

by nonprofit institutions, and that BIA schools undertake expanded bilingual education programs of their own, along the lines of those outlined in the Bilingual Education Act, to meet the needs of Indian pupils.

There are nearly 300 Indian languages in use today in the United States. More than one-half of the Indian youth between the ages of 6 and 18 use their native language. Two-thirds of Indian children entering Bureau of Indian Affairs schools have little or no skill in English.

At the same time, a substantial number of the teachers instructing Indian children are unfamiliar with the only language their Indian students understand. It is estimated that less than 5 percent of teachers in BIA schools are native to the culture and language of the Indian children they teach. Thus, thousands of Indian children who know only their native language are taught by teachers who essentially know only English.

Of the \$7.5 million appropriated for the Bilingual Education Act (title VII of the Elementary and Secondary Education Act)—a vastly inadequate amount—only \$306,000 is being spent on Indian bilingual programs benefiting but 773 Indian children.

This program can do much more than enable the child to learn English through use of his native language. It can emphasize the history and culture of the Indian, provide for native aides in the classroom and develop a system of home-school coordinators to improve the relationship between school and family. The bilingual education program offers opportunities to sensitize teachers to Indian culture through inservice and preservice programs. Programs can be provided to train teachers in the native language of their Indian students. One effort presently in operation provides for a curriculum guide for mothers of Cherokee children so that they can work with their children in understanding new language concepts.

Title VII, ESEA, offers a unique opportunity to provide bilingual and bicultural education for Indian students, as well as to initiate programs which would give teachers a better understanding of Indian language, culture, and history.

While the bilingual education program requires expansion to meet the needs of all non-English speaking children, an intensive effort is needed now to provide Indians with culturally sensitive programs.

The Rough Rock Demonstration School on the Navajo Reservation in Arizona, operated as a nonprofit corporation, has shown that remarkable progress can be made by using culturally sensitive teaching materials and teachers trained in the bilingual education approaches. The children learn English faster this way, while at the same time sustaining pride in their culture. To receive bilingual education funds under this title, Rough Rock must be defined as a local educational agency.

14. The Subcommittee recommends—

That a major effort be undertaken immediately to (a) develop culturally sensitive curriculum materials, (b) train native teachers, and (c) promote teaching as a career among Indian youth.

The subcommittee was shocked to find, not only the absence of bilingual materials, but the absence of hardly any culturally sensitive materials in the Federal and public schools it investigated. In many cases the materials used by the children either completely ignored the contributions of Indians to society, or presented Indians in insulting stereotypes. In some instances the teaching materials in use were totally irrelevant to the experiences of the children. In Alaska, for example, the subcommittee found schools using "Dick and Jane" readers which referred to cows, farms, cities, grass and other items completely unfamiliar to the Alaskan native. Only at the Rough Rock Demonstration School in Arizona were children being taught with materials related to their native culture and designed by Navajos themselves. Nothing underscores more the insensitivity of the present paternal method of educating Indian children than the continued absence of bicultural materials. This situation must be corrected immediately.

In addition, new programs to train native teachers are required immediately, as is a program to encourage Indians to undertake teaching careers. The number of Indian teachers in public schools is infinitesimal, and even in the all-Indian BIA schools Indian teachers constitute only about 16 percent of the teaching staff. The percentage of these Indian teachers who teach children of their own tribe and language is smaller yet. A special effort should be made to recruit Indians into teacher-training programs, and a means should be established whereby Indian teenagers would be informed early in their secondary school years of college opportunities in teacher training.

II. ADMINISTRATION OF INDIAN EDUCATION

A. General Recommendations

The most difficult question confronting the subcommittee was what organizational changes are necessary if Indian schools are to become "models of excellence" in terms of both program and Indian control. The subcommittee has found that the Bureau of Indian Affairs suffers from a severe bureaucratic malaise, which militates against change and innovation as well as actively discourages Indian control. The present structure of the Federal school program, as an integral part of the Bureau of Indian Affairs, places primary control over educational decisionmaking in the hands of area directors and noneducators. It destroys educational leadership and rewards mediocrity. It is therefore not possible to conceive of change and improvement in the present structure. If an exemplary program is to be developed, it will require a radical and comprehensive reorganization.

15. The subcommittee recommends—

- (a) That the position of the Commissioner of the Bureau of Indian Affairs be upgraded by giving him the concurrent title of Assistant Secretary for Indian Affairs.
- (b) That the Bureau of Indian Affairs be removed from the authority of the Assistant Secretary for Public Land Management and be placed under the authority of this new Assistant Secretary for Indian Affairs.

At present, the BIA is one of four bureaus under the Assistant Secretary for Public Land Management. The four are: the BIA; the Bu-

reau of Land Management; the Bureau of Outdoor Recreation; and the Office of Territories. This Assistant Secretary is thus principally concerned with the conservation, management, and development of some 453 million acres of the nation's public lands, and the administration of mining and mineral leasing on federally owned lands. He is also the focal point of Federal activities related to outdoor recreation.

It is perfectly plain that the present administrative arrangement short-changes the BIA, which must compete with other bureaus (whose interests are diametrically opposed) for the Assistant Secretary's attention.

The present arrangement has resulted in inadequate budget levels, neglect of educational programs and problems, and lack of forceful leadership for improvement. The change in placement and status of the BIA should permit higher budget levels, more effective leadership, and more rapid innovation.

There exist ample precedents for this dual title. For example, in the Department of Housing and Urban Development, the Assistant Secretary for Mortgage Credit is also the Commissioner for Federal Housing. Furthermore, the Commissioner of the BIA, Hon. Louis Bruce, endorsed this step in a meeting with the subcommittee on Oct. 2, 1969.

16. *The subcommittee recommends—*

That there be established a National Indian Board of Indian Education with authority to set standards and criteria for the Federal schools.

Structurally, this recommendation is patterned after the organization of education in the States, with the National Indian Board of Indian Education as the centerpoint of citizen participation much as is the State Board. It would, as do the counterpart boards in the States, have oversight over the operations of the schools and have authority to set standards and criteria and determine policy within the framework of the law. The National Board would receive funds for its operations.

The National Board would be composed of some fifteen members, representative of the Indian tribes and communities, serving staggered terms of three years. They would be appointed by the President from lists of nominees furnished by the Indian tribes and communities and would be eligible to serve no more than two consecutive terms. At least annually, but more often if necessary, the Board would submit to the Congress and to the President reports and recommendations for administrative action or legislation, thus giving the Indians themselves leverage in effecting change. The National Board could elect to *ex officio* membership no more than five non-Indian individuals expert in areas of concern to the Board.

The National Board would be authorized to utilize the expertise of the U.S. Office of Education, the Office of Economic Opportunity, and other Federal agencies.

While this recommendation envisions the appointment of the National Board, the subcommittee believes that the matter of election of the members of the National Board merits careful consideration. Therefore, the National Board should be empowered to establish the

mechanism for electing the Board, and an equitable means by which such members might be elected. It should submit a plan for election of Board members, to the Congress, and to the President. If this plan is not rejected by either House of Congress, following the procedure of congressional action as prescribed by law in the case of executive re-organization plans, then the election procedure would be put into effect.

The National Board would also be empowered to participate in the negotiation of contracts with individual tribes and communities to run local school systems for Indians.

The Board would present to the Department of Interior its suggestions for nominees for Assistant Commissioner for Education as well as presenting its views on any candidate that the Department may be considering for the post. Since the Assistant Commissioner for Education would be serving for one or more terms of 4-year duration, the National Board would have the foregoing review responsibilities also with respect to reappointment.

Finally, the National Board would serve in an advisory capacity with respect to Federal education programs involving Indians in the public schools. For example, the Board could review school district use of Johnson-O'Malley funds to assure they were being used for the needs of Indian students.

17. *The subcommittee recommends—*

That Indian boards of education be established at the local level for Federal Indian school districts.

The powers of such local boards would be similar to those powers traditionally held by local school boards. The boards, for example, would have supervision over curriculum and the hiring of faculty in the schools in their districts. Generally, they would have jurisdiction in Indian school districts containing elementary and secondary schools situated in a proper geographic, tribal, or community area. These boards would be either elected by the Indian district in which they would serve, or be appointed by the tribal or community authority there. It is assumed that the method of selection would vary from area to area. Approximately 80 percent of local boards throughout the country are elected.

In keeping with the practice throughout the Nation wherein the overwhelming majority of local school boards are elected, the subcommittee expresses the hope that local Indian boards will likewise be subject to election, keeping in mind that in a minority of areas, as elsewhere in the country, local preference may dictate that the board be appointed.

The local boards would have direct lines of communication with the National Indian Board of Indian Education, and would be empowered to convey to it recommendations for overall policy.

18. *The subcommittee recommends—*

That Indian parental and community involvement be increased.

The BIA has been particularly lax in involving the participation of Indian parents and communities in the education process. Such involvement would have a beneficial effect on the attitude of Indian

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

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

19. *The subcommittee recommends—*

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

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

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

20. *The subcommittee recommends—*

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

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

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

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

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

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

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

III. THE ROLE AND FUTURE OF FEDERAL SCHOOLS

A. An Exemplary School System

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

21. *The subcommittee recommends—*

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

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

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

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

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

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