a myriad of behavioral and health problems. Normally such programs are staffed by mental health and other medical specialists. They are patient- or client-centered, usually intensive. They may involve an educational component, but normally their goal is to return the patient to a mainstream environment."

With limited specialized services, however, we hurt the highest risk kids instead of helping them. Abeyta said: "Because one of the principal objectives is to facilitate success, to build self-confidence and self-esteem, placing a dysfunctional person in a school setting in which he or she must compete with other individuals, fosters the negative behaviors and further deteriorates support including self-esteem and self-confidence, which are absolutely necessary for success."

"Moreover, the behavioral or coping skills of the dysfunctional person detracts from the other members of the group (school), drains the physical and psychic energies of teachers and staff and places the institution at risk," Abeyta said. "In our race to meet the needs of these students, we have lost sight of what we are, an educational institution. We fail to serve the dysfunctional student, his or her family and community, the courts, as well as the other students and our entire institution."

Ken Taylor, superintendent of Sherman Indian Boarding School in Riverside, California, said that boarding schools should not have to take extremely troubled students, but they do so because of pressure to raise enrollments, because administrators don't think they have a choice in which students they enroll, and/or because the BIA, agencies, or tribes are pushing troubled students on them. One school reported that an "honor" student sent by a BIA official turned out to be a drug pusher whose grades were Ds and Fs.

Mark Wilkerson, acting principal of the Theodore Roosevelt Indian Boarding School, calls the situation "real frustrating." He says we must "recognize their [the high-risk students] uniqueness and admit it .... Why aren't they in their local schools?... Let's own up to it -- they've been thrown away. Let's recognize it, admit it and look at expanded approaches and expanded funding."

Schools should consider plans to admit more heterogeneous student populations with highest risk IRG students being sent to alternative treatment centers.
4. To create better boarding schools, all staff need to be provided with on-going opportunities for staff development and in-service training.

More money needs to be allocated for the training and development of all staff. Currently, U.S. corporations spend more than 9% of their annual budgets on training and development, while American schools spend less than 1%. With that kind of an expenditure, how can we expect to bring about the systemic change needed to meet the needs of today’s students.

On-going development and training is essential to prepare staff to meet the unique academic, social, emotional, and health needs of residential students and to bring about the change needed to fully participate in shared management. Development should be based on a comprehensive needs assessment and staff requests.

Trainings for residential and instructional staff should include IRG behavioral management, discipline policies, crisis intervention, decision-making, and current research on instructional methods most effective with American Indian students. In addition to on-site training, selected staff members should be sent to observe successful models in their regions.

Administrative and instructional staff also need training in authentic assessment techniques, including experiential activities and group testing, which can be used as an alternative to criterion-related preference or standardized testing to measure unique cultural skills, native language and artistic abilities, survival skills and special strengths of American Indian communities.

In some schools, training also needs to be provided in curriculum development emphasizing process as well as content with scope and sequence delineated to appropriately address the school’s set goals and to identify and build upon students’ skills.

Staff development must provide opportunities and activities which serve to raise teachers’ expectations of students and encourage teachers to create exciting learning opportunities with cultural context and relevance to their students’ lives and future careers. Writing activities should be incorporated into the curriculum and every subject should offer students a chance to express themselves and validate their own backgrounds as a basis for learning.

High priority needs to be given school-wide to student morale as a reason for the high drop-out rate with changes made in school programming to increase retention.
5. To create better boarding schools, schools must upgrade the instructional and support facilities.

The schools need additional resources for repairs and upgrading of their physical plants. At one campus visited, huge chunks of the wall were gone and pieces of the 1920s tin ceilings had fallen to reveal leaking, corroded water pipes up above. Instructional areas must be made safe and functional. For instance, how can a chemistry lab function without running water and working gas burners?

School environments must be modified to minimize time off-task and lack of security. Administrators need to develop long-term plans for facilities improvement and management.

6. To create better boarding schools, dormitory facilities and personnel must be upgraded and improved.

Surroundings need to be more homelike (with wall decorations, upholstered chairs, rugs and carpets, etc.), rather than sterile environments. There needs to be some connection with the students' native culture(s). This can be done through the use of decorations, cultural artifacts, and donated items from the community.

Study areas should be established in the dormitories, separate from the television room, with adequate resources.

Where school dormitories are understaffed, adequate staff must be hired. All dormitory staff should be skilled and have sufficient knowledge of student educational, social and emotional needs. Staff must like and be actively involved with the students, and be able to motivate them.

Written policies and procedures should be in place, including procedures for handling emergencies. Adequate counseling services must be offered and should be closely coordinated with the academic counseling services. Schools must ensure the safety and security of all students, instituting positive behavioral management techniques, including student rewards through an honor system and honor dorms with increased privileges.

Wherever possible and whenever new housing is built, small units or cottages should be created to provide safe alternative nurturing home environments with reduced student/staff ratios. The staff should serve as surrogate parents, living with students in these units/cottages. Whenever possible, students of different ages should be grouped, be assigned family-type responsibilities, and be encouraged to care for one another.
7. To create better boarding schools, student activities must be revamped to assure active and positive use of leisure time, to keep television from dominating the lives of the students and to give students alternatives to leaving campus.

Student recreation programs should be developed separate from athletic programs with a wide variety of planned, organized activities, including those involving tribal members and incorporating the students' native culture(s). A variety of equipment should be available for leisure-time activities.

Homeliving programs should be developed to increase students' family life interaction and parenting skills, with boys as well as girls encouraged to participate in the parenting classes.

Schools need to build in evening study hours to extend learning time. This will require extended access to library facilities and increased resource materials in the residential dormitories. Dormitory programming should be coordinated with academic programming.

8. To create better boarding schools, adequate resources must be made available and the most efficient use must be made of those resources.

Adequate government monies must be made available to meet the increased needs of today's students. Even with the highest of the high risk students sent to alternate facilities, boarding schools still need to supply crisis intervention and therapeutic services to their students. In one state, therapeutic treatment centers currently spend $6,000 a month per child, while off-reservation boarding schools spend $6,000 a year (see attachment).

Administrators need to define key school needs with input from all stakeholders and then develop detailed plans to meet those needs on a timely basis. Administrators then must pursue all available sources of funding, including other agencies (state, county, federal) and tribes/Nations to provide for students' needs, using tribal fundraising expertise whenever possible in research and writing.

9. To create better boarding schools, administrators must stimulate the informed involvement of the School Board.

School board composition must assure representation of all students, including those from distant tribes. Board members must be trained in the benefits of systems change, in order to meet the needs of today's students and the challenges facing today's educators.
Therapeutic child caring institutions in Wisconsin have established the following 1994 rates for their services:

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<th>Child Caring Institutions</th>
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<th>Daily</th>
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<tr>
<td>*Eau Claire Academy</td>
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<tr>
<td>Family and Children’s Center</td>
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<tr>
<td>Homme Youth and Family Programs</td>
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<tr>
<td>Lad Lake</td>
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<tr>
<td>*Martin Center, Inc.</td>
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<td>Northwest Passage</td>
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<tr>
<td>Oconomowoc Developmental Training Center</td>
<td>5,364</td>
<td>176.35</td>
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<tr>
<td>*Our Lady of Charity Center, Inc.</td>
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<tr>
<td>(Family Programs)</td>
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<tr>
<td>Parsons House</td>
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<td>Rawhide, Inc. - Catch</td>
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<td>Rawhide, Inc. - Catch Plus</td>
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<td>Rosalie Manor</td>
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<td>*Willow Glen Academy, Inc.</td>
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<td>145.10</td>
</tr>
<tr>
<td>*Wyalusing Academy</td>
<td>NA</td>
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*Denotes proprietary status

The above information was provided by the State of Wisconsin Department of Health and Social Services/Division of Community Services.
"IN SUPPORT OF (THERAPEUTIC) INDIAN RESIDENTIAL SCHOOLS"

Paul Organ, MD
Child and Adolescent Psychiatrist
Phoenix Indian Medical Center
Phoenix, AZ
THERAPEUTIC INDIAN RESIDENTIAL SCHOOLS

STATEMENT OF PURPOSE

This initiative should represent a collaborative, coordinated and committed effort by the Bureau of Indian Affairs and Indian Health Services to support the efforts of American Indian students, families and tribes in transforming the remaining off-reservation boarding schools into therapeutic residential schools that are:

Clean, safe, structured and supervised,

Not only drug free, but also teach and promote healthy and productive adult lifestyles, attitudes and behaviors,

Maximize academic achievement and talent development,

And lastly, but most importantly, nurture and encourage students to become conscious of their ancestral identities, cultures, traditional values and practices; and aware of their connection and responsibility to Indian people.
IN SUPPORT OF (THERAPEUTIC) INDIAN RESIDENTIAL SCHOOLS

I. STATEMENT OF PURPOSE

II. PREFACE

III. NEED AND RATIONALE FOR THERAPEUTIC RESIDENTIAL INDIAN SCHOOLS

IV. CRITICAL ISSUES, QUESTIONS AND CONCERNS

V. RECOMMENDATIONS

VI. SUMMARY

VIII. (BIBLIOGRAPHY)

IX. (APPENDIX 1) PROPOSAL FOR A "THERAPEUTIC COMMUNITY MODEL" RESIDENTIAL SCHOOL
What is a Therapeutic Indian Residential School?

The choice of the word therapeutic as the primary descriptive adjective of this concept, proposal, and project is the result of one of the most significant "struggles" that occurred during the year and a half of meetings and discussions of the "Working Group on Therapeutic Indian Off-Reservation Boarding Schools" that transpired between September, 1992 and February, 1994.

Over an 18 month period representatives from the Bureau of Indian Affairs (BIA) and Indian Health Services (IHS), along with educational and psychological consultants, principals and school board members of the off-reservation boarding schools met to discuss the concept of "transforming" some (all?) of the existing off-reservation boarding schools into Therapeutic Indian Residential Schools.

The word therapeutic immediately connotes for most people the images of crazy and/or dangerous people and behaviors, psychiatrists, medications, therapy, therapists, social services agencies, clinics, psychiatric hospitals, etc.

In general, therapeutic is a word that most people associate with mental illness and/or a variety of "client/patient" interactions with "credentialled" professionals with various professional degrees, types of training and experience in dealing with emotional, social interpersonal and dysfunctional "problems and behaviors".

In its most positive connotation, therapeutic is applied to theories, techniques, interventions and individuals dedicated to enhancing and/or restoring mental health.
There was consensus (of the Working Group) that active and ongoing participation, involvement and accessibility of appropriately trained mental health professionals in all aspects of the student's residential and educational activities and experiences is the unique and critical aspect of Therapeutic Indian Residential Schools.

There was much discussion among participants of the working group about the appropriateness, meaning, necessity and implications of the word Therapeutic. Other descriptive words (holistic, wellness, healing, and others) were discussed and discarded due to variety of reasons and objections.

It was an understanding of the root of the word therapeutic that was the most convincing support for its use. The root of the word *therapeutic* means "to heal, at attend to, to minister to..."

After (despite) much discussion over the word, itself, it was agreed that the word Therapeutic best reflected our intentions and understanding that the true purpose of this initiative is to create a school that can attend to, minister to, and heal Indian students.

* It was the author's choice to put the word Therapeutic in parentheses( ) in the title of this document. The ultimate goal of this process and project is to make the word (Therapeutic) unnecessary and redundant.

INDIAN

The words Indian, Native American, American Indian/Alaskan Native will be used interchangeably throughout this document.

The word Indian is used in the title of this document with the acknowledgment that this is more due to convenience and familiarity, than a true appreciation of what Columbus meant when he wrote back to Spain in the 15th century, stating that the native people he found in this new (to Europeans) world were "In Dios", later Anglicized to Indian. Columbus stated that ..."the people were
in Dios, god-like, in the spirit of God". It is in this spirit that the word Indian is respectfully used.

One of the most poignant statements made during the meetings of the Working Group was "...the sole purpose of the BIA boarding schools has been to 'take the Indian out of the Indian'. What we need is a school that puts the Indian back into the Indian".
Replacing the word Boarding with Residential is a seemingly uncomplicated and logical conclusion that has profound implications.

The historical legacy and societal impact of US government funded and administered Indian Boarding Schools upon Indian people is one of shame, embarrassment, submission, abuse, assimilation, controversy and ambivalence.

Many of the problems that are widespread in Indian country today; alcohol, substance, physical and sexual abuse, dysfunctional parents and families, unemployment, illiteracy (in English and tribal languages), depression, helplessness, self-destructive and suicidal behaviors are felt by many Indian people to have been directly caused or indirectly fostered by US government-mandated boarding school attendance by Indian children for over 5 generations!

There are many knowledgeable and wise Indian people who feel that the "time has come for the boarding schools to close". There are also wise and knowledgeable Indians who believe that the boarding schools did (and can) offer a positive alternative and opportunity for many Indian students.

All of these individuals would agree that the old mission of the boarding schools (assimilation and conformity) must be replaced with a new mission that seeks to undo over 100 years of "mis-education" of Indian people and prepare today's Indian students for the 21st century.

Going from boarding schools to therapeutic residential school is a paradigm shift in the educational growth and development of Indian people.
The word school was left in the title of this concept, proposal and project as a clear statement and affirmation that the primary focus of these institutions is the "education" of Indian students.

By developing and integrating the physical, emotional, psychological, cognitive, social and personal growth and development of each and every student; and creating a safe, structured, supportive, challenging, caring and nurturing environment, the Therapeutic Indian Residential Schools will redefine existing definitions, standards and expectations of "education".
THE NEED AND RATIONALE FOR (THERAPEUTIC) RESIDENTIAL INDIAN SCHOOLS

To decide the future direction of an educational institution is to chart the destiny of a people...

Adolescent and school age children represent a significant segment of the Native American Indian population (>50%). The education, physical and mental health of school age Indian children and adolescents must become a major priority of all Indian people, tribes, communities and those government agencies that have a "trust responsibility" to meet these needs.

Direct observation, discussions with teachers and staff and statistical analysis have, and continue to, dramatically document that a significant ("easily >50") segment of the current student population attending the off-reservation boarding schools are HIGH RISK and close to 100% are AT RISK, according to current definitions and societal norms.

In many ways, the pervasiveness of various forms of abuse (physical, alcohol, substance, sexual, emotional, racial and cultural, spiritual historical and generational) among Native Americans suggests that most Indian children and adolescents are High Risk or At Risk.

However, the myriad of emotional, cognitive, psychological and behavioral problems that students "bring with them" to the off-reservation Indian Boarding Schools merely (starkly) reflect the predictable outcome of 500 years of physical, sexual, mental, psychological and spiritual abuse, neglect and systematic oppression.

Therapeutic Indian Residential Schools offer the opportunity to develop a new type of school that fills a significant void in the existing educational and mental health systems.
Currently, children and adolescents that have significant behavioral, psychological and emotional problems receive mental health intervention in the following types of "treatment" facilities and programs:

- Psychiatric inpatient hospital programs (short term)
- Residential psychiatric treatment centers (long term)
- Substance abuse treatment centers (short/long term)
- Juvenile Detention Facilities and jails (short and long term)
- Group Homes
- Foster Homes

In many of these instances, the child or adolescent is the only one (or one of few) Indian(s) in the setting. And rarely are these children or adolescents exposed to positive and productive Indian adult role models in "treatment" programs.

In each of these settings, the educational development of the child or adolescent is not a primary focus or concern. Mental health treatment facilities commonly provide the minimal classroom instructional time as needed to meet state educational requirements. In most cases, this translates into one or more teachers with Special Education certification providing the residents of the treatment program with remedial classroom assignments and homework ("busy work").

By going into "treatment", a child or adolescent usually risks a significant disruption of her/his academic development.

Many students at the off-reservation boarding schools are currently "classified" as, and receive services from, a myriad of programs and funding sources including:

- Mental Retardation (MR)
- Severely Emotionally Disturbed (SED)
- Developmentally Delayed
- Handicapped and Special Needs
- English as a Second Language (ESL)
- Exceptional Needs
- Special Education
- Gifted and Talented
- Learning Disabled (LD)
Teachers and staff at the off-reservation boarding schools (and at most public and private schools in America) report that it is becoming increasingly difficult to actually "teach" because of the widespread prevalence of disruptive behaviors and emotional/psychological problems of some (if not many) of their students.

In particular, many (if not most) teachers and staff report "not feeling safe" at their school. One of the most frequently heard comments from teachers is that "the students control the hallways, bathrooms and the parking lots". Physical violence, robbery, intimidating and threatening behaviors, hand guns, gangs, drugs, alcohol and poverty make many schools unsafe and incapable of supporting or nurturing academic and personal growth and development.

Discussions with staff and teachers at the existing off-reservation boarding schools overwhelming substantiates the following "profile" of many (">50%") of current students at their boarding schools:

"not wanted by, or unable to function within available family and/or community"

"at least 2-3 grade levels behind in math and reading skills, but a really bright student in a lot of ways"

"low self-esteem, poor motivation and uncommunicative"

"either has alcohol/drug abuse problem or has been negatively impacted by a family member's alcohol/drug abuse problem"
As a result, more and more students are being referred by schools for mental health and social services intervention, including residential treatment.

* Of note is that a SIGNIFICANT AMOUNT OF TRIBAL, BIA AND IHS MONEY is currently being expended to place Indian children and adolescents in these types of treatment facilities, "out of their homes and communities and off of the reservations".

In short, most schools are not able to meet the mental health needs of their students AND most mental health treatment centers are not able to meet the educational needs of their clients/patients.

We have reached a critical stage in the evolution of the American educational system. As families, communities and other social institutions are becoming increasingly unable to meet the educational and developmental needs of its children and adolescents, the necessity for residential settings which can effectively address educational and developmental needs and concerns will undoubtedly increase in the near future.

Indian students deserve the option of attending Therapeutic Indian Residential Schools.
DISCUSSION OF CRITICAL ISSUES, QUESTIONS & CONCERNS

1. What is the trust responsibility of the US government to the Indian people, particularly the children and adolescents in the off-reservation boarding schools?

2. Is there a special role for "off-reservation" boarding schools within Indian education in the 21st century?

3. How will the involvement and participation of parents, families and tribal communities in the design and operation of the therapeutic residential schools be optimized?

4. Is becoming a "therapeutic" Indian Residential School an "enhancement and expansion" of existing programs or a comprehensive transformation of how student (and staff) education and development is designed and implemented?

5. Are therapeutic Indian Residential Schools a cost-effective method of meeting the needs of Indian students?

6. Will it be possible to implement a "therapeutic" model and process under existing BIA rules, guidelines, restrictions?

7. What is the role(s) of Indian health Services in providing mental health consultation, direct services, research administrative assistance to the Therapeutic Indian Residential Schools?
RECOMMENDATIONS

1. Taking and successfully completing a course in the history of Indian people in North America (pre and post Columbus) taught by Native American instructors be a requirement for ALL students and staff at the Therapeutic Indian Residential Schools.

2. Native Americans currently serving in the various branches of the United States armed services be allowed and strongly encouraged to fulfill their military obligation by teaching and working at the Therapeutic Indian Residential Schools, particularly those individuals with expertise in the areas of physical fitness, self-defense training, communications, computer technology, electronics, engineering, organizational and management skills.

3. The Therapeutic Indian Residential Schools should receive appropriate funding for a year-round educational and residential program, facilities and staff and should focus their student identification and selection efforts on specific geographical regions (particularly those within close proximity to school).

5. Therapeutic Indian Residential schools should conduct appropriate assessment of students prior to admission, including obtaining a clear commitment from the student (and family, if available) to actively participate in both the educational and residential programs and abide by the school's rules and code of conduct.

6. Roles and functions of existing programs within boarding schools (Special Education, Title I, IRG, Gifted and Talented, Severely Emotionally Disturbed, etc.) be integrated (subsumed) into the overall "therapeutic" educational and residential program.

7. Becoming a "contract" school within BIA (or "privatizing" the operations under tribal self-determination) should be a prerequisite to becoming a Therapeutic Indian Residential School.

8. Schools wishing to become Therapeutic Indian Residential Schools should restrict their populations to < 150 students during the transition phase of the project.
SUMMARY

Transforming the Indian Boarding Schools of the past into Therapeutic Indian Residential Schools for the future is not a task or project to be (under)taken lightly, nor without sufficient resources and time.

The individual and institutional commitment to redefining and redesigning the commonly accepted definitions and practices of "education" to include the "therapeutic" development of Indian students will be the determining factor in the success of this effort.

Becoming a Therapeutic Indian Residential School is not a piecemeal, superficial change in policies and behavior(s). It is a fundamental transformation in the way a student's "education" is conceptualized, implemented, institutionalized and internalized.

In the final analysis, the single, most convincing and powerful reason for the boarding schools to continue to exist, as Therapeutic Indian Residential Schools is the long term, potential value to Indian People of the community of tribal elders, students, families, staff, (coming together with) knowledge, skills, training, relationships, friendships; resulting in "insight acquired through shared experiences and understanding" that will be nurtured and evolved over time.
August 19, 1994

BY MESSENGER

The Honorable Daniel Inouye, Chairman
Committee on Indian Affairs
United States Senate
Washington, DC 20510

Dear Senator Inouye,

As Chairman of the Provisional Committee on Native American Child Health (PCONACH) of the American Academy of Pediatrics, I am writing in regard to the current status of the Bureau of Indian Affairs' "off-reservation residential schools" (ORRS). If possible, we would appreciate it if this letter were made part of the record of the Committee's June 10, 1994, hearing on this topic.

In our site visits to Indian Health Service Areas, we have on several occasions visited and heard about the ORRS, which have an importance beyond that reflected by the number of children and adolescents attending them (2623 students in seven schools, according to Dr. Tippeconic's testimony to your committee).

These schools have such a disproportionate importance because they often provide a last chance for children and adolescents who have problems too difficult for those on their home reservations to handle. Your committee has heard the testimony from Dr. Tippeconic and from Dr. Scott Nelson, of the Bureau of Indian Affairs and the Indian Health Service, respectfully, describing the multiple problems confronting these children by the time they reach the ORRS door.

Due to the importance of making this "last chance" successful for many of the ORRS's students, a disproportionate share of resources should be allocated to these institutions. We believe that providing high quality, labor-intensive, and comprehensive educational, emotional, and medical support for these students will be cost-effective in the long run; unsuccessful attempts at helping these children will consign many of them to lives of violence, substance abuse, and mental illness that will end up being very costly for them, their families, the Bureau of Indian Affairs, and the Indian Health Service.
Our visits to the Sherman Indian School in Riverside, California and the Chemawa School in Salem, Oregon, and our discussions about the Riverside School in Oklahoma and the Pierre School in South Dakota, leave us concerned that much work still needs to be done to make these schools fully responsive to the needs of their students. Nevertheless, we concur with the witnesses who rejected the possibility of closing the schools, because to do so would be to deny needy adolescents what may be their last opportunity for help in building better lives.

Strengthening the schools' abilities to work with their student bodies would be a much better course of action. The areas that we have seen as most in need of reinforcement are the dormitories and mental health clinics. The dormitory staffing in the schools we visited seemed quite inadequate. It appeared that the residential staff were able to serve only as policemen, rather than as advisors, counselors, and true parent surrogates able to instill pride in the students under their supervision.

Mental health efforts differ from one school to another, but seem inadequate in each of those with which we are familiar. It appeared that little is done to obtain a comprehensive picture of a child's disabilities, problems and strengths when he or she enters the school and that there is little preventative mental health care available when nascent or well-developed problems are identified. It is known that many of the students of the ORRS have learning problems, family problems, substance abuse problems, and severe behavior problems. Disproportionate funding for mental health services should be considered essential when dealing with these complex issues.

Our recommendations include the following:

1. The ORRS should be considered a permanent part of the educational and treatment facilities made available to Native American youth, and they must be strengthened.

2. An adequate intake assessment should be made of each student's emotional, physical, and educational problems and capabilities, and the assessments should be updated frequently.

3. There should be significant financial support to maintain a high ratio of residential advisors to students, as these staff members are crucial to the success of the schools and their pupils.

4. Mental health support for the students should be well-conceived and proactive, rather than haphazard and reactive. Mental health staff should be trained to address the special needs of disadvantaged Native American children away from home, family, friends, and culture.
We hope that Congress will be able to find resources to be brought to bear for these children. Their well-being, and the well-being of their communities depend on it.

Sincerely,

Lance A. Chilton, MD
Chair, Provisional Committee on Native American Child Health