

TO: Mike Cohen

FROM: David Beaulieu
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DATE: 11/25/97

SUBJECT: American Indian Education
Suggested Areas for Support and Development

Attached are ideas and proposed solutions identified to respond to the following areas:
Infrastructure, Technology, Low Reading and Math Scores, Post-Secondary Preparation,
Research and Statistics, and Early Childhood Education.

BIA School Construction and Repair

Background

The Bureau of Indian Affairs (BIA), Office of Indian Education Programs (OIEP) funds 185 school systems across 23 states that provide K through 12 educational programs to 51,000 American Indian students. The 185 Bureau-funded schools encompass 2,298 separate facilities, 25% which are more than 50 years old, 50% are more than 30 years old and 3% are more than 100 years old, reflecting significant operational and new school construction needs. The majority of Bureau-funded schools are located in remote, isolated and economically depressed areas of the country compounding the problem of inadequate operation and maintenance funding to maintain the schools within health and safety standards and to slow the deterioration of the facilities. These unmet needs are exacerbated by large increases in the Indian student population, resulting in overcrowded or makeshift classrooms. In fact, 40% or 20,000 of our students are housed in portable classrooms. Bureau-funded schools are entirely dependent on the federal governments for basic services including infrastructure development. All Indian reservation land is held in trust by the federal government for the tribes and cannot be taxed by state or local governments, eliminating revenue to float a bond or borrow money for school construction.

The Facilities Management and Construction Center (FMCC) located in Albuquerque, New Mexico, is responsible for the operation and maintenance, repair and construction of Bureau-funded schools. The current FMCC process for repair and new school construction takes an average of seven (7) years to complete. The national average for public school systems to complete repairs or new school construction is 2-3 years. Tribes and BIA-funded schools that have utilized P.L. 93-638 construction contracts or P.L. 100-297, as amended by 101-301, construction grants have completed new school construction projects in less than 2-3 years.

The Bureau's backlog of needed facilities repair and new school construction is estimated at 800 million dollars as of January 1997. The current need to complete the eight (8) schools remaining on the new school construction priority list, alone is 126 million dollars.

Budget

	FY 1998	FY 1999 Request	Need
New School Construction	\$19,200,000	\$20,800,000	\$126,000,000
Facilities Improvement and Repair	\$32,179,000	\$34,179,000	\$674,000,000
Total:	\$51,379,000	\$54,979,000	\$800,000,000
Operation and Maintenance: (annual recurring program)	\$74,628,000	\$76,628,000	\$106,098,559
National Facilities Assessment			\$20,000,000

Solutions

- 1) Establish a Facilities Tribal Advisory Board appointed by the tribes with staff support from OIEP to advise the Directors of FMCC and OIEP on school construction and maintenance needs, policy, priorities and operations.
- 2) Work with the Department of the Treasury, Office of Management and Budget and Congress to establish a national Indian bonding authority for Bureau-funded schools. X
- 3) Re-engineer the FMCC into a technical support center or regional centers to assist Education Line Officers, BIA-funded schools and/or tribes in directly granting construction projects through P.L. 100-297 as amended by P.L. 101-301, or through P.L. 93-638. (cat)
- 4) Change the existing FI&R and new School Construction priority setting process to a single process (National Facilities Assessment) that assesses and ranks all existing 185 Bureau-funded schools based on their condition. Once ranked, those schools ranked in the worst condition and that are not economically feasible or in the government's best interest to renovate, should be added onto the Replacement School Priority List.
- 5) Increase the set-aside for BIA schools from 1.5% to 10% in the pending Dashle-Mosely-Braun legislation for school construction and incorporate facilities improvement and repair in the bill language.
- 6) Seek an appropriation for new school construction to fund the remainder of schools on the Secretary's school construction priority list.
- 7) Seek sufficient appropriations in the Facilities Improvement & Repair program to accomplish needed repairs, with the goal of eliminating portable classrooms.
- 8) Seek an appropriation to sufficiently fund the operation and maintenance program for Bureau-funded school facilities.

White House Action

- 1) Support the establishment of the Facilities Tribal Advisory Board.
- 2) Support the establishment of a national Indian bonding authority.
- 3) Support the direct funding of tribal grants for planning, design and construction of schools.
- 4) Support the funding for a current national assessment of Bureau-funded schools to determine and prioritize the repair and construction needs of all 185 schools.
- 5) Support a 10% set-aside increase for BIA-funded schools in the pending Dashle-Mosely-Braun legislation.

- 6) Support increases in appropriations for new school construction, facilities improvement and repair, and operation and maintenance costs in the FY 1999 budget and beyond.

BIA Technology Initiative

Background

OIEP's Access Native America Reinvention Lab, a NPR project, plans to connect all 185 Bureau-funded schools to the Department of the Interior's Internet backbone system by the end of the year 2000. The goal is to have Internet access in every classroom, school office and library. We have leveraged this initiative through a variety of funding sources including: funds from the OIEP school statistics initiative, 19 schools participate in the Technology Innovation Challenge Fund (4 Directions Project), 13 schools participate in the Technology Literacy Challenge Fund (TLCF), and the remainder use local school funds such as ISEP, Goals 2000 and ESEA for technology. To date OIEP has fully connected fourteen (14) schools, with eleven (11) more coming on board within the next sixty days. It has also wired 60 schools which await connectivity. This effort uses existing funds that are already insufficient to meet the educational needs of Indian students.

In addition, current funding is not sufficient to cover technology and distance learning costs such as staff training, hiring the additional staff members needed to maintain the new school networks, or to buy a sufficient amount of modern multi-media computers capable of reaching the Internet. National studies such as the Rand Report suggest that for schools to reach full potential for technology, they need to invest between \$300 and \$500 per student yearly. Many states, such as Iowa, have enacted special technology initiatives to fund school technology. These states provide extra funds for infrastructure, teacher training and extra personnel. Bureau-funded schools do not have access do not have access to these funds, nor is there any special appropriation from Congress to cover such costs. The E-rate also offers promise to help the nation's schools with discounts to pay for connectivity, wiring, and technology infrastructure. However, it is not yet clear whether Bureau-funded schools are eligible. In a sampling of the 48 schools that submitted applications for the TLCF grants, 50% of the computers in schools are more than five years old and only 10% are capable of reading the Internet.

Budget

	FY 1998	FY 1999	Need
Technology Infrastructure and Hardware	0	0	\$7 million annually
Classroom Technology Implementation	0	0	\$14 million annually

Solutions

- 1) Seek and obtain yearly ISEP add-ons (\$400 per student) to help BIA-funded schools with technology costs.
- 2) Seek new funding earmarked for Tribally Controlled Community Colleges and Universities to provide teacher training for BIA teachers.
- 3) Seek legislation to insure that BIA-funded schools are eligible for the E-rate.
- 4) Increase the set-aside for BIA from the Technology Literacy Challenge Fund from .65% to 2%.
- 5) Expand on partnerships with U.S. Department of Education, National Science Foundation, and other federal agency programs on using technology in the classroom, and gathering curricular ideas and models.
- 6) Develop partnerships with private industry to provide resources to BIA-funded schools.
- 7) Develop and disseminate a comprehensive technology plan for all Bureau-funded schools.
- 8) Disseminate information to Indian communities and schools educating Indian students on LAN and WAN standards to insure quality standards are met.
- 9) Work with the Office of the Vice-President to stage a national NET Day event and/or with a Bureau-funded school.

White House Actions

- 1) Support an increase in BIA/OIEP appropriations and/or submit legislation to create a yearly fund for technology in BIA-funded schools.
- 2) Submit and/or support legislation to insure BIA eligibility for the E-rate, and/or intercede with the FCC to insure that BIA-funded schools are eligible for the E-rate and that OIEP can submit a single application on behalf of the 185 BIA-funded schools.
- 3) Support a revision to Title III of the Improving America's School's Act (IASA) to increase the BIA-funded schools' set-aside from .65% to 2 %.
- 4) Initiate meetings with other federal agencies and OIEP to establish new or expand existing partnerships.

- 5) Direct other federal agencies to provide equipment, manpower, and training to Bureau-funded schools.
- 6) Issue an executive memorandum that would allow BIA to solicit funding from private sources for technology needs.
- 7) Participate in Net Day activity with BIA, corporate partners and non-profits to cable and connect a single OIEP agency location.

Public School Construction and Technology

Background

All Indian reservation land is held in trust by the federal government for the tribe and cannot be taxed by state or local governments. Most local school construction bonds are paid back through property tax assessment. A local state public school district that has a large portion of federally owned land not subject to tax cannot float a bond or borrow money for its public schools because it has no revenue stream with which to pay back the money it borrows. Therefore, school districts that are composed primarily or entirely of Indian lands are not able to float construction bonds to finance school renovation and replacement. The National Indian Impacted Schools Association recently surveyed its membership to assess the extent of construction needs, and found that 23.4 percent of these districts had never issued a bond.

Solutions

- 1) Through the Impact Aid program, provide a specific appropriation for school construction for school districts educating American Indian learners residing on Trust-status, tax-exempt lands. Representatives of the Indian Impact Aid Association, the Navajo Tribe and school districts within the Navajo Reservation have requested funding for construction under Section 8007 of P.L. 103-382 at a level not less than \$100 million per year. This funding would provide grants to LEAs which could be used either for direct construction or for debt service on a bond. Approximately 140 school districts serving Indian lands would receive a share of these funds.
- 2) Increase the Impact Aid basic support appropriation above 1997 level. While Basic Support Payments are intended for maintenance and operation costs, school districts are also permitted to use these funds for capital expenditures and construction.
- 3) Increasing Impact Aid Basic Support Payments is also a potential solution to this problem. The National Association of Federally Impacted Schools recently surveyed its members about how they would use increases in Impact Aid, and one of the most frequently mentioned items cited by these school districts was technology.

Low Reading and Math Scores

Background

The 1994 National Assessment of Educational Progress (NAEP) showed that more than 50 percent of Native American 4th graders scored below the basic level in reading proficiency, compared with 42 percent of all students. The 1992 NAEP Assessment showed that 55 percent of 4th grade Native American students scored below the basic level in mathematics, compared with 41 percent of all students.

There are two major approaches to teaching children to read and do mathematics, a skills-based approach and a meaning-based approach. The literature regarding improving the skills of Indian students in these areas has consistently called for making the instruction as relevant as possible to the lives of the students, utilizing the meaning-based approach. For 25 years, from 1965 until 1990, the nation emphasized the skills-based approach, primarily through the Federal Government's Title/Chapter I program. In about 1990, the government began promoting a meaning-based approach because it is being used with success in other countries and it emphasizes more difficult content.

Schools are now implementing this approach as a part of the nation's reform effort. Utilizing a meaning-based approach does not mean that skills won't be taught. It means that teachers must be highly skilled and be able to teach skills through utilizing the students' own real-world experiences rather than relying on skills worksheets which have no relevancy to real life. To implement a strong meaning-based approach to teaching reading and mathematics, teachers must be retrained and must strengthen their own skills since they will have to teach skills in context. Teachers will have to utilize students' everyday experiences as the basis for instruction and then lead them to broaden their experiences and vocabularies. The level of congruence between the Indian community served, the perspective reflected in the curriculum of the school, the languages supported in the school, and the culture of the school, all influence whether Indian students develop intellectually, socially, spiritually and culturally. In other words, how well they do as adults.

Presently, teachers of Indian students are not prepared to teach with a meaning-based approach. There is also a need for principals who are knowledgeable of educational reform strategies that are effective with Indian students. And, because different types of schools serve American Indian learners within the same reservation communities, there is a need for education standards that are congruent for all types of schools and reflect the needs of Indian learners. A strong parental involvement component is likewise necessary as parents model reading for children and read to them to emphasize the importance and value of being able to read.

Solutions

- 1) Build a consortium of Indian Education Demonstration sites. The selected elementary and secondary schools will be expected to include each of the following elements in their comprehensive education plans:
 - A clear set of performance standards for the school that are congruent with the community served, and established in partnership with that community.
 - A curriculum and instructional program designated to meet those standards that build a strong educational technology component.
 - A teacher training effort that incorporates the best practices identified by research on learning, cognitive development, and pedagogy.
 - Partnerships with the Drug-Free movement, Family Literacy, pre-school programs, and other supplementary support programs offered by the U.S. Department of Education.
 - Consolidation of federal, local, and special funding (e.g. Title I, Title VII, Title IX, Impact Aid, Handicapped, Goals 2000), and philanthropic support that might be provided.

The Consortium idea has been planned to include five to ten schools. We are asking for support from the Kellogg Foundation. This idea could be significantly expanded through the inclusion of Indian Education Demonstration Sites in the Fixing Failing Schools initiative.

- 2) Strengthen Title IX through strengthening the comprehensive planning requirements, including the recognition of the special education and culturally related academic needs in other federal programs. Increase the appropriation for Title IX, recognizing the comprehensive needs assessment and planning requirement of the program. Require states to uniquely consider the needs of American Indians in their consolidated plans.
- 3) Set aside a proportion of funds in Title I specifically for schools with high concentrations of Indian students who fail to demonstrate adequate yearly progress. This will enable these schools to develop programs based on research-based models that work.
- 4) Consider changes in IASA which would require states to develop a comprehensive plan for the education of American Indians based upon parental and tribal input which recognizes the special educational and culturally related academic needs of

American Indian learners. Plans should describe how schools and school districts educating high concentrations of American Indians are included in Title VI, At Risk, Professional Development, Eisenhower Science and Math Program, and Goals 2000.

- 5) There are a number of programs which are authorized but unfunded in the Indian Education Act which can be used specifically to address the issues identified. These include the demonstration program which can be used to provide mentoring career education and other dropout prevention related efforts, adult education to provide for high school equivalency opportunity, and the fellowship program to provide opportunities to go on to post-secondary education.
- 6) Ensure that the BIA receives all Department of Education funding that would assist in improving reading and math achievement, including a massive teacher retraining effort, such as any funding which might be available as a result of an America Reads initiative or Reading Excellence Act.
- 7) Provide a special appropriation for retraining of teachers in BIA-funded schools. The FY 1998 budget for state (OIEP) activities for teacher training in reading and math is \$227,000. That amount only allows for teachers from 34 schools to be trained. The FY 1999 budget and program will be similar. The cost to train teachers from the rest of the BIA-funded schools is \$650,000.
- 8) Create a principals' academy to give opportunities for administrators at schools with Indian student populations to share their experiences with their colleagues and to learn of school improvement strategies.
- 9) Provide an appropriation for Sec. 9122 ESEA as amended Title IX, Professional Development, to promote the creation of undergraduate and graduate fellowships and educational professional development programs.
- 10) Provide for an Indian set-aside and allow for Tribal College eligibility within Title V of the Higher Education Act, which focuses on the development of teachers for high poverty rural and urban areas.
- 11) Provide an appropriation for Sec. 9131 ESEA as amended Title IX Improvement of Education Opportunities for Indian Adults, to target parents.
- 12) Create collaborative opportunities for tribal governments and state public school districts to develop appropriate standards and assessment strategies for American Indian learners, focusing in particular on reading and math. (Note: See Intergovernmental Complexity Recommendations 1-5.)

White House Action

- 1) Support the inclusion of the BIA system in all Department of Education funded programs.
- 2) Support the provision of a special appropriation for teacher retraining to improve reading and mathematics skills of Indian students.
- 3) Support appropriations to Sections 9122 and 9131, ESEA as amended and Title V of the Higher Education Act.
- 4) Promote meetings of federal, state, and tribal partners to focus on long-term academic improvement community-wide and nationwide.
- 5) Continue to champion the America Reads Challenge and similar initiatives, such as Rep. Goodling's The Reading Excellence Act, ensuring that BIA-funded schools are included in all reading improvement subgrant provisions of new legislation, and no unfunded Indian Education Programs are eliminated.

Post-Secondary Preparation

Background

Surveys of American Indian student views of why they left school indicate that they felt pushed out of school and mistreated by teachers and administrators. Students spoke of dissatisfaction with school, feelings of mistrust and alienation, academic difficulties and the importance of family responsibilities, which often required students to leave school to work at home or get a job. Oppressive school policies and poor school climates were also important reasons for leaving school.

American Indian students who left school rejected the schools' academic offerings as dull and unconnected to their lives. This did not mean that youth left school because the content was not subject-specific enough to American Indian culture; rather school was not perceived as an avenue to obtain the knowledge or skills they desired. Students saw emphasis on basic remedial or vocational tracking in high schools as limiting their opportunities. Students acknowledged parental and home support; however, problems with school were equally as important. Though pregnancy is often cited as a major reason why female students drop out, schools have not accepted the birth of a when considering strategies for high school completion (Deyhle, American Indian education).

The Bureau of Indian Affairs indicates a yearly dropout rate of 14%; this figure defines students in grades 9–12 that leave school and do not enroll in another school during that year. The Indian Nations at Risk Report indicated a 36% dropout rate as the percentage of 10th grade Indian students nationwide who later left school. At the same time, Indian students are not entering and finishing college as they should be. American Indian students have among the lowest high school and college completion rates in the nation. American Indian students have the lowest rates of returning to eventually complete high school or an equivalent program. Approximately one-half (54 percent) of the schools with high concentrations of American Indian learners offer college preparatory programs as compared to 76 percent of the schools with few (less than 25 percent) Native students enrolled.

The national reform effort promotes making instruction meaningful to the lives of the students in order to increase their interest and their skills and to teach more difficult content. A meaningful school to work approach is very viable for students who are at risk for dropping out. Project-based learning, in which students study and pose solutions to community problems, is a form of meaning-based instruction. Bureau-funded schools are implementing new, more challenging content standards which will better prepare students to enter college. However, teachers of Indian students are not fully prepared to teach more challenging content and particularly, to make their instruction meaningful to students. Further, many non-Indian teachers in the Bureau system do not believe that Indian students can do college preparatory work. Two-thirds of the teachers are non-Indian.

Solutions

- 1) Explore changes in Federal policy affecting Impact Aid to school districts which would enable, through changes in the assurance statement or parent and tribal input and/or the development of Federal priorities, more focused investment in school districts educating American Indian students consistent with standards-based reform. Increase or target the additional dollars given to Indian Impact Aid school districts for these purposes.
- 2) Strengthen Title IX through strengthening the comprehensive planning requirements including the recognition of the special education and culturally related academic needs in other federal programs and increase the appropriation for Title IX recognizing the comprehensive needs assessment and planning requirements of the program.
- 3) Set aside a proportion of funds in Title I specifically for schools with high concentrations of Indian students which fail to demonstrate adequate yearly progress to enable these schools to develop programs based on research-based models that work with Indian students similar to Obey-Porter plan for competitive grants to school districts that draw on federal Title I funds for At Risk Youth..
- 4) Fund the numerous programs which are authorized but unfunded in the Indian Education Act which can be used specifically to address the issues identified. These include the demonstration program which can be used to provide mentoring career education and other dropout prevention related efforts, Adult Education to provide for High School equivalency opportunity, and the fellowship program to provide opportunities to go on to post secondary education.
- 5) Increase funding of the BIA American Indian Scholarship Program.
- 6) Increase funding to Tribal Colleges and Universities for basic support and to provide mentorship and other partnership programs with reservation area schools and school districts.
- 7) Increase the set aside of School to Work funding for Bureau-funded schools to \$3.5 million annually. The set aside amount for School to Work projects which include BIA-funded schools in FY 1998 was \$1.8 million. Thus far, one-half of BIA-funded high schools have been included in School to Work projects. The FY 1999 was reduced and will be \$1 million for continuing 5-year programs. Yet, there are 45 high school programs in the BIA system so that the remaining need is at least \$11.8 million.
- 8) Initiate special teacher training initiatives to fill the shortage of qualified Indian teachers.

- 9) Establish teacher retraining program for high school teachers and teachers at Tribal Colleges including promoting mentoring relationships between colleges and high school students and teachers. There are no funds for retraining high school or college teachers. At least \$250,000 is needed for such an effort.

White House Action

- 1) Support the continuation and increase of the School to Work set aside for BIA-funded schools.
- 2) Support the establishment and funding of a special teacher training initiative to fill the shortage of qualified Indian teachers.
- 3) Support a special BIA appropriation for retraining high school teachers and teachers at Tribal Colleges.

Research and Statistics

Background

As an ethnic group, American Indians make up less than one percent of the total population of the United States. Statistical data on American Indians and Alaska Natives is extremely limited and most data currently available would be nonexistent without additional resources to augment research efforts.

There are approximately 600,000 American Indian children in the United States, slightly less than one percent of all school-aged children. Eighty-seven percent of these children attend public schools; approximately ten percent attend Bureau of Indian Affairs (BIA) schools. Census data show that the Native American population has increased over the last three decades. Significant concentrations of Native Americans are ages 10–19.

Each year, Congress and the Administration need various types of statistics from the BIA concerning the 51,000 American Indian and Alaska Native students it serves in 185 elementary and secondary schools across 23 states. Currently, there is no automated student data base which allows the BIA to describe the overall student characteristics of the total student population. Within Indian reservation settings, the mobility of American Indian learners is very high. Students often withdraw and change schools more than once in a particular school year. Most school transfers are not for educational reasons. This causes disruption in their education programs which is a major predictor for student failure. Also, most Indian student transfers between the public schools and the BIA schools occur after official student counts are taken for annual funding. This means that many students are not included in the official student count. Thus, the new school does not receive any funds to educate the child; nor do student records automatically follow the student. Also, a longitudinal approach needs to be developed and implemented to identify where and why these Indian students are transferring between state and federal school systems.

Research related specifically to the education of Native American children and adults is very limited, and much of the research is of poor quality or is focused on limited local or regional issues.

There is a lack of evaluation of programs that affect Native American children; therefore, information is not available for the U.S. Congress, the BIA, or the U.S. Department of Education to evaluate the effectiveness of education programs for Native Americans.

The small proportion of Native Americans in public schools means that Native Americans are usually not identifiable as a group unless specifically sampled for in a study. Whenever national research efforts are undertaken by the U.S. Department of Education for general education programs (e.g., Title I) that serve Native American peoples as part of the general school population, serious consideration must be given to

stratifying samples to answer specific questions that deal with the various Native American communities, and the overall federal responsibility for the schooling of Native American children.

There are different levels of research interests (local, state, and national interests). It is also necessary to build a significant research capacity within the Native American professional community and research agendas must take that into account.

There is a lack of funding for local schools and communities to build long-term research agendas that are important to their immediate situations.

Solutions

- 1) Working in partnership, the Office of Indian Education (OIE), Department of Education, the Bureau of Indian Affairs (BIA), U.S. Department of the Interior, and American Indian communities, must develop a comprehensive research and evaluation agenda designed to look at specific educational questions (important to Native American communities in order to meet the federal responsibility for the education of Native American peoples), including the following issues:
 - Promoting challenging academic standards and assessments.
 - Identifying and encouraging promising practices and strategies for improving American Indian education.
 - Addressing issues of educating American Indian children in urban schools.
 - Addressing preservation of American Indian heritage, language, and culture.
 - Focusing research and changing and improving the school system rather than the child.
- 2) Analyze data available on American Indians in the Rand Institute on Education and Training study *Student Achievement and the Changing American Family* by David W. Grissmer, et al. Produce report of analysis. Preliminary estimate of cost is approximately \$100,000.
- 3) Provide for an appropriation for Sub Part Four of Title IX ESEA National Research Activities to conduct research related to effective approach for the education of Indian children and adults, evaluate federally assisted education programs from which Indian children and adults may benefit, collect and analyze data on the educational status and needs of Indians.

- 4) Develop a data system including performance reports for all LEAs receiving Title IX Indian Education Act formula grants.
- 5) Establish an Indian set-aside in Vocational Education, which has approximately \$500,000 available to study transition of target populations from school to work. A proportion of these dollars should focus on American Indians.
- 6) Ensure adequate funding of the BIA School Statistics Initiative. The FY 1998 cost of BIA school statistics automatic data processing initiative is \$700,000. The FY 1999 estimate is \$700,000. The amount needed to fully implement the BIA school statistics initiative is \$15 million over the next five years and \$3 million thereafter to maintain the automated student count system. The total need is \$18 million.
- 7) Develop a shared computerized student data base within the BIA school system which allows (1) the BIA to monitor characteristics and demographics of its total student population and (2) the identification and tracking of Indian students between state and Federal schools, and among all schools educating Indian students in a reservation area, building on the work of the Migrant Education programs.
- 8) Institute longitudinal and special studies by the U.S. Department of Education, Office of Educational Research and Improvement (OERI) which include BIA schools. Also, automatically include BIA schools in any annual studies and surveys conducted by OERI.
- 9) Enhance the role of tribal government to regulate transfer behavior and to develop similar standards and programmatic offerings and approaches among all schools serving the same communities through agreements with school districts by developing tribal government education departments. Provide an appropriation for sec. 9125 ESEA as amended Title IX Grants to Tribes for Education administrative planning and development. The 25 USC 2024 provides authority to fund Tribal Departments of Education.

White House Action

- 1) Support the BIA's budget request line item entitled School Statistics ADP which will initiate a student counting and tracking system.
- 2) Request the U.S. Department of Education, Office of Educational Research and Improvement to include all BIA schools in current data gathering surveys and longitudinal studies.
- 3) Support the funding of research and development studies for best practices through the Office of Educational Research and Improvement.

Early Childhood Education

Background

American Indian children often do not come to school ready to learn. They have often had to face serious health and safety issues which may have mitigated their potential to learn. They do not have access to early childhood education programs which are linguistically, culturally, and developmentally appropriate.

During FY 1998, the Bureau of Indian Affairs will fund 22 Family and Child Education (FACE) projects which serve 1,500 families. The FACE program provides early childhood education opportunities for Indian children by targeting preschool children ages 0-5 and their parents. It is a unique and acclaimed model designed by OIEP in partnership with Parents as Teachers, National Center for Family Literacy and the High/Scope Foundation. The goal is for each of the 82 BIA-funded elementary schools to have a functioning FACE program.

The FACE program is an excellent investment for local Indian communities since it strengthens literacy, increases parenting skills, supports native language and cultural identity, and addresses the national educational goals of parental involvement, readiness for school, high school completion, academic competencies and adult learners. An expansion of this model also supports the Administration's focus on early learning and the brain. The problems are (1) a lack of FACE programs at 60 BIA-funded elementary schools, (2) lack of program funding for the remaining 60 BIA-funded elementary schools, and (3) inadequate facilities at the remaining 60 school sites to house a FACE program.

Solutions

- 1) Make early childhood education and parenting with language development a key priority for Indian education at the federal level by establishing a grant program to focus this effort or focus funding priority under Sec. 9121 ESEA as amended Title IX.
- 2) Focus a national priority on Indian children and youth. Create coordinated federal tribal and state health and safety programs which focus on the needs of Indian children and youth with schools as a primary partner. Allow the development of a Federal block grant or other necessary funding approach for the coordinated application of all available federal programs affecting children and youth to reservation communities.
- 3) Seek gradually increased funding for the OIEP early childhood education (FACE programs) budget line item to reflect the total program and facilities need of \$62 million. The FY 1998 early childhood (FACE) line item in the BIA budget is \$5,471,000. The FY 1999 estimate for this line item remains at \$5,471,000. The total

funding needed to provide each BIA elementary school with a FACE program is estimated to be \$32 million for the program itself and \$30 million for the facilities.

- 4) Make all 82 BIA elementary schools/Indian communities eligible for other preschool or school readiness programs currently funded by all Federal agencies. Currently, there are only 149 Indian Head Start programs nationally, funded by the Department of Health and Human Services.
- 5) Seek increased funding for BIA Tribally Controlled Community Colleges specifically for assisting with the development of additional FACE programs at BIA elementary school sites. This action would formalize the Department's effort to better link tribal colleges with early childhood education programs as reflected in Executive Order 12999—Tribal Colleges and Universities.
- 6) Create a national American Indian early childhood education program.

White House Action

- 1) Support increased funding for FACE programs within the BIA budget.
- 2) Direct other Federal agencies to make BIA elementary schools/Indian communities eligible for existing preschool or school readiness programs.
- 3) Support increased funds for Tribally Controlled Community Colleges to partner with early childhood programs per the TCCC Executive Order.
- 4) Increase early childhood funding for all federal agencies, targeting our youngest learners on or near Indian reservations.

TO: Mike Cohen

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Joann Sebastian-Morris
Office of Indian Education Programs
U.S. Department of the Interior

DATE: 10/27/97

SUBJECT: American Indian Education
Suggested Areas for Support and Development

H.S. Completion
Ready to meet
College Prep

INTRODUCTION

As a follow-up to our meeting on American Indian Education, we are providing you a list of possible ideas and solutions to respond to the needs of the American Indian learners. We will be pleased to elaborate on any of the ideas listed.

Suggested Areas for Support and Development

I. INFRASTRUCTURE

Statement of Problem

* The Federal government has primary responsibility to provide basic support for two types of schools: Tribal or Bureau of Indian Affairs operated schools and state school districts which have Indian students living on trust status tax-exempt land within the district. Both school systems have significant operational and education facility construction needs. These needs reflect serious health and safety concerns in current facilities, inadequate education resource support for classrooms and overcrowded classrooms caused by large increases in Indian learner populations and a reliance on trailers and makeshift classrooms. Efforts at education and school reform for American Indians are mitigated by poor facilities and inadequate basic infrastructure support to the education program of students for whom the Federal government has primary responsibility

* BIA and tribally operated schools are dependent entirely on the federal government for basic support. This typically is the type of money generated from state and local revenue sources for the operation of state school districts. State public districts which enroll Indian children residing in trust status tax-exempt reservation lands are dependent upon the federal government to provide support for that which otherwise would have been generated by local tax revenue. Both

systems of education within Indian reservations look to the federal government to meet their needs for construction.

* The Bureau funds 185 schools which house about 51,000 students in 2,298 education facilities. Approximately 25 percent of the education facilities are more than 50 years old, 50 percent are more than 30 years of age, and three percent are more than 100 years old. Approximately 40 percent of our students are housed in portable classrooms. The education facilities comprise 16,616,000 square feet of space. The Bureau's total backlog of needed facilities repair (excluding quarters) was in excess of \$550,000,000.00 in April 1991, and has increased to more than \$800,000,000.00 as of January 1997. This constitutes an increase of approximately \$250,000,000.00 in the six-year period, or an average of \$42,000,000.00 per year. Inadequate facilities operation and maintenance funding has contributed to the significant backlogs. In addition, the backlog of new school construction totals \$126,000,000.00.

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2. Consider the development of a national Indian bonding authority for BIA funded schools, such as Senator Tim Johnson of South Dakota introduced last year. This may be a solution for tribally operated schools. There may also be a possibility to create unique joint Federal-State programs for School construction uniquely affecting State School districts within Indian reservations.

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Statement of the Problem

* Ninety percent of rural Indian reservation communities do not have access to the Internet. Bureau of Indian Affairs and Tribal operated schools and colleges have not adopted computer technology to aid in instruction and distance learning. There is a need to adapt technology to the management and evaluation of schools serving American Indian learners

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* Financial resources need to be made available to Tribal and Bureau of Indian affairs operated schools to connect to the Internet, purchase computers and software, to incorporate technology into instruction, to improve the management of schools serving American Indian learners and to effectively evaluate efforts and to train teachers.

1. Provide Internet access to all Indian communities through public schools, Bureau-funded schools, and Tribal colleges.
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7. Conduct educational technology conferences for Indian Tribal governments, schools, and communities.

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Within Indian reservation settings the mobility of American Indian learners is very high. Students often withdraw and change schools more than once in a particular school year. Most school transfers are not for educational reasons. This causes disruption in their education programs which is a major predictor for student failure.

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assessment system to determine student learning of the new content is of utmost importance to improving Indian education and is a high priority for the Bureau of Indian Affairs, Office of Indian Education Programs. This effort also requires major focus and allocating of resources.

* Because different types of schools serve American Indian learners within the same reservation communities, there is a need for education standards which are congruent for all types of schools and which reflect the needs of Indian learners.

Ideas and Solutions: Standards and Assessment Needs

* The creation of new more challenging curricula and a more appropriate assessment system is critical to the improvement of education for American Indian children. This rare opportunity must be seized and implemented in a manner of the highest quality to reap the full benefit.

1. Coordinate an initiative to fully develop and implement a more challenging curricula and quality assessment system which will incorporate cultural wisdom and values, language and culture to make it meaningful to Indian students in Bureau-funded schools and in public schools which serve a significant number of Indian students.

2. Create collaborative opportunities for Tribal governments and state public school districts to develop appropriate standards and assessment strategies for American Indian learners. (Note: See Intergovernmental Complexity Recommendations 1-5.

VI. LANGUAGE AND CULTURE

Statement of the Problem

The role of American Indian social and cultural uniqueness in education is not solely a curriculum issue resolved by making the content of the instructional program more sensitive or appropriate for American Indian learners. Nor is the uniqueness of American Indian learners a distinction which can be compartmentalized out of context with what goes on in schools. The entire school arena, its policies procedures, the manner whereby instruction is offered, and the style of pupil and staff interaction affect and impact on the ability of the school to be effective and provide meaningful educational programs and services for American Indian learners.

* The school learning environments for the majority of American Indian learners are incongruent with their communities culture. They are for the most part not linguistically, culturally or developmentally appropriate with a dedicated well prepared teacher who is competent and knowledgeable of effective teaching strategies for learners with unique educational and culturally related academic needs.

* American Indian children often do not come to school ready to learn. They have often had face serious health and safety issues which may have mitigated their potential to learn. They do not

have access to early childhood education programs which are linguistically, culturally, and developmentally appropriate.

* The current state of the social, health and safety issue facing American Indian Children and youth is also a threat to the future health and viability of the linguistic and cultural heritage of Tribal societies. There can be no culture without the communities young people making viable, culturally appropriate transitions to adulthood and meaningful family and community roles and responsibilities.

* The maintenance of the linguistic and cultural heritage of American Indian Tribal societies is threatened as never before. Schools and educational institution serving American Indian learners are seen as both the a part of the threat and as the primary vehicle for impacting a change. American Indian Tribes believe that the maintenance of their tribes linguistic, cultural and historic heritage as being central to their survival as peoples.

Proposed Ideas and Solutions: Language and Culture

1. Make early childhood education and parenting with language development a key priority for Indian education at the federal level by establishing a grant program to focus this effort or focus funding priority under Sec. 9121 ESEA as amended Title IX.

Chms - Health
2. Focus a national priority on Indian children and youth. Create coordinated federal tribal and state health and safety programs which focus on the needs of Indian children and youth with schools as a primary partner. Allow the development of a Federal block grant or other necessary funding approach for the coordinated application of all available federal programs affecting children and youth to reservation communities.

3. Establish a consortium of Indian Education Demonstration sites which seek to establish and model intellectually challenging programs to meet community and individual academic needs.

4. Make the preservation of the linguistic and cultural heritage of American Indian Tribes a priority. Convene a White House meeting to examine the issues related to the maintenance of tribal languages and cultures.

5. Review and amend existing language and education-related legislation to fund and/or support programs to strengthen Native American languages, permit students to learn their Tribal languages as a first or second language in school, develop curricula for restoring lost languages, etc.

VII. PROFESSIONAL DEVELOPMENT

Statement of the Problem

There is a need for a significant increase in the number of Indian professionals in teaching and education leadership roles within Indian communities. There is a high need for dedicated and competent teachers for Indian children who are knowledgeable of effective teaching strategies for learners with special educational and culturally related academic needs. There is a need for principals who are knowledgeable of reform strategies which are effective in Indian Schools.

* Professional development strategies and Teacher education programs and for principals and education leaders need to reflect current best practices for learners with special educational and culturally related academic needs as well as effective long term approaches to school improvement.

Proposed Ideas and Solutions: Professional Development

1. Provide an appropriation for Sec. 9122 ESEA as amended Title IX, Professional Development to promote the creation of undergraduate and graduate fellowships and educational profession development programs.

look at **2. Provide for an Indian set aside and allow for Tribal College eligibility within Title V of the Higher Education Act which focuses on the development of teachers for high poverty rural and urban areas.**

3. Provide an appropriation for Sec. 9131 ESEA as amended Title IX Improvement of Education Opportunities for Indian Adults.

4. Create an Indian principals academy to give opportunities for Indian administrators to share their experiences with their colleagues and to learn of school improvement strategies.

VIII. STATISTICS AND RESEARCH NEEDS

Statement of the Problem

* As an ethnic group, American Indians comprise less than one percent of the total population of the United States. Statistical data on American Indians and Alaska Natives is extremely limited and most data currently available would be nonexistent without additional resources to augment research efforts.

* Each year, the Congress and the Administration need various types of statistics from the Bureau of Indian Affairs concerning the 51,000 American Indian and Alaska Native students it serves in 185 elementary and secondary schools. Currently, there is no automated student data

base which allows the BIA to describe the overall student characteristics of the total student population.

* Indian students transfer between the public schools and the federal schools after official student count dates each school year. This means that students arrive at a new school after the official student count is taken and the new school does not receive any funds to educate the child.

* Currently, the only descriptive research being conducted in BIA schools is the Youth Risk Behavior Survey (YRBS) for health-related descriptors developed by the Center for Disease Control. There is no current program of basic or applied education research within the BIA which focuses on the educational process itself.

Ideas and Solutions: Statistics and Research Needs

→ * It would be beneficial, both to the Congress and the Administration, to develop and maintain an automated data base on the 51,000 Indian students educated by the BIA. Currently, the BIA has initiated a process to implement a school statistics initiative within the 185 schools. This initiative needs to be supported by the Administration and the Congress until it is fully completed.

* The BIA and the National Center for Education Statistics should design a process whereby the student count process in public and federal schools could be adjusted to provide funds for those students transferring in after the official student count date. The process should also address future education research needs of the BIA school system.

→ **1. Provide an appropriation under Title IX, The Indian Education Act of 1972 as amended to support research, evaluation, data collection, and other national discretionary activities to respond to the critical need to information on the educational status and needs of the Indian population and for evaluations of Indian Education programs.**

2. Provide financial support to fully implement the BIA school statistics initiative.

3. Provide financial support to the BIA-NCES partnership to examine the student count process and educational research needs.

Appendix A

Education Situation and Status of American Indians and Alaska Natives

There are approximately 600,000 Native American children in the United States, slightly less than one percent of all school-aged children. Eighty-seven percent of these children attend public schools; approximately ten percent attend Bureau of Indian Affairs (BIA) schools. Census data show that the Native American population has increased over the last three decades. Significant concentrations of Native Americans are at ages 10-19.

Most of the Native American population lives west of the Mississippi River, and almost half live in five states (from highest to lowest): Oklahoma, California, Arizona, New Mexico, and Alaska. Other states that have higher than average concentrations of Native Americans include Washington, North Carolina, Texas, New York, Michigan, South Dakota, Minnesota, and Montana. In the states of Alaska, Oklahoma, and New Mexico, Native American students make up at least 9 percent of the public school enrollment. Navajos, Cherokees, and Alaska Natives constitute the three largest groups.

Native American are disproportionately affected by poverty. Problems of unemployment and substance abuse are also great among Native American populations.

- According to the 1990 Census, the Native American poverty rate is more than twice the national average--31 percent of Native Americans live below the poverty level, compared to 13 percent of the total population. Nearly 38 percent of Native American children above age 5 were living below the poverty level, compared with 11 percent of non-minority children.
- American Indians have the lowest high school completion rates of any minority group, with significant gaps in achievement in reading and math when compared to other learners. American Indian children and youth are faced with very serious health and safety issues which directly impact their ability to effectively participate in school. The statistics provided by the Indian Health service describe an Indian learner population which have severe challenges to their health and safety.
 - * The alcoholism death rate for Indians 15-24 is over 17 times the national rate.
 - * The accidental death rate for Indians 5-14 is nearly double the national average
 - * The suicide rate for Indians 15-24 is 2.4 times the national average
 - * Homicide is the second leading cause of death among Indians from 1-14 years of age and the third leading cause for 15-24 year olds.
 - * 33 % of the Indian population is under the age of 15
 - * 45% of all Indian mothers have their first child under the age of 20

In addition to challenges from their environment, Native American students also face significant challenges at school:

- An estimated 30 percent of children entered in BIA-funded schools spoke a language other than English in their homes. In 1997, over half of students in BIA schools were served in bilingual education programs.
- The 1994 National Assessment of Educational Progress (NAEP) showed that more than 50 percent of Native American 4th graders scored below the basic level in reading proficiency, compared with 42 percent of all students. Forty-nine percent of Native American 4th graders scored below the basic level on the 1994 NAEP History Assessment, compared with 39 percent for the nation. The 1992 NAEP Assessment showed that 55 percent of 4th grade Native American students scored below the basic level in mathematics, compared with 41 percent of all students.
- Native American students have the highest dropout rate of any racial or ethnic group (36 percent), and the lowest high school completion and college attendance rates of any minority group. As of 1990, only 66 percent of Native Americans aged 25 years and older were high school graduates, compared to 78 percent of the general population.

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Schools that serve Native American students often exhibit high need, but have limited resources:

- 7 • Approximately one-half of BIA/tribal schools (54 percent) and public schools with high Native American student enrollment (55 percent) offer college preparatory programs, compared to 76 percent of public schools with few (less than 25 percent) Native American students enrolled.
- Sixty-one percent of students in public schools with Native American enrollment of 25 percent or more are eligible for free or reduced-price lunch, compared to the national average of 35 percent.
- The National Education Longitudinal Study of 1988 showed that 31 percent of Native American 8th graders came from single parent households, a greater percentage than any other ethnic group except African Americans.

At the same time, when provided with the opportunity, Native American students have shown significant academic progress although the need for improvement remains:

- In 1994, 44 percent of Native American high school graduates earned the core credits recommended by *A Nation at Risk*--a dramatic increase over the 7 percent reported in 1982. This demonstrates the high levels to which Native American students can achieve.
- Scores on the Scholastic Assessment Test (SAT) for Native Americans have improved between 1982 and 1996. Native American students' scores increased by an average of 15 points for verbal and 19 points in mathematics. Likewise, between 1986 and 1996, Native Americans showed the largest gains among all racial groups on the ACT assessment--an increase of 1.5 percent for Native Americans compared to an increase of .8 percent or less for all other races and ethnic groups.
- Native Americans represented .4 percent of all Advanced Placement (AP) test-takers, less than half their representation in the student population. The number of Native Americans taking AP exams in all subjects increased by 1071 percent from 1982 (330 students) to 1996 (3535 students) compared to an increase of 273 percent for all races and ethnic groups.

According to the National Science Foundation and National Research Council, from 1978-79 to 1990-91 the number of Native American students who earned degrees in science increased by 12 percent for undergraduate degrees and by 30 percent for graduate degrees. These figures compare to a decline of one percent in the number of undergraduate degrees earned by students of all races and an increase of 6 percent in the number of graduate degrees.

Appendix B

What Works

Statement of the Problem

Many program approaches have been developed that work but have not been sustained. These programs do and have had an impact on the preparation of American Indian children and parents for school, addressing the unique needs of American Indian children in Bureau funded residential programs, getting schools to help each other and working with State Education Agencies and public school districts to work together with each other.

Family and Child Education (FACE) program

The FACE program was designed to implement a family literacy program using the Parents As Teacher's (PAT) home-based model and the National Center for Family Literacy's (NCFL) center-based model. In the home-based setting services are provided utilizing the following components: home visits, parent meetings, screening, referrals, and adult education. In the center-based setting services are provided in four components: adult education, early childhood education, parent and child interactive time, and parent time.

Therapeutic Community School Project

The off and on reservation residential elementary and secondary schools and peripheral dormitories have been increasingly faced with the unique task of being funded to operate like a "regular" school but having to house and educate students that are not merely "at risk" but are very high risk students. Most of the students are from very dysfunctional parents and have been involved with alcohol and substance abuse, trouble with the law, etc. These students have used all local resources and they have been sent to the Bureau funded residential programs. These schools are not equipped to deal with these types of high risk students. The Therapeutic Community School Project was developed by representatives of the Bureau funded residential schools, Indian Health Service and the Office of Indian Education Programs. This program works but is not implemented in all residential programs.

Schools Helping All Reach Excellence (SHARE) program

The Bureau of Indian Affairs' (Bureau) National Goals 2000 panel reviewed portfolio applications submitted by Bureau-funded schools wishing to be involved in the Goals 2000 SHARE program. Eighteen groups of schools were selected to receive SHARE grants. In each SHARE group one school acts as the lead school with two or more schools to develop a mentor/mentee, consortia, or partnership relationship in supporting the Goals 2000 school reform effort.

The SHARE participants agree to work together, meet and address the eight areas required in their portfolio applications. The eight areas are: Implementation of new content standards in mathematics and language arts; alignment of curriculum with new content standards; utilization of authentic assessment; integration of Tribal culture(s) into the new curricula; higher levels of parental, tribal and community involvement; on-going, sustained and intense staff development; restructured use of time, staff and resources; and evidence of growth on the eight goals of each school's consolidated school reform plan.

Bureau and State Department of Education

The Office of Indian Programs is presently collaborating with State Departments of Education. Meetings with Bureau representatives and state managers for Improving America's Schools Act and Goals 2000 programs have begun. The intent is to assist in local collaboration between public schools and Bureau funded schools to better address education issues of American Indian children that both serve.

Proposed Ideas and Solutions: What Works

- 1. The FACE program helps parents to better prepare their child as they develop. This model needs to be in every Bureau funded school and be shared with Indian Communities.**
- 2. The Therapeutic Community School works and should be integrated into every Bureau funded residential school.**
- 3. Collaborative efforts between the Department of Education, Bureau of Indian Affairs, State Departments of Education need to put the education of American Indian Students as a priority. These joint efforts would be in the best interests of the children and would benefit society.**

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TO: Mike Cohen

FROM: David Beaulieu
Office of Indian Education
U.S. Department of Education

Joann Sebastian-Morris
Office of Indian Education Programs
U.S. Department of the Interior

DATE: 10/27/97

SUBJECT: American Indian Education
Suggested Areas for Support and Development

INTRODUCTION

As a follow-up to our meeting on American Indian Education, we are providing you a list of possible ideas and solutions to respond to the needs of the American Indian learners. We will be pleased to elaborate on any of the ideas listed.

Suggested Areas for Support and Development

I. INFRASTRUCTURE

Statement of Problem

* The Federal government has primary responsibility to provide basic support for two types of schools: Tribal or Bureau of Indian Affairs operated schools and state school districts which have Indian students living on trust status tax-exempt land within the district. Both school systems have significant operational and education facility construction needs. These needs reflect serious health and safety concerns in current facilities, inadequate education resource support for classrooms and overcrowded classrooms caused by large increases in Indian learner populations and a reliance on trailers and makeshift classrooms. Efforts at education and school reform for American Indians are mitigated by poor facilities and inadequate basic infrastructure support to the education program of students for whom the Federal government has primary responsibility

* BIA and tribally operated schools are dependent entirely on the federal government for basic support. This typically is the type of money generated from state and local revenue sources for the operation of state school districts. State public districts which enroll Indian children residing in trust status tax-exempt reservation lands are dependent upon the federal government to provide support for that which otherwise would have been generated by local tax revenue. Both

systems of education within Indian reservations look to the federal government to meet their needs for construction.

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Statement of Problem

* All Bureau of Indian Affairs-funded schools are recipients of Title I funds provided by the Improving America's Schools Act and participate in the Goals 2000 reform effort under the Educate America Act. Therefore, as required by those pieces of legislation, Bureau-funded schools are involved in implementing new content standards and a new assessment system. These efforts require schools to rewrite their curricula to incorporate the new content and align the curricula with the new assessment system. A great deal of staff development is then required to retrain teachers to teach the new, more challenging content and to assess students in a new way. The standards and assessment piece of the school reform effort requires a great deal of planning time and intense, sustained staff development. Schools often lack the expertise and resources needed to provide and guide this important endeavor. The development of a sound

assessment system to determine student learning of the new content is of utmost importance to improving Indian education and is a high priority for the Bureau of Indian Affairs, Office of Indian Education Programs. This effort also requires major focus and allocating of resources.

* Because different types of schools serve American Indian learners within the same reservation communities, there is a need for education standards which are congruent for all types of schools and which reflect the needs of Indian learners.

Ideas and Solutions: Standards and Assessment Needs

* The creation of new more challenging curricula and a more appropriate assessment system is critical to the improvement of education for American Indian children. This rare opportunity must be seized and implemented in a manner of the highest quality to reap the full benefit.

1. Coordinate an initiative to fully develop and implement a more challenging curricula and quality assessment system which will incorporate cultural wisdom and values, language and culture to make it meaningful to Indian students in Bureau-funded schools and in public schools which serve a significant number of Indian students.

2. Create collaborative opportunities for Tribal governments and state public school districts to develop appropriate standards and assessment strategies for American Indian learners. (Note: See Intergovernmental Complexity Recommendations 1-5.

VI. LANGUAGE AND CULTURE

Statement of the Problem

The role of American Indian social and cultural uniqueness in education is not solely a curriculum issue resolved by making the content of the instructional program more sensitive or appropriate for American Indian learners. Nor is the uniqueness of American Indian learners a distinction which can be compartmentalized out of context with what goes on in schools. The entire school arena, its policies procedures, the manner whereby instruction is offered, and the style of pupil and staff interaction affect and impact on the ability of the school to be effective and provide meaningful educational programs and services for American Indian learners.

* The school learning environments for the majority of American Indian learners are incongruent with their communities culture. They are for the most part not linguistically, culturally or developmentally appropriate with a dedicated well prepared teacher who is competent and knowledgeable of effective teaching strategies for learners with unique educational and culturally related academic needs.

* American Indian children often do not come to school ready to learn. They have often had face serious health and safety issues which may have mitigated their potential to learn. They do not

have access to early childhood education programs which are linguistically, culturally, and developmentally appropriate.

* The current state of the social, health and safety issue facing American Indian Children and youth is also a threat to the future health and viability of the linguistic and cultural heritage of Tribal societies. There can be no culture without the communities young people making viable, culturally appropriate transitions to adulthood and meaningful family and community roles and responsibilities.

* The maintenance of the linguistic and cultural heritage of American Indian Tribal societies is threatened as never before. Schools and educational institution serving American Indian learners are seen as both the part of the threat and as the primary vehicle for impacting a change. American Indian Tribes believe that the maintenance of their tribes linguistic, cultural and historic heritage as being central to their survival as peoples.

Proposed Ideas and Solutions: Language and Culture

1. Make early childhood education and parenting with language development a key priority for Indian education at the federal level by establishing a grant program to focus this effort or focus funding priority under Sec. 9121 ESEA as amended Title IX.

2. Focus a national priority on Indian children and youth. Create coordinated federal tribal and state health and safety programs which focus on the needs of Indian children and youth with schools as a primary partner. Allow the development of a Federal block grant or other necessary funding approach for the coordinated application of all available federal programs affecting children and youth to reservation communities.

3. Establish a consortium of Indian Education Demonstration sites which seek to establish and model intellectually challenging programs to meet community and individual academic needs.

4. Make the preservation of the linguistic and cultural heritage of American Indian Tribes a priority. Convene a White House meeting to examine the issues related to the maintenance of tribal languages and cultures.

5. Review and amend existing language and education-related legislation to fund and/or support programs to strengthen Native American languages, permit students to learn their Tribal languages as a first or second language in school, develop curricula for restoring lost languages, etc.

VII. PROFESSIONAL DEVELOPMENT

Statement of the Problem

There is a need for a significant increase in the number of Indian professionals in teaching and education leadership roles within Indian communities. There is a high need for dedicated and competent teachers for Indian children who are knowledgeable of effective teaching strategies for learners with special educational and culturally related academic needs. There is a need for principals who are knowledgeable of reform strategies which are effective in Indian Schools.

* Professional development strategies and Teacher education programs and for principals and education leaders need to reflect current best practices for learners with special educational and culturally related academic needs as well as effective long term approaches to school improvement.

Proposed Ideas and Solutions: Professional Development

- 1. Provide an appropriation for Sec. 9122 ESEA as amended Title IX, Professional Development to promote the creation of undergraduate and graduate fellowships and educational profession development programs.**
- 2. Provide for an Indian set aside and allow for Tribal College eligibility within Title V of the Higher Education Act which focuses on the development of teachers for high poverty rural and urban areas.**
- 3. Provide an appropriation for Sec. 9131 ESEA as amended Title IX Improvement of Education Opportunities for Indian Adults.**
- 4. Create an Indian principals academy to give opportunities for Indian administrators to share their experiences with their colleagues and to learn of school improvement strategies.**

VIII. STATISTICS AND RESEARCH NEEDS

Statement of the Problem

* As an ethnic group, American Indians comprise less than one percent of the total population of the United States. Statistical data on American Indians and Alaska Natives is extremely limited and most data currently available would be nonexistent without additional resources to augment research efforts.

* Each year, the Congress and the Administration need various types of statistics from the Bureau of Indian Affairs concerning the 51,000 American Indian and Alaska Native students it serves in 185 elementary and secondary schools. Currently, there is no automated student data

base which allows the BIA to describe the overall student characteristics of the total student population.

* Indian students transfer between the public schools and the federal schools after official student count dates each school year. This means that students arrive at a new school after the official student count is taken and the new school does not receive any funds to educate the child.

* Currently, the only descriptive research being conducted in BIA schools is the Youth Risk Behavior Survey (YRBS) for health-related descriptors developed by the Center for Disease Control. There is no current program of basic or applied education research within the BIA which focuses on the educational process itself.

Ideas and Solutions: Statistics and Research Needs

* It would be beneficial, both to the Congress and the Administration, to develop and maintain an automated data base on the 51,000 Indian students educated by the BIA. Currently, the BIA has initiated a process to implement a school statistics initiative within the 185 schools. This initiative needs to be supported by the Administration and the Congress until it is fully completed.

* The BIA and the National Center for Education Statistics should design a process whereby the student count process in public and federal schools could be adjusted to provide funds for those students transferring in after the official student count date. The process should also address future education research needs of the BIA school system.

1. Provide an appropriation under Title IX, The Indian Education Act of 1972 as amended to support research, evaluation, data collection, and other national discretionary activities to respond to the critical need to information on the educational status and needs of the Indian population and for evaluations of Indian Education programs.

2. Provide financial support to fully implement the BIA school statistics initiative.

3. Provide financial support to the BIA-NCES partnership to examine the student count process and educational research needs.

Appendix A

Education Situation and Status of American Indians and Alaska Natives

There are approximately 600,000 Native American children in the United States, slightly less than one percent of all school-aged children. Eighty-seven percent of these children attend public schools; approximately ten percent attend Bureau of Indian Affairs (BIA) schools. Census data show that the Native American population has increased over the last three decades. Significant concentrations of Native Americans are at ages 10-19.

Most of the Native American population lives west of the Mississippi River, and almost half live in five states (from highest to lowest): Oklahoma, California, Arizona, New Mexico, and Alaska. Other states that have higher than average concentrations of Native Americans include Washington, North Carolina, Texas, New York, Michigan, South Dakota, Minnesota, and Montana. In the states of Alaska, Oklahoma, and New Mexico, Native American students make up at least 9 percent of the public school enrollment. Navajos, Cherokees, and Alaska Natives constitute the three largest groups.

Native American are disproportionately affected by poverty. Problems of unemployment and substance abuse are also great among Native American populations.

- According to the 1990 Census, the Native American poverty rate is more than twice the national average--31 percent of Native Americans live below the poverty level, compared to 13 percent of the total population. Nearly 38 percent of Native American children above age 5 were living below the poverty level, compared with 11 percent of non-minority children.
- American Indians have the lowest high school completion rates of any minority group, with significant gaps in achievement in reading and math when compared to other learners. American Indian children and youth are faced with very serious health and safety issues which directly impact their ability to effectively participate in school. The statistics provided by the Indian Health service describe an Indian learner population which have severe challenges to their health and safety.
 - * The alcoholism death rate for Indians 15-24 is over 17 times the national rate.
 - * The accidental death rate for Indians 5-14 is nearly double the national average
 - * The suicide rate for Indians 15-24 is 2.4 times the national average
 - * Homicide is the second leading cause of death among Indians from 1-14 years of age and the third leading cause for 15-24 year olds.
 - * 33 % of the Indian population is under the age of 15
 - * 45% of all Indian mothers have their first child under the age of 20

In addition to challenges from their environment, Native American students also face significant challenges at school:

- An estimated 30 percent of children entered in BIA-funded schools spoke a language other than English in their homes. In 1997, over half of students in BIA schools were served in bilingual education programs.
- The 1994 National Assessment of Educational Progress (NAEP) showed that more than 50 percent of Native American 4th graders scored below the basic level in reading proficiency, compared with 42 percent of all students. Forty-nine percent of Native American 4th graders scored below the basic level on the 1994 NAEP History Assessment, compared with 39 percent for the nation. The 1992 NAEP Assessment showed that 55 percent of 4th grade Native American students scored below the basic level in mathematics, compared with 41 percent of all students.
- Native American students have the highest dropout rate of any racial or ethnic group (36 percent), and the lowest high school completion and college attendance rates of any minority group. As of 1990, only 66 percent of Native Americans aged 25 years and older were high school graduates, compared to 78 percent of the general population.

Schools that serve Native American students often exhibit high need, but have limited resources:

- Approximately one-half of BIA/tribal schools (54 percent) and public schools with high Native American student enrollment (55 percent) offer college preparatory programs, compared to 76 percent of public schools with few (less than 25 percent) Native American students enrolled.
- Sixty-one percent of students in public schools with Native American enrollment of 25 percent or more are eligible for free or reduced-price lunch, compared to the national average of 35 percent.
- The National Education Longitudinal Study of 1988 showed that 31 percent of Native American 8th graders came from single parent households, a greater percentage than any other ethnic group except African Americans.

At the same time, when provided with the opportunity, Native American students have shown significant academic progress although the need for improvement remains:

- In 1994, 44 percent of Native American high school graduates earned the core credits recommended by *A Nation at Risk*--a dramatic increase over the 7 percent reported in 1982. This demonstrates the high levels to which Native American students can achieve.
- Scores on the Scholastic Assessment Test (SAT) for Native Americans have improved between 1982 and 1996. Native American students' scores increased by an average of 15 points for verbal and 19 points in mathematics. Likewise, between 1986 and 1996, Native Americans showed the largest gains among all racial groups on the ACT assessment--an increase of 1.5 percent for Native Americans compared to an increase of .8 percent or less for all other races and ethnic groups.
- Native Americans represented .4 percent of all Advanced Placement (AP) test-takers, less than half their representation in the student population. The number of Native Americans taking AP exams in all subjects increased by 1071 percent from 1982 (330 students) to 1996 (3535 students) compared to an increase of 273 percent for all races and ethnic groups.

According to the National Science Foundation and National Research Council, from 1978-79 to 1990-91 the number of Native American students who earned degrees in science increased by 12 percent for undergraduate degrees and by 30 percent for graduate degrees. These figures compare to a decline of one percent in the number of undergraduate degrees earned by students of all races and an increase of 6 percent in the number of graduate degrees.

Appendix B

What Works

Statement of the Problem

Many program approaches have been developed that work but have not been sustained. These programs do and have had an impact on the preparation of American Indian children and parents for school, addressing the unique needs of American Indian children in Bureau funded residential programs, getting schools to help each other and working with State Education Agencies and public school districts to work together with each other.

Family and Child Education (FACE) program

The FACE program was designed to implement a family literacy program using the Parents As Teacher's (PAT) home-based model and the National Center for Family Literacy's (NCFL) center-based model. In the home-based setting services are provided utilizing the following components: home visits, parent meetings, screening, referrals, and adult education. In the center-based setting services are provided in four components: adult education, early childhood education, parent and child interactive time, and parent time.

Therapeutic Community School Project

The off and on reservation residential elementary and secondary schools and peripheral dormitories have been increasingly faced with the unique task of being funded to operate like a "regular" school but having to house and educate students that are not merely "at risk" but are very high risk students. Most of the students are from very dysfunctional parents and have been involved with alcohol and substance abuse, trouble with the law, etc. These students have used all local resources and they have been sent to the Bureau funded residential programs. These schools are not equipped to deal with these types of high risk students. The Therapeutic Community School Project was developed by representatives of the Bureau funded residential schools, Indian Health Service and the Office of Indian Education Programs. This program works but is not implemented in all residential programs.

Schools Helping All Reach Excellence (SHARE) program

The Bureau of Indian Affairs (Bureau) National Goals 2000 panel reviewed portfolio applications submitted by Bureau-funded schools wishing to be involved in the Goals 2000 SHARE program. Eighteen groups of schools were selected to receive SHARE grants. In each SHARE group one school acts as the lead school with two or more schools to develop a mentor/mentee, consortia, or partnership relationship in supporting the Goals 2000 school reform effort.

The SHARE participants agree to work together, meet and address the eight areas required in their portfolio applications. The eight areas are: Implementation of new content standards in mathematics and language arts; alignment of curriculum with new content standards; utilization of authentic assessment; integration of Tribal culture(s) into the new curricula; higher levels of parental, tribal and community involvement; on-going, sustained and intense staff development; restructured use of time, staff and resources; and evidence of growth on the eight goals of each school's consolidated school reform plan.

Bureau and State Department of Education

The Office of Indian Programs is presently collaborating with State Departments of Education. Meetings with Bureau representatives and state managers for Improving America's Schools Act and Goals 2000 programs have begun. The intent is to assist in local collaboration between public schools and Bureau funded schools to better address education issues of American Indian children that both serve.

Proposed Ideas and Solutions: What Works

- 1. The FACE program helps parents to better prepare their child as they develop. This model needs to be in every Bureau funded school and be shared with Indian Communities.**
- 2. The Therapeutic Community School works and should be integrated into every Bureau funded residential school.**
- 3. Collaborative efforts between the Department of Education, Bureau of Indian Affairs, State Departments of Education need to put the education of American Indian Students as a priority. These joint efforts would be in the best interests of the children and would benefit society.**



**Working Group on
American Indians and Alaska Natives
White House - Domestic Policy Council**

Date: November 6, 1997

To:

Mike Cohen

Location:

FAX Number:

Phone Number:

202/456-7028

Pages: 13 (includes cover sheet)

From: Daphne Berwald
Office of the Assistant Secretary for Indian Affairs

Telephone: (202) 208-7163

Fax: (202) 208-5320

Message:

**CONFERENCE CALL
NOVEMBER 7, 1997 AT 9:30 A.M**

CONTACT: Daphne Berwald at (202) 208-7163.



United States Department of the Interior

OFFICE OF THE SECRETARY

Washington, D.C. 20240

November 6, 1997

Memorandum

To: Members of Domestic Policy Working Group
on American Indian and Alaska Natives

From: Michael J. Anderson, Department of the Interior *Mike Anderson*

Subject: Telephone Conference Call Friday, November 7, 1997

As discussed at the quarterly meeting of the DPC Working Group, we will convene a conference call this (Friday November 7, at 9:30 a.m.), to coordinate the Administration's message at the National Congress of American Indians Convention in Santa Fe, New Mexico, November 17-20 (agenda attached). The conference call is scheduled from 9:30 a.m. to 10:30 a.m. Please call (202) 482-7305 to attend the call and use access code 1055. Each federal agency attending NCAI conference should have one representative on this call to briefly discuss who is attending the conference and what remarks they will present. Lynn Cutler from the White House Intergovernmental Affairs Office will also join the call. Listed below is a tentative list of Federal attendees to the NCAI convention which we will use as an agenda for the call:

AGENDA FOR CONFERENCE CALL

1. Brief overview of purpose -Lynn Cutler, Mike Anderson
2. Agency Reports

Agriculture	-	Mary McNeil
Commerce	-	Nedra Darling
Defense	-	Bruce Beard
Education	-	David Beaulieu
EPA	-	Elizabeth Bell
Energy	-	Vicki Thorton
HHS	-	Leo Nolan
Interior	-	Mike Anderson
Justice	-	Mark Van Norman
Veterans Affairs	-	Representative
Others		

GENERAL INFORMATION

TIME	OFFICE	PLACE
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Sunday - November 16 -- DRAFT II/3 5 pm

8 am - 7 pm	NCAI Office	SCC-Room 5
9 am - 7 pm	Resolutions Office	SCC-Room 5
10 am - 7 pm	Press Room	SCC-First Floor
10 am - 7 pm	Registration	Registration Tent
10 am - 7 pm	Rules & Credentials	Registration Tent
10 am - 7 pm	NCAI Information & Hospitality Booth	SCC-Lobby
1 pm - 7 pm	Exhibits/Trade Show	SCC-Exhibit Tent

Monday - November 17 Through Thursday - November 20

7 am - 7 pm	First Aid Station	SCC-First Floor
8 am - 6 pm	NCAI Office	SCC-Room 5
8 am - 9 pm	Resolutions Office	SCC-Room 5
8 am - 5 pm	Press Room	SCC-First Floor
8 am - 6 pm	Registration	Registration Tent
8 am - 6 pm	Rules & Credentials	Registration Tent
8 am - 8 pm	Exhibits/Trade Show	SCC-Exhibit Tent

Friday - November 21

7 am - 7 pm	First Aid Station	SCC-First Floor
8 am - 5 pm	NCAI Office	SCC-Room 5
8 am - 12 pm	Resolutions Office	SCC-Room 5
8 am - 12 pm	Press Room	SCC-First Floor
8 am - 3 pm	Exhibits/Trade Show	SCC-Exhibit Tent

AREA CAUCUS MEETINGS**Sunday - November 16 - Wednesday November 19****7 pm - 10 pm**

•Aberdeen Area	SCC-Room 1A	•Muskogee Area	SCC-Room 4A
•Albuquerque Area	SCC-Room 1B	•Northeast Area	SCC-Room 4B
•Anadarko Area	SCC-Room 2A	•Phoenix Area	La Fonda-New Mexican Room
•Billings Area	SCC-Room 2B	•Portland Area	La Fonda-Santa Fe Room
•Juneau Area	SCC-Room 3A	•Sacramento Area	Inn at Loretto-Chaco East
•Minneapolis Area	SCC-Room 3B	•Southeast Area	Inn at Loretto-Chaco West

DRAFT**SPECIAL EVENTS**

DATE	TIME	EVENT	PLACE
Sunday November 16	1:00 - 3:00 pm	IAIA "Indian Feast"	IAIA Museum
	7:00 - 9:00 pm	Welcome Reception Shuttle buses available to Camel Rock at front entrance of Sweeney Convention Center. Departing: Returning:	Camel Rock Casino
Monday November 17	12:00 - 1:00 pm	*Miss NCAI Fundraising Luncheon	La Fonda Ballroom
	5:30 - 7:00 pm	Southwestern Indian Polytechnic Institute (SIPI) Reception	Hilton Chama Courtyard
	7:00 - 9:00 pm	*Miss NCAI Scholarship Pageant & Coronation	La Fonda Ballroom
Tuesday November 18	12:00 - 2:00 pm	Women's Honoring Luncheon	La Fonda Ballroom
Wednesday November 19	12:00 - 1:30 pm	Youth Honor Luncheon	La Fonda Ballroom
	7:00 - 9:00 pm	Reception Hosted by NNALEA (National Native American Law Enforcement Assn.)	Santa Fe Hilton Ballroom
	7:00 pm - 1:00 am	Cultural Celebration Shuttle buses available to Camel Rock at front entrance of Sweeney Convention Center. Departing: Returning:	Camel Rock Casino
Thursday November 20	7:30 pm	Gala Banquet	Sweeney Convention Center Ballroom

*Tickets required; available at Miss NCAI table in SCC Lobby.

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SATURDAY - NOVEMBER 15

TIME	EVENT	PLACE
TBA	Miss NCAI Pageant Seminar	La Fonda Hotel-Santa Fe Room
3pm - 6pm	NCAI Executive Committee Meeting	La Fonda Hotel-Siha Room
Note: • All General Assemblies will be held at the Sweeney Convention Center SCC, 114 West Marcy Street. • Registration will be held in Registration Tent adjacent to Convention Center • Exhibit booths will be housed in Trade Show Tent adjacent to Convention Center		

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SUNDAY - NOVEMBER 16

TIME	EVENT	PLACE
<i>Sweeney Convention Center=SCC</i>		
8 am - 5 pm	Nuclear Waste Program/IRAC	Inn at Loretto-Tesuque/Acoma Room
8 am - 9 am	Miss NCAI Honor Breakfast	La Fonda Hotel-Santa Fe Room
8 am - 5 pm	Summit Meeting of Tribal Elders	SCC-Room 1A-B
10 am - Noon	Miss NCAI Candidate Interview	La Fonda-Siha Room
2 - 3 pm	NCAI Committee/Subcommittee Chair Organizational Meeting	La Fonda-TBA
4 pm - 6 pm	NCAI New Members & Delegates Orientation	SCC-Room 2A-E
9 am - 5 pm	Youth Track Program	Hilton Ballroom
8 pm - 10 pm	Area Caucus Meetings (See page ?)	

DRAFT

Monday - November 17

TIME EVENT PLACE

*Morning Coffee Sponsored By ...

Sweeney Convention Center = SCC
SCC-Lobby

9 am - 12 pm

FIRST GENERAL ASSEMBLY

SCC-Ballroom

Call to Order
 Presentation of Colors
 Flag Song
 Invocation
 Welcome from Host Tribes
 Welcome to New Mexico
 Welcome to Santa Fe
 Rules of the Convention
 Resolution Process Report
 Presentation of Agenda for Adoption
 President's Address
 Keynote Address

W. Ron Allen, NCAI President

Governor Joe Garcia, NCAI Albuquerque Area VP
 Honorable Gary Johnson, State of New Mexico
 Honorable Debbie Jaramillo, Mayor of Santa Fe
 Mamie Bohay, Chairwoman, Rules and Credentials
 Juanita Antone, Chairwoman, Resolution Committee
 W. Ron Allen, NCAI President
 W. Ron Allen, NCAI President

Honorable Mickey Ibarra, Assistant to the President
 & Director of the Office of Intergovernmental Affairs

Congressional Address

Honorable George Miller, U.S. House
 of Representatives

Congressional Address

Honorable Patrick Kennedy, US House
 of Representatives

12 pm - 1 pm

Miss NCAI Fundraising Luncheon

La Fonda Ballroom

1:00 - 4pm

SECOND GENERAL ASSEMBLY

SCC-Ballroom

Call to Order
 Roll Call
 Treasurer's Report
 Executive Director's Report
 Congressional Address
 DoD & the Federal Environmental
 Responsibility of Indian Tribes
 Appropriations Overview
 Legislative Update

Gerald "Gerry" Hope, NCAI Treasurer
 JoAnn K. Chase, NCAI Executive Director
 Honorable Dale Kildee, US House of Representative
 Honorable Sherri Goodman, Undersecretary
 of Defense for Environmental Security
 Cindy Darcy, Dorsey & Whitney
 Phil Baker-Shenk, Esq., Dorsey and Whitney,
 Washington, DC

Tribal Leaders Discussion & Strategy Session

Monday - November 17 (CONTINUED)

TIME	EVENT	PLACE
4 pm - 6:30 pm	NCAI Full Committee Orientation Economic & Finance Committee Natural Resources Committee Human Resources Committee Veterans Committee Litigation & Governance Committee	SCC-Upper Level SCC-Rooms 1A-1B SCC-Rooms 2A-2B SCC-Room 3A SCC-Room 3B SCC-Room 4A-4B
8 pm - 10 pm	Area Caucus Meetings (See page 7)	

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TUESDAY - NOVEMBER 18

TIME	EVENT	PLACE
8 am - 5 pm	National Nuclear Waste Policy Committee Meeting *Morning Coffee Sponsored By ...	Sweeney Convention Center = SCC Inn at Loretto-Tesuque Room SCC-Lobby
9 am - 12 pm	THIRD GENERAL ASSEMBLY Call to Order Invocation Congressional Address Congressional Address	SCC-Ballroom TBA-New Mexico Governor Honorable Ben Nighthorse Campbell, Chairman, Senate Committee on Indian Affairs Honorable Daniel K. Inouye, US Senate
Protecting Our Sovereignty: A Proactive Approach Moderator, Susan Williams, Esq., Gover, Williams & Janov, P.C.		
<u>Sovereign Immunity and the Tribal / Federal Court Relationship</u> • Bud Mason, Chairman, Three Affiliated Tribes • Frank Pommersheim, Professor of Law, University of South Dakota & Tribal Court Judge		
<u>Taxation & Tribal Governments</u> • Frank Ducheneaux, Ducheneaux and Taylor, Washington, DC • Kathleen Nilles, Esq., Gardner, Carton, & Douglas, Washington, DC • Mark Berkman, title, affiliation		
<u>Means Testing & Federal Tribal Allocations</u> • Joe Kalt, Kennedy School of Government, Harvard University • Doug Endresen, Esq., Sonosky, Chambers, Sachse, Endresen & Miller, Washington, DC		
<u>Subsistence Rights of Alaska Natives</u> • President William Mayo, Tanana Chiefs		
<u>Educating America: Enhancing Tribal Advocacy</u> • Chairwoman Marge Anderson, Mille Lacs Band of Ojibwe • Chairman Anthony Pico, Viejas Band of Kumayay Indians		
Tribal Leaders Discussion & Strategy Session		
Noon - 2 pm	Women's Honoring Luncheon	La Fonda Ballroom

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DRAFT

Tuesday - November 18 (CONTINUED)

TIME EVENT PLACE

1 - 4pm

FOURTH GENERAL ASSEMBLY

Sweeney Convention Center=SCC

SCC-Ballroom

Call to Order

Keynote Address

Honorable Herschel Gober, Acting Secretary for Veterans' Affairs

NMAI Update

W. Richard West, Jr., Director, National Museum
of the American Indian

Census 2000 Report

Dr. Martha Riche, Director, Bureau of the Census

The Future of Tribal Government Gaming

Moderator, Rick Hill, Chairman, National Indian Gaming Assn.

- Mary Ann Andreas, Chairwoman, Morongo Band of Mission Indians
- Tadd Johnson, Chairman, National Indian Gaming Commission
- Ginny Boylan, Esq., Dorsey and Whitney, Washington, DC
- Judy Shapiro, Hobbs, Straus, Dean & Walker, Washington, DC

• *Discussion Session*

Indian Tribes and Welfare Reform

Moderator, Lorenda Sanchez, Executive Director, California Indian
Manpower Consortium

- Patricia Zell, Minority Staff Director & Counsel, SCIA
- Doni Wilder, Executive Director, Northwest Portland Area
Health Board
- Dr. Eddy Brown, Associate Dean, Washington University
- Gilbert Blue, Chief, Catawba Nation

• *Discussion Session*

4 - 6:30 pm

NCAI Sub-Committee Meetings

Finance, Banking & Taxation
Infrastructure, Construction & Housing
Small Business and Entrepreneurs
Jurisdiction & Tribal Government
Education
Elders Issues
Disabilities
Health
Agriculture & Water Rights
Environmental Protection/Land Use
Energy & Mineral Policy
Human, Religious & Cultural Concerns
Tribal Gaming
Committee on Veterans Affairs

SCC-Room 1AB
SCC-Room 1AB
SCC-Room 1AB
SCC-Room 2A
SCC-Room 2B
SCC-Room 3A
SCC-Room 3B
SCC-Room 4A
La Fonda-Santa Fe Room
La Fonda-Coronado Room
La Fonda-New Mexican Room
Inn at Loretto-Acoma Room
Inn at Loretto-Zuni North
SCC- Room 4B

DRAFT

WEDNESDAY - NOVEMBER 19

TIME

EVENT

PLACE

Sweeney Convention Center=SCC

*Morning Coffee Sponsored By ...

SCC-Lobby

9 am - 12 pm

FIFTH GENERAL ASSEMBLY

SCC-Ballroom

Call to Order

Invocation

Welcome

Address

Eric Serna, Chairman, State Commission Corp.
 The Honorable Kevin Gover,
 Assistant Secretary for Indian Affairs, Designate;
 US Department of Interior

Pending Initiatives in Indian Country

Law Enforcement

- Hilda Manuel, Deputy Assistant Commissioner for Indian Affairs
- Kevin DeGregory, Department of Justice
- Roland Johnson, Governor, Pueblo of Laguna

Housing and NAHASDA

- Joe Garcia, Governor, San Juan Pueblo
- Jacqueline Johnson, President, NAIHC

Office of Trust Fund Management

- Paul Homan, Special Trustee (title)

Meaningful Health Care, Quality Education & Indian Child Welfare

- Dr. Michael Trujillo, Director of Indian Health Service
- Buford Rolin, President, NIHB
- Dave Baldridge, NICOA
- Lorene Willis, President, NIEA
- Jack Jackson, Jr., Director of Governmental Affairs, NCAI
- Terry Cross, Director, ICWA

Tribal Leaders Discussion &
 Strategy Session

W. Ron Allen, Moderator, NCAI President

Noon - 1:00 pm

Youth Honor Luncheon

La Fonda Ballroom

Noon

♦ ♦ ♦

RESOLUTION DEADLINE

♦ ♦ ♦

Sweeney Center Room 5

DRAFT

Wednesday - November 19 (CONTINUED)

TIME

EVENT

PLACE

Sweeney Convention Center=SCC

2 pm - 4 pm

SIXTH GENERAL ASSEMBLY

SCC-Ballroom

Call to Order

Address

Kevin Thurm, Deputy Assistant Secretary,
Health & Human Services

Litigation Report

John Echohawk, Executive Director,
Native American Rights Fund

David Getches, University of Colorado

Preserving Our Natural Resources & Environment

Moderator: John Echohawk

- The Honorable Carol Browner, Director,
US Environmental Protection Agency or
- Bill Yellow Tail, Region VIII Administrator,
US Environmental Protection Agency
- Billy Frank, Nisqually Tribe (check name and title)

Tribal Leaders Discussion &
Strategy Session

W. Ron Allen, Moderator, NCAI President

4 pm-6:30 pm

NCAI Sub-Committee Meetings

Finance, Banking & Taxation
Infrastructure, Construction & Housing
Small Business and Entrepreneurs
Jurisdiction & Tribal Government
Education
Elders Issues
Disabilities
Health
Agriculture & Water Rights
Environmental Protection/Land Use
Energy & Mineral Policy
Human, Religious & Cultural Concerns
Tribal Gaming
Committee on Veterans Affairs

SCC-Rm 1AB
SCC-Room 1AB
SCC-Room 1AB
SCC-Room 2A
SCC-Room 2B
SCC-Room 3A
SCC-Room 3B
SCC-Room 4A
La Fonda-Santa Fe Room
La Fonda-Coronado Room
La Fonda-New Mexico Room
Inn at Loretto-Azoma
Inn at Loretto-Zuni North
SCC-Room 4B

8 pm - 10 pm

Area Caucus Meetings (See page ?)

THURSDAY - NOVEMBER 20

TIME

EVENT

PLACE

Sweeney Convention Center=SCC

*Morning Coffee Sponsored By ...

SCC-Lobby

9 am - 12 pm

SEVENTH GENERAL ASSEMBLY

SCC-Ballroom

Call to Order

Invocation

Youth Address

★★★★ ELECTION OF OFFICERS ★★★★★

Noon - 1:30 pm

Lunch Break (on your own)

1:30 - 3:30 pm

EIGHTH GENERAL ASSEMBLY

SCC-Ballroom

Call to Order

Tribal Governments and Philanthropy Moderator: Michael Chapman, (title?)

- Vz Johnson, Senior Program Officer, Kellogg Foundation
- Donna Chavez, Executive Director, Native Americans in Philanthropy
- Rebecca Adamson, First Nations Development Institute

Gaming Update

Frank Fahrenkopf, President,
American Gaming Assn.

President's Initiative on Race

Speaker (TBA)

Speaker (TBA)

Cultural Resources Report

- NAGPRA
- Use of Native Images in Advertising

3 - 5 pm

NCAI Full Committees

SCC-Upper Level

Economic & Finance Committee

SCC-Rooms 1A-1B

Natural Resources Committee

SCC-Rooms 2A-2B

Human Resources Committee

SCC-Room 3A

Veterans Committee

SCC-Room 3B

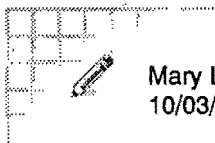
Litigation & Governance Committee

SCC-Room 4A-4B

DRAFT

Friday - November 21

TIME	EVENT	PLACE
		<i>Sweeney Convention Center=SCC</i>
9 am - 1 pm	NINTH GENERAL ASSEMBLY	SCC-Ballroom
	Call to Order Invocation	
10 am - 1 pm	NCAI Full Committee Reports. Resolutions. Floor Debate & Action Economic and Finance Committee Natural Resources Committee Human Resources Committee Litigation and Governance Committee Veteran's Committee	SCC-Ballroom
	☉ Adjournment, 54th Annual Convention ☉ Retire Colors Benediction	
3 pm	NCAI Executive Council Meeting	SCC-Ballroom
	•Selection of 1999,2000,2001 NCAI Mid-Year & Annual Conventions• Financial Budget Projection/Update	



Mary L. Smith
10/03/97 11:23:02 AM

Record Type: Record

To: Michael Cohen/OPD/EOP
cc: Thomas L. Freedman/OPD/EOP
Subject: Native American meeting

Tom told me you wanted to try to organize a small meeting, with one person from BIA and one from Education to try to discuss what we might do with respect to Native American education. Who do you suggest from Education? How about Mike Anderson from BIA?

I'm also sending you a memo about Native American charter schools, an overview of some initiatives that are already in progress (the executive orders), and some general background statistics about Native Americans.

I'm thinking of setting it up for early next week. Let me know. Thanks, Mary

MEMORANDUM

TO: TOM FREEDMAN, MARY SMITH, TANYA MARTIN

FROM: JULIE MIKUTA

RE: AMERICAN INDIAN CHARTER SCHOOLS

DATE: AUGUST 19, 1997

SUMMARY

Charter schools receive praise from many tribal leaders. Charter schools for American Indian students have opened in four states. Most are run by tribes. This memo describes some of these schools and mentions other school-based programs that have been successful in increasing the test scores and graduation rates of Indian students.

CHARTER SCHOOLS FOR AMERICAN INDIAN STUDENTS

Below are descriptions of charter schools run primarily for Native American students.

1. There are 10 charter schools on Arizona's Salt River Pima-Maricopa, Hopi and Navajo reservations. Gaining charter school status increases per pupil funding from the \$2,800 received from the BIA per year to \$4,000 annually. The additional money comes from the state. Several of these schools have repaired their facilities, hired more staff, and purchased supplies with this additional money and funds raised from private sources. However, in 1996, the Arizona state legislature passed legislation that eliminates funding after June 30, 1998, for charter schools located on reservations. They claim that these schools are double dipping by receiving both state and federal funds. Schools that already have charters will maintain their status. [The Arizona Republic, 5/18/97; The Ethnic Newswatch, 3/31/97, and 11/30/96]
2. The American Indian Charter School opened in East Bay, San Francisco this year. Its goal is to address the needs of Native American children in grades 6-8. [San Francisco Examiner, 2/9/97]
3. The Dakota Open School, a K-12 school attended in 1996-97 by about 50 students from the Lower Sioux Community in Minnesota, is in the process of trying to convince the state to allow its high school to remain open. The state stopped sponsoring the high school in June, due to poor accountability, student achievement and attendance. Southwest State University has agreed to sponsor the school and help with professional development-- currently no charter school in Minnesota is sponsored by a university. This is the first time that the state has considered closing a charter school, although it was the first state to issue charters. [Star Tribune of Minneapolis, 7/19/94; Ed Week, 9/28/94]
4. The Millie Lacs Indian Reservation outside of Minneapolis has created a pseudo-charter

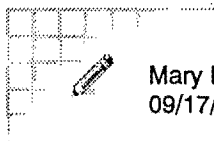
school for 210 students. The difference between this school and normal charters is that its funding comes from federal, not state, sources. The school is similar to a charter because the tribe has re-designed the school, which now focuses heavily on technology and the tribal language and culture. [Rocky Mountain News, 12/1/96]

5. There are also charter schools in Buffalo, NY, and in Detroit that are centered around Native American studies. [Detroit News, 6/13/96]
6. One school in Minnesota and another in Michigan have received charters but have not yet opened. [Detroit News, 3/3/97]

OTHER MODEL PROGRAMS

These are some non-charter school programs that have been successful with Indian students.

1. Denver Public Schools run American Indian Focus Schools within 10 public schools. These programs serve approximately 38% of the district's Indian enrollment and provide peer support, culturally relevant curriculum and academic support services. [Rocky Mountain News, 12/1/96]
2. The Jefferson County (Colorado) School District has created drug and alcohol prevention programs tailored to Indian students. The district also provides one-on-one tutoring and helps Indian students research college scholarships. [Rocky Mountain News, 12/1/96]
3. Indian students enrolled in the Indian Education Program in Aurora, CO, score better on standardized tests than do their peers across the state. The Program provides alcohol and drug prevention, tutoring services and help for families in finding services in the community. [Rocky Mountain News, 12/1/96]



Mary L. Smith
09/17/97 12:52:54 PM

Record Type: Record

To: Bruce N. Reed/OPD/EOP, Elena Kagan/OPD/EOP
cc: See the distribution list at the bottom of this message
Subject: Possible Native American Initiatives

There are a few proposals that are moving through the Administration on Native Americans that may be of interest, including two executive orders being drafted by the DPC's interagency working group on Native Americans and Alaska Natives.

Here are summaries of the proposals:

1. **Executive Order on Comprehensive Indian Education:** This proposed executive order provides that each agency will appoint a senior official to serve as a liaison for Indian education activities. The executive order also contemplates that a Board, under the auspices of the National Advisory Council on Indian Education (NACIE), will be appointed to monitor and report on the progress made by the agencies in fulfilling the purposes of the executive order. Each agency will be tasked with drafting a 5-year strategic plan to promote educational change, systemic reform, and student achievement. In drafting the strategic plans, agencies will promote the President's national education goals.
2. **Executive Order on Indian Youth.** This proposed executive order seeks to improve the quality of life for Indian youth by coordinating and expanding services related to health, community empowerment, crime, and education. This executive order also contemplates that each agency will appoint a senior official to be a liaison from the agency to promote the goals of the executive order. The order also establishes in HHS a Presidential advisory committee entitled the Federal/Tribal Partnership Council to be comprised of tribal representatives and members of various Native American groups.
3. **Indian School Construction Legislation.** One group from the Loneman School Corp. is working on proposed legislation to issue bonds to pay for school construction for federally-funded Indian schools. This group is working on the debt and bonding issues and has met with Bob Shireman of the NEC and Hill staff.
4. **Crime in Indian Country.** The President has tasked DOJ and Interior to report on ways to curb crime on reservations. A report with options is due by the end of the year.

Timeframe: With respect to the two proposed executive orders, the working group plans to have final drafts by the middle of October. The working group will then present these drafts to Secretary Babbitt. The group then plans on presenting these drafts to the White House for vetting.

The National Congress of American Indians, which includes approximately 250 tribes, is holding its annual conference in Santa Fe from November 16 through 21. This conference could be used to announce some policy, as the result of the race initiative or otherwise.

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Message Copied To:

Thomas L. Freedman/OPD/EOP
Michael Cohen/OPD/EOP
Tanya E. Martin/OPD/EOP
William R. Kincaid/OPD/EOP
Christopher C. Jennings/OPD/EOP
Sarah A. Bianchi/OPD/EOP
Jeanne Lambrew/OPD/EOP
Jose Cerda III/OPD/EOP
Leanne A. Shimabukuro/OPD/EOP
Paul J. Weinstein Jr./OPD/EOP

MEMORANDUM

TO: TOM FREEDMAN, MARY SMITH, TANYA MARTIN
FROM: JULIE MIKUTA
RE: NATIVE AMERICAN CONCERNS
DATE: AUGUST 6, 1997

SUMMARY

Attached is a table of pending bills concerning Native American affairs.

I. STATISTICS

- There are approximately 2.4 million Native Americans in the United States today.
- Average annual income: \$6,000 [US News & World Report, 3/24/97].
- The average unemployment rate on reservations is 49%-- the range is from 4.2% to 65%. Employers say alcohol-related behavior is a frequent cause for firing employees [NYT 6/11/97].
- Indian poverty in reservation areas is 3.9 times the national average rate [Congressional finding of HR 486].
- 17% of American Indian teenagers on reservations have attempted suicide (four times as many as other teenagers) [Journal of the AMA, 1992].
- The dropout rate of tribal secondary students is well above 50% [NARF Annual Report, 1996].
- 20% of teenage Indian boys on reservations develop drinking problems before leaving high school [Journal of the AMA, 1992].
- In Arizona in 1990, the age-adjusted motor-vehicle crash mortality rate was 23.8/ 100,000 for all ethnic groups and 81.6 for American Indians. Alcohol use contributes to this mortality rate, and to pedestrian fatalities [AZ Dept of Health Services, 1993].

II. GOVERNMENT WORKING GROUP

An inter-agency working group on American Indians and Alaska Natives led by the Department of Interior meets quarterly. The minutes from the most recent meeting (approximately 3 weeks

ago) will be distributed on Friday. Drew will pass them on to you. The subgroups of the working group are: education; environment; religious freedom; sacred sites; housing and health; and, an initiative for Indian children and adolescents.

III. ISSUES

A. HEALTH

The Indian Health Service (IHS --part of the DHSS) is the principal federal health care provider for Indian people. It provides health services to approximately 1.4 million American Indians and Alaska Natives in 34 states. The IHS Director, Dr. Michael H. Trujillo, emphasizes progress within the health care community that contributes towards the overarching goal of complete recognition for Indian Self-Determination.

The health initiatives currently underway within the IHS are: elderly care; injury prevention; sanitation facilities; traditional medicine; women's health; and, Indian youth and substance abuse.

Within the health care community there are calls to increase the number of mental health workers for the nation's Indian 400,000 youths. There are currently only 17.

The American Indian and Alaska Native elder population doubled during the decade of 1980 to 1990. Almost 60% of American Indian and Alaska Native elders live within the service areas of IHS health care facilities. Their health needs are mainly chronic and degenerative diseases. Services for elders come from a variety of tribal, local, State, and Federal programs.

B. LEGAL

1. The Native American Rights Fund (NARF)

The NARF has provided legal services to Indian tribes and individuals since 1970. Its focus is on the preservation of tribal sovereignty. The types of the major cases NARF handled in 1996, and the number of cases of each type were: tribal recognition (6 cases); hunting and fishing rights (6); land claim (5); water rights in arid regions (5); strengthening tribal rights in education (4); tribal court jurisdiction (3); Aboriginal rights (3); judgement [i.e. concerning the allocation of funds set aside for compensation of individuals or tribes whose land was taken by the federal government] (3); taxation (3); self-sufficiency, oil and gas lease, or repatriation (1 of each type).

The NARF has also drafted a Comprehensive Federal Indian Policy Statement that was approved by the National Congress of American Indians and will be presented to the Clinton administration. It addresses issues such as the intergovernmental relationship between Indian tribes and the federal government, and the primacy of tribal governments in Indian education.

2. Pending Supreme Court Case

The Supreme Court will hear the case, *State of Alaska v. Native Village of Venetie*-- a Ninth Circuit ruling affirmed that Venetie possesses the same rights as Indian tribes of the contiguous United States. The Supreme Court will now definitively address for the first time the powers of Alaska Native Villages, most of which have governed themselves for ages with no challenges from the State. The NARF represents Venetie.

C. COMMUNICATIONS

There is a need for improved communications systems in Indian country. The average phone penetration rates for rural Native Americans is only 50% and actual penetration rates are often much lower. What phone service there is in Indian country is often substandard and prohibitively expensive [findings of HR 486].

Two pending bills, HR 486 and HR 555, address this need by requiring the Federal Government to ensure delivery of telecommunications services to rural Native Americans, and to guarantee that the benefits of Federal universal service policies (such as those required by the Telecommunications Act of 1996) reach Native Americans..

D. EDUCATION

The education subgroup of the working group on American Indians and Alaska Natives will meet on Monday (8/11). It is likely that Tanya will attend in Leanne's place. The Federal Indian education policy statement (as a revised draft executive order), and the tribal college initiative [to improve tribal colleges] will be discussed.

The physical condition of many reservation elementary and secondary schools is a major concern. Schools are currently overcrowded and in horrible physical condition.

In May, the Carnegie Foundation for the Advancement of issued a report calling for the federal government to increase funding for tribal colleges to \$40 million (they currently receive \$19.5 million). The per-pupil appropriations for the colleges fell from \$3,178 in 1994, to \$2,860 this year, as rising enrollments were not met with additional funding. In 1986, Congress authorized an appropriation per student of \$5,820, which has never been met. [Chronicle of Higher Education, 5/30/97]

E. GAMING

Gambling on reservations continues to be a controversial in both Washington and Indian country. A few tribes have voted to forbid gambling, but the majority see it as an important source of revenue, especially in the face of declining federal assistance. Indian casinos brought in \$6 million in 1996 (compared to \$100 million in 1988) [NYT, 6/11/97].

F. THE BIA

- The BIA annually distributes \$1.7 billion in federal aid and jobs on reservations. The BIA has 10,000 staffers (9,000 of whom are Indians); 90% work on reservations.
- The BIA must approve all business loans in Washington, resulting in delays of over a year [Forbes, 5/19/97].
- Stephen Cornell, an associate professor of sociology at the UC-San Diego has concluded that economic success occurs on reservations when the tribes take control and the BIA is not involved.
- Paul Homan, appointed by President Clinton to devise a plan to reform the administration of Indian land, money and other assets proposed creating a new independent agency run by financial professional to take over asset management activities. Arthur Andersen found in 1996 that \$2.4 billion in tribal funds-- supposedly managed by the BIA-- cannot be accounted for. Tribal representatives are enthusiastic about Homan's plan, but suspicious of federal government involvement [NYT 3/2/97].

Pending Bills Concerning Native American Issues

Bill No.	Sponsor	Date	# Co-Sponsors	Description
S 818	Sen Campbell	5/23/97	1	Improves the economic conditions and supply of housing in Native American communities by creating a Native American financial institution.
HR 486/ HR 555	Rep Richardson	1/21/97	0	Amends the Communications Act of 1934 to promote greater telecommunications and information services to Native Americans.
HR 749	Rep Abercrombie	2/13/97	1	Amends the Native American Graves Protection and Repatriation Act to allow the removal or excavation of Native American human remains from Federal or tribal lands for study if consent is obtained from lineal descendants or each appropriate Indian tribe. Requires a Federal agency or instrumentality that receives notice of a discovery of Native American cultural items on lands it manages to notify each appropriate Indian tribe or Native Hawaiian organization.
S 110	Sen Inouye	1/21/97	1	HR 749 and also requires that penalties collected under the Act be used to supplement enforcement appropriations.
S 459	Sen Campbell	3/18/97	4	Amends the Native American Programs Act of 1974 to extend authorizations of appropriations through FY 2000 for: (1) social and economic activities under such Act; (2) environmental improvement grants; and (3) native languages preservation grants.
S Amdt 958	Sen Gorton	7/22/97	approved for S 1034	Bars individuals from receiving future funds under the Native American Housing Block Grants Program if they significantly violate its requirements

Pending Bills Concerning Native American Issues

S 714; similar to HR 2317, and S 1027	Sen Akaka; Rep Abercrombie; Sen Campbell	5/7/97	3	Makes permanent (currently, terminates 9/30/97) a pilot program under which the Secretary of Veterans Affairs is authorized to make direct housing loans to Native American veterans
HR 839	Rep Conyers	2/26/97	4	A bill to amend the United States Housing Act of 1937 to require the Secretary of HUD to administer a program of construction and revitalization of public housing. It lowers rent for Native American public housing.
HR 1853	Rep Riggs	6/10/97	3	Amends the Carl D. Perkins Vocational and Applied Technology Education Act. Includes funds for education and training programs for Native Americans.
HR 1425	Rep Shays	4/23/97	35	Designates as wilderness, wild and scenic rivers, national park and preserve study areas, wild land recovery areas, and biological connecting corridors certain public lands in the States of Idaho, Montana, Oregon, Washington, and Wyoming. Gives Native Americans access to these lands for cultural and religious purposes.
HR 261	Rep Richardson	1/7/97	0	Amends part E (Foster Care and Adoption Assistance) of title IV of the Social Security Act to authorize Indian tribes and Alaska Native villages to receive Federal funds for foster care and adoption assistance programs for the placement and care of Indian and Alaska Native children.

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