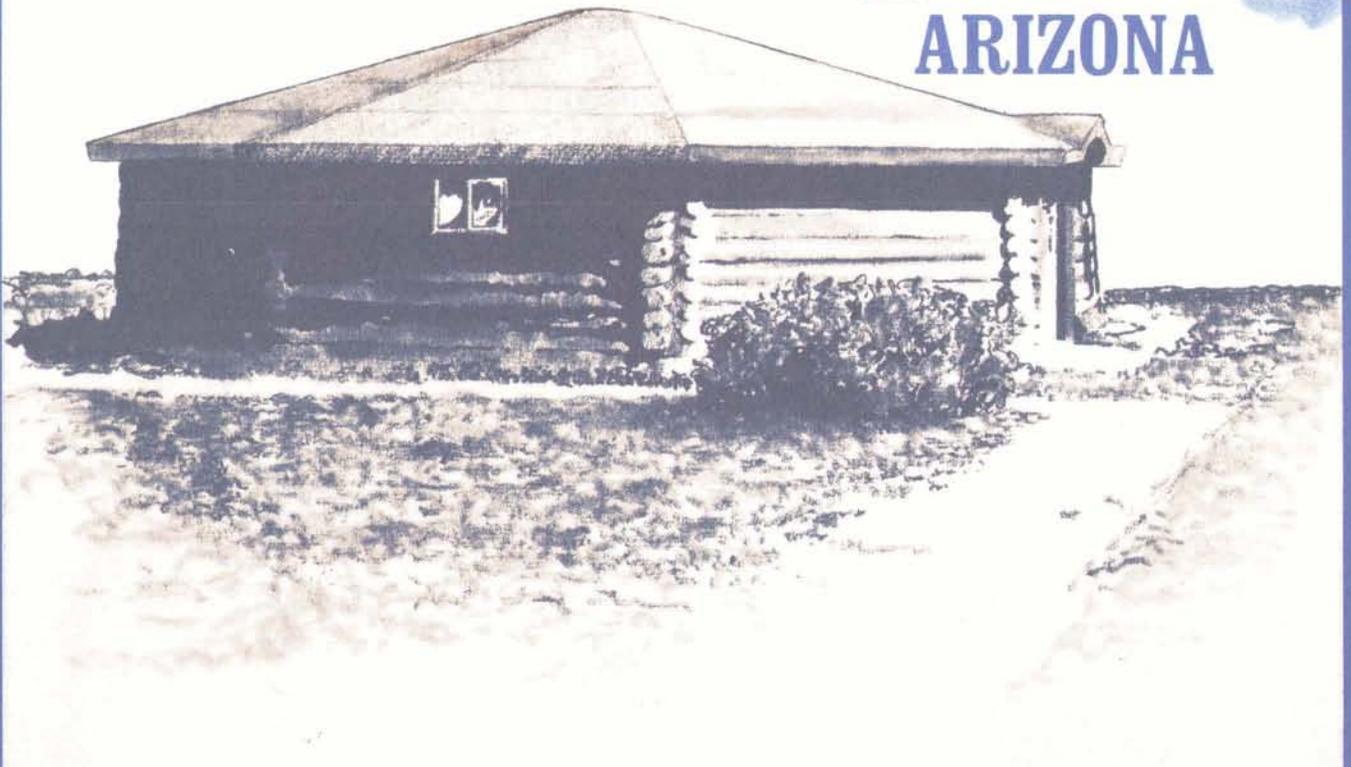


Lockwood

**A
STUDY
OF
SELECTED
PUBLIC
SCHOOLS
ON AND OFF
INDIAN RESERVATIONS
IN
ARIZONA**



Technical Assistance Grant FCRC #151-299-048

DECEMBER, 1975

**A STUDY
OF
SELECTED PUBLIC SCHOOLS
ON AND OFF
INDIAN RESERVATIONS
IN
ARIZONA**

Printed by
Arizona Department of Education
Carolyn Warner, Superintendent
January 1976

© Arizona Department of Education, 1976

Parts of this report may be reproduced only
with credit, in context, and with prior notice
to the Arizona Department of Education.

PREFACE

This report attempts to provide accurate data necessary to describe the condition of education in selected Arizona school districts on and near the major Indian reservations in Arizona. In an effort to assure objectivity, this project was advertised and proposals invited. As a result of this effort, an independent consultant – Neolegics (an Arizona corporation), David B. Kret, president, was selected (see Appendix B). In order to provide for local input and validation, each of the Indian reservation school districts identified in the initial proposal and associated Indian tribes were asked to name a representative to an advisory council. The resulting advisory council was composed of the following:

Milford M. Sanderson
Hopi Tribe

Ronnie Lupe, Chairman
White Mountain Apache Tribe

Alexander Lewis, Sr.
Gila River
Indian Tribal Committee

Lorraine Du Ganne
Ganado District No. 19

Elvin Dashee
Hopi Tribal Council

Adam Lupe, Sr.
Whiteriver District No. 20

Dana Nelson
Sacaton District No. 18

Phillip W. Norris
Tuba City Public Schools

Peterson Zah
Window Rock District No. 8

Frank Adakai
Chinle District No. 24

Rex I. Linville
Kayenta District No. 27

Dillon Platero
The Navajo Tribe

This committee met prior to the beginning of the field work to review the program plans and forms. The committee caused adoption of revisions such as the separation of curriculum surveys between elementary grades (K-8) and high school (9-12) and extension of the review to include some Bureau of Indian Affairs (BIA) and public school interfaces. Many of the members consented to be interviewed and met with the consultants during their visits to the individual districts.

The committee was again asked to review a rough draft of the final report. One of the critiques was too lengthy to append to the report. As a result of all responses, the consultants clarified the text, reviewed and corrected data elements, extended certain areas of coverage, and noted specific comments through use of footnotes. The footnotes were employed where pertinent comments or specific differences were cited by the advisory committee member. Based on the input received from committee members, extensive revisions have been made in the final report.

Prior to printing, a final rough draft was presented for review at a meeting to which the superintendent of each district included in the survey was invited. Almost all either attended or were represented at the meeting. Each of the corrections that were received have been reviewed and most of them incorporated in the final report. During each phase of this effort all of the school districts involved and their employees were most cooperative. Their time and effort in providing the assistance necessary to complete this study and publish this report is greatly appreciated.

TABLE OF CONTENTS

	Page
I. INTRODUCTION – AN OVERVIEW	1
Scope	1
Forms	1
Seven Target and Five Additional Districts . .	1
Data Collection Methods	2
II. STUDENT POPULATION	2
Population Growth	2
Indian Student Population	7
Dropouts and Population Trends	7
Teacher-Parent Contact	10
Vandalism and Other Problems	10
Minority Within a Minority	11
III. CURRICULUM	11
SPECIAL PROGRAMS AND NEEDS	11
Arts and Crafts	11
Communications Skills	17
Agriculture	17
Career Education	17
Post High School	17
Counseling	18
IV. STAFFING	18
Ethnic Background of Teachers	18
Non-Teaching Staff	18
Teacher Recruitment	28
Reasons for Leaving	28
Teachers in Federal Programs	28
Native Language Teacher Aides	30
V. SCHOOL FINANCING	30
Budget Expenditures	30
Accounting System Requirements	30
Reporting Requirements	37
Utility Costs	37
VI. TRANSPORTATION	38
VII. CAPITAL OUTLAY	45
Sacaton's New School	48
Red Mesa High School	48
Alchesay High School District	48
Temporary or Relocatable Buildings	48
Age of Facilities	52
Materials and Construction Costs	52
VIII. TEACHER HOUSING	52
IX. SOURCES OF REVENUE	60
X. GOVERNANCE	67
School Board Members	70
Public Participation	70
Assimilation	70
District Reorganization	71
Elementary School Districts Teaching High School Subjects	71
Federal Relations	72
State Relations	73
Public and BIA Schools	76
Self-Determination	77
APPENDIX A – PROFILES OF THE 12 DISTRICTS	79
Window Rock	80
Ganado	80
Chinle	81
Tuba City	82
Globe	82
Holbrook	83
Whiteriver	84
Kayenta	84
Indian Oasis	85
Marana	86
Eloy	86
Sacaton	87
APPENDIX B – NEOLEGICS	89

LIST OF TABLES AND FIGURES

TABLES

FIGURES

No.		Page	No.		Page
1	Indian Education—Census of Indian Students	3	1	Indian Education—Census of Indian Students (1974)	4
2	Student Population	5	2	Student Population (10 Months ADM)	6
3	Indian Reservation Public School District Enrollment and Johnson-O'Malley Eligibility	8	3	Average Daily Membership and Johnson-O'Malley Eligible Membership (1974-75)	8
4	Elementary School Curriculum Offerings	12	4	None	
5	High School Curriculum Summary	13	5	None	
6	High School Curriculum Offerings	14	6	None	
7	Teachers' Years of Service (1973-74)	19	7 &	Teachers' Years of Service—1973-74 and 1974-75	21
8	Teachers' Years of Service (1974-75)	20	8	Staffing of Reservation Schools (1974-75) by Ethnic Division	27
9	Staffing of Reservation Schools by Ethnic Division (1974-75)	26	9	Staffing of Reservation Schools (1974-75) by Ethnic Division	27
10	Reasons for Teacher Terminations	29	10	None	
11	Total General Fund Expenditures	31	11	None	
12	Budget Expenditures—Totals in Dollars/Student (1973-74 and 1974-75) for Administration, Instruction and All Others	32	12	Budget Expenditures—Administration, Instruction, Transportation, Capital Outlays, and All Others, 1974-75	33
13	Percent of Total Budget Expended for Administration, Instruction, and All Other Expenses (1973-74 and 1974-75)	34	13	Percent of Total Budget Expended for Administration, Instruction, Transportation, Capital Outlays, and All Other Expenses, 1974-75	35
14	Transportation Costs (1973-74 and 1974-75) in Dollars/Student and Percent of Total Budget	39	14	Expenditure for Transportation—1974-75	40
15	Transportation Costs and Distances (1974-75)	41	15	Transportation 1974-75	42
16	Student Transportation 1974-75	44	16	None	
17	Capital Outlay/Student Expenditure 1973-74 and 1974-75	46	17	Expenditure for Capital Outlay—1974-75	47
18	Classrooms—Permanent and Relocatable	49	18	Total Classrooms—Permanent and Relocatable	51
19	School Buildings	53	19	None	
20	School Buildings, Designated-Use Areas—Elementary Schools	55	20	None	
21	School Buildings—High School Designated-Use Areas	57	21	None	
22	Staff Housing	58	22	None	
23	Sources of Funding (1973-74) Percent of Total Budget	61	23	Sources of Funding—1973-74 in Percent of Total	62
24	Valuation and Valuation/Student—1973-74	64	24	None	
25	Valuation and Valuation/Student—1974-75	65	25	Valuation Per ADM—1974-75	66
26	District Tax Rates	68	26	District Tax Rates	69
27	Basic State Aid	74	27	Basic State Aid in Dollars Per ADM—1974-75	75

I. INTRODUCTION – AN OVERVIEW

The primary objective of the Economic Development–School Data Collection Project is to gather auditable data to assist decision makers in formulating corrective legislation and/or other actions as may be required. The resulting report contains data from within the Department of Education, particularly the Annual Report of the Superintendent of Public Instruction, together with that obtained from the subject school districts. The project has required the use of both standard and specially designed forms for collecting additional data as indicated below. The twelve districts selected for this study include eight public school districts located entirely on Indian Reservations consistent with the emphasis of this project in Indian Education.

Scope

The seven basic areas of data collection are:

1. Pupil population, by enrollment, attendance and ethnic classification.
2. Curriculum and Programs. An inventory of course offerings and identification of those intended to fulfill specified state board requirements was obtained from each district. The availability of special programs; e.g., career, vocational, other specific needs of each district such as agriculture, etc. was noted.
3. Staff, including certified and classified positions, problems relating to ethnic representation, recruitment and retention have been identified.
4. Budget Expenditures. Total per student cost has been segregated according to instructional expenses, administration, transportation, capital outlay and all other costs.
5. Transportation. Data were collected relating to total number of students transported, total route miles, types and ages of buses and other vehicles. From this, annual cost per pupil and cost per mile were calculated.
6. Capital Facilities. Information was gathered from each school site about academic areas, age, size, and special facilities, particularly staff housing and relocatable classrooms.
7. School Revenues. These data include funding from the following sources:
 - a. The Federal Government under the provisions of the Johnson-O'Malley Act (P.L. 73-167), Impact Area Aid (P.L. 81-874 and P.L. 81-815);
 - b. The State of Arizona, including both general assistance and categorical or special programs such as Career Education, Special Education, etc.;
 - c. County Aid; and
 - d. Local effort. Property valuation and tax rate history are included.

Where the data is of a temporal nature and available, three separate groupings will be made:

- a. 1973-74 actual budget expenditures;
- b. 1974-75 approved budgets and the adjustments;
- c. 1975-76 adopted budgets.

Forms

To accomplish the goals of this study, it has been necessary to develop and pilot the use of specially developed forms. It is anticipated that subsequent to this effort, a similar program may be extended into a state-wide data collection effort in the areas of facilities, curriculum, and transportation. In the curriculum area, the recently published United States Office of Education *Handbook VI—Curriculum Guides* has been followed. The guide codifies each course and allows for computerization. This effort has provided a list of the courses being offered in each district.

There are presently no guidelines with respect to facilities inventories or accepted standards of adequacy. Listings have been made of the available academic space, its age and its utilization for special purposes. As with the curriculum inventory, it is anticipated that the state may adopt a similar system or use the product generated by this project as a guide to gathering a state-wide inventory. All forms are being designed for computer entry and analysis.

Seven Target and Five Additional Districts

This project included seven public school districts primarily serving Indian students. They are Chinle, Ganado, Window Rock, Tuba City, Kayenta (Monument Valley), Whiteriver (Alchesay), and Sacaton. The contract required the selection of five other similarly situated school districts. They are similar in size, both by population (elementary-high school district combinations between 1500 and 3200 students, and an elementary district between 850 and 1200 students), and geographic area. The dissimilarities between reservation and major urban and suburban districts eliminated the possible selection of districts in such high population density areas as Phoenix, Tucson, and surrounding vicinities.

The target districts as stated in the contract are:

Apache County • Window Rock, Ganado, Chinle
Coconino County • Tuba City
Navajo County • Kayenta, Whiteriver
Pinal County • Sacaton

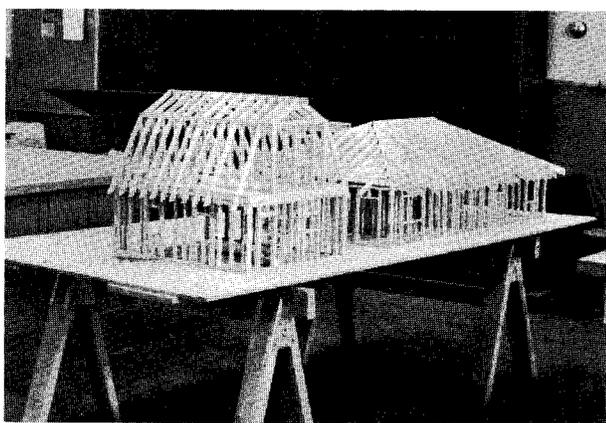
The five other districts are:

Gila County • Globe
Navajo County • Holbrook
Pima County • Indian Oasis, Marana
Pinal County • Eloy

Data Collection Methods

The Department of Education and Neolegics have worked closely with personnel in each participating district. Visits were scheduled to each district to obtain on-site information. District personnel were most cooperative in verifying data and completing the forms. Contributions by staff, members of the advisory council, school board members, and patrons have provided important inputs. This assistance has helped to assure the accuracy of the data and to define the critical areas.

This report has been designed to summarize the factual data from each district with a minimum of specific policy recommendations. Similarly, the photographs have been selected as a form of information to illustrate the available facilities. Graphic displays have been designed to present the facts without bias or value judgments. The report, however, highlights the problem areas and presents data to enable decisions and recommendations to be made.



Building Trades and Wood Shop, Alchey High School, Whiteriver District. Training in the building trades prepares students for gainful employment. Vocational and career education programs are being stressed in reservation high schools in addition to the complete academic offerings directed toward preparation for post high school, college and university training.

II. STUDENT POPULATION

Population Growth

Attendance in Arizona's public schools has leveled off. High school attendance is increasing modestly while the number of elementary school students is declining. On the Indian Reservation enrollments continue to grow disproportionately in both elementary and, particularly, in high schools. Five major factors contributing to this growth are: (1) The birth rate on the reservation has not declined nearly so much as among other segments of our population.¹ (2) Many of the tribes have adopted mandatory school attendance laws for all reservation children. The resolutions allow free choice between BIA, public and mission or private schools. Although such a Navajo Tribal edict was enacted in 1947 and Papago in 1951, the rules were initially difficult to enforce. Popular support in recent years is now contributing to the attendance increases. In 1967, the Navajo Tribal Council passed a further resolution which specifically favored public school attendance in 1961.² (3) The roads are being steadily improved, particularly on the vast Papago and Navajo reservations. (4) There is a slowly changing attitude among the older Indian population which is encouraging increased attendance in the public schools. (5) More Indian parents are opting to have their children attend public schools in preference to either Bureau of Indian Affairs (BIA) schools or missionary schools where attendance is decreasing (Table 1).^{*} Over 50 percent of all Indian students now attend public schools on the Navajo Reservation, over 60 percent on the other Arizona Reservations. This compares with a national average of over 65 percent in public schools. Most of the others attend BIA boarding schools and a smaller number ranging from 10 to 20 percent are enrolled in mission, private and tribally operated schools. The data in Table 1 show conformance with this pattern in both the areas of responsibility of the BIA Phoenix and Navajo offices except in the category of "Other" which includes increasing attendance in higher educational institutions.

The population of each of the districts included in this survey has been tabulated in Table 2 and plotted as bar graphs in Figure 2. Data for each school year are

¹Census data reported by the Navajo Tribal Council year-to-year comparisons.

²Resolution No. CAU-43-61 Navajo Tribal Resolution establishing Navajo Education Policy.

^{*}Advisory Committee Member Dillon Platero, Navajo Division of Education, disagrees with this conclusion and observes "... For example, St. Michael's enrollment increases each year."

Table 1

INDIAN EDUCATION – CENSUS OF INDIAN¹ STUDENTS

Bureau of Indian Affairs (BIA)

		Total (National)	Navajo Office	Phoenix Office
1971	Other ² Schools	18,224	4,429	2,668
	Public Schools	134,017	26,973	11,414
	BIA Schools	51,442	23,679	4,503
1972	Other ² Schools	19,538	4,296	2,757
	Public Schools	141,920	29,404	11,879
	BIA Schools	50,841	22,146	4,766
1973	Other ² Schools	22,202	4,310	2,882
	Public Schools	131,805	29,378	12,410
	BIA Schools	50,199	20,446	4,563
1974	Other ² Schools	22,602	4,655	2,432
	Public Schools	134,123	29,427	13,347
	BIA Schools	49,449	20,128	4,829

¹The definition of "Indian" as established by Law includes at least 25% as verified in enrollment data. The national total includes all identified eligible Indian children attending school. Between 3% and 40% of each figure represents students over 18 years of age. The largest percentage is higher education students in trade schools, community and four-year colleges (included in "Other Schools"). The Navajo Office includes the entire Navajo Reservation, parts of which are in Arizona, New Mexico, and Utah. The Phoenix Office has responsibility for all Arizona Reservations except Navajo, as well as boarding schools at Stewart, Nevada (Stewart School) and Riverside, California (Sherman Indian High School).

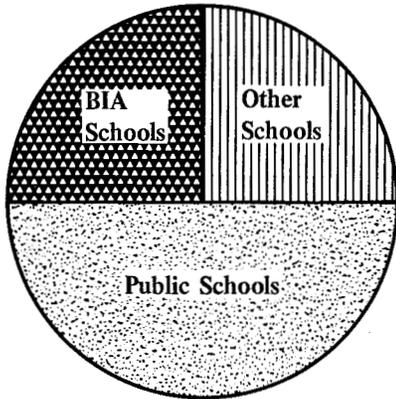
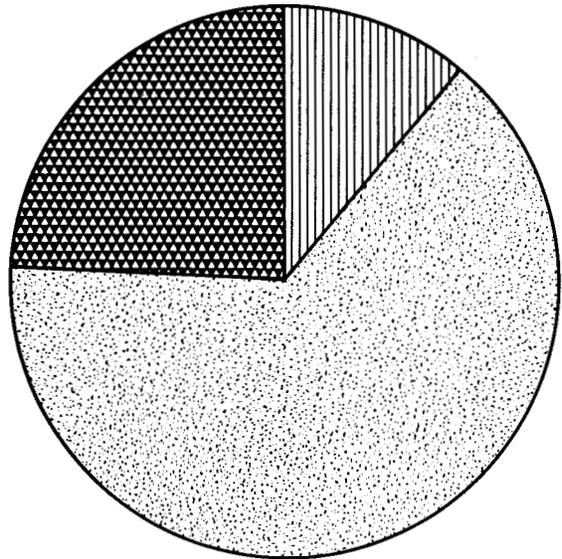
²Other schools include mission and private schools, some of which are operated by private agencies and the tribes themselves.

Source: Reports of United States Department of Interior, Bureau of Indian Affairs, Office of Education Programs, *Statistics Concerning Indian Education*, Fiscal Years 1971, 1972, 1973, and 1974.

Figure 1

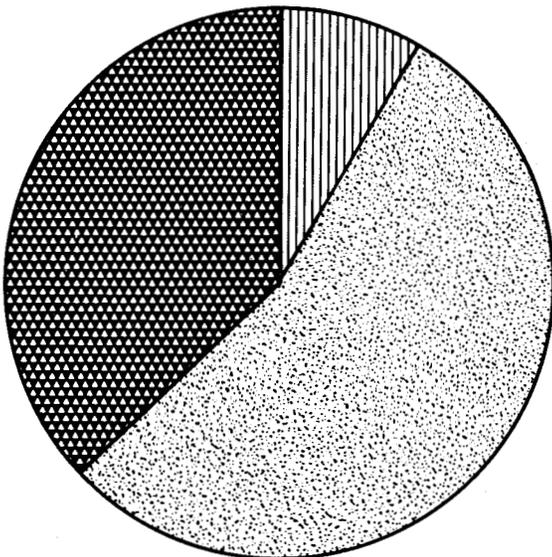
INDIAN EDUCATION – CENSUS OF INDIAN STUDENTS (1974)

TOTAL (National)



Legend:

NAVAJO OFFICE



PHOENIX OFFICE

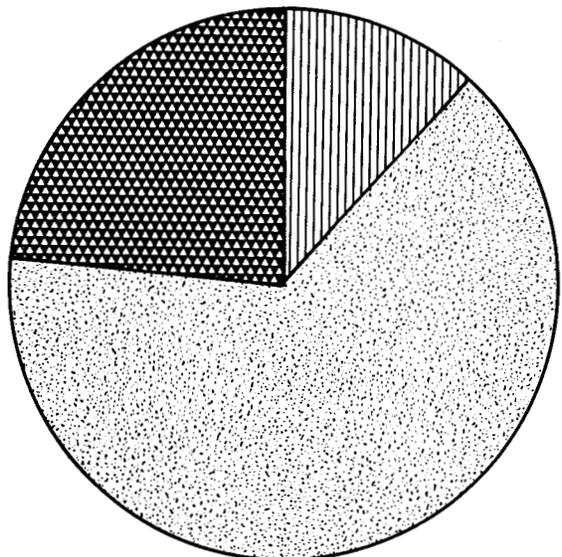


Table 2

STUDENT POPULATION

10 mos. — Average Daily Membership (ADM)
Including Resident Total, State Aid and Non-State Aid Students

	70/71	71/72	72/73	73/74	74/75
Window Rock EL	1,579	1,650 ¹	1,707 ¹	1,717	1,888
Window Rock THS	495	500 ¹	506 ¹	485	556
Ganado EL	922	997 ¹	1,016 ¹	1,037	1,148
Ganado THS	321	345 ¹	352 ¹	369	528
Chinle EL	1,621	1,947 ¹	2,116 ¹	2,318	3,035
Chinle THS	453	562 ¹	621 ¹	694	1,116
Tuba City EL	1,140	1,311	1,395	1,444	1,612
Tuba City HS	391	478	471	534	835
Globe EL	1,608	1,569	1,623	1,656	1,665
Globe HS	814	819	864	902	929
Holbrook EL	1,348	1,348	1,305	1,330	1,450
Holbrook HS	622	643	639	665	806
Whiteriver EL	986	1,071	1,158	1,161	1,254
Alchesay HS	242	283	286	325	389
Kayenta EL	795	897	841	920	1,010
Monument Valley HS	287	348	391	467	517
Indian Oasis EL	648	684 ¹	695 ¹	705	800
Indian Oasis THS	178	189 ¹	195 ¹	201	212
Marana EL	1,055	1,297	1,397	1,528	1,833
Marana HS	425	492	558	629	795
Eloy EL	1,472	1,487	1,461	1,478	1,550
Sacaton EL	584	733	734	774	837

EL — Elementary School grades K-8

THS — Teaching High School subjects, but operated by an Elementary School District

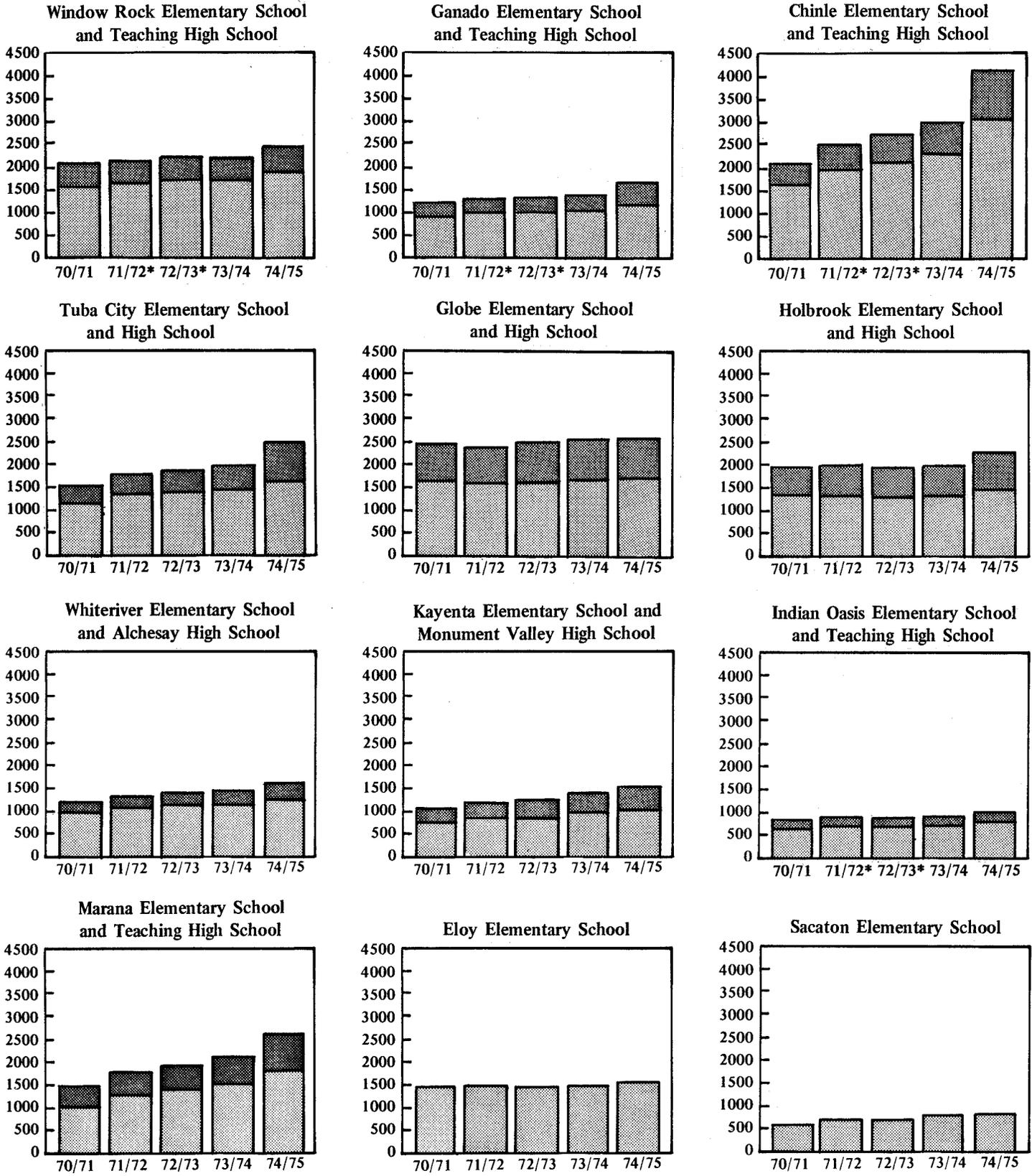
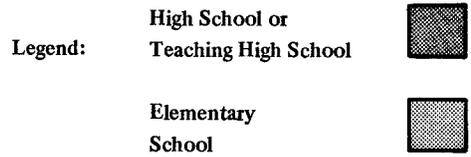
HS — High School

¹EL and THS (not listed separately) derived from total population

Source: Reports of the Superintendent of Public Instruction

Figure 2

STUDENT POPULATION (10 Months ADM)
Resident Total, State Aid and Non-State Aid



*Elementary School and Teaching High School (not listed separately) derived from total population.

included since 1970-71. Some of the data were adjusted to reflect changes in student counting methods from average daily attendance (ADA) to average daily membership (ADM) now in use. Each of the districts on the Indian Reservation shows a growth characteristic between the beginning and end of this period. The only district showing a population decrease is Holbrook. The largest increases have occurred in Chinle, Tuba City and Marana. Some of this growth can be attributed to new or improved facilities.

Forty-eight high school students from southern Utah's San Juan County School District are attending Monument Valley High School between thirty and fifty miles away. Based on a long-standing agreement, San Juan district is paying \$1000 as tuition for each of these students. The actual district cost is now over \$3000/pupil; hence Kayenta's trustees have requested either the San Juan District or Bureau of Indian Affairs to make up the difference between tuition payments and the district's cost.

Sacaton's growth can be attributed largely to the phase-out and transfer of BIA school facilities to the public school system. The most stable districts in the survey have been Eloy and Globe. Each of these communities has been very stable with only minimal year-to-year population changes. Note that the month-to-month fluctuation at Eloy resulting from the enrollment of migrant farm workers' children is substantial and a regular annual occurrence.



Kayenta Union High School is located in a building complex with Kayenta elementary school and is 60 percent temporary and relocatable classrooms. Built in 1960, this is one of the newer structures in the overcrowded facilities. Kayenta's remote Navajo Reservation location is the cause of many higher cost factors as compared to other districts.

Indian Student Population

Table 3 shows the total enrollment, average daily membership (ADM), eligible Johnson-O'Malley enrollment, and Johnson-O'Malley average daily membership for 1973-74 and 1974-75 years. These data, obtained from the Division of Indian Education, State Department of Education, indicate the difference between the Indian students' enrollment and attendance. The state average difference between enrollment and attendance is about 6 percent to 7 percent.

Dropouts and Population Trends

The high percentage of dropouts among Indians, particularly at the high school level, continues to be a major problem. In recent years retention rates have been improving and increasing numbers have been graduating. Several districts are making major efforts to assure maximum attendance. Full time attendance officers are employed. Some of these operate in radio-controlled cars to investigate student absences and thus they minimize truancy and assure compliance of the law requiring attendance of school age children.

The trend is clearly evident toward increased public school attendance. The improved highway system and appreciation of education are expected to continue to increase the total attendance. A congressionally ordered study of Indian Education revealed the following characteristics:³

- "1) Dropout rate of Indians are twice the national average;
- "2) Level of educational achievement of Indian children is half the national average;
- "3) Achievement levels and test scores are far below those of their non-Indian counter-parts; and
- "4) The Indian child falls progressively behind the longer he stays in school."

Although the basic statements are still essentially true, several districts in this survey reported that during the last five years, improvements with respect to each of these characteristics have been realized.⁴

³Special Sub-committee on Indian Education (1967-69). Senate of the United States.

⁴Kayenta School District No. 27. Johnson-O'Malley Funding Request for 1975-76.

Table 3

**INDIAN RESERVATION PUBLIC SCHOOL DISTRICT ENROLLMENT
AND JOHNSON-O'MALLEY ELIGIBILITY**

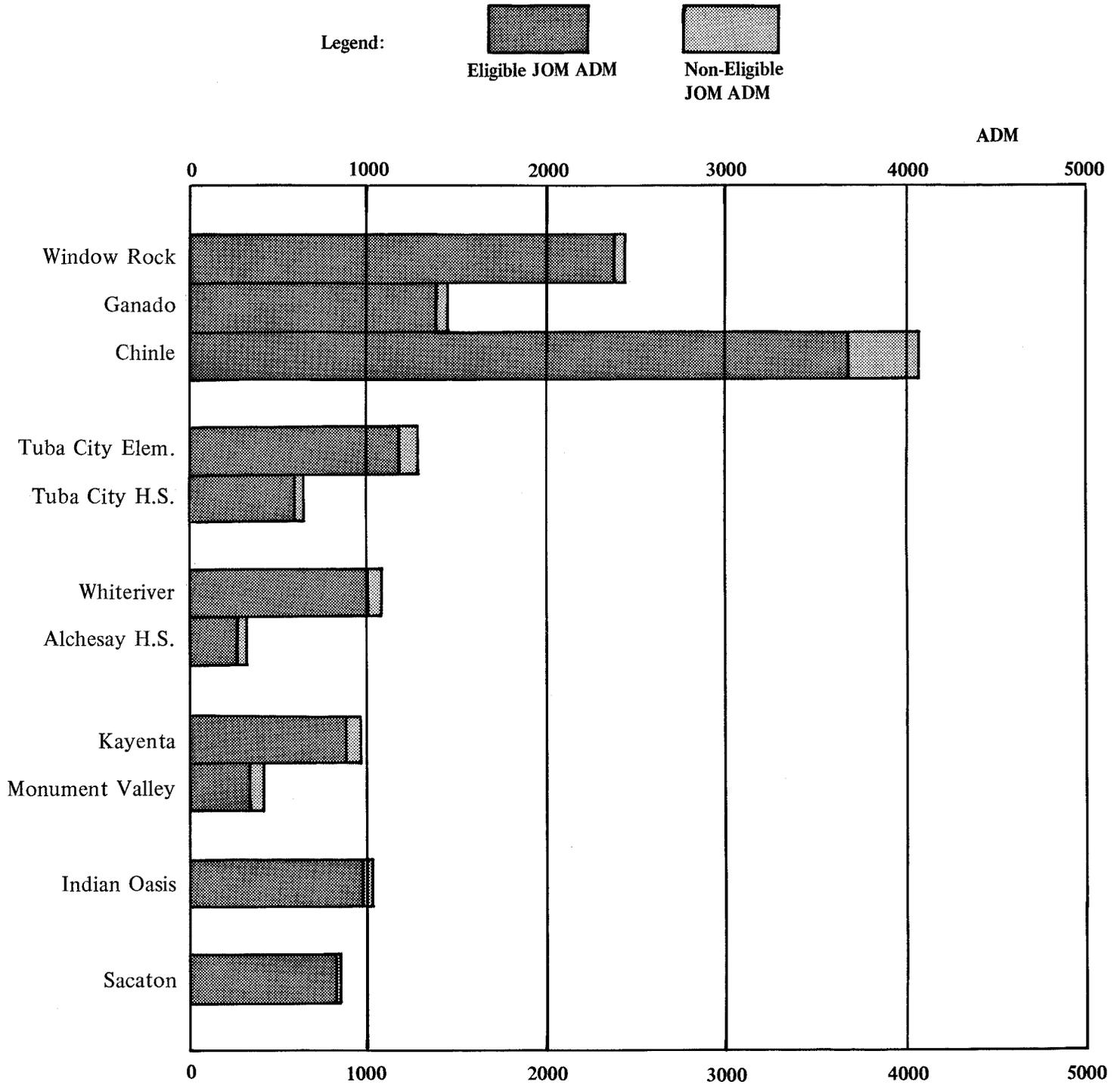
	1973-74				1974-75			
	Total Enrollment	Total ADA ¹	Eligible JOM Enrollment	Eligible JOM ADA ¹	Total Enrollment	Total ADM ¹	Eligible JOM Enrollment	Eligible JOM ADM ¹
Window Rock	2,417	2,247	2,314	2,104	3,092	2,445	2,801	2,380
Ganado	1,735	1,422	1,363	1,217	1,665	1,461	1,570	1,403
Chinle	3,787	2,901	3,524	2,963	4,583	4,076	4,301	3,678
Tuba City Elem.	1,674	1,455	1,308	1,135	1,813	1,274	1,368	1,181
Tuba City H.S.	789	561	493	361	1,080	635	769	589
Whiteriver	1,349	1,167	1,249	1,080	1,199	1,086	1,099	1,005
Alchesay H.S.	394	328	340	280	366	313	304	256
Kayenta	1,053	924	843	739	1,385	952	1,258	878
Monument Valley	522	475	327	315	578	410	522	335
Indian Oasis	1,020	913	982	879	1,141	1,016	1,015	988
Sacaton	906	778	902	775	948	835	945	830

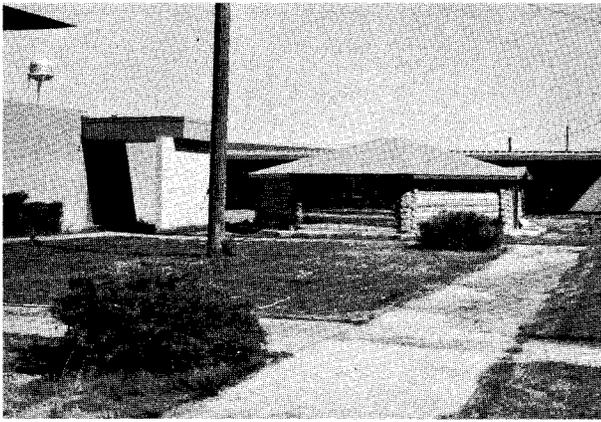
¹ADA – Average Daily Attendance; ADM – Average Daily Membership. The accounting system was changed from attendance to membership in 1974-75. Eligibility for Johnson-O'Malley (JOM) funds is limited to Indians at least 25% by bloodlines as established in registration requirements.

Source: Annual Report Division of Indian Education, Arizona Department of Education.

Figure 3

AVERAGE DAILY MEMBERSHIP AND JOHNSON-O'MALLEY ELIGIBLE MEMBERSHIP
(1974-75)
ANNUAL REPORT DIVISION OF INDIAN EDUCATION





Side View of Window Rock High School, Fort Defiance, Arizona, showing the hogan-like cultural center. The state classifies the district as "Elementary District Teaching High School subjects—THS". It is providing a full schedule of programs for over 550 students and has North Central Association accreditation.

Teacher-Parent Contact

While increasingly, Indian parents are encouraging their children to attend and complete the public school program, the students apparently feel an estrangement between their homes and schools. Most Indian parents are reported to feel rejected by the schools.⁵ Having less education than their children, they are in awe of school administrators and are hesitant to become involved in school policy or programs. This attitude contributes to the lack of communication between Indian parents and teachers.*

Teachers indicated their reluctance to initiate visits to their students' homes because of poor receptions. Occasionally the parents have refused to speak to them or invite them in. Much of this relates to cultural differences and an unusually high level of embarrassment evinced by the parent. Rarely are teachers invited to the students' homes. Similarly, the parents are reluctant to visit the classroom or to confer with the teachers.⁶ The students are faced with this obvious duality and have

⁵ Strengthening Navajo Education, Division of Education, The Navajo Tribe, Window Rock, Arizona, 1973, p. 24.

*Advisory Committee Member Dillon Platero, Navajo Division of Education, states, "Many parents have been miseducated by the past mistakes of the schools and have been taught that they should leave all education to the Anglos. This concept is still widespread extending to the "fear" caused by the guidelines calling for the establishment of Parent Committees and to the unwillingness of the BIA to give any actual authority to their Advisory Boards."

⁶The Kayenta Report: Values in Indian Education, Southwestern Behavioral Institute, Flagstaff, Arizona, October 1971.

great difficulty in coping with the situation. While children react to this challenging dichotomy in a different manner, most often they become reserved, detached and hesitant to participate in the classroom. A portion of this difficulty may be traced to the inability of most teachers to speak or understand the native language.



Primary Classroom Wing, Ganado School District, constructed in 1953, shows evidences of hard use. Almost two-thirds of the elementary grade classes are conducted in temporary and relocatables. The district's facilities are all located on a large campus that permits joint use of many specialized areas. Its Navajo Reservation location requires the district to include trailer park and housing facilities for most of its teaching staff.

Vandalism and Other Problems

In addition to truancy, the reservations have problems with vandalism. The incompatibility of rocks and window glass seems to be the major area of difficulty. More expensive plexiglass in place of windows has been tried. While more resistant, it seems to offer a challenge which few vandals can resist. Also, pyromania or arson has been experienced, so far without extremely serious consequences.

Another problem unique to the Navajo and Papago reservations is bootlegging. While many of the tribal councils have outlawed the manufacture or sale of alcoholic beverages on the reservation, the illicit production and importation are common practices. School children appear to have little difficulty in obtaining alcoholic beverages. Occasionally students arrive at school in a drunken condition. While this is much more common in the high school, it has also occurred with elementary students. Under these circumstances, attendance officers taking the child home have sometimes found the parents in a similar condition. Several school board and administrative officials on the Navajo Reservation indicated their belief that Tribal officers are fully aware of the

bootlegging activities but rarely take the action necessary to enforce their laws.

While tobacco smoking is a problem of considerable proportion, they reported that there seems to be little evidence of the drug culture outside of occasional glue or paint sniffing.*

Minority Within a Minority

Demographically, Tuba City School District has approximately 90 percent Indian population. The non-Indians are primarily Anglo, the children of public school, Federal Agency and private industrial employees. The Indian constituency is not exclusively Navajo. There is a Hopi constituency which constitutes approximately 5 to 10 percent of the total school population. Efforts to teach Navajo cultural history and crafts welcomed by the majority are obviously and strongly opposed by the Hopi. The large Anglo minority seems to have less objection to these programs. One of the five Tuba City School Board members is Hopi. Members of the Hopi community still complain that they have no say in the operation of the district.

Reports have been received that Navajo children have caused incidents by ganging up on members from other minorities, usually Hopi. School officials contend that these situations are under control. When the problem arose, the district assigned additional school personnel, usually Indian staff members or attendance officers, to ride the buses. These types of problems are common in most school districts where similar demographic differences exist.**

III. CURRICULUM

The curriculum and related programs to be found on the Indian Reservation are comparable to those found in other districts in the state. Tables 4 (Elementary), 5 and 6 (High School), constitute a summary of curriculum offerings by subject in each district. The elementary school data were gathered during the visits to each of the districts. The subject identification and internal coding is, as nearly as possible, in accordance with *Handbook VI - Curriculum Guides* as established by the United States Office of Education (1974), which is suitable for computer application.

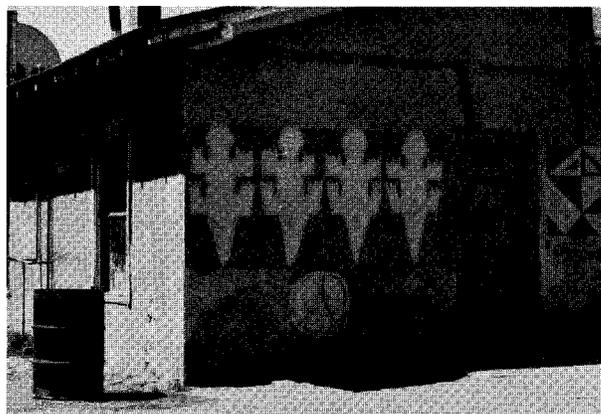
*Advisory Committee Member Dillon Platero, Navajo Division of Education comments, "... The situation on the Navajo Reservation... glue sniffing and paint sniffing is rampant."

**Ibid.—Mr. Platero, "Have the Tuba City incidents continued at much the same rate over the years or are they related to fluctuations in Navajo-Hopi land dispute problems? Is there any relation between these incidents and the desire of the Hopi people to have their own high school...?"

The high school curriculum offerings were also collected during the district visits on a grade-by-grade basis and compared with the North Central High School Accreditation reports. Only minor variations between the two sources of data were discovered. The differences occur from insufficient enrollment as well as lack of qualified teachers for some of the more specialized elective courses. Some correlations can be obtained by comparing the course offerings with the summary of facilities available. Lack of classroom or staff living facilities more often than funding for teacher salaries or materials was cited for a district being unable to offer some desired courses.

The spread of course offerings is relatively narrow as all districts are trying to offer all basic elementary and high school courses. The emphasis on Agricultural studies, Home Economics, and Industrial Arts is apparent among the reservation schools offerings. According to many of the administrative officials interviewed, this represents considerable upgrading over the curriculum offerings on the reservations during the past 10 to 20 years.*

SPECIAL PROGRAMS AND NEEDS



Arts and Crafts Building, Indian Oasis School District, houses a most popular program. When related to native arts and crafts, adult education programs are enthusiastically received in most reservation public schools. Weaving, bead work and jewelry-making with their specific cultural orientation join art, painting and sculpting in both elementary and high school curricula.

Arts and Crafts

Most reservation district schools, particularly at the high school level, are also featuring culturally oriented

*Ibid—Mr. Platero, "... The list of course offerings fails to indicate problems that often vitally affect Indian students. Where can many of them expect to find the money required to participate in what the State of Arizona calls a 'free public education' when the cost of textbooks, lab fees, instrumental rentals are exorbitant to those students?"

Table 4

**ELEMENTARY SCHOOL
CURRICULUM OFFERINGS**

CODE	SUBJECT	WINDOW ROCK	GANADO	CHINLE	TUBA CITY	GLOBE	HOLBROOK	WHITERIVER	KAYENTA	MARANA	INDIAN OASIS	SACATON	ELOY
02.00.00	ART	X	X	X	X	X	X	X	X	X	X	X	X
06.00.00	ENGLISH LANGUAGE ARTS	X	X	X			X	X	X	X	X	X	X
05.01.01	Reading	X	X	X	X	X	X	X	X	X	X	X	X
05.01.05	Remedial Reading	X	X	X		X	X	X	X	X	X	X	X
05.01.02	Handwriting	X	X	X	X	X	X	X	X	X	X	X	X
05.01.03	Spelling	X	X	X	X	X	X	X	X	X	X	X	X
05.02.02	Grammar	X	X	X	X	X	X	X	X	X	X	X	X
05.03.00	Literature		X	X	X	X	X	X				X	X
05.04.00	Composition		X	X	X	X	X	X	X			X	X
05.05.00	Journalism								X			X	
06.07.00	English, as second lang.	X	X	X	X			X	X	X		X	X
05.99.00	Other English – Speech						X	X	X				X
06.00.00	FOREIGN LANGUAGE – Navajo			X									
06.02.00	FOREIGN LANGUAGE – Spanish					X		X	X	X			
08.00.00	HEALTH, SAFETY, PHY. ED		X	X		X	X		X			X	X
08.01.00	Health	X	X	X	X		X	X	X	X	X	X	X
08.01.08	Drugs and Narcotics Abuse		X	X	X		X	X	X	X			X
08.03.00	Physical Education	X	X	X	X			X	X	X		X	X
08.03.01	Gymnastics									X	X		
21.02.00	Safety Education			X	X		X		X	X			X
09.00.00	HOME ECONOMICS	X	X	X	X	X	X	X	X	X	X	X	X
10.00.00	INDUSTRIAL ARTS	X	X	X	X	X	X	X	X	X	X	X	X
11.00.00	MATHEMATICS		X							X			X
11.02.00	Arithmetic	X	X	X	X	X	X	X	X	X	X	X	X
11.11.00	General Math	X	X	X	X				X			X	X
12.00.00	MUSIC		X	X				X					X
12.04.00	Vocal Music	X	X	X	X	X	X	X	X	X	X	X	X
12.05.00	Instrumental Music		X				X		X		X	X	X
12.05.01	Band	X	X	X	X	X	X	X	X	X		X	X
12.99.00	Other Music (specify)												
12.99.01	Dance			X			X			X			
12.99.02	Rhythm												X
12.99.03	Guitar								X	X		X	
13.00.00	NATURAL SCIENCES	X	X	X	X	X	X	X	X	X	X	X	X
15.00.00	SOCIAL SCIENCES/ SOCIAL STUDIES	X	X	X	X	X	X	X	X	X	X	X	X
15.11.01	Government	X		X	X	X		X				X	
15.03.01	Free Enterprise												
15.99.00	Other Soc. Studies History/Geography			X					X			X	
99.00.00	OTHER SUBJECTS OFFERED BUT NOT LISTED												
99.01.00	Navajo Arts & Crafts			X					X				
99.02.00	Typing			X			X		X		X		
99.03.00	Career Ed.											X	

Source: Information from each District

Table 5

**HIGH SCHOOL
CURRICULUM SUMMARY**

CODE	SUBJECT	WINDOW ROCK	GANADO	CHINLE	TUBA CITY	GLOBE	HOLBROOK	ALCHESAY	MONUMENT VALLEY	BABOQUIVARI	MARANA
01.00.00	Agriculture	X	X	X	X			X	X	X	X
02.00.00	Art	X	X	X	X	X	X	X	X	X	X
03.00.00	Business	X	X	X	X	X	X	X	X	X	X
04.00.00	Distributive Education					X	X	X			X
05.00.00	English Language Arts	X	X	X	X	X	X	X	X	X	X
06.00.00	Foreign Language	X	X	X	X	X	X	X	X	X	X
08.00.00	Health/Physical Ed.	X	X	X	X	X	X	X	X	X	X
09.00.00	Home Economics	X	X	X	X	X	X	X	X	X	X
10.00.00	Industrial Arts	X	X	X	X	X	X	X	X	X	X
11.00.00	Mathematics	X	X	X	X	X	X	X	X	X	X
12.00.00	Music	X	X	X	X	X	X	X	X	X	X
13.00.00	Natural Sciences	X	X	X	X	X	X	X	X	X	X
15.00.00	Social Sciences	X	X	X	X	X	X	X	X	X	X
15.09.00	Humanities		X		X		X				

Sources: Information from each District; Northcentral Association Accreditation Reports.

Table 6, page 1
**HIGH SCHOOL
CURRICULUM OFFERINGS**

CODE	SUBJECT	WINDOW ROCK	GANADO	CHINLE	TUBA CITY	GLOBE	HOLBROOK	ALCHESAY	MONUMENT VALLEY	BABOQUIVARI	MARANA
01.00.00	AGRICULTURE										
01.01.01	Animal Science		X	X				X	X	X	X
01.01.02	Plant Science		X	X				X	X	X	X
01.03.00	Ag. Mechanics		X	X				X	X	X	X
01.99.00	Other Ag (specify) Vocational Ag.		X	X				X	X	X	X
02.00.00	ART										
02.01.00	Art History and Theory			X		X	X		X		
02.02.01	Design	X		X	X	X	X	X		X	X
02.02.05	Drawing			X		X	X	X	X	X	X
02.02.06	Painting	X		X		X	X	X	X		X
02.99.00	Other Art (specify) Crafts	X	X	X	X	X		X	X		
03.00.00	BUSINESS										
03.01.00	Accounting				X		X				
03.03.00	Bookkeeping	X	X	X		X		X	X	X	X
03.05.00	Business Math	X	X	X	X		X		X		X
03.06.00	Business Communications		X		X	X			X		X
03.09.00	Business Law			X	X		X				
03.10.00	Business Machines	X			X		X	X	X	X	X
03.14.00	Clerical Practice						X	X	X	X	X
03.17.00	Data Processing and Computer Operation	X			X						
03.34.00	Shorthand	X	X	X	X	X	X	X	X		X
03.34.09	Secretarial Practice		X		X	X			X	X	X
03.35.00	Typing	X	X	X	X	X	X	X	X	X	X
03.99.00	Other Business (specify) Office Procedures			X		X	X				X
05.00.00	ENGLISH LANGUAGE ARTS										
05.01.01	Reading	X	X	X			X	X	X	X	X
05.02.02	Grammar		X				X				X
05.03.00	Literature	X	X		X	X	X		X	X	X
05.03.37	Drama			X	X	X	X	X	X	X	X
05.04.00	Composition	X	X				X		X	X	X
05.04.02	Writing		X		X	X	X		X		X
05.04.03	Journalism	X	X	X	X	X	X	X	X		X
05.05.00	Speech	X	X	X	X	X	X	X	X	X	X
06.07.00	English, as second lang.	X	X								
05.99.00	Other English (specify) Cinema/T.V. Production	X							X		
05.99.01	Debate										X

Table 6, page 2
**HIGH SCHOOL
CURRICULUM OFFERINGS**

CODE	SUBJECT	WINDOW ROCK	GANADO	CHINLE	TUBA CITY	GLOBE	HOLBROOK	ALCHESAY	MONUMENT VALLEY	BABOQUIVARI	MARANA
06.00.00	FOREIGN LANGUAGE										
06.01.05	Latin										
06.02.08	French	X			X						
06.02.09	German					X					
06.02.18	Russian										
06.02.19	Spanish	X	X	X	X	X	X	X	X	X	X
06.99.00	Other Foreign Language (specify) – Navajo				X						
08.00.00	HEALTH, SAFETY, PHYSICAL ED.										
08.01.00	Health	X	X	X	X	X	X	X	X	X	X
08.01.08	Drugs and Narcotics Abuse						X		X		X
08.03.00	Physical Education	X	X	X	X	X	X	X	X	X	X
21.01.00	Driver Education	X	X	X	X	X	X	X	X	X	X
21.02.00	Safety Education						X	X			X
08.99.00	Other Health, etc. (specify) Weight Training						X				X
09.00.00	HOME ECONOMICS										
09.01.02	Child Development		X		X	X	X	X	X	X	X
09.01.03	Clothing/Textiles	X	X	X			X	X	X	X	X
09.01.06	Family Living		X	X	X		X	X	X		X
09.01.07	Nutrition/Food Preparation		X	X				X	X	X	X
09.01.08	Home Management	X	X			X	X	X	X		X
09.99.00	Other Home Ec. (specify) Cosmetology			X							X
10.00.00	INDUSTRIAL ARTS										
10.03.03	Drafting	X	X	X	X					X	X
10.03.07	Mechanical Drawing		X			X	X		X	X	X
10.04.00	Electricity/Electronics					X					
10.07.00	Graphic Arts	X		X				X	X		
10.14.00	Metals	X	X	X	X	X	X	X			X
10.15.00	Plastics										
10.16.00	Automotive	X	X	X	X	X	X	X	X		X
10.19.00	Woods	X	X		X	X	X	X	X	X	X
17.03.00	Trade & Ind. Occupations (specify) – Welding	X	X	X	X		X	X	X		X
10.99.00	Other Ind. Arts (specify) World of Work	X			X		X		X		X
11.00.00	MATHEMATICS										
11.03.00	Algebra	X	X	X	X	X	X	X	X	X	X
11.06.00	Calculus	X				X	X	X			X
11.11.00	General Math		X	X	X	X	X	X	X	X	X
11.12.00	Geometry	X	X	X	X	X	X	X	X	X	X
11.16.00	Trigonometry			X		X	X	X	X		X
11.99.00	Other Math (specify) Consumer Math	X				X		X			

Table 6, page 3

**HIGH SCHOOL
CURRICULUM OFFERINGS**

CODE	SUBJECT	WINDOW ROCK	GANADO	CHINLE	TUBA CITY	GLOBE	HOLBROOK	ALCHESAY	MONUMENT VALLEY	BABOQUIVARI	MARANA
12.00.00	MUSIC										
12.04.00	Vocal Music	X	X	X	X	X	X	X	X	X	X
12.05.00	Instrumental Music	X	X	X	X		X	X	X	X	X
12.05.01	Band	X	X	X	X	X	X	X	X	X	X
12.05.02	Orchestra				X						
12.99.00	Other Music (specify)										
	History			X							
13.00.00	NATURAL SCIENCES										
13.02.00	Biology	X	X	X	X	X	X	X	X	X	X
13.03.01	Chemistry	X	X	X	X	X	X	X	X	X	X
13.03.02	Physics		X	X	X	X	X	X	X	X	X
13.03.11	Geology			X	X				X		
13.03.12	Physical Science	X	X	X	X		X	X	X	X	X
13.04.00	Earth/Space Science	X	X		X	X	X		X	X	X
15.00.00	SOCIAL SCIENCES/SOC. STUDIES										
15.02.02	History: Southwest										
	History: United States	X	X						X		X
15.03.00	Citizenship/Civics		X					X		X	
15.03.01	Free Enterprise	X	X	X	X	X	X	X	X	X	X
15.08.01	History: American	X	X	X	X	X	X	X	X	X	X
15.08.04	History: Arizona			X			X	X	X		X
15.08.09	History: World	X	X	X	X	X	X	X	X		X
15.11.01	Government/Constitution	X		X	X	X	X	X	X	X	X
15.99.00	Other Social Studies										
	(specify) – Navajo	X		X	X				X		
15.99.01	Anthropology									X	
15.09.00	HUMANITIES										
15.10.00	Philosophy										
15.12.00	Psychology				X						
15.13.00	Sociology				X		X				
15.99.99	Other Humanities										
	(specify) – Social Problems		X		X						
99.99.00	OTHER SUBJECTS OFFERED BUT NOT LISTED ABOVE (specify)										
99.99.01	OTHER – Voc. Building Trades		X		X		X	X	X	X	X
99.99.02	OTHER – Economics		X		X						
99.99.03	OTHER – Geography			X	X	X					X
99.99.04	OTHER – ROTC				X						
99.99.05	OTHER – Library Sciences				X						X
99.99.06	OTHER – Radio & T.V. Repair					X					
99.99.07	OTHER – Home Repair						X		X		
99.99.08	OTHER – Greenhouse/Hydroponics									X	

Sources: Information from each District; Northcentral Association Accreditation Reports

programs both as a result of federal funding and high levels of local interest. These native history and culture and arts and crafts courses are very popular not only with the students but also with the adult population. The arts and crafts activities are also proving to be practical and profitable. The increasing national demand for authentic Indian jewelry is enhancing the career potential in this area.

Communications Skills

Many reservation children entering school have had no experience with English communication, and problems are apparent through all grade levels.⁷ Minimal availability of public libraries, radio and television contribute to the extensiveness of the language difficulties. Programs necessitated by these language differences are being offered extensively. These are financed primarily through special federal funding and to a lesser extent by the state bilingual programs. A major difficulty has been the hiring of certified personnel who are also conversant with the Indian languages. This problem has been partially solved by hiring aides at the lower grade levels many of whom are mothers of children attending the school.



Black Angus Cattle from the Livestock and Agricultural program at Monument Valley High School, Kayenta School District. In addition to beef production, other types of livestock included in the program extend to sheep, horses and numerous forms of fowl. In the background, cultivated fields of various grains and grasses provide opportunities for practical training in other aspects of agriculture.

Agriculture

Most reservation high school districts have extensive agricultural training programs and sponsor Future

Farmers of America (FFA) chapters. Cattle breeding, dairy procedures, crop improvements and farm innovations are being taught. Several schools are conducting experimental farming and livestock operations. New crops are being evaluated for reservation farming. Baboquivari High School, Indian Oasis District, is working closely with the University of Arizona, Agricultural School, in the development of high grade oil producing Jojoba bean cultivation. This project has received national attention.

Career Education

The recent emphasis at the state level in career and vocational education is readily apparent in its implementation at reservation schools. Unfortunately, jobs are not available on the reservation. Thus, the result of this education and training is not yet reflected in profitable reservation employment. In a state of almost perpetual depression, the unemployment and substantial under-employment levels in many reservation areas ranges from 50 to over 85 percent.⁸ A 64 percent rate was shown for the entire Navajo Reservation in 1972. A very high tribal priority is the development of the commercial and industrial base to absorb their residents in gainful employment. Both tax and cultural considerations make the progress very slow. Many Indians are faced with the choice of unemployment or of leaving the reservation for urban areas where more job opportunities exist.

Post High School

In the early grades, the reservation school districts are providing curriculum designed for entrance into high school and college. Emphasis is being placed on basic skills—English, particularly reading and mathematics. A vast majority (96%) of the total number of parents (540) included in the *Kayenta Report* want their children to have more than a high school education.⁹

Increasing numbers of reservation high school graduates are attending institutions of higher education. While the drop-out rate is particularly high during the first and second year of college, more are completing degree programs. All of the high schools visited during this investigation were certified to meet the North Central Accreditation criteria which helps to assure college entrance. The tribes are funding extensive scholarship programs which, in conjunction with federal assistance programs, assure that qualified students have the opportunity to continue their education. During fiscal

⁷The *Kayenta Report: Values in Indian Education*, Southwestern Behavioral Institute, Flagstaff, Arizona, October 1971.

⁸*Economic Statistics Relating to Indian Reservations*, Bureau of Indian Affairs, Department of Interior, 1972.

⁹The *Kayenta Report: Values in Indian Education*, Southwestern Behavioral Institute, Flagstaff, Arizona, October 1971.

1975, the BIA funded over 1800 Navajo College student scholarships through the Tribal Council.¹⁰ Students are attending all three Arizona universities, many community colleges, and some are matriculating out of state.

Counseling

The high schools are instituting both counseling and curricula improvement programs designed to enhance their graduates' chances of succeeding in college and university programs. School board members and parents feel the need to have career counseling more readily available in the reservation high schools. They are generally disappointed that trained counselors who are themselves Indians are not available for this high priority work. Plaudits for the State Career Education Program were heard in many districts. State Department of Education personnel involved with this activity were reported to be working closely with the districts and were more in evidence on the campuses than all other state department personnel.

IV. STAFFING

Teacher salary scales in predominantly Indian Reservation schools are comparable with, or slightly lower than, the state average of starting salaries. They are approximately comparable to those in the urban districts, lower than suburban school districts and higher than many rural districts. The average salary for the reservation teacher is considerably below the average of most other districts because of the difficulty in retaining teachers. Salaries remain at the lower levels of the pay scale. As indicated, in Tables 7 and 8 (also Figure 7), the reservation districts have a much larger proportion of beginning, one- and two-year teachers. From these data, turnover rates can be deduced by subtracting the new teachers employed to accommodate growth. The annual turnover rates range from a low of 15 to a high of over 40 percent per year. Consequently, the reservation school districts have disproportionately large numbers of teachers with a small number of years of experience, as compared to Marana, Globe, and Holbrook districts.

Data relating to teacher retention were obtained by comparing annual certification and classification records maintained by the Department of Education (Table 7—for 1973-74; and Table 8—for 1974-75). The data show both the number of teachers with the number of years of teaching experience, not all of which was necessarily accumulated in the subject

¹⁰Report of the Tribal Education Committee, Navajo Tribal Council, Many Farms, Arizona, December 1974.

district. Figure 7 employs bar charts and graphics presentations to give perspective to these data.

Ethnic Background of Teachers

The ethnic background of teachers on reservation schools ranges from 85 to 90 percent Anglo, 5 percent other minority groups, and 10 percent Native American (Table 9). Despite the large effort to train and recruit Indian teachers, the year-to-year change in staffing patterns, with regard to certified Indian teachers, shows very small improvements. While the tribes are very supportive of training Indians to become teachers,¹¹ the public school system has great difficulty in retaining such personnel. The higher salaries offered by BIA schools and the availability of jobs in federal programs as interpreters or teachers draw many of these persons away from the public schools.¹² Many of the Indian teachers prefer urban living rather than returning to the reservation to work. Several have complained that they cannot get professional recognition on the reservation close to their own homes. Rather, they are treated as junior family members and are expected to contribute their entire earnings to the family's support. Chinle has recently instituted a bonus program of additional pay for qualified staff members who are bilingual. Increasingly, the districts are using bilingual aides in the classroom at the lower grade levels.

Many Indian parents do not believe that Indian teachers as a general rule would be the most desirable for their children.¹³ Contrarywise, many more parents indicated their belief that the teachers should be conversant with the native language. Most of these same parents were favorably disposed toward having their children become teachers.

Non-Teaching Staff

Conversely, other staffing positions such as maintenance, bus drivers, food service, etc., average over 90 percent Indian. The acute housing shortage causes the heavy reliance on Indian employees. Several administrators complained of the need to accept minimally or inadequately trained staff members for this reason.

¹¹Overview of Indian Affairs, Arizona Legislative Council, 1972.

¹²"The starting salary for any teacher in the BIA system is \$12,167. . . ." The Navajo Nation: An American Colony, United States Commission on Civil Rights, September 1975.

¹³The Kayenta Report: Values in Indian Education, Southwestern Behavioral Institute, Flagstaff, Arizona, October 1971.

Table 8

TEACHERS' YEARS OF SERVICE (1974-75)
(Number and Percentage of Certified Personnel With
Years of Experience in Each District)

	0 years		1 year		2 years		3 years		4 years		5 years		6 years		7 years		8 years		9 years		10 years		15 years		20 years		20+ years	
	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.
Window Rock Elementary	28.7	42	24.6	36	12.3	18	10.3	15	4.1	6	6.8	10	4.1	6	2.1	3	.7	1	2.9	3	.7	1	1.4	2	1.4	2	.7	1
Ganado Elementary	2.3	2	24.1	21	14.9	13	10.3	9	3.4	3	10.3	9	10.3	9	8.1	7	---	---	6.9	6	---	---	5.7	5	3.4	3	---	---
Chinle Elementary	37.2	58	10.9	17	14.1	22	7.7	12	10.9	17	5.8	9	3.8	6	1.9	3	.6	1	---	---	1.3	2	4.5	7	1.3	2	---	---
Tuba City Elementary	14.6	12	36.6	30	2.4	2	7.3	6	8.5	7	6.1	5	---	---	4.9	4	8.5	7	4.9	4	2.4	2	3.6	3	---	---	---	---
Tuba City High School	34.9	15	23.3	10	2.3	1	4.6	2	2.3	1	9.3	4	2.3	1	2.3	1	4.6	2	4.6	2	4.6	2	2.3	1	2.3	1	---	---
Globe Elementary	---	---	9.4	5	9.4	5	9.4	5	13.2	7	---	---	5.6	3	3.8	2	3.8	2	3.8	2	---	---	20.8	11	3.8	2	16.9	9
Globe High School	---	---	12.5	5	12.5	5	---	---	12.5	5	5.0	2	2.5	1	---	---	7.5	3	5.0	2	---	---	5.0	2	25.0	10	12.5	5
Holbrook Elementary	1.7	1	1.7	1	11.9	7	10.2	6	15.3	9	6.8	4	13.5	8	3.4	2	1.7	1	3.4	2	1.7	1	13.5	8	11.9	7	3.4	2
Holbrook High School	---	---	36.4	12	---	---	3.0	1	3.0	1	3.0	1	9.1	3	6.0	2	9.1	3	6.1	2	---	---	9.1	3	9.1	3	6.1	2
Whiteriver Elementary	4.1	2	10.2	5	24.5	12	16.3	8	6.1	3	4.1	2	10.2	5	2.1	1	2.1	1	2.1	1	2.1	1	10.2	5	6.1	3	---	---
Alchesay High School	4.3	1	30.4	7	17.4	4	---	---	13.0	3	8.7	2	4.3	1	4.3	1	---	---	---	---	4.3	1	13.0	3	---	---	---	---
Kayenta Elementary	16.6	9	27.7	15	22.2	12	11.1	6	7.4	4	5.5	3	---	---	1.8	1	3.7	2	---	---	1.8	1	1.8	1	---	---	---	---
Monument Valley HS	---	---	4.1	1	50.0	12	16.6	4	4.1	1	8.3	2	4.1	1	---	---	4.1	1	---	---	---	---	8.3	2	---	---	---	---
Indian Oasis Elementary	9.7	4	24.3	10	17.0	7	17.0	7	7.3	3	4.8	2	4.8	2	4.8	2	7.3	3	2.4	1	---	---	---	---	---	---	---	---
Marana Elementary	16.0	13	9.9	8	22.2	18	14.8	12	4.9	4	6.1	5	3.7	3	1.2	1	2.4	2	2.4	2	---	---	8.6	7	6.1	5	1.2	1
Marana High School	23.2	10	37.2	16	6.9	3	4.6	2	6.9	3	2.3	1	4.6	2	---	---	4.6	2	---	---	---	---	9.3	4	---	---	---	---
Eloy Elementary	19.1	13	19.1	13	10.3	7	7.3	5	2.9	2	2.9	2	8.8	6	2.9	2	2.9	2	4.4	3	---	---	11.8	8	7.3	5	1.5	1
Sacaton Elementary	12.1	5	12.1	5	14.6	6	17.0	7	26.8	11	2.4	1	7.3	3	2.4	1	---	---	4.8	2	---	---	---	---	---	---	---	---

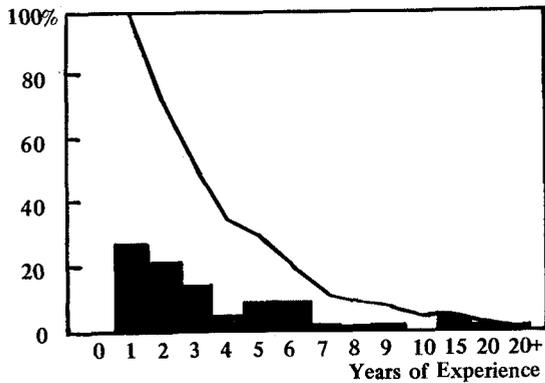
From Department of Education Records

Figures 7 and 8

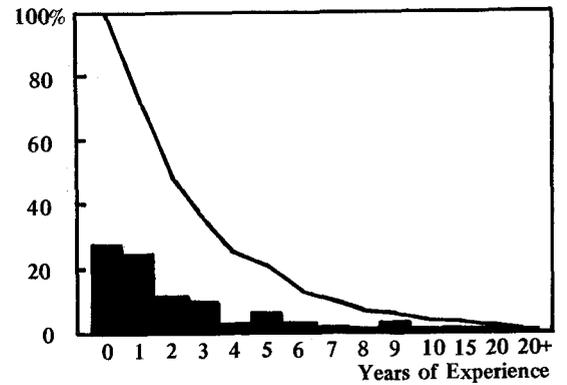
TEACHERS' YEARS OF SERVICE – 1973-74 and 1974-75
 (Percentage of Certified Personnel With Years of Experience in Each District)

NOTE: Bar graphs represent percentage of personnel with X years of experience in each district; line graph represents percentage of certified personnel with MINIMUM of X years of experience in each district.

Window Rock Elementary

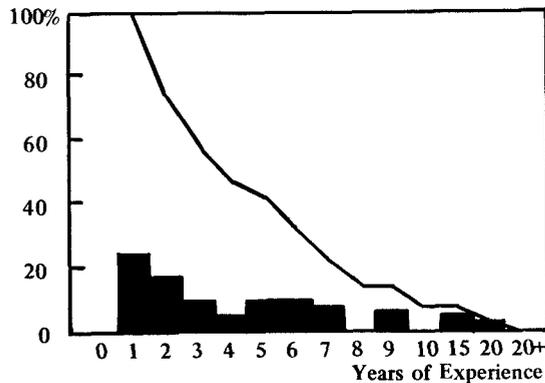


1973-74

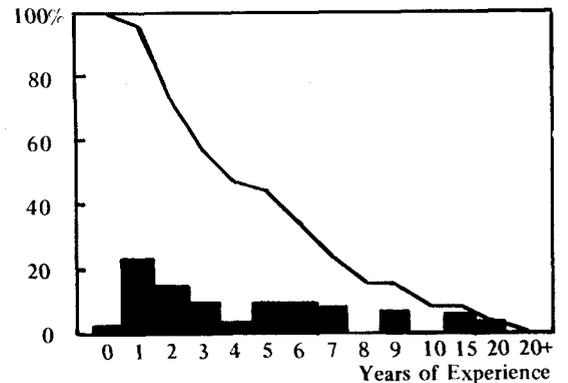


1974-75

Ganado Elementary

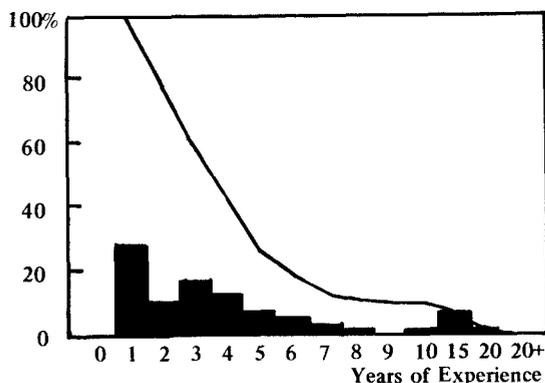


1973-74

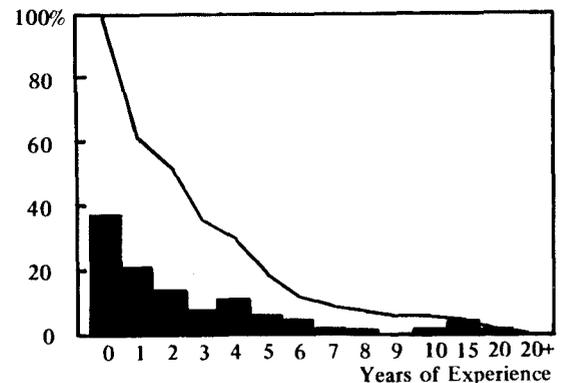


1974-75

Chinle Elementary

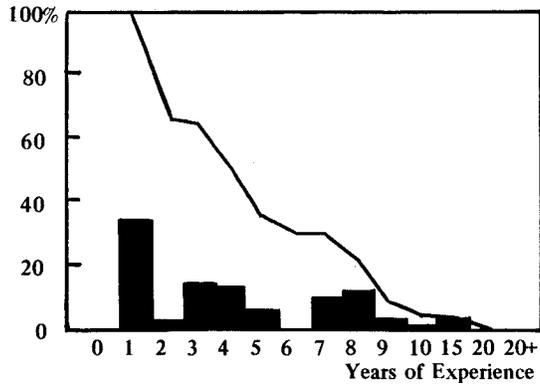


1973-74

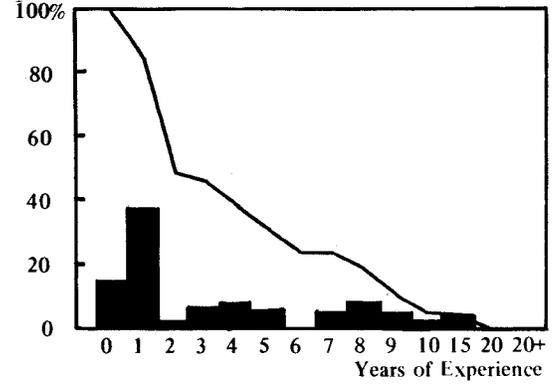


1974-75

Tuba City Elementary

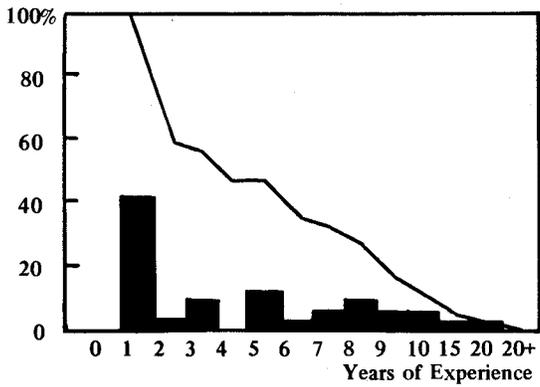


1973-74

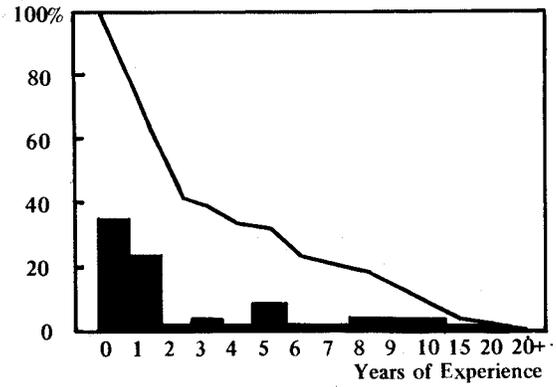


1974-75

Tuba City High School

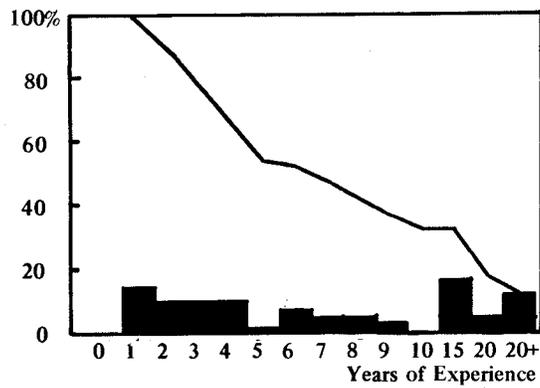


1973-74

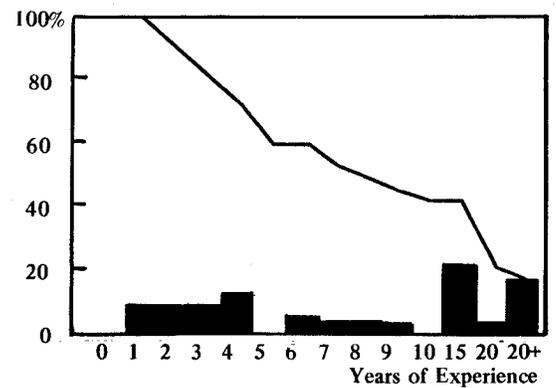


1974-75

Globe Elementary

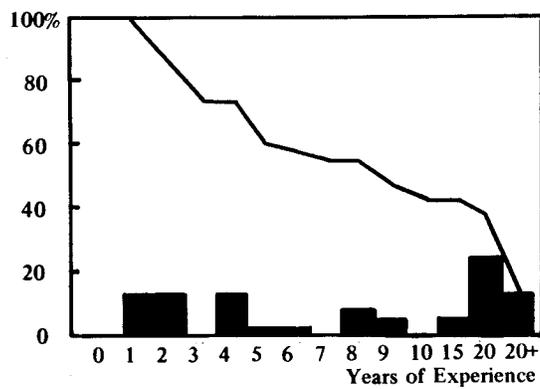


1973-74

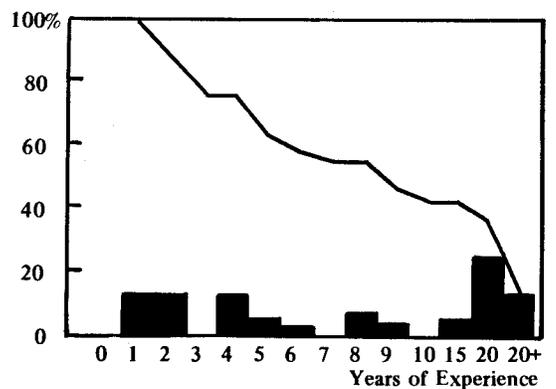


1974-75

Globe High School

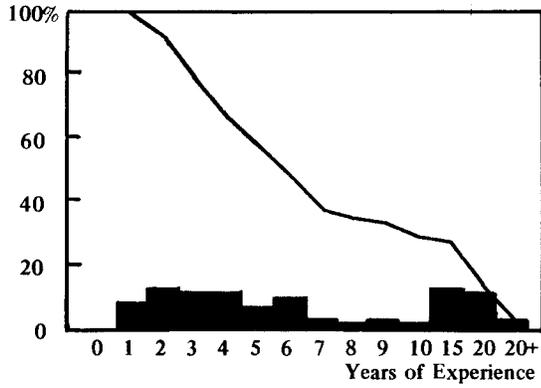


1973-74

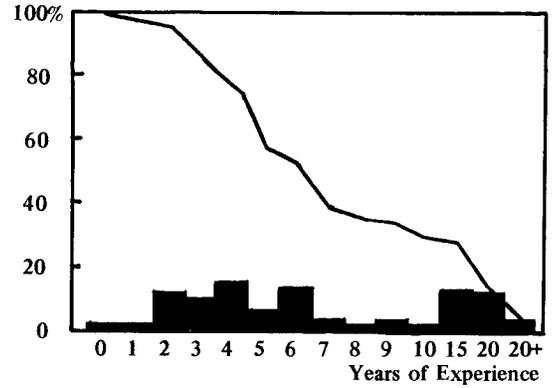


1974-75

Holbrook Elementary

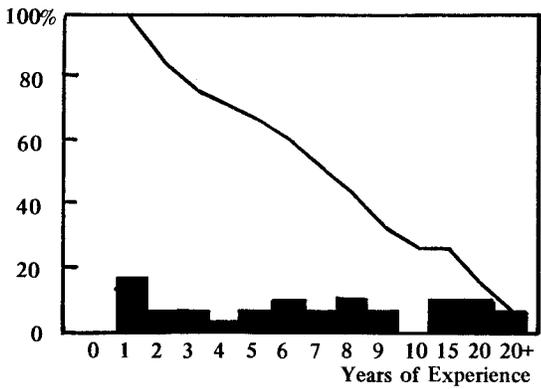


1973-74

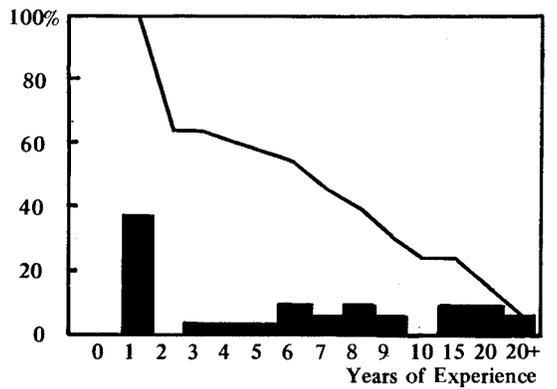


1974-75

Holbrook High School

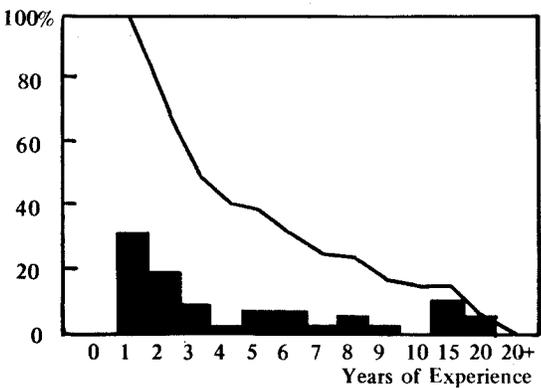


1973-74

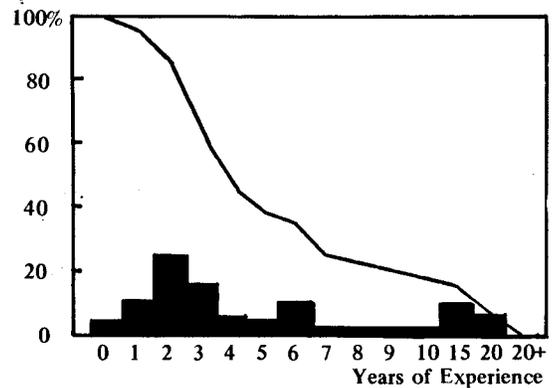


1974-75

Whiteriver Elementary

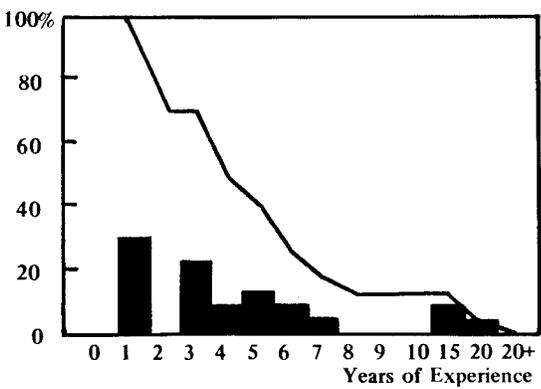


1973-74

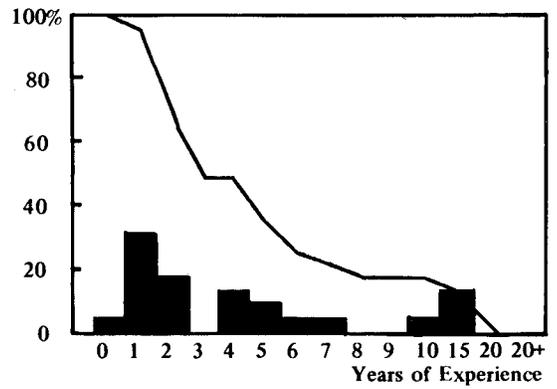


1974-75

Alchesay High School

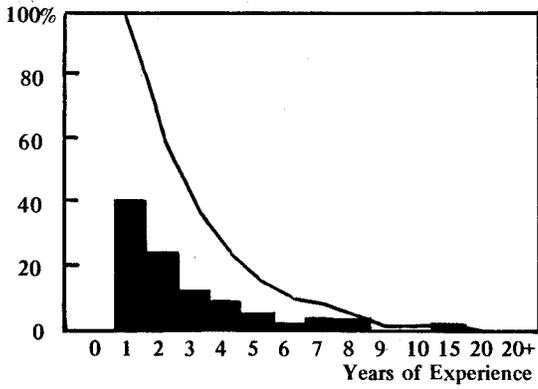


1973-74

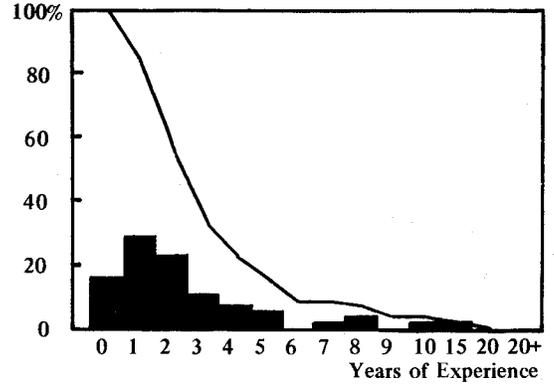


1974-75

Kayenta Elementary

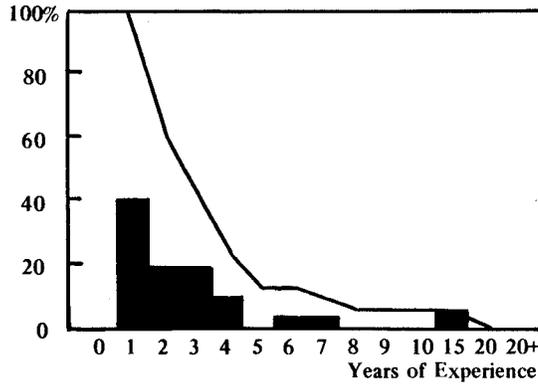


1973-74

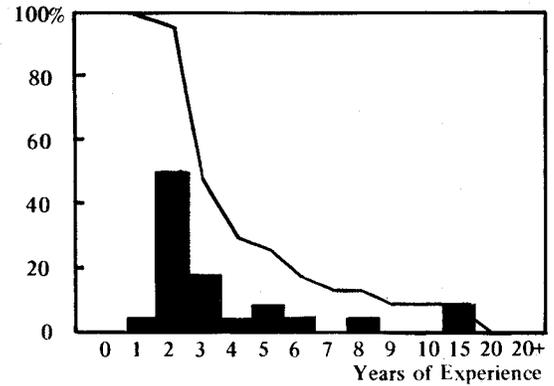


1974-75

Monument Valley High School

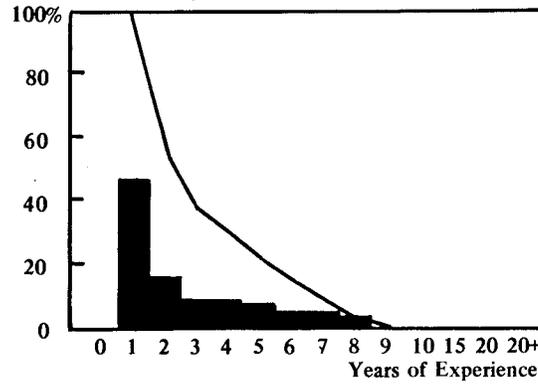


1973-74

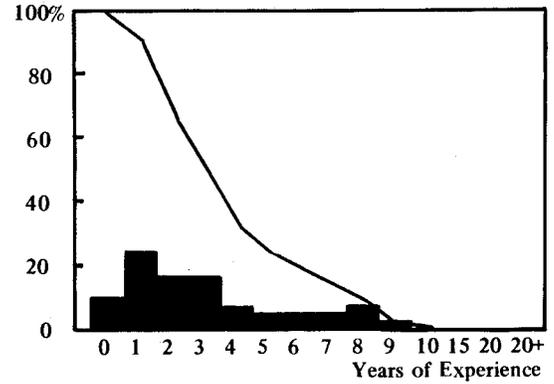


1974-75

Indian Oasis Elementary

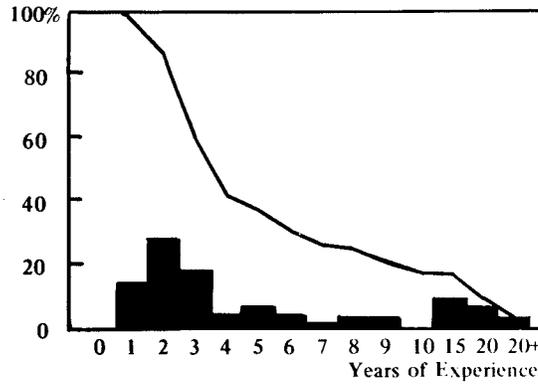


1973-74

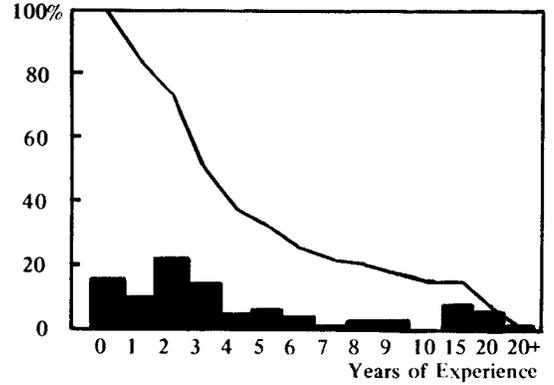


1974-75

Marana Elementary

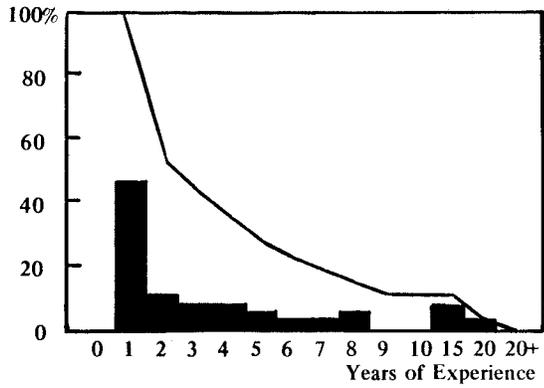


1973-74

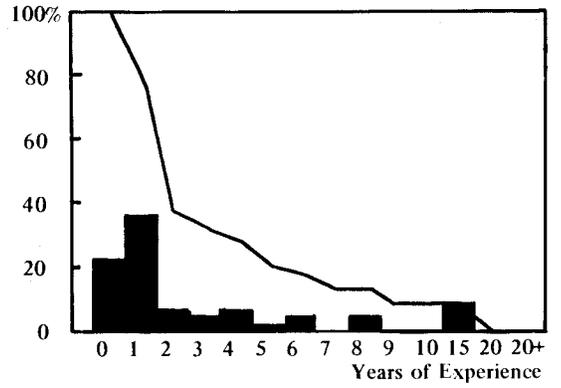


1974-75

Marana High School

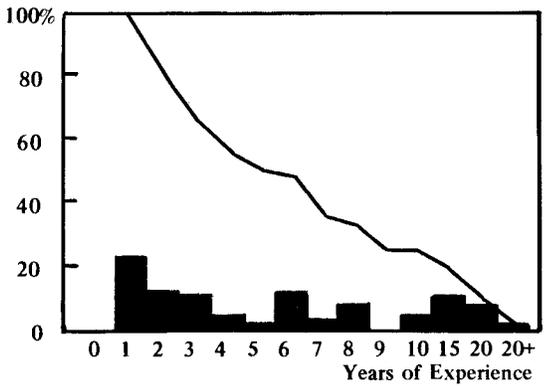


1973-74

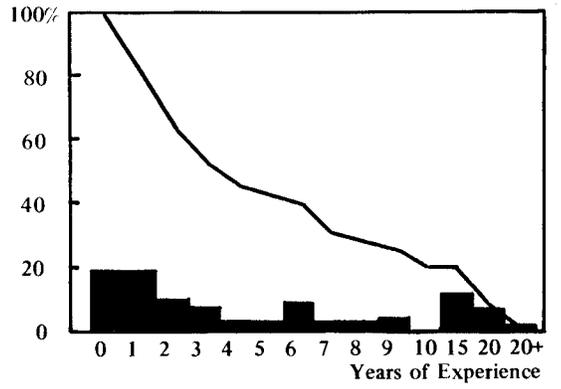


1974-75

Eloy Elementary

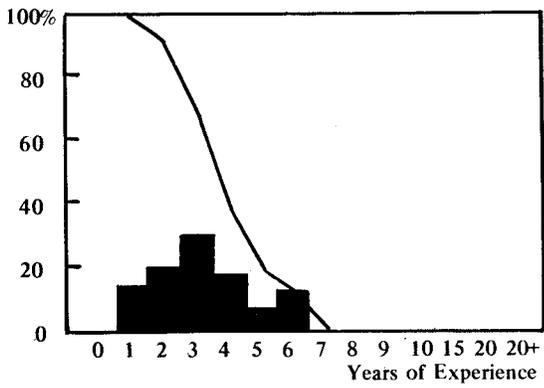


1973-74

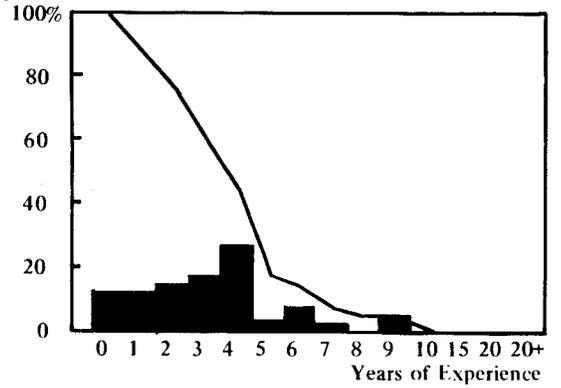


1974-75

Sacaton Elementary



1973-74



1974-75

Table 9

STAFFING OF RESERVATION SCHOOLS BY ETHNIC DIVISION (1974-75)

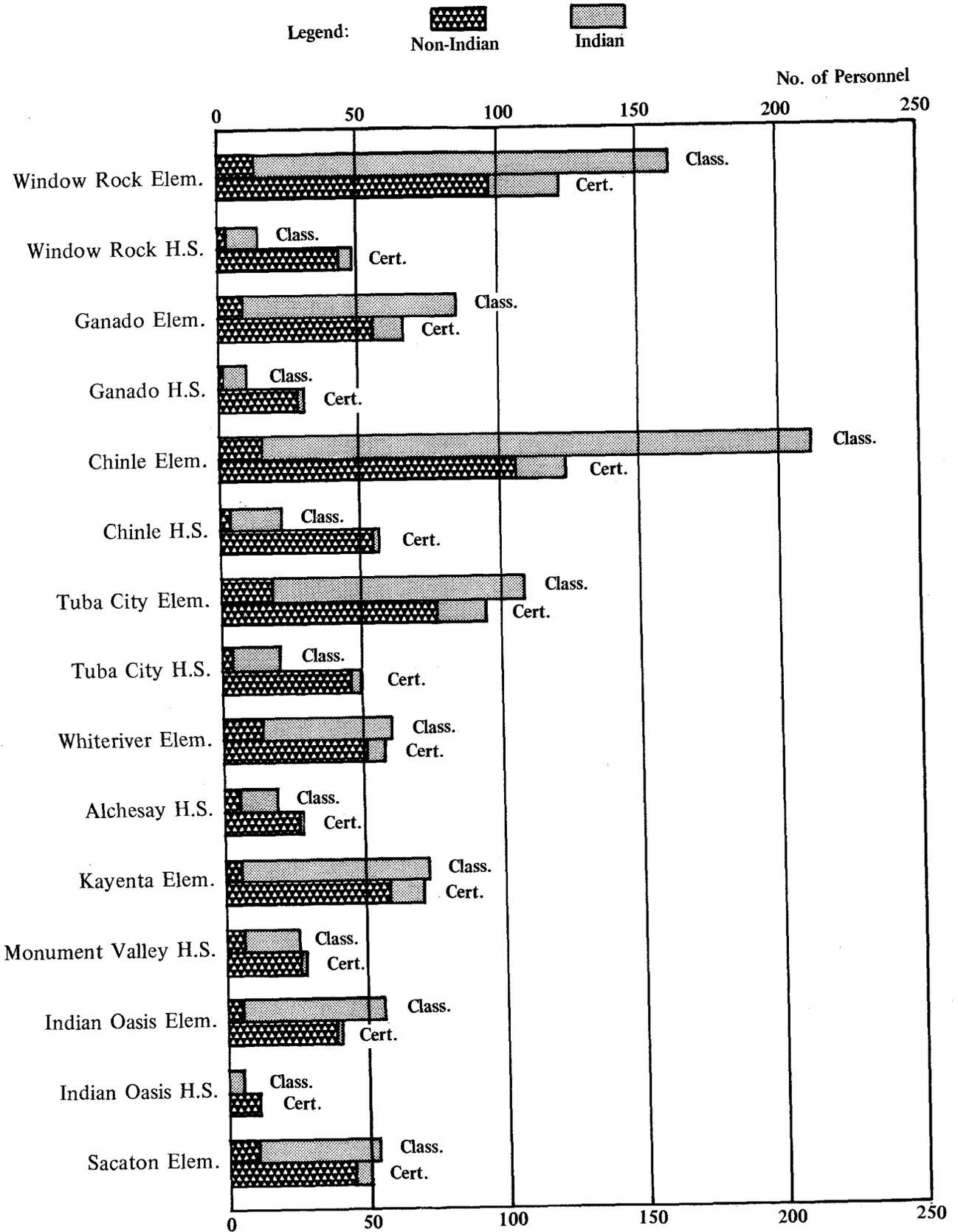
		Indian				Non-Indian			
		Classified		Certified		Classified		Certified	
		No.	%	No.	%	No.	%	No.	%
Window Rock	Elementary	148	91.9	25	20.5	13	8.1	97	79.5
	High School	12	80.0	5	10.4	3	20.0	43	89.6
Ganado	Elementary	76	89.4	11	16.7	9	10.6	55	83.3
	High School	9	90.0	2	6.7	1	10.0	28	93.3
Chinle	Elementary	195	92.9	18	14.6	15	7.1	105	85.4
	High School	18	85.7	2	3.6	3	14.3	54	96.4
Tuba City	Elementary	90	83.3	18	19.1	18	16.7	76	80.9
	High School	17	85.0	4	8.1	3	15.0	45	91.9
Whiteriver	Elementary	45	76.3	6	10.3	14	23.7	51	89.7
Alchesay	High School	13	68.4	1	3.7	6	31.6	26	96.3
Kayenta	Elementary	67	93.1	11	15.7	5	6.9	59	84.3
Monument Valley	High School	19	76.0	1	3.7	6	24.0	26	96.3
Indian Oasis	Elementary	51	91.1	1	2.6	5	8.9	38	97.4
	High School	5	100.0	0	0.0	0	0.0	11	100.0
Sacaton	Elementary	48	90.6	6	12.0	5	9.4	44	88.0

The total of all employees in each district categorized as either certified (holding an Arizona Teacher's Certificate) or classified employees. They were then identified as being Indian or not. The non-Indian group is almost all Anglo.

Source: State Department of Education

Figure 9

STAFFING OF RESERVATION SCHOOLS (1974-75)
BY ETHNIC DIVISION



Teacher Recruitment

The pressure of teacher housing forces the reservation districts to seek couples where both husband and wife are teachers and/or teachers whose spouses are federal employees and thus have housing available through the federal agency. The wives of doctors employed by public health services are particularly desired. As another method of solving the teacher housing shortage, several districts have specifically advertised for teachers who own trailer homes. The district then provides parking space, utilities, and other services for minimal charges.

Special consideration is also given to recruiting unmarried teachers without families, since smaller living facilities will satisfy their needs. These efforts contribute to high teacher turnover rate because of the higher mobility of these types of teachers.

Reasons for Leaving

A tabulation of the reported reasons for terminating has been made (Table 10). Some of the reasons indicated during visitations by teachers, administrators and board members are not included in this tabulation. A category such as "personal reasons" might include many of these, except that many of the discontinuing teachers desire not to have such an indication on their permanent records. This probably accounts for the high incident of "reason for termination unknown".

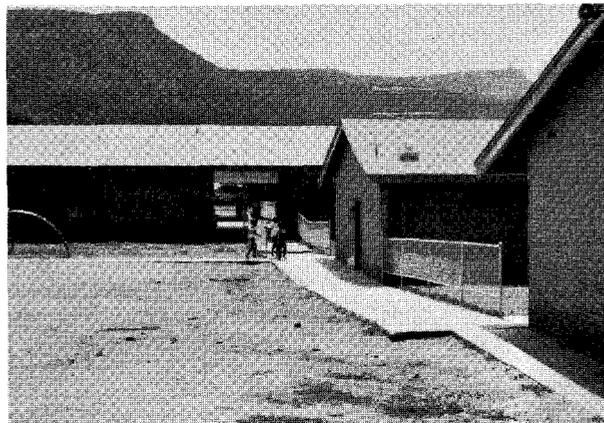
Among the special reasons given for the large turnover are:

- a. the isolation of the reservation schools and surrounding communities
- b. inadequate or minimal living facilities
- c. no chance for the teachers to own their own homes and to develop a feeling of belonging to the community.

An additional rarely stated reason for some teachers to leave is their desire to rear their children among peer groups where they would be a part of the majority rather than constituting a small minority.

Several superintendents indicated that each year they have a number of applications for teaching positions from young, highly qualified, idealistic teachers who have little appreciation for the problems of reservation teaching and who have ideas of changing or improving

the "Indian situation". Most are soon disillusioned by the difficulty of attaining their goal and seek to return to more familiar habitats. Usually they refuse renewal and leave at the end of their annual contracts, though it is not uncommon for some to break them precipitously and leave before the end of the year. The district administrators prefer to seek replacements rather than to operate with disgruntled staff members. There has also been a substantial loss of certified personnel to the BIA schools, which generally offer higher salaries, better housing, year-round contracts and the more favorable civil service retirement and fringe benefit package. The losses to BIA are usually teachers who both desire, and are uniquely qualified, to teach on the reservation.



Whiteriver Elementary School serves the White Mountain Apache Tribe and is located in a scenic region of Navajo County. These buildings constructed in 1955 and 1959 provide for an Average Daily Membership (ADM) of approximately 600 students. In addition to the usual educational facilities, the campus includes trailer parks and apartment housing for staff members.

Teachers in Federal Programs

The uncertainty of funds from federal programs place the district in a bind with respect to Arizona Teachers' tenure laws. These programs all carry the caveat "subject to the appropriation of funds by the Congress". Lack of funding has caused some of these programs to be terminated with minimum forewarning and no allowance for planning. To protect the regular staff, teachers hired specifically to work in federally funded programs have frequently been forced to waive their opportunity to achieve tenured standing. The districts issue these teachers special contracts which specifically avoid their becoming protected by Arizona's tenure law.

BIA teachers are not required to meet the certification standards established in Arizona State law. While most BIA teachers meet these requirements, some do not.

*Advisory Committee Member Dillon Platero, Navajo Division of Education, states, "Many Indians, based on their observations over the years, feel that most of the non-Indian teachers are here only for the money and will leave as soon as they find a better paying job."

Table 10

REASONS FOR TEACHER TERMINATIONS

Reason for Termination ¹	A	B	C	D	E	F	G	H	I	J
Window Rock	6	1	8	9	1	3		3		
Ganado	4	2	6	3			1		1	2
Chinle	2	1	5				1	5		27
Tuba City Elementary	4		1	1		4				12
Tuba City High School	2		5	1		3				4
Globe Elementary			1			3		2	1	1
Globe High School								1	2	
Holbrook Elementary	1		5	1		1		2		1
Whiteriver	1		1		3	2				9
Kayenta	2							1	1	10
Holbrook High School			4	2		1				
Alchesay					1					4
Monument Vly High School			6			2			1	2
Indian Oasis		1	1		1		1			9
Marana Elementary			1			4		2		1
Marana High School			2	3	1	3		1		1
Eloy	9		2	1		2				4
Sacaton	1					1		1		2

¹ Reason for Termination	Total
A EMPLOYED IN ANOTHER ARIZONA SCHOOL SYSTEM	32
B EMPLOYED AT AN ARIZONA COLLEGE OR UNIVERSITY	5
C EMPLOYED IN AN OUT-OF-STATE EDUCATIONAL SYSTEM	48
D ENTERED ANOTHER VOCATION	21
E RETURNED TO COLLEGE FOR FURTHER STUDY	7
F RETURNED TO FAMILY RESPONSIBILITIES	29
G DEATH OR INCAPACITATING ILLNESS	3
H RETIRED	18
I INVOLUNTARILY TERMINATED	6
J REASON FOR TERMINATION UNKNOWN	89

Source: State Department of Education

To permit the cooperative effort between BIA and the public school district at Tuba City, all BIA teachers have been required to be certified under Arizona State law.

Native Language Teacher Aides

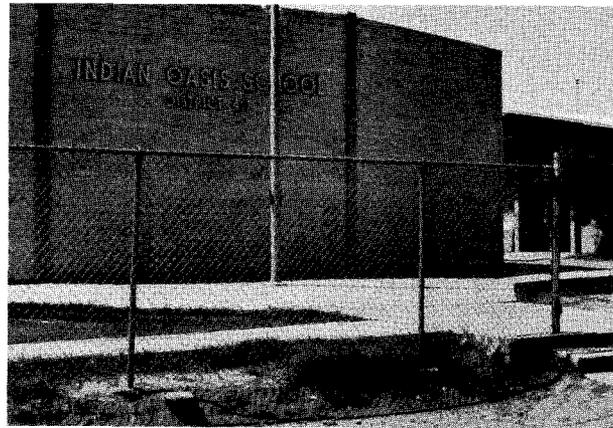
Federal funds from the Title IV program have provided funds for bilingual aides to assist non-Indian teachers and children. Some districts fund this type of program under their regular budget. The aides are being used almost exclusively at the lower grade levels. The language problem seems less severe on the Apache and almost non-existent on the Gila River reservations. The public schools in these areas are also employing Indian-speaking aides both from federal and general operations budgets. Most teachers indicated their appreciation for the assistance of the aides.

Based on the success of this program and the need for communication, even though language itself may not be the critical problem, many suggest that the aide program be extended through all grades. It is particularly needed where there is a lack of adequate counseling or understanding of cultural differences. These factors contribute materially to dissatisfaction, disillusionment and dropouts.

V. SCHOOL FINANCING

State law establishes fundamental budgetary requirements that must be met by every public school district [ARS 15-1201 and Supra]. Whereas prior to 1974 these statutes included the basic budget format, now the responsibility for format, establishing reporting requirements, data collection and reporting resides with the Department of Education. They have required increased delineation of basic line items, particularly those relating to administration, instruction, capital outlay and transportation. More complete data on federally funded programs are also being required.

The Superintendent of Public Instruction publishes an annual report which includes certified data from each district on expenditures, receipts, staffing and attendance, as well as tax information. The total expenditure category is divided into administration, instruction, operation, maintenance, ancillary services, fixed charges, contingencies, capital outlay and other expenses which are mostly tuition paid to other districts. These annual reports have been the prime source for most of the data employed in this report. Total expenditures for the years 1971-72 through 1975-76 are tabulated in Table 11.



Indian Oasis Elementary and Baboquivari High schools are located in Sells, Arizona, the heart of the Papago Reservation. Some children are bused over 50 miles from their homes to attend these public schools. The district's lack of taxable property makes it one of the state's poorest school districts in valuation/student.

Budget Expenditures

Table 12 and Figure 12 summarize the district expenditures in terms of dollars per pupil. To obtain these data, the total expenditures were divided by the total student population. The tabulation contains the total subdivided among administration, instruction and all others. Transportation and capital outlay are included in the "all other" total since they will be considered separately later in this report. Graphs of these data are presented both on a dollars-per-pupil basis (Figure 12), as well as the percentage of the annual budget absorbed in each category (Table 13 and Figure 13). Extreme care must be exercised in drawing conclusions directly from these data since circumstances differ widely in the various districts. Program requirements as determined by local school boards vary from district to district. Unfortunately, it is difficult or impossible for the governing boards to exercise their program prerogatives when funding is not available to satisfy minimal requirements. Frequently the individual school budgets are more determined by the funds available than by the programs needed.

Accounting System Requirements

Districts forced to rely heavily upon federal funding are frequently placed in an untenable position because of the different accounting methods required by the state and the federal agency. Arizona mandates a cash accounting system which requires funds to be appropriated prior to expenditure or commitment, except under special circumstances when it allows deficit financing. Arizona State law requires public school districts to anticipate receipt of federal funds for which they are eligible. The state's support levels are then adjusted in accordance with these budgeted

Table 11

TOTAL GENERAL FUND EXPENDITURES

	1971-72 ¹	1972-73 ¹	1973-74 ¹	1974-75 ²	1975-76 ³
Window Rock	\$3,040,564	\$3,177,259	\$3,659,965	\$4,233,114	\$4,925,300
Ganado	2,179,385	2,676,025	2,464,274	2,557,522	2,998,411
Chinle	3,328,387	3,992,441	4,778,610	7,010,197	8,476,752
Tuba City El	1,776,805	1,937,024	2,556,845	2,649,957	3,127,151
Tuba City HS	713,253	802,766	1,257,871	1,728,940	2,019,243
Globe El	954,152	1,062,275	1,186,583	1,292,781	1,574,366
Globe HS	714,467	765,015	929,168	1,023,808	1,251,455
Holbrook El	1,216,294	1,313,240	1,338,098	1,553,246	
Holbrook HS	769,490	833,658	862,741	1,028,527	3,070,553
Whiteriver El	1,116,460	1,268,756	1,311,345	1,495,858	1,724,981
Alchesay HS	543,404	455,885	652,939	690,606	745,400
Kayenta El	1,166,221	1,243,309	1,888,880	2,413,994	
Monument Vly HS	639,571	855,713	1,335,550	1,686,940	5,040,607
Indian Oasis	1,065,793	1,216,261	1,471,648	1,850,745	1,864,768
Marana El	1,196,814	1,424,918	1,676,316	1,884,477	2,439,403
Marana HS	644,038	772,678	1,011,863	1,623,665	2,087,517
Eloy	1,148,462	1,243,507	1,196,297	1,348,127	1,444,530
Sacaton	987,700	1,054,175	1,261,249	1,301,355	1,358,402

¹Report of the Superintendent of Public Instruction – 1971-72, 1972-73, 1973-74.

²Actual Fund Expenditures – District Reports.

³Adopted Budget 1975-76.

Table 12

**BUDGET EXPENDITURES--TOTALS IN DOLLARS/STUDENT (1973-74 and 1974-75)
FOR ADMINISTRATION, INSTRUCTION AND ALL OTHERS**

	1973/74				1974/75			
	Adminis- tration	Instruc- tion	All Others	Total	Adminis- tration	Instruc- tion	All Others	Total
ELEMENTARY								
Tuba City	\$ 79	\$1,173	\$ 702	\$1,955	\$ 80	\$1,003	\$ 556	\$1,639
Globe	26	512	128	666	28	601	147	776
Holbrook	40	750	209	998	40	726	215	981
Whiteriver	42	783	392	1,217	61	687	370	1,119
Kayenta	152	953	816	1,922	108	985	1,296	2,389
Marana	70	575	334	979	72	729	226	1,028
Eloy	36	561	176	773	36	648	185	870
Sacaton	131	926	390	1,448	102	1,066	387	1,555
ELEMENTARY THS								
Window Rock	68	996	438	1,502	87	974	648	1,710
Ganado	137	1,033	652	1,822	63	937	506	1,506
Chinle	78	730	645	1,453	95	755	822	1,672
Indian Oasis	121	803	501	1,425	140	1,163	524	1,827
HIGH SCHOOL								
Tuba City	87	1,560	983	2,630	61	1,218	780	2,060
Globe	52	865	261	1,178	49	832	221	1,102
Holbrook	87	1,052	493	1,632	69	814	302	1,185
Alchesay	61	1,362	764	2,186	80	1,196	448	1,723
Monument Valley	223	1,267	1,372	2,863	136	1,196	1,922	3,255
Marana	84	812	610	1,507	58	912	1,072	2,042
AVERAGE OF STATE FOR ELEMENTARY	37	655	212	904	40	758	256	1,054
AVERAGE OF STATE FOR HIGH SCHOOL	55	797	295	1,147	53	894	346	1,293

Source: Annual Report of the Superintendent of Public Instruction.

Funds listed in the Annual Reports under the category "Federal Aid" have been prorated among Administration, Instruction or All Others in accordance with the federal aid program reports maintained by the Office of Education. Other shifts adopted by the Department have been made with respect to the data contained in the older reports.

Figure 12

BUDGET EXPENDITURES – ADMINISTRATION, INSTRUCTION, TRANSPORTATION,
CAPITAL OUTLAYS, AND ALL OTHERS, 1974-75
(In Dollars Per Student)

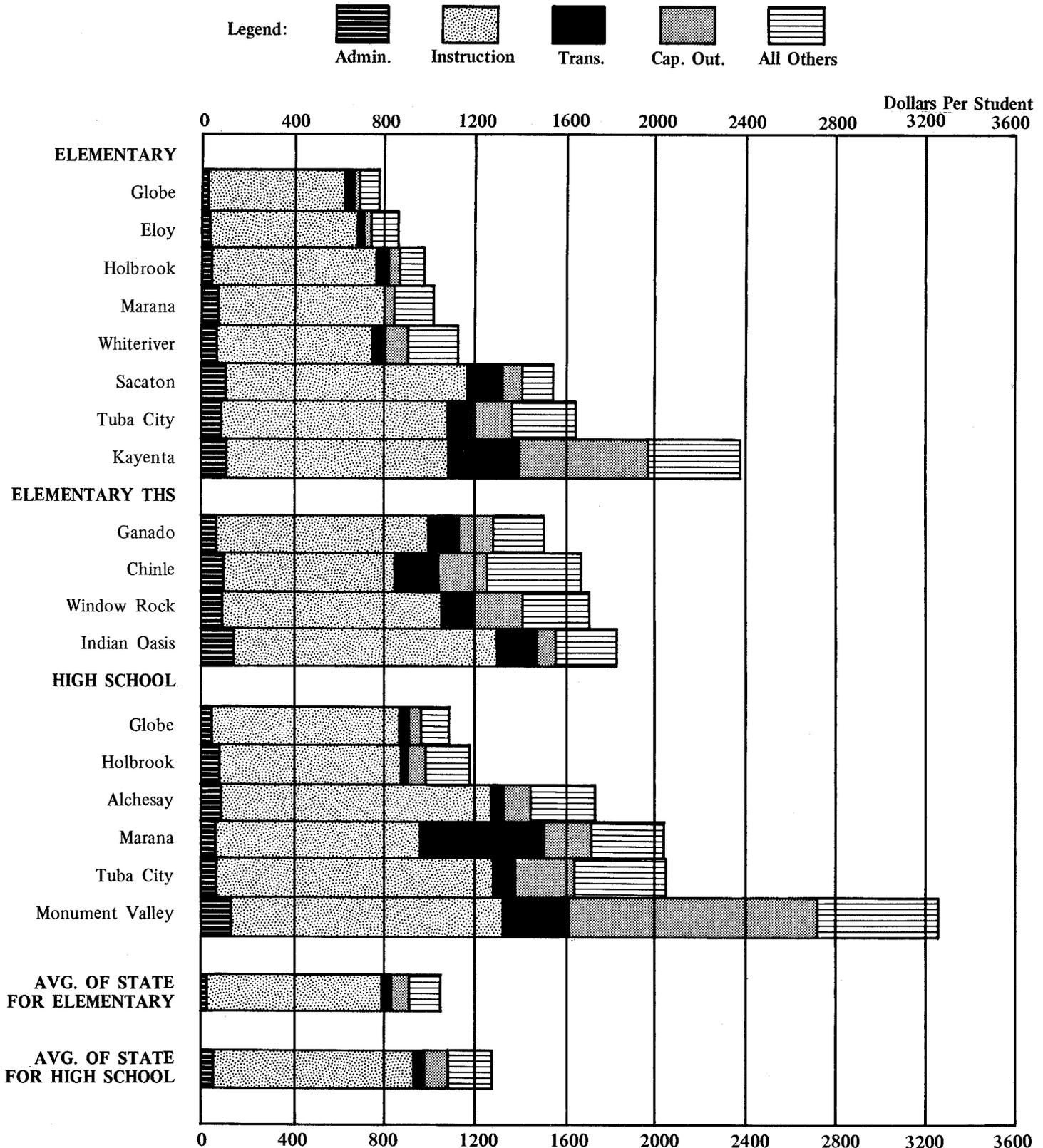


Table 13

**PERCENT OF TOTAL BUDGET
EXPENDED FOR ADMINISTRATION, INSTRUCTION,
AND ALL OTHER EXPENSES (1973-74 and 1974-75)**

	1973-74			1974-75		
	Admin	Inst	All Other	Admin	Inst	All Other
ELEMENTARY						
Tuba City	4.0	60.0	35.9	4.9	61.2	33.9
Globe	3.9	76.9	19.3	3.6	77.4	18.9
Holbrook	4.0	75.1	20.9	4.1	74.0	21.9
Whiteriver	3.5	64.3	32.2	5.4	61.4	33.1
Kayenta	7.9	49.6	42.4	4.5	41.0	54.5
Marana	7.2	58.7	34.2	7.0	71.0	22.0
Eloy	4.7	72.6	22.8	4.1	74.5	21.3
Sacaton	9.0	64.0	26.9	6.5	68.5	24.8
ELEMENTARY THS						
Window Rock	4.5	66.3	29.1	5.1	57.0	38.0
Ganado	7.5	56.7	35.8	4.1	62.2	33.6
Chinle	5.4	50.2	44.3	5.7	45.0	49.2
Indian Oasis	8.5	56.4	35.2	7.7	63.7	28.7
HIGH SCHOOL						
Tuba City	3.3	59.3	37.3	3.0	59.4	37.5
Globe	4.4	73.4	22.1	4.4	75.5	20.0
Holbrook	5.3	64.5	30.2	5.8	68.7	25.4
Alchesay	2.8	62.3	35.0	4.6	69.4	26.0
Monument Valley	7.8	44.3	47.9	4.2	36.7	59.1
Marana	5.6	53.9	40.5	2.8	44.7	52.4
STATE ELEMENTARY	4.1	72.5	23.4	3.8	71.9	24.3
STATE HIGH SCHOOL	4.8	69.5	25.7	4.1	69.1	26.8

Source: Calculated from data contained in "The Annual Report of the Superintendent of Public Instruction."

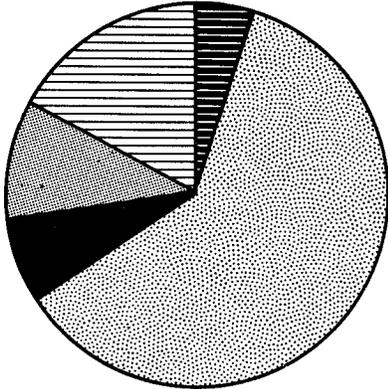
Percentages were calculated after prorating federal aid funds in accordance with their use among the three categories—Administration, Instruction, and All Others.

Figure 13

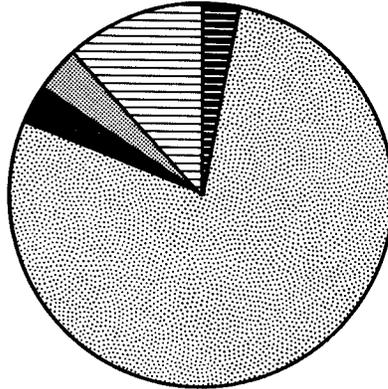
PERCENT OF TOTAL BUDGET EXPENDED FOR ADMINISTRATION,
INSTRUCTION, TRANSPORTATION, CAPITAL OUTLAYS, AND
ALL OTHER EXPENSES, 1974-75



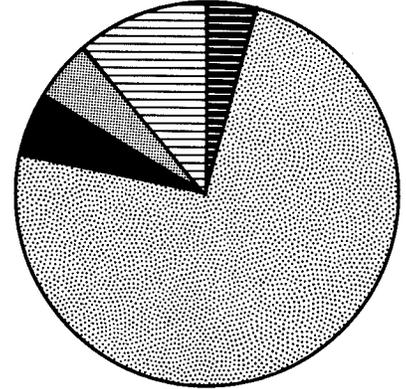
Tuba City Elementary



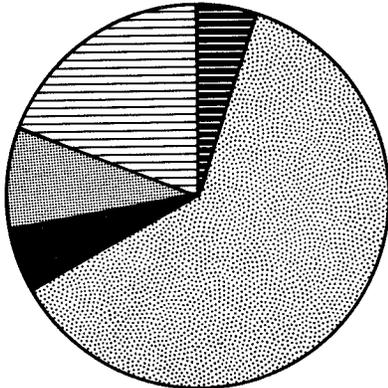
Globe Elementary



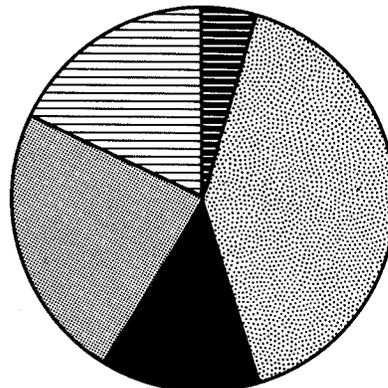
Holbrook Elementary



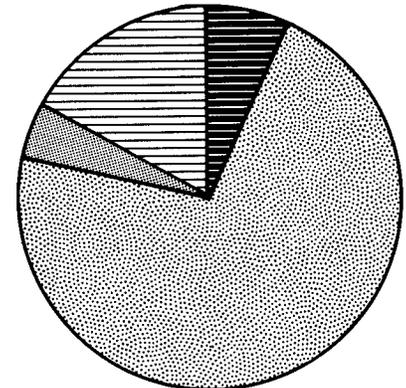
Whiteriver Elementary



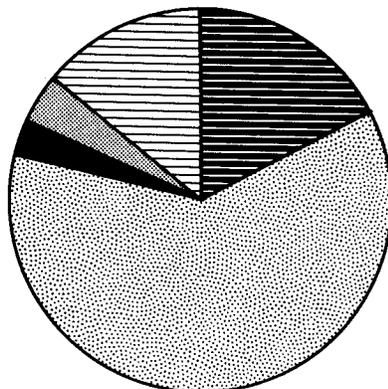
Kayenta Elementary



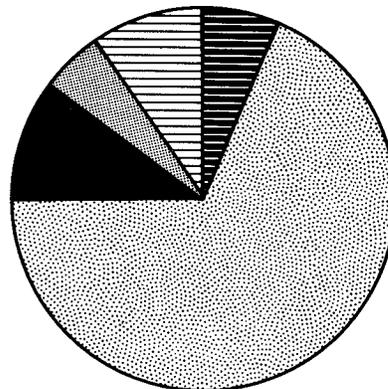
Marana Elementary



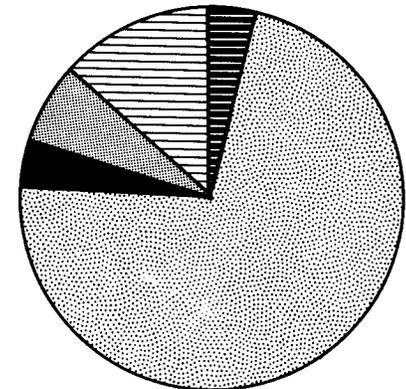
Eloy Elementary



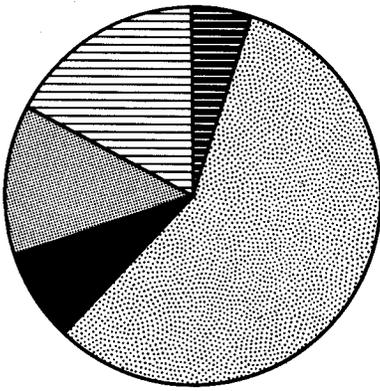
Sacaton Elementary



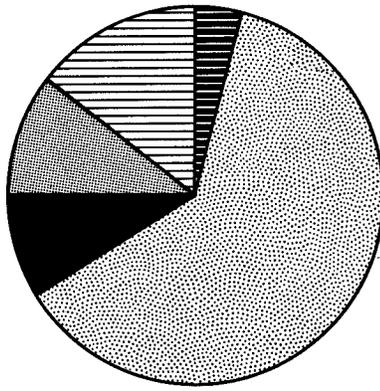
State Average Elementary



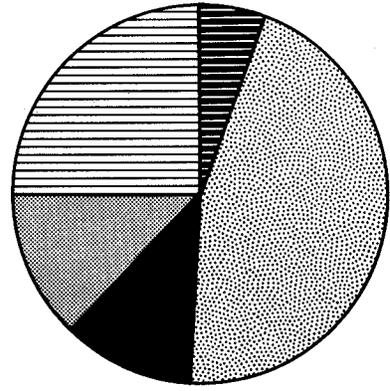
Window Rock THS



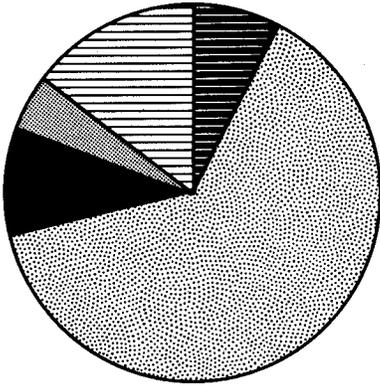
Ganado THS



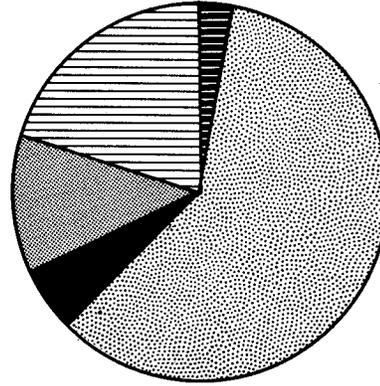
Chinle THS



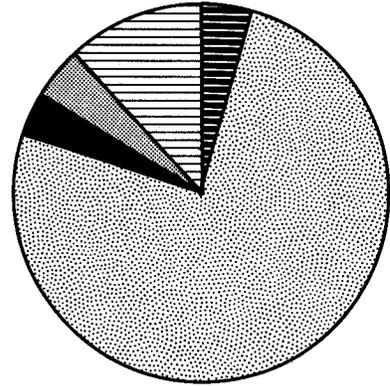
Indian Oasis THS



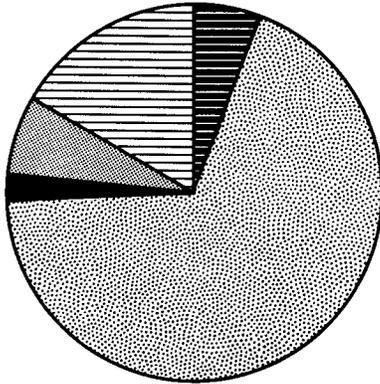
Tuba City High School



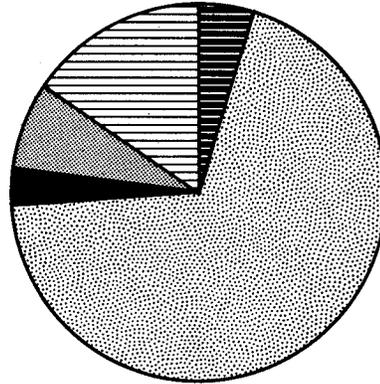
Globe High School



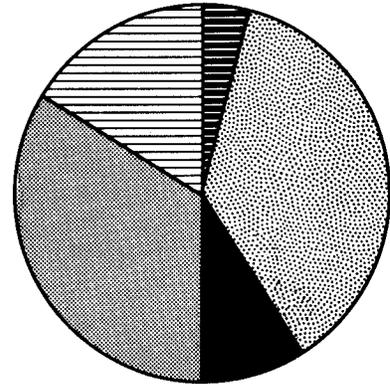
Holbrook High School



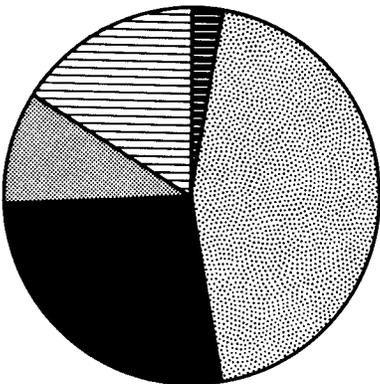
Alchesay High School



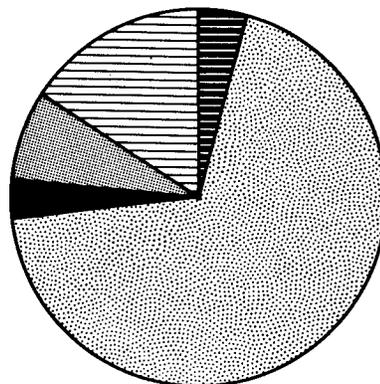
Monument Valley H.S.



Marana High School



State Average H.S.

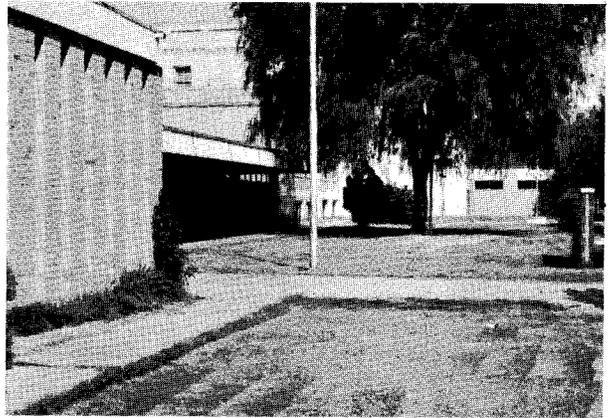


anticipations. Delayed or non-receipt of these funds create deficits. Allowable budgetary deficits are financed by warrants. In contrast, long-term debt is financed by the issuance of bonds secured by all taxable real property in the district. The law limits the use of bond proceeds exclusively for land acquisition, construction of capital facilities and their original furnishings.

The accrual accounting technique of the federal government allows some appropriations to be delayed beyond the end of the time period for which they were intended. This causes considerable difficulty when these funds are received at the end of the school year, since cash flow requirements mandate that bills be paid on time. If delays beyond the due date occur, the districts must issue warrants which borrow money from the banks and require the districts to repay with interest on the funds. The interest costs are not reimbursed by the federal agency.

A more severe dilemma is faced by the districts when funds are received by the district in the school year subsequent to that for which they have been intended. Under these circumstances, the state law provides that the district must close its books at the end of the year and budget funds to cover any deficit in the subsequent year's budget. This procedure requires them to establish a district property tax rate sufficient to cover the district's needs plus the deficit. To avoid confiscatory tax rates, most districts cut programs or otherwise divert operational funds to compensate for the deficit. When the federal funds finally arrive during the following year, they become a surplus, which may not be eligible for expenditure under state law. These circumstances have resulted in widely fluctuating year-to-year local tax rates, illogical program expansions and contractions.

The most difficult situations arise when the anticipated federal funds are not appropriated by the Congress or are diverted away from the district. Since the district annual budget must be developed and approved in anticipation of these funds, the non-receipt produces a deficit which must be financed by the registration of warrants or diversion of funds from other areas of the budget. In recent years, these deficits have reached such extremely high levels that district superintendents fear the consequences. They contend that the alternatives are closing down the district schools through bankruptcy or establishing tax rates so high as to force industry to abandon their efforts and resources.



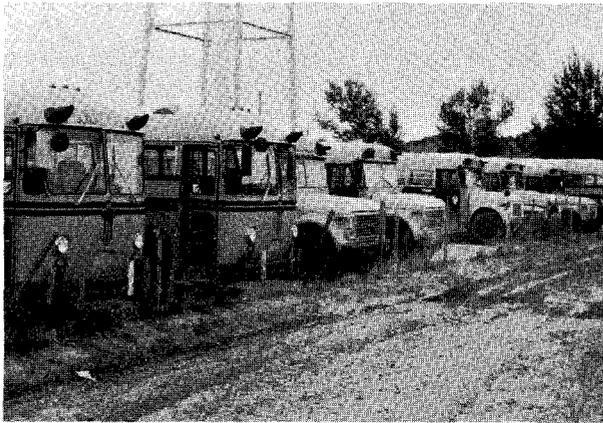
Holbrook High School from the Gymnasium (1954 addition) looking toward the Main Building. While Holbrook does not conduct any of its classes in relocatable buildings, many of its permanent classroom facilities are considered obsolete.

Reporting Requirements

Administrators find themselves entangled in an avalanche of paper. The deluge could absorb all of their time if each request were fully accommodated. The situation is little better in non-reservation schools. Reservation schools have the increased requirements of the plethora of federally sponsored programs. All sorts of forms and qualification data are required by the different programs. The same students must be separately qualified on different forms for several of the programs which provide funds vital to the school district's operation. Data must be kept in different formats despite its basic similarity. Many administrators complained that the time consumed and staff required to satisfy these paper-work needs are unreasonable. "Hardly a week goes by without another new study, analysis or report, placing additional demands on our time."

Utility Costs

The cost of utilities in rural areas is generally higher than in urban areas and is considerably higher on the reservation. The sparse population requires that power transmission lines extend over long distances and carry smaller loads. In several cases on the reservation, electrical utilities are operated by the tribes. Their rate structures are not controlled by the State Corporation Commission; hence, evaluations and rate comparisons are not readily available. Budgeted utility costs in reservation districts in the northern part of the state, as all districts in that area, include the costs of winter heating which adds substantially to their budget requirements. In addition, the districts must frequently provide tanks for bottled gas and complete water systems, including well drilling, pumping, piping and storage.



Bus Parking, Ganado District. The low population density of the reservation population generates large demands for student transportation on the school district. These demands translate into a wide range of equipment from the small six-passenger mini-buses to the largest commercially-produced school buses. A district's bus fleet may include extremely old, almost worn out equipment as well as the most modern.

VI. TRANSPORTATION*

On the Navajo and Papago reservations, and to a lesser extent on the Apache and Gila River reservations, the population is widely dispersed in relatively low concentration units. There are few towns of substantial size despite the large reservation populations. Not only are the residences widely spread, the people are also highly mobile as a result of their agrarian activities. Extensive transportation systems are required to accommodate the children in reservation school districts. The cost of transportation is shown in Table 14, both on a dollar-per-pupil basis and on a percentage of the total budget for both 1973-74 and 1974-75. These data were obtained from the report of the Superintendent of Public Instruction and correlated with reports of the individual districts. Table 15 includes:

1. total transportation budget
2. the number of students transported
3. miles of transportation per day
4. the average number of miles per transported student
5. the cost in dollars per mile per year
6. the dollars expended per student transported per year

Table 16 indicates the number of students transported as compared to the total district ADM. As there are

*Total distance of all bus routes and the percentages over paved and unpaved roads was sought. This data is not now available but is being developed by each district based on request from the Department of Education.

many different ways of counting student population, the technique for arriving at the total number of students transported rarely employs the same basis. Depending upon convenience, tuition students may be transported who are not included in the district ADM. Rosters of the names of students transported are usually kept and counted to arrive at the total. A student may be counted twice if he changes routes. Those who attend for only part of the year and are not deleted from the roster until year's end also contribute to an apparent discrepancy. A uniform system for state transportation aid is now being developed by the State Department of Education.

The development of a basic reservation road system is contributing to the growth in the public school attendance. Despite great improvements that have been realized, a large portion of this system is rough, barely passable, unpaved roads. The districts' large fleet of buses are required to traverse these daily in bringing the children to and from school. Occasionally, weather conditions make the roads impassable. The schools must make special provisions for the possibility of being virtually isolated for periods longer than one week. Due to the unpredictability of weather, the duration and occurrence of these situations cannot be accurately anticipated.

These road conditions contributed to the higher than average repair and maintenance budgets. Accurate comparable cost data were not yet available from the school districts. An idea of the magnitude of the relative costs is indicated: a trucking company operating a large fleet of long haul vehicles in the Australian Outback territory reported cost differentials between operating over unpaved and paved roads.



Bus Repair Garage, Chinle District. Not only is student transportation a major expense of the reservation districts, but vehicle maintenance is even more challenging. The largely rough unpaved reservation road system contributes to frequent breakdowns and wearout. Isolation makes outside repair sources both time consuming to obtain and expensive.

Table 14

TRANSPORTATION COSTS
(1973-74 and 1974-75)
IN DOLLARS/STUDENT¹ AND PERCENT OF TOTAL BUDGET

	1973-74		1974-75	
	Dollars/ Pupil	Percent of Budget	Dollars/ Pupil	Percent of Budget
ELEMENTARY				
Tuba City	\$155	7.9%	\$110	6.7%
Globe	35	5.3	27	3.5
Holbrook	37	3.7	55	5.6
Whiteriver	85	7.0	57	5.1
Kayenta	206	10.7	312	13.0
Marana	83	8.5	-0-	-0-
Eloy	27	3.5	26	3.0
Sacaton	150	10.3	159	10.2
ELEMENTARY THS				
Window Rock	101	6.7	131	7.7
Ganado	193	10.6	133	8.8
Chinle	202	13.9	195	11.7
Indian Oasis	108	7.6	166	9.1
HIGH SCHOOL				
Tuba City	135	5.1	114	5.5
Globe	68	5.8	42	3.8
Holbrook	72	4.4	24	2.0
Alchesay	30	1.4	51	3.0
Monument Valley	271	9.5	293	9.0
Marana	226	15.0	545	26.7
STATE AVERAGE ELEMENTARY	33	3.6	42	4.0
STATE AVERAGE HIGH SCHOOL	33	2.9	40	3.1

¹Includes total membership (some of whom do not use transportation) on basis of 8-month report.

Source: Calculated from data contained in the Annual Report of the Superintendent of Public Instruction.

Figure 14

EXPENDITURE FOR TRANSPORTATION – 1974-75
(In Dollars Per Student)

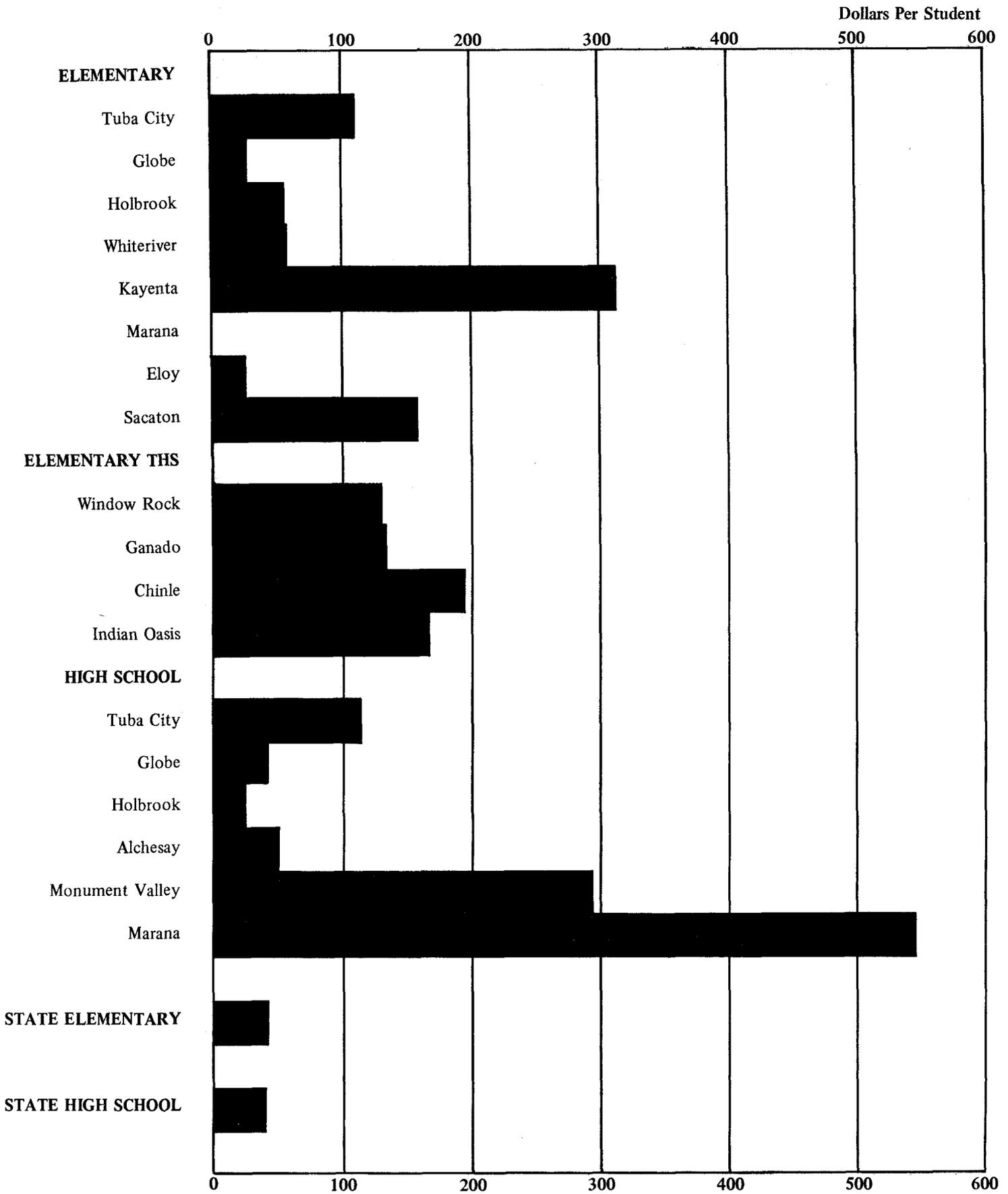


Table 15

TRANSPORTATION COSTS AND DISTANCES (1974-75)

	Transportation Budget	Number of Students Transported	Miles Transported Per Day	Miles/ Student	Dollars/ ¹ Mile/ Year	Dollars/ ² Student/ Year
Window Rock	\$ 318,800	1,451	1,589	1.1	\$201	\$220
Ganado	234,681	1,193	1,341	1.1	175	198
Chinle	807,159	3,688	2,500	.7	322	219
Tuba City Elementary	195,085	733	959	1.3	203	266
Tuba City High School	102,850	489	346	.7	297	210
Globe Elementary	82,800	808	234	.3	354	102
Globe High School	69,300	309	96	.3	722	224
Holbrook Elementary	83,132	926	1,117	1.2	74	90
Holbrook High School						
Whiteriver Elementary	77,460	622	366	.6	212	125
Alchesay High School	39,231	212	296	1.4	133	185
Kayenta Elementary	465,144	1,107	1,050	.9	443	420
Monument Valley High School						
Indian Oasis	166,596	463	689	1.5	242	360
Marana Elementary	433,353	2,632	1,775	.7	244	165
Marana High School						
Eloy	40,695	320	252	.8	161	127
Sacaton	145,272	604	656	1.1	221	241
Arizona (Total)	\$21,022,793	157,152	110,054	.7	\$191	\$134

¹Dollars/Mile/Year is obtained by dividing Transportation Budget by Miles Transported Per Day.

²Dollars/Student/Year is calculated by dividing Transportation Budget by Number of Students Transported.

Source: Department of Education

Figure 15

TRANSPORTATION 1974-75:
Dollars Per Mile Per Year, Dollars Per Student Per Year, and
Percent of Students Transported

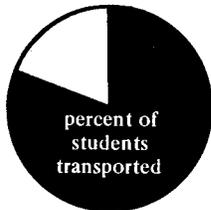
NOTE: Left-hand scale reads dollars/mile/year;
 right-hand scale reads dollars/student/year.

Legend:

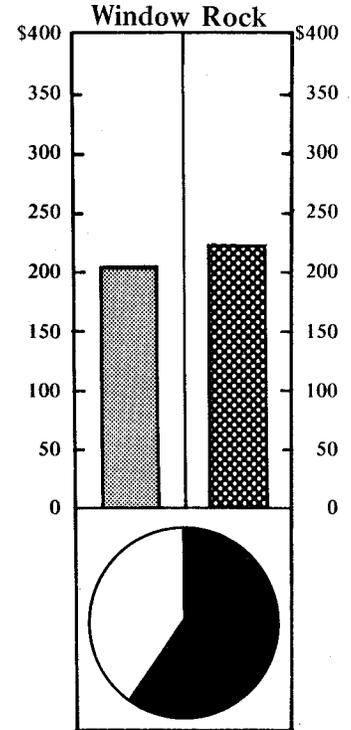
dollars/mile/year



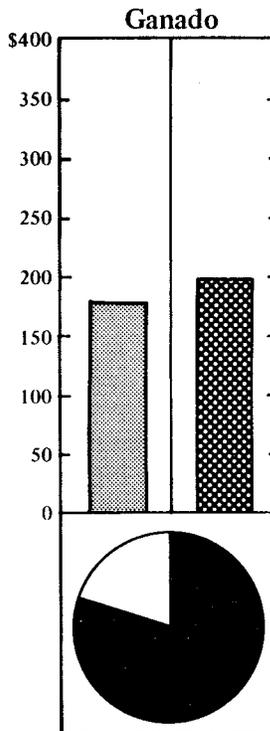
dollars/student/year



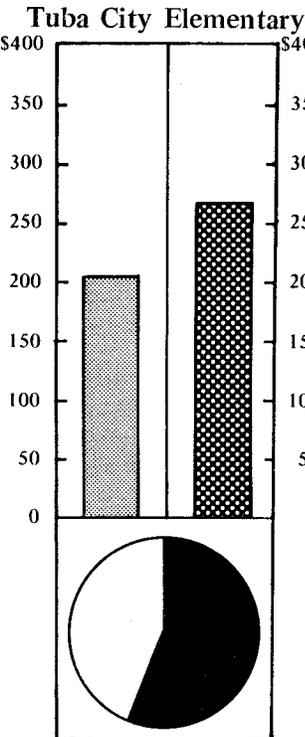
APACHE COUNTY:



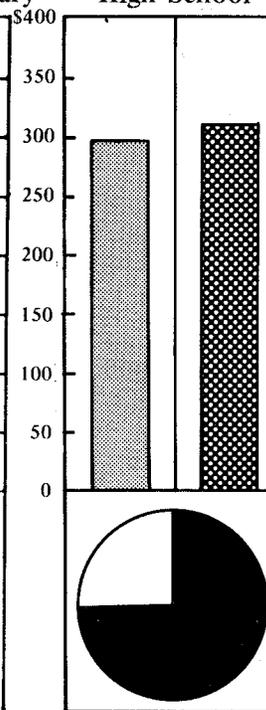
APACHE COUNTY:



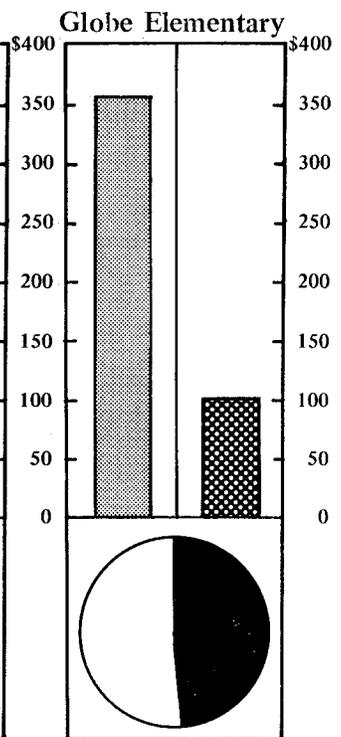
COCONINO COUNTY:



Tuba City High School



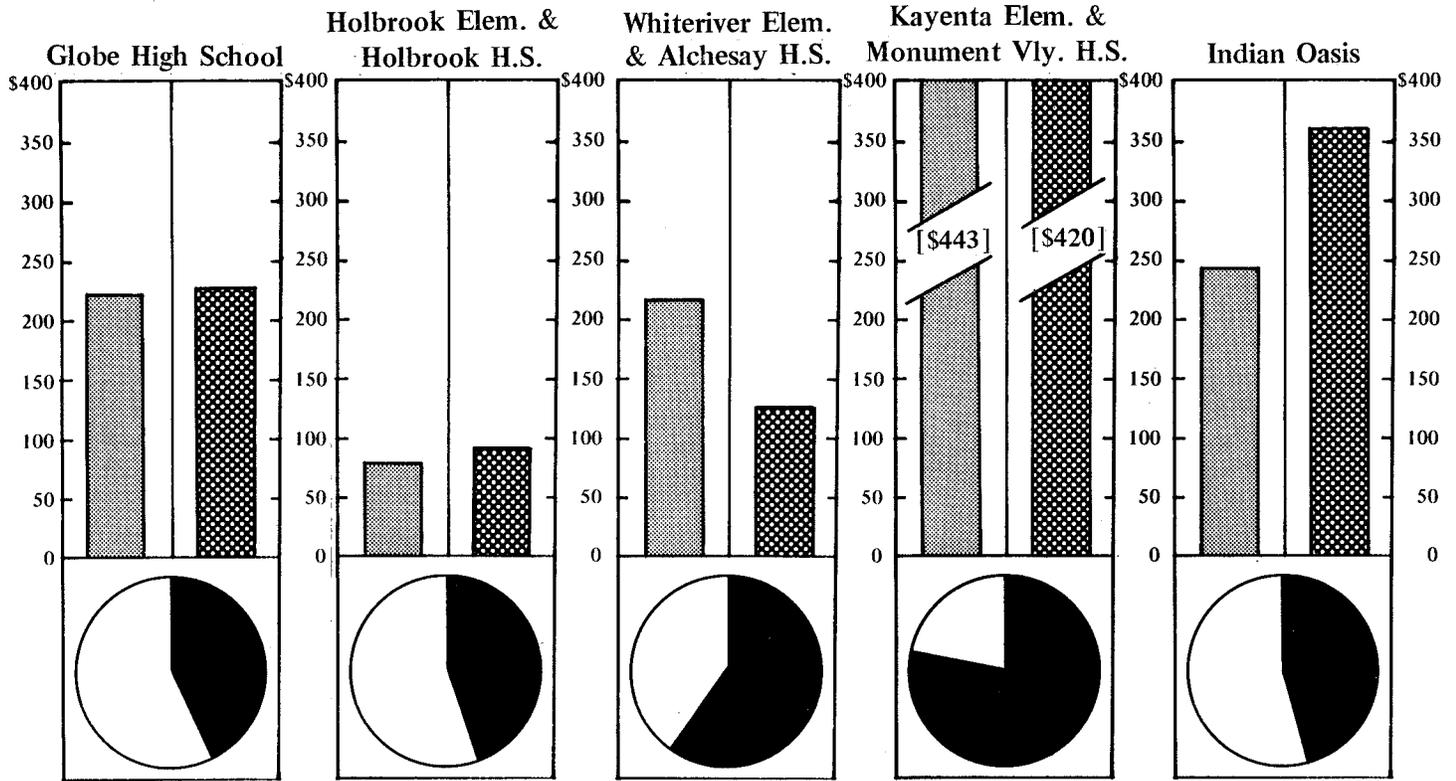
GILA COUNTY:



GILA COUNTY:

NAVAJO COUNTY:

PIMA COUNTY:



PIMA COUNTY:

PINAL COUNTY:

ARIZONA (TOTAL)

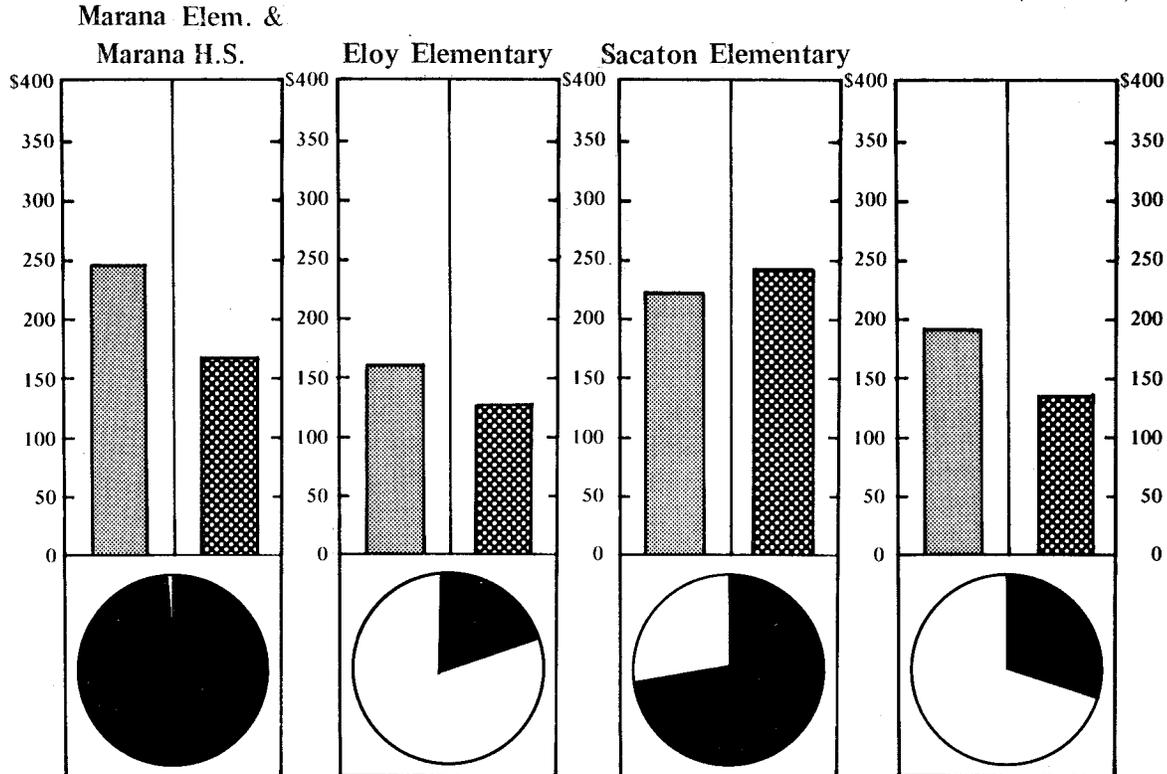


Table 16

STUDENT TRANSPORTATION 1974-75

District	Number of Students Transported	Total District ADM	Percent of Students Transported ¹
Window Rock	1,451	2,444	59.4%
Ganado	1,193	1,500	79.5
Chinle	3,688	4,076	90.5
Tuba City Elementary	733	1,305	56.1
Tuba City High School	489	658	74.3
Globe Elementary	808	1,655	48.8
Globe High School	309	716	43.2
Holbrook Elementary	926	2,063	44.9
Holbrook High School			
Whiteriver Elementary	622	1,086	57.3
(Alchesay) High School	212	314	67.5
Kayenta Elementary	1,107	1,416	78.2
Monument Valley High School			
Indian Oasis	463	1,015	45.6
Marana Elementary	2,632	2,605	99.0
Marana High School			
Eloy	320	1,552	20.6
Sacaton	604	834	72.4
State Total	157,152	482,379	32.6%

¹Correlation errors may be included in the percentages since different methods of accounting are employed in the determination of Number of Students Transported and Total District ADM (e.g., some students change routes, consequently are counted more than once). Additionally, the number of students transported may include tuition students who are not included in the District ADM.

Sources: The Annual Report of the Superintendent of Public Instruction and individual District reports.

Records maintained for 20 trucks traveling over more than 1,240,000 miles were compared. Tire costs were more than 500 percent higher, fuel cost 20 percent more and repairs and maintenance over two and one-half times for operation on unpaved roads as compared to paved roads. In addition, body overhaul was eight times as much.¹⁴

Staffing to keep the buses running generates another major quandary. Since a limited number of trained mechanics are available from among the Indian population and staff housing is at a premium, an inordinate amount of repair work must be contracted from urban centers such as Phoenix and Albuquerque, which are 200 to 300 miles away. The districts have the unhappy choice among investing their limited capital outlay funds for the procurement of extra buses, paying expensive repair charges or not providing the needed transportation.

A major problem arising from the extensive student transportation system on the reservation involves accommodations for the drivers. In many cases, other than custodial functions, there are few additional district jobs for the drivers. There is little or no industry to provide opportunity for drivers to have a second job. They must wait idly until school is over so they can make the return run. In response to the remoteness of some routes, many districts allow drivers to take the buses home and park them overnight, to have them ready for the next day's trip.

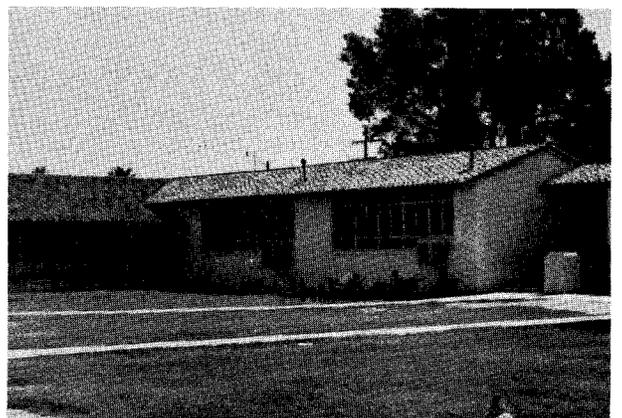
VII. CAPITAL OUTLAY

Arizona school districts have several sources of funding to finance their schools' facilities including buildings, sites, furniture and equipment. The most popular and usually most adequate financial source for new construction and furnishings comes from the bonding process. School districts, with the approval of their patrons, are allowed to incur bonded indebtedness of up to 10 percent of their taxable property valuation. Additional bonding capacity can be obtained only as bonds are redeemed or as the property valuations increase. The 10 percent bonding limit applies separately for elementary and high school districts. Districts may also impose a special 30 cent tax levy to accumulate funds for capital outlay. These funds may not be expended for site acquisition, building repair, purchase and furnishing, or lease-purchase contracts for either transportation equipment or portable classrooms without the approval of the district patrons [ARS 15-445]. A third method of funding for repairs, minor additions, furniture and leased facilities are

through budgeted capital outlay. These are included in the districts operating budget. All three of these methods of funding capital facilities rely on the local property tax rate, since bonding is a form of deferred property taxation. Table 17 shows the budgeted capital outlay in terms of dollar per student and the percentage of the budget. The relatively higher effort on both bases for Indian reservation districts is quite apparent despite their avoidance of bonding. They feel that the amounts available through bonding are inadequate to fund a major building project. State criteria for capital funding is encouraging these districts to bond to their limits.

For the year 1974-75, the state provided emergency facility aid totaling \$9,000,000. A complex set of qualification criteria was established to determine eligibility for these funds. These criteria included district wealth, student population growth, bonded indebtedness and tax rate. None of the districts in this survey qualified, although Chinle district officials believe their needs are as great or greater than some who did qualify. The federal government has been the only other source of capital funds.

Reservation districts, whose tax base is diminished by federally imposed exemptions of Indian homes and land, have been allocated federal monies for capital outlay through Impact Area Aid (P.L. 81-815) and Johnson-O'Malley (P.L. 73-167). These monies have been erratic because of changing federal regulations, shifting priorities and inadequate congressional appropriations. Recent strictures deny use of Johnson-O'Malley monies for this purpose except under highly restrictive circumstances.



Sacaton School acquired from Bureau of Indian Affairs (BIA). Built in 1924, this building is scheduled for replacement when Sacaton's new \$4.2 million elementary school is occupied in the Fall of 1976. The district serves the Gila River and Maricopa Indian Reservations. Outside of this building, the district has had to conduct more than one-third of its classes in temporary and relocatable classrooms.

¹⁴ Asphalt, Asphalt Institute, College Park, Maryland, Volume 27, No. 3, pg. 3, July 1975.

Table 17

CAPITAL OUTLAY/STUDENT EXPENDITURE
1973-74 and 1974-75

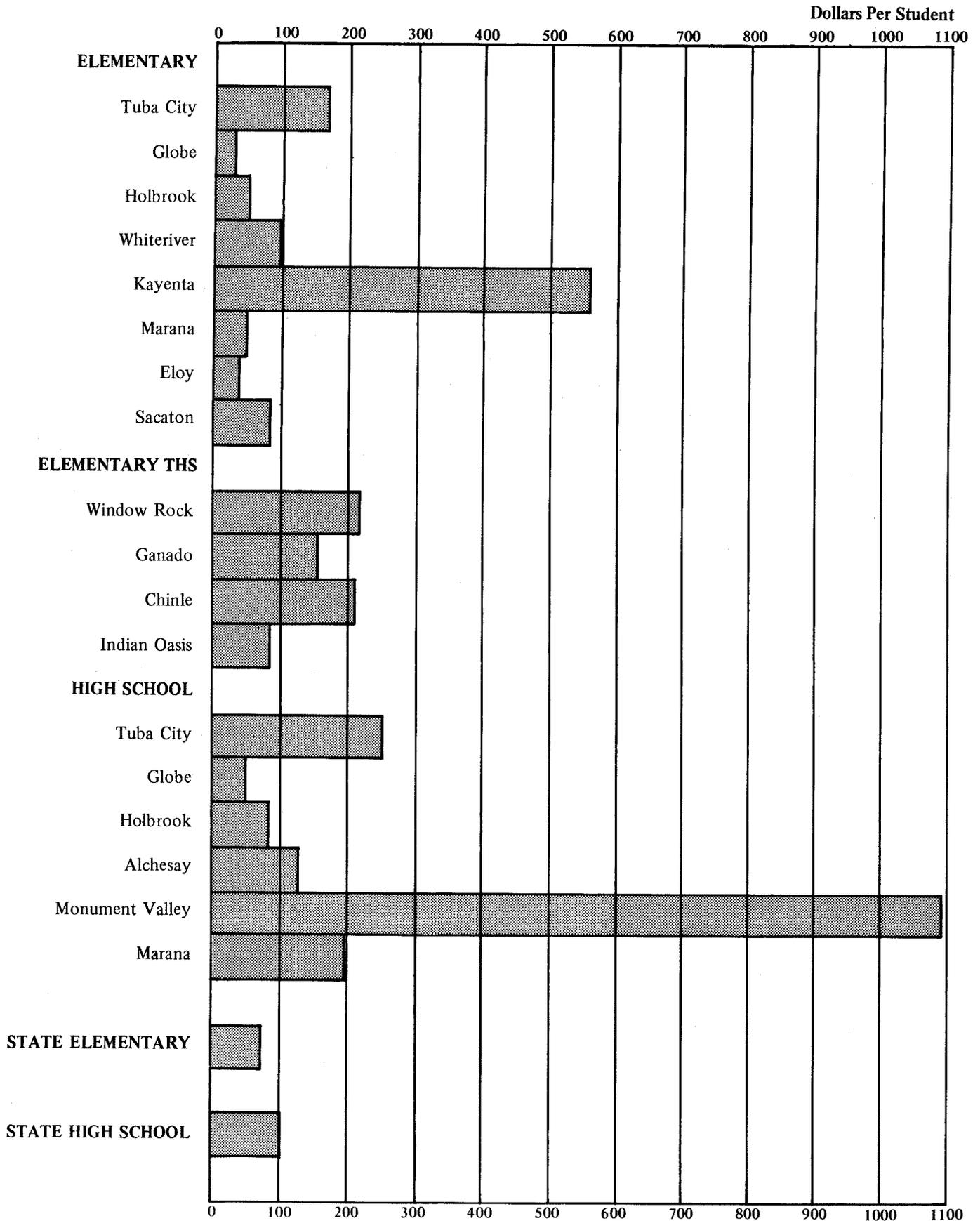
	1973-74		1974-75	
	\$/Pupil	% of Budget	\$/Pupil	% of Budget
ELEMENTARY				
Tuba City	\$132	6.8%	\$ 166	10.1%
Globe	17	2.6	29	3.7
Holbrook	49	4.9	50	5.1
Whiteriver	105	8.6	97	8.7
Kayenta	268	13.9	561	23.5
Marana	79	8.1	48	5.0
Eloy	29	3.8	37	4.3
Sacaton	94	6.5	83	5.3
ELEMENTARY THS				
Window Rock	97	6.4	220	12.9
Ganado	139	7.6	156	10.4
Chinle	161	11.0	211	12.6
Indian Oasis.	68	4.8	86	4.7
HIGH SCHOOL				
Tuba City	179	6.8	254	12.0
Globe	39	3.3	49	4.4
Holbrook	115	7.0	81	6.8
Alchesay	328	15.0	128	7.4
Monument Valley	501	17.5	1,093	33.6
Marana	119	7.9	198	9.7
STATE ELEMENTARY	58	6.4	74	7.0
STATE HIGH SCHOOL	88	7.7	102	7.9

These data are derived by dividing expenditure totals and capital outlay totals by district total ADM. Adjustments have been made based on prorating federal aid funds by capital outlay and other purposes.

Source: Annual Report of the Superintendent of Public Instruction.

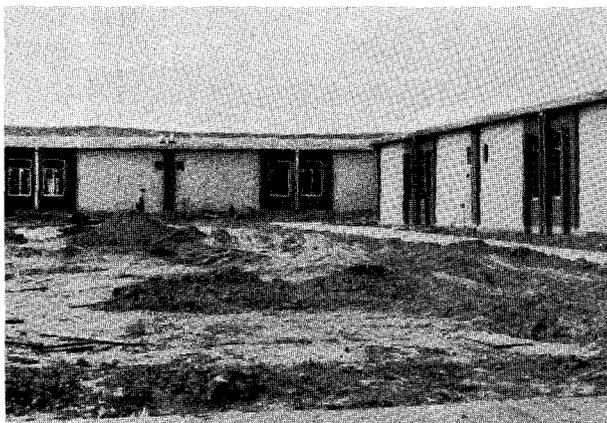
Figure 17

EXPENDITURE FOR CAPITAL OUTLAY – 1974-75
(In Dollars Per Student)



Sacaton's New School

Eight years ago the Sacaton District applied and qualified for funding from federal sources. Their \$3.8 million application, while not honored, was placed on the priority list. Each year since 1966-67, the district anticipated the money but was denied until 1974 when it became available. Ground has been broken this summer and occupancy of the new \$4.8 million facility is scheduled for the beginning of the 1976-77 school year. Since the original application it will have taken almost ten years to realize the occupancy of the new facilities.



Red Mesa High School, Chinle District, is scheduled to occupy these buildings—its first permanent classroom structure—before the end of 1975. Opened in 1969, Red Mesa is now serving over 350 high school students. With the completion of its new facilities, the school will still be overcrowded and have inadequate shop and Home Economic areas.

Red Mesa High School

Red Mesa High School in the Chinle District, Apache County, is now under construction. When the facilities are actually occupied later this year, the district anticipates that the high school population will have grown to exceed the new buildings' design capacity, and thus, some of the inadequate so-called temporary structures will continue to be utilized for their programs. Funding allocations for this high school have come from the sale of bonds, federal funds, and budgeted outlay.

The relatively higher cost of construction in remote locations aggravates the financing problem. Increased costs have been associated with almost all aspects of these types of construction. For the Red Mesa High School construction, all of the concrete has had to be transported from Clarkdale. This is a distance of over 200 miles. This has been necessitated since no gravel or mixing facility is available at a closer location.

Consequently, transportation costs for the concrete were over twice the cost of the material itself. Other increased costs due to remote locations involve special living expenses and salary incentives, which usually must be provided to obtain qualified workmen.

In this effort, the district has bonded itself to the legal limit. Some of the vocational and career education programs which the board would like to mandate will continue to be unmet for lack of adequate shop and other facilities to meet the needs in these areas.

Alchesay High School District

The Alchesay High School District in Whiteriver has tried to meet its growth needs by making a series of additions funded by revenue from taxation capability so that there are now three internal-external fire wall partitions. More economical and uniform construction might have resulted had these additions been made under one contract. Unfortunately, the district's budget and limited bonding capacity did not permit this option.

Temporary or Relocatable Buildings

Many of the needs of districts over the state are being solved, at least on a temporary basis, through the lease, purchase or lease-purchase contract of relocatable or trailer classrooms. Most rapid growth districts have been forced to one of these alternatives, although some have later been able to construct permanent buildings. Reservation districts have had to rely heavily and continuingly on these solutions to their classroom needs (Table 18). These facilities, despite contrary intent, are frequently being considered as permanent and are either offsetting or diminishing fund eligibility and priorities under the capital facility section of Impact Area Aid (P.L. 74-815). Many of these relocatable facilities have been in use for several years and show evidence of excessive wear and deterioration. In contrast, a number of well-designed and constructed facilities that have been in use for more than five years were showing little or no signs of deterioration. Buildings for northern reservation districts are designed with snowload type roofs requiring additional structural materials, either steel or wood. Techniques and design for this type of facility have improved to such an extent that several of the teachers interviewed indicated their preference for this type of facility compared to the self-contained, more conventional type of facility. They contend that the relocatables are better because of the isolation from hallway noise and more convenient because of independent heating/cooling controls. The most highly favored are large, well lighted, carpeted and have self-contained lavatory facilities.

Table 18
(page 1)

CLASSROOMS—PERMANENT AND RELOCATABLE

	Total Classrooms	Permanent Number	%	Relocatable Number	%
APACHE COUNTY					
Window Rock District—Total	123	92	75	31	25
Window Rock Elementary	34	14	41	20	59
Ft. Defiance Elem. & Jr. High	51	45	88	6	12
Window Rock High	38	33	87	5	13
Ganado District—Total	96	46	48	50	52
Ganado Elementary	49	17	35	32	65
Ganado Junior High	16	14	88	2	12
Ganado High	31	15	48	16	52
Chinle District—Total	186	77	41	109	56
Chinle Elementary	41	18	44	23	56
Round Rock Elementary	10	5	50	5	50
Many Farms Elementary	24	12	50	12	50
Chinle Junior High	31	17	55	14	45
Chinle High	49	14	29	35	71
Red Mesa Elementary	18	10	56	8	46
Red Mesa High	13	1	8	12	92
COCONINO COUNTY					
Tuba City District—Total	123	107	87	16	13
Tuba City Primary	29	29	100	--	--
Tuba City Intermediate	31	20	65	11	35
Tuba City Junior High	32	28	88	4	12
Tuba City High	31	30	97	1	3
GILA COUNTY					
Globe District—Total	125	119	95	6	5
Central	12	10	83	2	17
East Globe	27	23	85	4	15
Noftsger	9	9	100	--	--
Globe Middle	25	25	100	--	--
Globe High	52	52	100	--	--
NAVAJO COUNTY					
Holbrook District—Total	112	103	92	9	8
Sheldon	7	7	100	--	--
Hulet	15	15	100	--	--
Woodruff	1	1	100	--	--
Pittman	21	20	95	1	5
Holbrook Junior High	18	16	89	2	11
Holbrook High	50	44	88	6	12

Table 18
(page 2)

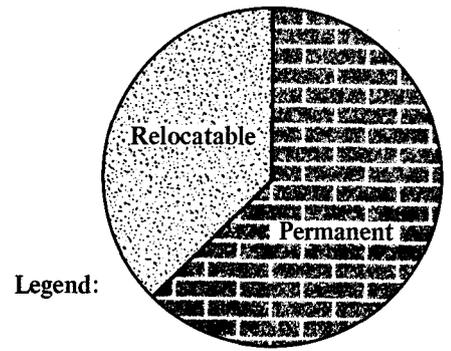
CLASSROOMS—PERMANENT AND RELOCATABLE

	Total Classrooms	Permanent		Relocatable	
		Number	%	Number	%
NAVAJO COUNTY (Continued)					
Whiteriver District—Total	69	59	86	10	14
Whiteriver Elementary	24	21	88	3	13
Seven Mile	12	11	92	1	8
Whiteriver Junior High	10	4	40	6	60
Alchesay High	23	23	100	--	--
Kayenta District—Total	86	47	55	39	45
Kayenta Elementary	40	16	40	24	60
Kayenta Junior High	13	11	85	2	15
Monument Valley High	33	20	61	13	39
PIMA COUNTY					
Indian Oasis District—Total	61	40	64	21	36
Indian Oasis Elem. & Jr. High	22	16	73	6	27
Topawa	14	11	79	3	21
Baboquivari	25	13	52	12	48
Marana District—Total	138	124	90	14	10
Marana Elementary	39	39	100	--	--
Thornydale	20	9	45	11	55
Marana Junior High	36	33	8	3	92
Marana High	43	43	100	--	--
PINAL COUNTY					
Eloy District—Total	77	75	97	2	3
Curiel	26	26	100	--	--
Annex	4	4	100	--	--
Eloy Junior High	25	24	96	1	4
Central	22	21	95	1	5
Sacaton District—Total	40	25	63	15	37
Sacaton Elementary	40	25	63	15	37

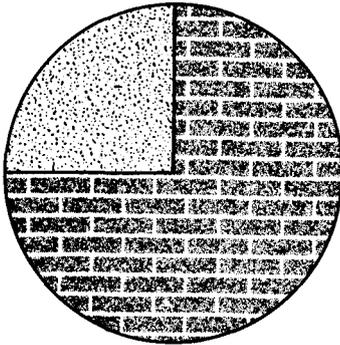
Source: Data obtained from each District.

Figure 18

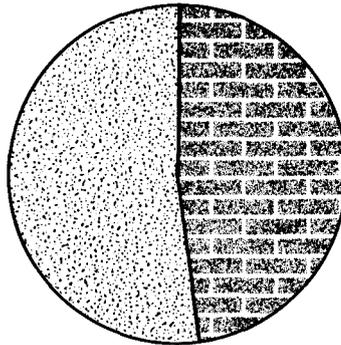
TOTAL CLASSROOMS – PERMANENT AND RELOCATABLE



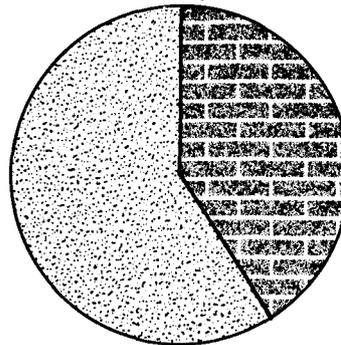
Window Rock District Total



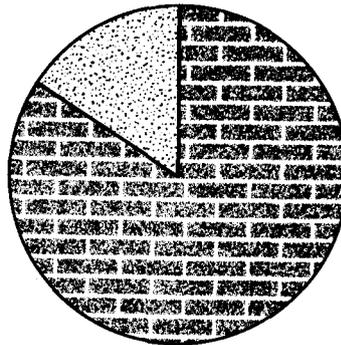
Ganado District Total



Chinle District Total



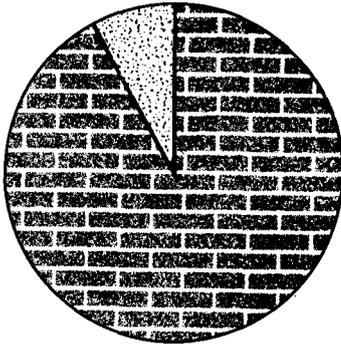
Tuba City District Total



Globe District Total



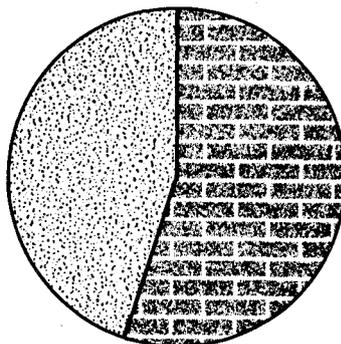
Holbrook District Total



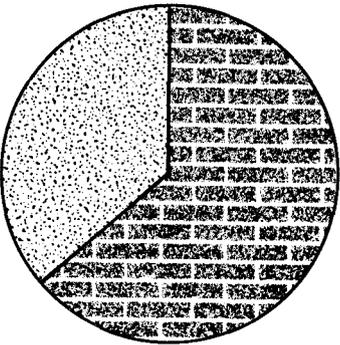
Whiteriver District Total



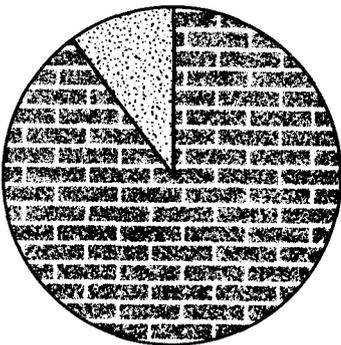
Kayenta District Total



Indian Oasis District Total



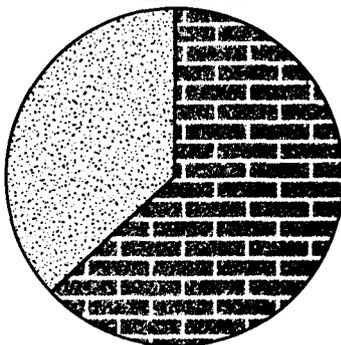
Marana District Total



Eloy District Total

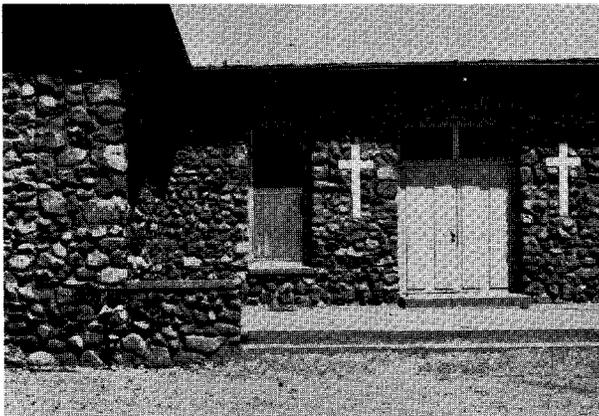


Sacaton District Total



Age of Facilities

Table 19 lists the school buildings in the districts included in this survey with the dates of their original construction and major additions. The areas of these buildings employed for academic purposes are also included. The age of a building by itself is a poor indicator of its present condition. Original design and quality of construction together with maintenance are also of critical importance. Care should be exercised in any attempt to relate population to building area. None of the many efforts to establish standards has received sufficient acceptability. Lack of funds for capital facilities and overcrowding have forced the continued use of obsolete and inadequate facilities.



Topawa Elementary School, Indian Oasis District, was built as a missionary school by the Papago Tribe. Construction plans, if they ever existed, have disappeared and the date of construction seems to have been forgotten. With the addition of three classroom wings and three relocatable classrooms, Indian Oasis School District is conducting K-5 classes for over 300 students.

Chinle is using a metal building badly in need of repair or replacement. It was acquired from the Navajo Tribe and has previously been used as a Chapter House. Other districts are similarly attempting to meet the building requirements through the use of all available means. In addition to the ones outlined above, former BIA school buildings at Many Farms and Round Rock schools, Chinle District and Sacaton, all types of trailers and former mission schools, as in Topawa, Indian Oasis District, are also being employed for classroom and ancillary educational purposes. The facility problems on the reservations have been made acute by the rapid rate of student population growth. In most instances the existing facilities are quite adequate for their intended use, except that there are not enough of them, and they become ineffectual from excessive overcrowding. Table 20 contains a summary of the facilities available in each of the elementary schools included in this study. Besides classroom space,

very little is required at the lower grades. In contrast, to support high school programs adequately, a large variety of specialized academic facilities are required. Table 21, High School Designated-Use Areas, reflects the substantial effort of each high school to make a full set of facilities available. Some districts do not offer certain programs because of their lack of facilities. More often, programs are not being presented adequately because of insufficiency of suitable facilities.

Materials and Construction Costs

The cost of delivering materials and supplies to the reservation constitutes a large expense as well as a great inconvenience. Several districts have found it expeditious and often more economical to purchase large trailer trucks to make scheduled trips to Phoenix, Flagstaff and Tucson to haul supplies for the district. A district must be reasonably large to have sufficient volume to justify this arrangement. Marston Supply Company, Phoenix, Arizona, indicated that buildings on reservations cost 15 percent more to build and furnish. As a further example, they cited the cost of shipping a commonly specified desk—from Temple, Texas, to Phoenix, \$1.50; from Phoenix to Kayenta \$2.00.

Costs of a single portable classroom are between \$800 and \$1300 higher when delivered to a remote reservation location as compared to a Phoenix/Metropolitan location.

VIII. TEACHER HOUSING

Teacher housing is one of the costs unique to the more remote reservation school districts. Since private ownership of land or houses is not available to non-Indians, the school district must provide housing. The number of staff housing units and percentage of non-Indian staff housed are included in Table 22.

Housing units run the gamut from one bedroom and efficiency permanent apartments through three- and four-bedroom houses, and also includes mobile homes or trailers owned by the district. Though the table does not include owner-occupied trailers, the districts are often required to provide space, utilities and maintenance services. While this housing is frequently called "teacherage", it must also be supplied for many administrative staff members and occasionally, Indian staff members.

It is extremely difficult to determine the total amount of teacher housing expense, since it is not isolated or lined out in budgets. Parts of it appear in many places. Original construction is found either under budgeted

Table 19
(page 1)

SCHOOL BUILDINGS
Dates of Major Construction and Area

	Year Built (Date)	1st Major Addition (Date)	Other Additions (Date)	Total Classroom Area (Sq. Ft.)	Total Academic Area (Sq. Ft.)
APACHE COUNTY					
Window Rock District					
Window Rock Elementary	1959	1962	1965 1967 1975	24,270	28,620
Ft. Defiance Elementary	1954	1959	1972	30,060	31,032
Ft. Defiance High School	1960			17,885	37,812
Ganado District					
Ganado Elementary	1953	1955	1956	42,630	45,766
Ganado Junior High	1968			12,802	20,917
Ganado High School	1965			12,036	34,260
Chinle District					
Chinle Elementary	1958	1964	1968	5,100	5,960
Chinle Junior High	1964	1966		23,220	32,100
Chinle High School	1963			23,120	51,740
Many Farms	1964	1966		18,570	19,470
Round Rock	1957			8,080	8,464
Red Mesa Elementary	1957			5,580	6,930
Red Mesa High School	1969			9,000	11,730
COCONINO COUNTY					
Tuba City District					
Tuba City Primary	1954	1963		20,440	22,870
Tuba City Elementary	1960	1969		22,040	24,190
Tuba City Junior High	1960	1969		17,570	27,145
Tuba City High School	1972			4,140	19,120
GILA COUNTY					
Globe District					
Noftsgger	1917			6,720	7,584
East Globe	1917	1956		18,948	20,622
Central	pre-1900			6,744	8,232
Globe Middle	1968			12,304	28,544
Globe High School	1917	1924	1964	28,974	52,533
NAVAJO COUNTY					
Holbrook District					
Sheldon	1930/45			5,812	5,812
Hulet	1945/60			12,060	12,900
Woodruff	1930			750	750
Pittman	1954			17,550	21,360
Holbrook Junior High	1959			10,800	19,940
Holbrook High School	1916	1930/45	1954 1972	19,956	47,230

Table 19
(page 2)

SCHOOL BUILDINGS
Dates of Major Construction and Area

	Year Built (Date)	1st Major Addition (Date)	Other Additions (Date)	Total Classroom Area (Sq. Ft.)	Total Academic Area (Sq. Ft.)
NAVAJO COUNTY (Continued)					
Whiteriver District					
Whiteriver Elementary	1955	1959		23,040	23,040
Whiteriver Junior High	1969	1970	1972 1973/75	2,898	2,898
7 Mile	1964	1967		11,872	11,872
Alchessay High School	1959	1964	1971 1973	7,320	19,474
Kayenta District					
Kayenta Elementary		1964		31,080	34,072
Kayenta Junior High	1960			10,166	13,292
Monument Valley High School				16,730	32,740
PIMA COUNTY					
Indian Oasis District					
Indian Oasis Elem. & Jr. High		1958		14,040	19,302
Topawa				11,440	12,992
Old High School		1961	1966		
Baboquivari High School	1969			9,210	15,764
Marana District					
Marana Elementary	1955	1969	1975	26,380	49,157
Thornydale	1975			16,800	18,236
Marana Junior High	1952	1960	1969	26,417	36,743
Marana High School	1975			25,995	64,322
PINAL COUNTY					
Sacaton District					
Original Building	1920			25,678	34,290
BIA Building	1924	1964			
Eloy District					
Curiel	1952	1974		19,468	20,768
Annex	1936			3,072	4,608
Central	1936	1947		14,176	17,715
Eloy Junior High	1964			19,772	22,417

Source: Data obtained from each District.

Table 20
(page 1)

**SCHOOL BUILDINGS
DESIGNATED-USE AREAS—ELEMENTARY SCHOOLS**

	Std. Class Rm.	Misc.	Spec. Ed.	Reading	Shop	Home Ec.	Art	Music	Vocal	Inst.	Science	Multi-Purpose	Media Center	Library	Other PE	Shower/Dressing	Gym	Auditorium	Cafeteria	Kitchen
APACHE COUNTY																				
Window Rock																				
Ft. Defiance E/JH	48		1	2										1	1		1		1	1
Window Rock El.	27		1	1			1	1					1	1					1	1
Ganado																				
Elementary	42	2	1	2			1	1				1		1	1					1
Junior High	9				1					1	3									
Chinle																				
Elementary	15	1	1	1								1		1						1
Round Rock	9													1					1	1
Many Farms	20		1									1		1						1
Chinle	17	1	1		1	1	2	1			3	1		1	1					1
Red Mesa	17											1		1						1
COCONINO COUNTY																				
Tuba City																				
Junior High	18		1		1	1	1	1	1	1	3	1		1						
Primary	16	1	1	1					1					1						
Intermediate	24	3	3	1		1			1											
GILA COUNTY																				
Globe																				
Central	9		1				1	1												
East Globe	22							1												
Noftsger	8							1												
Middle	13	1	1	1	3	2	1				1	1		1	1		1			

Table 20
(page 2)

**SCHOOL BUILDINGS
DESIGNATED-USE AREAS—ELEMENTARY SCHOOLS**

	Std. Class Rm.	Misc.	Spec. Ed.	Reading	Shop	Home Ec.	Art	Music	Vocal	Inst.	Science	Multi-Purpose	Media Center	Library	Other PE	Shower/Dressing	Gym	Auditorium	Cafeteria	Kitchen
NAVAJO COUNTY																				
Holbrook																				
Sheldon	7																			
Hulet	13			1								1		1						
Woodruff	1											1								
Pittman	15	6	1	1				1				1		1						
Junior High	8	½	½	1	1	1	1	1				1		1						
Whiteriver																				
Elementary	28																			
7 Mile	11										1									
Junior High	4		2	2							2									
Kayenta																				
Elementary	34	2		1			1	1		1		1			1					1
Junior High	9	1			1	1	1							1	1					
Indian Oasis																				
Elem./JH	17				1	1		1		1		1		1						1
Topawa	13													1						1
Sacaton																				
Elementary	30		1	2	1	1	1	2	2					1	1	1				1
Marana																				
Elementary	31	3	2			1	1	3			1	1		1						1
Thornydale	17	—	1				1							1						1
Junior High	27	—	2		1	3	1		1	1	2			1						

Source: Data obtained from each District.

Table 22

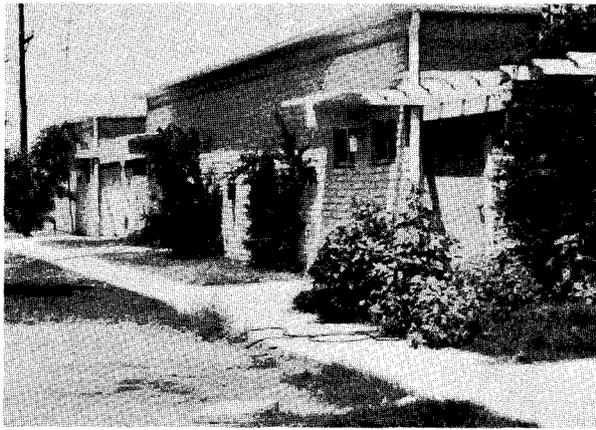
STAFF HOUSING

		Total Non-Indian Staff	Housing Units	Percent*
Window Rock	EI HS	110 46) _____ 156	93	59.6
Ganado	EI HS	64 29) _____ 93	87	93.5
Chinle	EI HS	120 57) _____ 177	146	82.5
Tuba City	EI HS	94 48) _____ 142	79	55.6
Whiteriver Alchesay	EI HS	65 32) _____ 97	74	76.3
Kayenta Monument Valley	EI HS	64 32) _____ 96	60	62.5
Indian Oasis	EI HS	43 11) _____ 54	40	74.1

Source Information Supplied by Districts

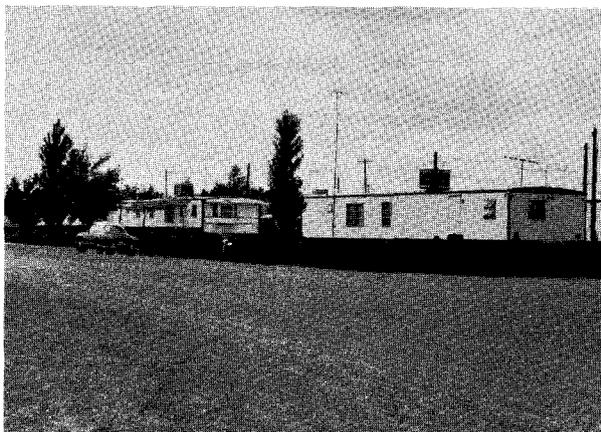
*Percent is obtained by dividing Housing Units by Total Non-Indian Staff.

Housing units include apartments, houses and district-owned trailers. It does not relate to owner-occupied trailers for which the districts provide various services in addition to space. Housing is also required for certain Indian staff members (e.g., eleven Indian teachers on the staff at Ganado occupy district living units).



Permanent Apartments, Indian Oasis District. In addition to trailers, most reservation districts rent permanent apartments and housing. Many report that this more desirable form of staff housing is limited by the districts' shortage of capital outlay funds.

capital outlay or funded as part of federal construction projects. Repair and maintenance is included in the total of these similar functions for the district budget. Utility costs are handled differently by different districts although separate metering is often available either to the individual living units or to the complex of several units. Some of these expenses are occasionally included in instructional costs. On the other side of the ledger, rental for this housing is charged to the occupant. Staff recruiting makes it necessary that the charges be much less than the cost. The rates are usually set and used to offset district utility costs and part of the maintenance. A clearer picture of this expense item could be obtained if all aspects of teacher housing were lined out separately within the school districts' budgets.

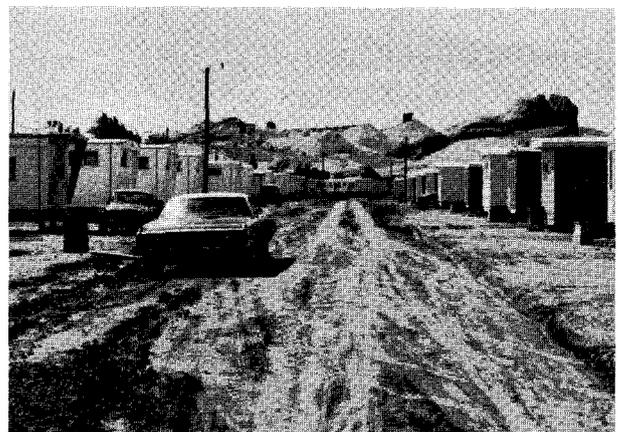


Staff Housing, Chinle District. Fencing and landscaping efforts improve the appearance and desirability of staff housing. There is no solution however, to the lack of community spirit which many contend is caused by lack of ownership and inability to develop roots. Staff housing is one of the unique expenses and the source of many reservation school problems.

Of the school districts included in this project and on reservations, only Sacaton does not provide teacher housing. Most of their staff resides adjacent to the reservation, and a number commute in excess of 30 miles from Phoenix. Several superintendents indicated that they have been forced to refuse highly desirable special and remedial programs. Their inability to accept this federal or state program support money resulted from lack of funds to provide capital facilities. This includes living quarters for teachers who would work in these programs and classrooms in which the programs would be conducted. This complaint extends to the state's mandate for special education as well as federally funded remediation programs and cultural enhancement activities. The problem is posed: Which other programs should we curtail to free the necessary housing and capital facilities? Lack of adequate and timely capital outlay funds is currently the most pressing financial problem of public school education on the reservations.

District-purchased trailer living units range in price from \$7,000 for singles to \$30,000 for double-wide and tri-plex units. The districts have had to purchase many of these under lease-purchase agreements due to the non-availability of funds for outright purchase. Consequently, districts are being forced to absorb large interest charges in addition to the original costs.

Wind damage and severe freezing in the winter can cause maintenance of teacher housing to become excessively expensive. In the northern reservation communities of Arizona, it is quite common to have extremely severe winter storms and cold weather every second or third year. When this occurs one school



Trailer Housing, Kayenta District. Referred to as "mud-row", the trailer housing provided for most of the teaching and other non-Indian staff members is a source of major concern for reservation school district administrators. Several contend that being a "landlord" makes the largest continuing demands on their time as school administrators.

campus reported the need to replumb and refurbish 15 to 25 percent of the trailers due to freezing. This activity generates additional administrative problems. One superintendent contended that he is required to expend more time being a landlord satisfying his tenants' complaints than any other single area of school administration.

Most county payroll systems now arrange rental payments to be made and accounted as automatic deductions. The funds are transferred directly to the district teacher housing fund. The available housing for the certified and administrative staff ranges between one-half and three-fourths of need. Very few of the non-certified staff can be accommodated in available housing.

Each district has reflected a high priority for: (1) improving existing facilities, (2) exchanging trailers for permanent houses and apartments, and (3) obtaining additional living quarters. Alternative solutions such as tribal-sponsored rental housing are being explored.

IX. SOURCES OF REVENUE

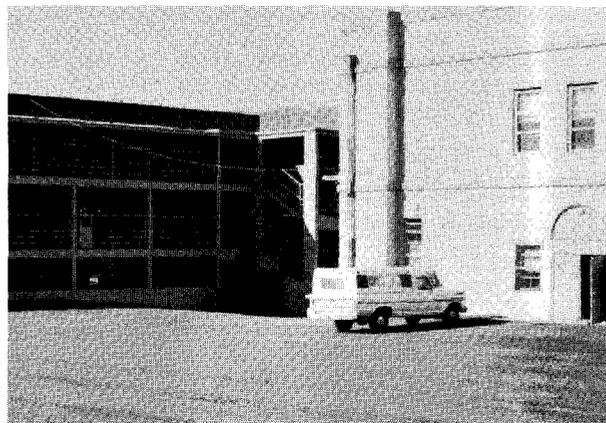
Many Indian reservation school districts must rely very heavily on federal funding due to limited local school district property evaluation, local property tax being the only discretionary source of funds available to the schools.¹⁵ Much of this problem arises from the federally decreed exemption of Indian-owned homes, business and land. If all Indian land and homes were valued by comparable methods, as applied in other areas of the state, and placed on the tax rolls, some improvement would be realized, although it would still provide an inadequate tax base.

Table 23 includes on a percentage basis the proportions of total revenue contributed by federal, state, county and local sources. The accompanying Figure 23 shows pie charts of these same sources of revenue for each of the districts included in this study. The contrast in level of federal funds supporting reservation and non-reservation districts is dramatic. It shows that the federal funding ranges from a low of 39.3 percent in Whiteriver to a high of 63.4 percent in Monument Valley High School. State funding ranges from a low of 12.7 percent in Monument Valley, to 42.2 percent in Whiteriver. The data in this presentation is from the 1973-74 school year. Little difference appears in the 1974-75 year although the question arises as to whether the commitment of

¹⁵ Overview of Indian Affairs, Arizona Legislative Council, 1972.

federal funds should be counted based on budget approval or only upon receipt. This problem has very serious consequences as previously indicated. The category shown as "other" primarily represents tuition received from other school districts. Tuba City's benefits from these tuitions will be reduced drastically in the coming year because of a territorial exchange with the Page District. While losing the tuition, they will obtain a much larger property tax base.

A relatively small percentage of the reservation districts' funding comes from local tax effort while this represents the major source for some of the others. Almost all of the taxable valuations available to reservation schools are centrally assessed properties, primarily utilities, railroads, mines and pipelines. Funds directly from the various counties to the districts are almost negligible. The counties are required to fund the teacher retirement and social security contributions which are not included in the data supporting Table 23. The state-wide total for all county contributions was almost \$50 million for 1974-75.



Globe East Elementary School showing the paved playground. The original school was built in 1917 and the newer three-story classroom wing was built in 1956.

Tables 24 and 25 show the total valuations in each of the subject districts for 1973-74 and 1974-75 respectively. The state total, divided by the numbers of students in elementary and high school and a combination of both, establishes the state average valuation per student in each of these categories. The valuation per capita for each district is similarly tabulated. The three separate criteria, elementary, high school, and combined elementary and high school, are necessary because each has special significance. Eloy and Sacaton are exclusively elementary school districts. Window Rock, Ganado, Chinle, and Indian Oasis are classified as elementary schools teaching high school subjects. Each of the others operates coterminous elementary/high school systems which have been required to maintain separate budgets prior to this year.

Table 23

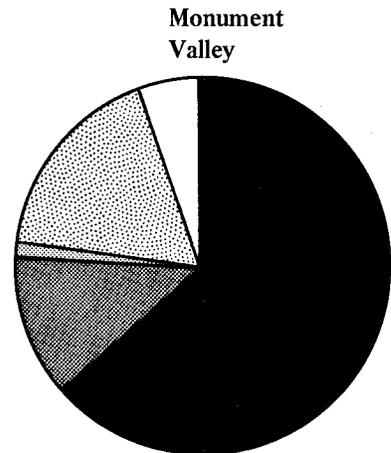
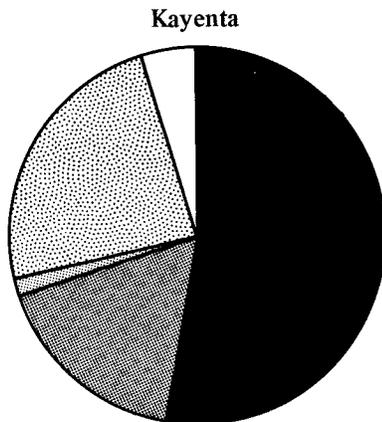
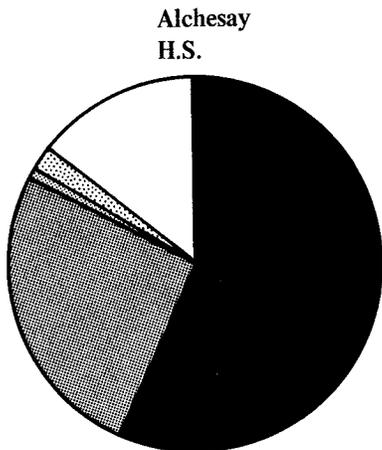
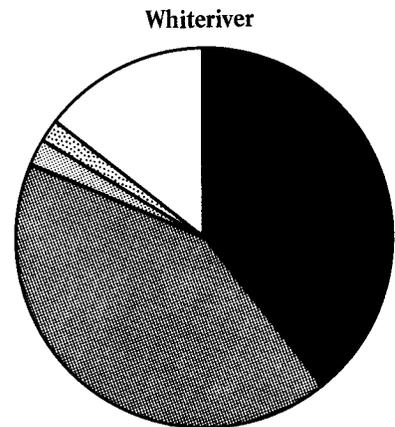
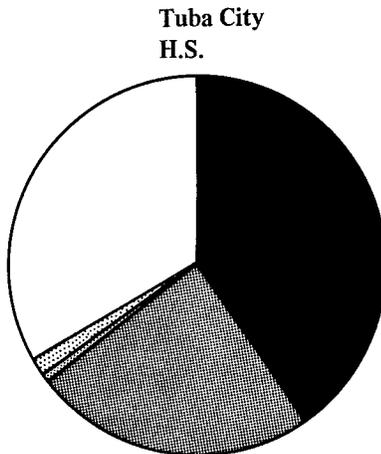
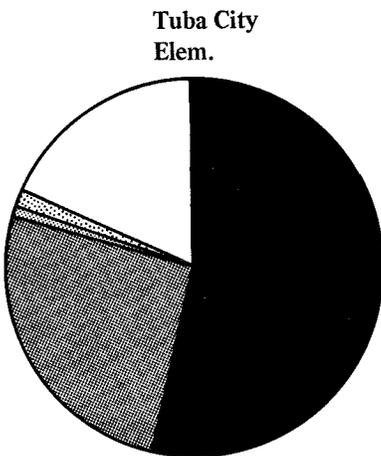
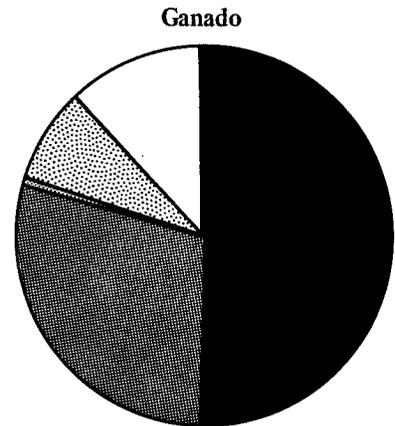
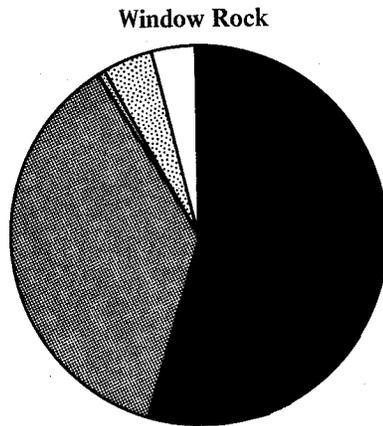
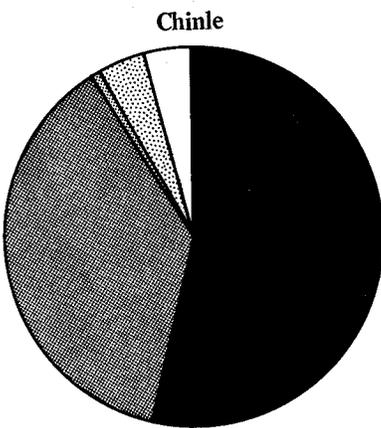
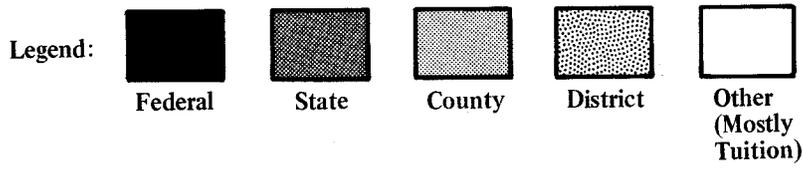
**SOURCES OF FUNDING (1973-74)
PERCENT OF TOTAL BUDGET**

District	Federal %	State %	County %	District %	(Mostly Tuition) Other %
Chinle	53.7	37.3	1.0	3.9	4.0
Window Rock	54.6	36.6	0.9	4.1	3.7
Ganado	50.6	28.8	0.8	8.1	11.8
Tuba City Elementary	53.5	25.7	0.9	1.5	18.4
Tuba City High School	40.5	24.0	0.6	1.7	33.1
Whiteriver	39.3	42.2	2.4	1.9	14.1
Alchesay High School	56.6	25.8	1.2	2.2	14.1
Kayenta	52.6	17.5	1.5	23.9	4.5
Monument Valley	63.4	12.7	1.2	17.7	5.0
Indian Oasis	60.6	37.1	1.2	0.9	0.2
Sacaton	63.0	32.6	1.1	3.1	0.2
Globe Elementary	1.3	59.6	4.7	33.2	1.2
Globe High School	4.7	41.2	2.5	32.0	19.6
Holbrook Elementary	22.8	31.6	4.9	40.6	.1
Holbrook High School	30.0	25.0	2.6	42.4	.0
Eloy	12.4	52.4	4.2	29.7	1.3
Marana Elementary	1.8	32.1	2.8	62.8	.6
Marana High School	5.3	26.4	1.9	64.0	2.3
Elementary	4.6	45.2	1.8	40.6	1.9
High School	7.2	41.9	1.3	45.7	3.9
CL. S. H. S.	8.5	44.0	1.6	43.0	2.6

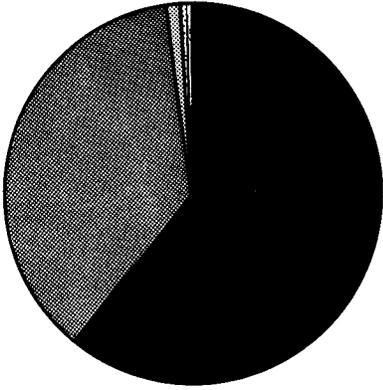
Source: Annual Report of the State Superintendent of Public Instruction.

Figure 23

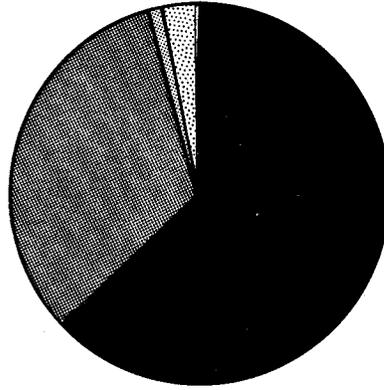
SOURCES OF FUNDING – 1973-74
IN PERCENT OF TOTAL



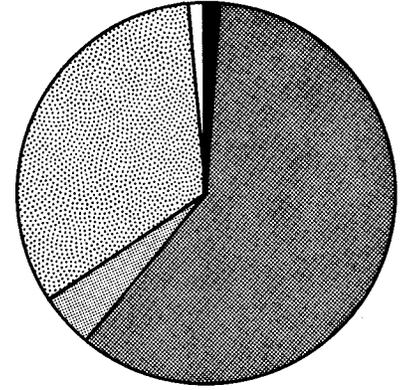
Indian
Oasis



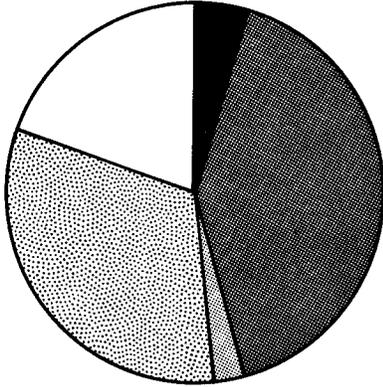
Sacaton



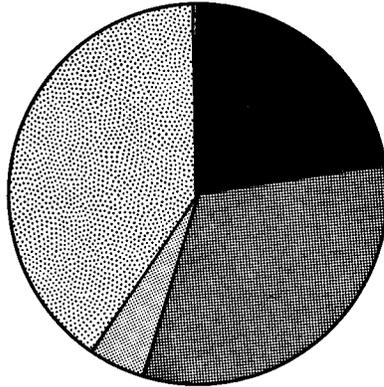
Globe
Elem.



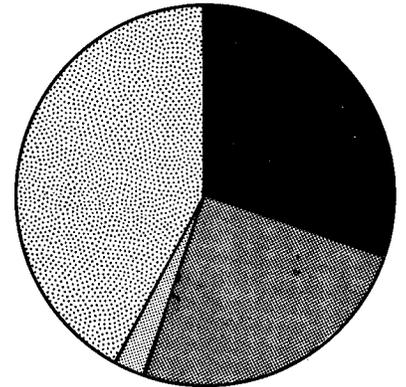
Globe
H.S.



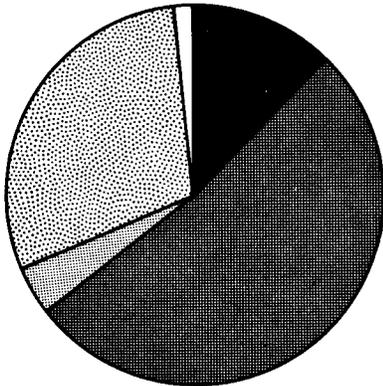
Holbrook
Elem.



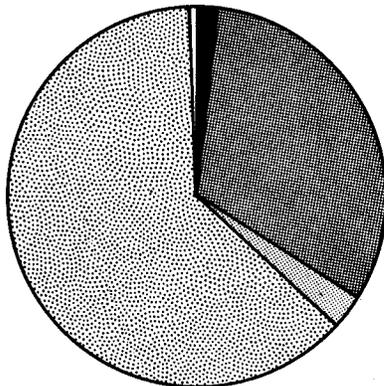
Holbrook
H.S.



Eloy



Marana
Elem.



Marana
H.S.

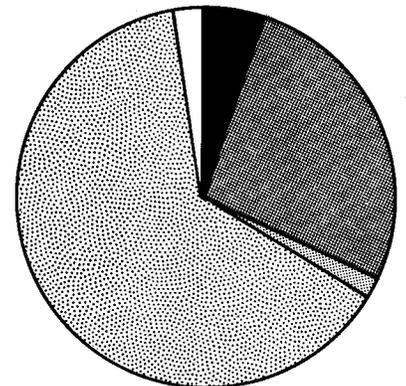


Table 24

VALUATION AND VALUATION/STUDENT – 1973-74
(Using 8 months ADM)

District	Grade	Elementary ADM Includes K at ½ ADM	High School ADM	Total ADM	Total Valuation in Dollars	Valuation per ADM
Window Rock	EL	1,858			\$ 5,374,000	
	THS		558			
	TOTAL			2,416		\$ 2,224
Ganado	EL	1,017			7,177,000	
	THS		327			
	TOTAL			1,344		5,339
Chinle	EL	2,475			6,553,000	
	THS		771			
	TOTAL			3,246		2,019
Tuba City	EL	1,288			1,054,000	819
	HS		477			2,212
	TOTAL			1,764		598
Globe	EL	1,775			12,708,000	7,160
	HS		781			16,271
	TOTAL			2,556		4,972
Holbrook	EL	1,302			18,031,000	13,853
	HS		511			35,316
	TOTAL			1,812		9,950
Whiteriver (Alchesay)	EL	1,076			949,000	882
	HS		293			3,241
	TOTAL			1,368		693
Kayenta (Monument Valley)	EL	1,005			14,743,000	14,665
	HS		467			31,584
	TOTAL			1,472		10,015
Indian Oasis	EL	723			420,000	
	THS		262			
	TOTAL			984		427
Marana	EL	1,633			41,315,000	25,298
	HS		699			59,131
	TOTAL			2,332		17,718
Eloy	EL	1,591			7,046,000	4,429
Sacaton	EL	859			1,423,000	1,657
State	EL	323,208			4,469,421,000	13,828
	HS		127,869		4,253,946,000	33,268
	TOTAL			451,077	4,476,533,000	9,924

Sources: Department of Revenue, Division of Property Valuation; Annual Report of the State Superintendent of Public Instruction.

Table 25

VALUATION AND VALUATION/STUDENT – 1974-75
(Using 8 months ADM)

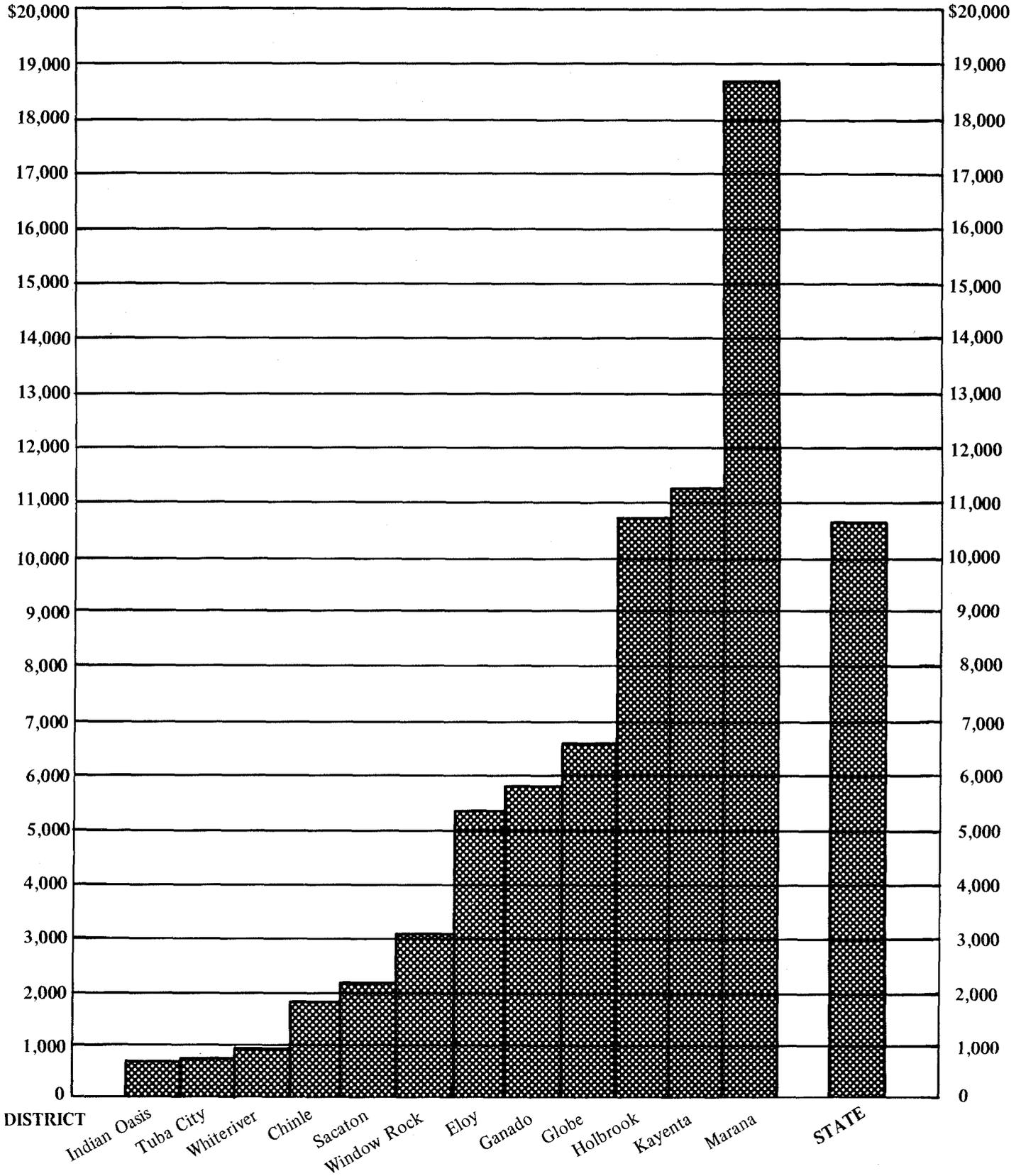
District	Grade	Elementary ADM Includes K at ½ ADM	High School ADM	Total ADM	Total Valuation in Dollars	Valuation per ADM
Window Rock	EL	1,883			\$ 7,433,000	
	THS		561			
	TOTAL			2,444		\$ 3,041
Ganado	EL	1,066			8,678,000	
	THS		434			
	TOTAL			1,500		5,785
Chinle	EL	2,974			7,317,000	
	THS		1,103			
	TOTAL			4,076		1,795
Tuba City	EL	1,305			1,380,000	1,058
	HS		658			2,097
	TOTAL			1,963		703
Globe	EL	1,655			15,545,000	9,393
	HS		716			21,711
	TOTAL			2,371		6,556
Holbrook	EL	1,377			22,071,000	16,028
	HS		686			32,173
	TOTAL			2,063		10,699
Whiteriver (Alchesay)	EL	1,086			1,266,000	1,166
	HS		314			4,032
	TOTAL			1,400		904
Kayenta (Monument Valley)	EL	972			15,977,000	16,437
	HS		444			35,984
	TOTAL			1,416		11,283
Indian Oasis	EL	801			698,000	
	THS		214			
	TOTAL			1,015		688
Marana	EL	1,820			48,908,000	26,873
	HS		785			62,303
	TOTAL			2,605		18,771
Eloy	EL	1,552			8,132,000	5,240
Sacaton	EL	834			1,821,000	2,183
State	EL	342,335			5,118,390,000	14,951
	HS		140,044		4,902,218,000	35,005
	TOTAL			482,379	5,127,772,000	10,630

Sources: Department of Revenue, Division of Property Valuation; Annual Report of the State Superintendent of Public Instruction.

Figure 25

VALUATION PER ADM – 1974-75
(Using 8 Months ADM)

Valuation (\$) per ADM



With the exception of Kayenta, each reservation district is considerably below the state average in valuation per student. Kayenta is very close to the state average. The extremely low valuations per capita in Indian Oasis, Tuba City and Whiteriver are among the lowest in the state. The bar chart presentation of these data (Figure 25) provides perspective to these contrasts.

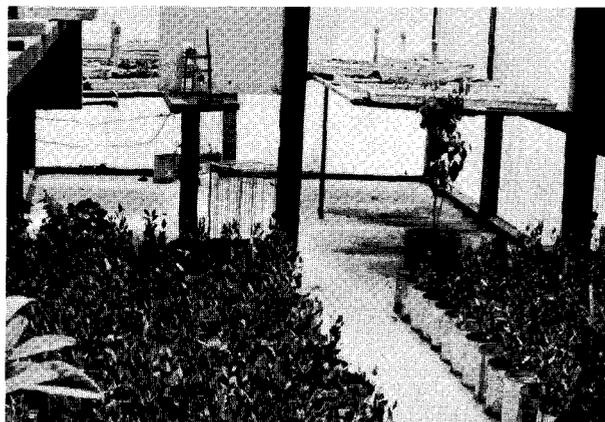
Ironically, the extremely limited property tax bases of some reservation districts have been further narrowed by efforts of the tribes to improve the situation of their own people. This situation is in the process of being finalized in the Indian Oasis District. The district's total valuation for the 1975-76 year was originally estimated to be \$814,731. This increase of almost 17 percent over the previous year resulted from higher valuation placed on mine and utility property. Despite this, the district wealth amounted to less than 10 percent of the state average valuation per student. The Papago Tribe is in the process of taking over the operation of the TRICO Electric Co-op facility which will remove it from the tax rolls. Trico has been the largest individual taxpayer in the district. The loss will amount to \$263,223 or 32 percent of the district's valuation. Last year \$63,362 of the district's funds came from property taxes. The district reduced spending last year and underspent their approved budget to avoid confiscatory level tax rates. Further spending reductions are being evaluated to offset this latest revenue loss.

The recent history relating to tax rates imposed on the few taxpayers on the reservation is shown in Table 26. From these data it is apparent that reservation district tax rates prior to 1974-75 approximated or were slightly higher than the state average. The low total yield from property taxation is reflected in Table 23 as the district (or local) funding source. Federal funding in absolute dollars has either remained relatively constant or has increased slightly. Increased state support has been realized but not at a rate sufficient to offset the rate of inflation.

Because of the deficits accrued during the 1974-75 year, horrendous tax rates are now facing some districts. At Chinle the rate is \$45.39. Ganado has a rate of \$18.45. Window Rock levied \$17.45. These substantially increased rates are very discouraging to industry which might otherwise consider locating on the reservation. Kayenta's \$15.44 rate represents a single rate for the now unified elementary and high school districts.

Representatives of the larger taxpayers have tried to work closely with the school district administrators and county officials. In some instances they have

loaned equipment, workmen and staff to satisfy district needs at little or no cost. They continue their willingness to assist but are extremely uneasy about the tax ramifications which may result from the jurisdictional and policy disputes among federal, state, tribal and local officials.



Greenhouse Activities at Baboquivari High School, Indian Oasis District. Agricultural training is both practical and popular at most high schools on the reservations. Modern farming techniques most applicable to the specific regions are emphasized and backed up by shops where the care and maintenance of farm implements are also taught.

X. GOVERNANCE

The policy-making authorities who have jurisdiction over Indian reservation schools are more numerous,¹⁶ overlapping and more complex than the average public school. The typical public school district is run by a school board elected by the patrons. It must follow the state law and policies established by the State Board of Education with comparatively limited, though increasing, involvement resulting from federal authorities. The reservation schools additionally have parent advisory committees mandated by federal law, a multitude of federal agencies which compete, sometimes openly, with one another and require compliances which are often contradictory. Legislation funding Indian education requires that these funds be expended exclusively for Indian children. On the other hand, civil rights legislation forbids discrimination by the school districts. Ironically, most of the contracts for Indian education include civil rights compliance paragraphs which specify stiff criminal penalties for non-compliance. Rather vague guidelines differentiate between the "legally acceptable" discrimination and that which is in violation.

¹⁶Strengthening Navajo Education, Division of Education, The Navajo Tribe, Window Rock, Arizona, 1973.

Table 26

DISTRICT TAX RATES
(\$/\$100 Taxable Valuation)

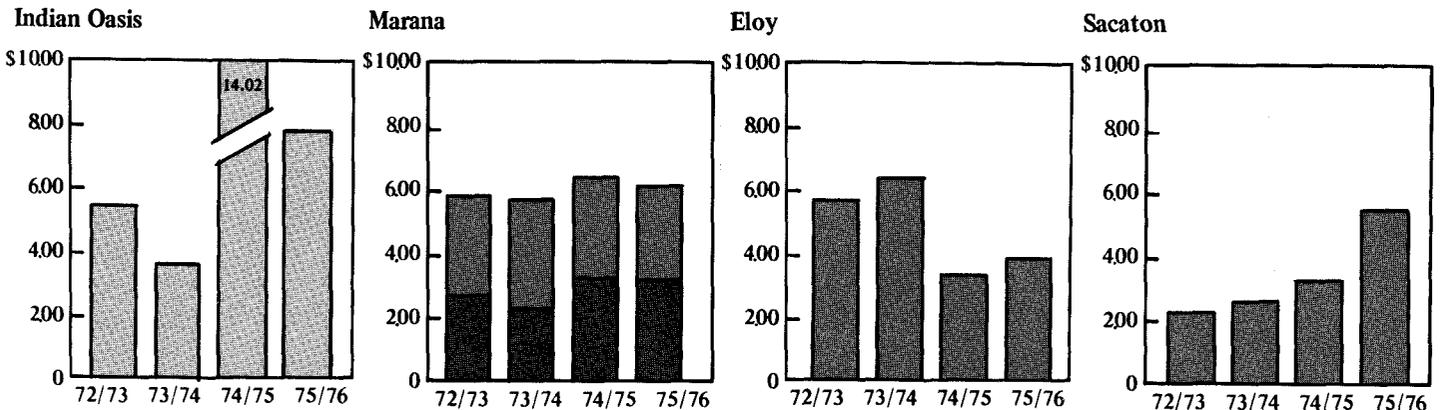
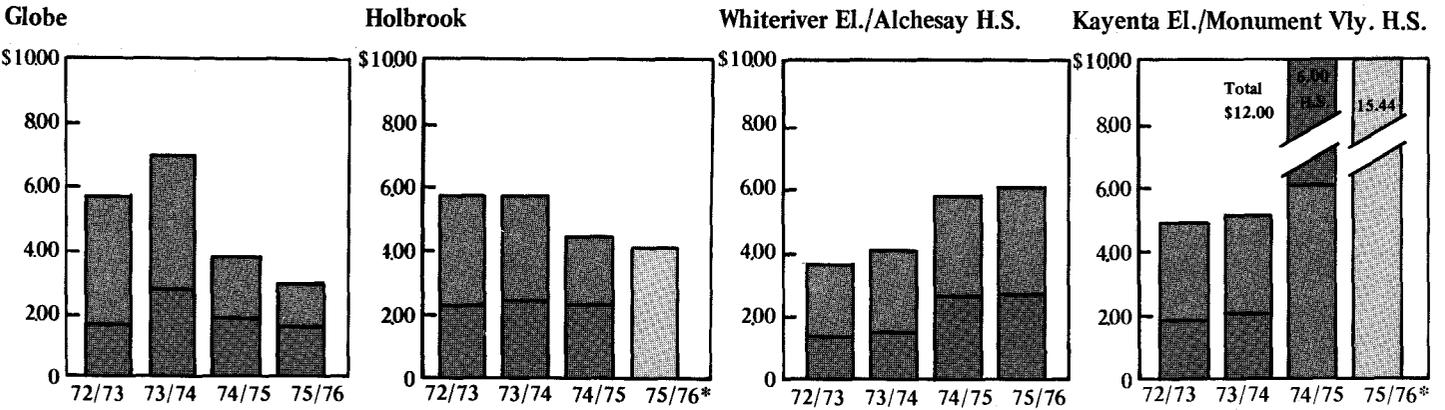
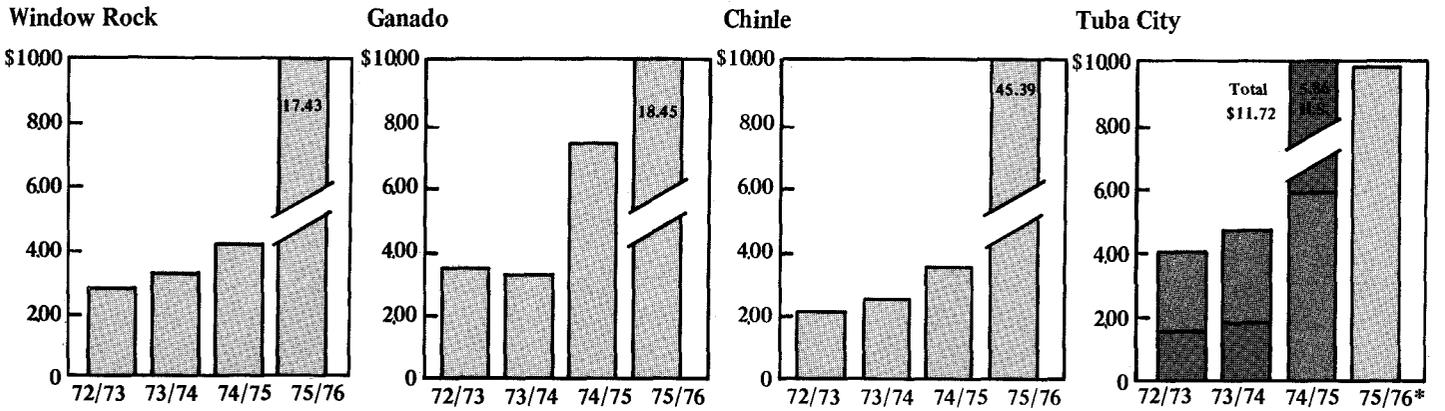
	1972-73	1973-74	1974-75	1975-76
Window Rock	\$2.91	\$3.40	\$ 4.21	\$17.43
Ganado	3.63	3.49	7.55	18.45
Chinle	2.28	2.58	3.54	45.39
Tuba City Elementary	2.49	2.88	5.86 ¹	9.97
Tuba City High School	1.53	1.81	5.86	
Globe Elementary	4.06	4.23	1.95	1.39
Globe High School	1.78	2.81	1.81	1.60
Holbrook Elementary	3.42	3.33	2.18 ¹	4.01
Holbrook High School	2.31	2.40	2.25	
Whiteriver Elementary	2.28	2.58	3.34	3.43
Alchesay High School	1.32	1.51	2.54	2.57
Kayenta Elementary	2.90	3.12	6.00 ¹	15.44
Monument Valley High School	1.94	2.05	6.00	
Indian Oasis	5.52	3.62	14.02	7.78
Marana Elementary	3.29	3.49	3.19	2.84
Marana High School	2.61	2.31	3.28	3.26
Eloy Elementary	5.78	6.38	3.47	3.94
Sacaton Elementary	2.30	2.60	3.35	5.51

¹Districts Unified

Source: Compiled by the Arizona Tax Research Association, 1814 West Washington Street, Phoenix, from data received from County Boards of Supervisors who are responsible for setting tax rates based upon approved budgets.

Figure 26

DISTRICT TAX RATES

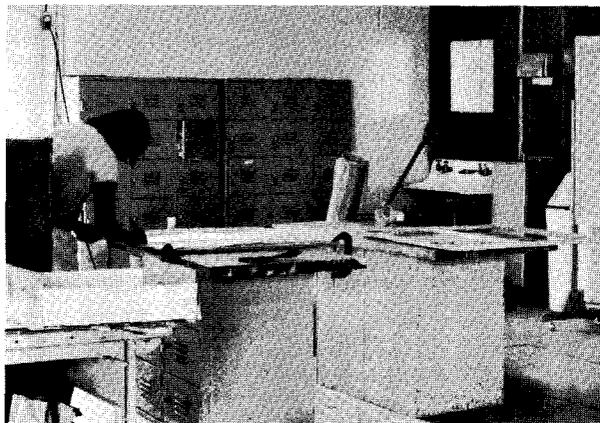


*Districts Unified

Administration of the funding under the Johnson-O'Malley Act of 1934 (P.L. 73-167) until recently has been through the State Department of Education, Division of Indian Education. Complaints have been registered because the State Department has charged part of its administrative expense against these funds. The Navajo Tribe passed a resolution¹⁷ asking to become the Johnson-O'Malley contracting agency on its reservation and beginning with the 1975-76 school year, will be empowered to act in this capacity.

Additionally, tribal councils purport to speak for all Indians on their reservation. Frequently their education committee attempts to establish policy for education for the entire reservation. The elected local school district boards, in opting for local autonomy, generate policies and programs which are not in accord with those of the tribal council. The public school patrons are divided in their opinion of whether the tribes should control the public schools. Almost 49 percent opposed in the *Kayenta Report*,¹⁸ almost 40 percent approved while 11 percent expressed no opinion.

State and federal laws and regulations are frequently in direct conflict. It seems that either inadequate communications exist between the respective legislative



Metal Shop, Baboquivari High School, Indian Oasis District. Practical metal and woodworking skills are taught at almost all reservation school districts. Building trades, auto mechanics and farm mechanics are also parts of these popular programs. A major source of frustration emanates from the lack of jobs on the reservation. Students must frequently leave their homes to obtain gainful employment.

¹⁷ Resolution No. CO-64-73, Navajo Tribal Resolution requesting that the Education Committee, Navajo Tribal Council, replace the State of Arizona as contracting agency for the Johnson-O'Malley Act on the Navajo Reservation. Adopted October 24, 1973.

¹⁸The *Kayenta Report: Values in Indian Education*, Southwestern Behavioral Institute, Flagstaff, Arizona, October 1971.

bodies, or they purposely refuse to acknowledge each other's jurisdiction. In all of these conflicts the Indian children are invariably in the middle—the quality of their educational opportunities are being limited or jeopardized.

School Board Members

Native membership on local school boards has been increasing. Of the 38 board members of the eight reservation schools in this study, 34 are Indians. While in the minority, the number of Anglo board members is still disproportionate to the numbers of their race residing in the districts. Frequently, these board members are small businessmen or traders who earn their livelihood on the reservation. Many of them have taken Indian spouses. Each is generally well liked and respected by the community. This does not prevent their positions on the school board from being resented by both the older Indians and the more ambitious, young, progressive Indians who are becoming increasingly politically motivated. Sometimes bitter resentment is evidenced by traditional parents who are intransigent against efforts to change their lifestyle interpreted as "white man's meddling".¹⁹

Public Participation

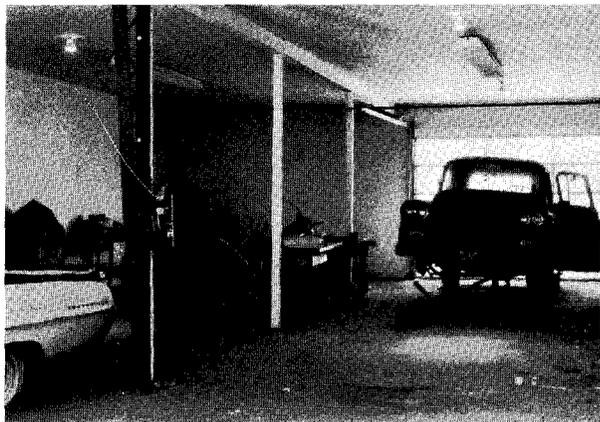
School district parents on Indian reservations can generally be divided into two groups: the traditional and the modern. The traditional attitude has always opposed education in the "White Man's School". The traditional desire is to live in exclusion and to train the children in tribal customs and have them participate in the basic chores of providing a livelihood. It is not unusual to find very young children tending sheep. Attendance officers must be most diligent in their efforts since children are frequently sent to remote grazing areas and camps to avoid having them attend school. A conflict develops because most children, once they have attended school prefer this activity with its socialization. The percentage of traditionals is slowly diminishing. Their status in the reservation community is further diminished by their refusal to participate in political activities. They will not register and vote even in exclusively Indian elections although they seem willing to accept federally funded health and welfare assistance.

Assimilation

The variation in attitudes among the Indians results in controversy and competition for the control of the public school district. Increasingly, Indians are being elected to school board memberships. Federal programs

¹⁹*Ibid.*

mandate that local advisory or parent committees be comprised exclusively of Indians. Some programs require citizen advisory/parent groups in addition to or exclusive of school board members. Some school districts are making intensive efforts to involve Indian parents in planning and management. District buses have been sent to bring them to meetings and complete meals have been served to all in attendance. The long distance and inadequate road systems have been blamed for the less than overwhelming parental involvement.



Auto Mechanics Shop, Chinle High School. The popularity of motor vehicles among high school students is the same on reservations as elsewhere. Pick-up trucks are particularly popular because of their versatility and ability to traverse the numerous unpaved roads. Transportation problems are particularly serious in reservation areas because of the wide dispersal of the population.

District Reorganization

Many of the school district geographic boundary alignments are rather haphazard. They were not arranged for travel efficiency or educational effectiveness. Recently, the Tuba City and Page School boards agreed to an exchange of territory. Many students who previously were residents in Page Districts but attended Tuba City on a tuition basis have now become residents in the Tuba City District. This residency change now makes it possible for the parents to vote and participate in the district where their children attend school.

Numerous suggestions for similar accommodations have been made, particularly if the districts could cross county boundaries. Tuba City, Kayenta and Chinle have boundaries common respectively with those of Coconino, Navajo, and Apache counties. Adjustments apparently could be made which would reduce a portion of the transportation problem. In the Navajo Nation, Chapter boundaries which do not follow these county boundaries might also accommodate school districts.

Other problems involving the County School Superintendent and tax collection will have to be solved.

The small enclave which constitutes Navajo Compressor Station School District, Apache County, is entirely surrounded by the Ganado District. The Compressor Station District did not teach classes last year; rather, they transported and paid tuition for all of their students to attend in Ganado. Current plans are to continue this arrangement. Some suggested that this district should be absorbed by Ganado District.

State law allows a common school district to offer instruction in high school subjects or grades nine to twelve [ARS 15-501/paragraph G]. Elementary districts on Indian reservations frequently follow this practice. Most of them now operating on this basis are unable to change even though district advantages can be realized by operating separate elementary and high school districts or a unified K-12 district. If the reservation districts were permitted to form coterminous high and elementary school districts, they would have double their current bonding capacity. Until 1974-75 they received state funding for their high school students at the same lower level as the elementary school students. Law changes in 1974 increased the support levels and also made the level for high school students attending the elementary districts teaching high school (THS) subjects comparable to other high school districts.

Such an elementary district teaching high school subjects exists on the Papago Reservation, Indian Oasis, which operates Baboquivari High School. It is impossible for them to establish a separate high school district because the law [ARS Section 14-501/paragraph A] requires a minimum property valuation of two million dollars for the formation of a new high school district. Indian Oasis valuation is considerably less than half the required amount.

Ganado, Window Rock and Chinle could each meet the valuation criterion as well as the minimum daily membership requirement of 200 pupils. State law, however, does not permit an area to be in two high school districts. Since all of Apache County is included in the Apache County High School District, Ganado, Window Rock and Chinle elementary districts are precluded from forming separate high school districts.

Elementary School Districts Teaching High School Subjects

The Apache County high school district operates four high schools, none of which is on the Navajo or Apache reservations although they constitute well over half of the county's land area and contain about

75 percent of its population. The total Apache County High School population in 1973-74 was 757 students. Meanwhile, Chinle, Ganado, Window Rock, as elementary districts teaching high school subjects, operate complete high school programs. Chinle's had a total of 727 high school students during 1973-74, Ganado had 415, and Window Rock, 548. Thus the aggregate of these districts was more than twice the total of the Apache County District.



Chinle High School serves the northeastern corner of Arizona in Apache County and the Navajo Reservation. Over 70 percent of the schools' classes are conducted in relocatable or temporary facilities. The district has had a rapidly increasing student population—more than doubling (2074 v. 4151) from 1970 to 1974.

A tax rate on all taxable property in the county is levied for the support of the Apache County High School District. The district can also bond for capital facilities against the total county valuation. The reservation district taxpayers must pay the equivalent of two separate sets of high school taxes. The first is to support the Apache County district while the second is for the individual elementary districts which are actually providing high school education for their own students. This clearly constitutes double taxation which is illegal.

Federal Relations

The federal government has established special relationships with the Indian tribes. The U. S. Government assumed the responsibility for educating Indian children through treaties with the various tribes.²⁰ These relationships include specific legislation which mandates that the state must provide certain services or conversely, obviating normal state functions. Reservation Indians may or may not be treated as full and equal citizens of the state depending on federal law or bureaucratic interpretations of them,

²⁰Treaty between United States of America and the Navajo Tribe, June 1, 1868.

which in turn is primarily based on treaty arrangements agreed upon during the post-Civil War period. Among these relationships is the federal government's obligation to provide for the education of Indian children. The Johnson-O'Malley Act passed in 1934 provides a broad general basis for funding of these activities. Similarly, the government and courts have determined that reservation Indians must receive full participatory rights in all state and federal public health and welfare programs in addition to any other services offered to the state's citizens. Voting rights are also similarly guaranteed. The same authorities have dictated that tribal-owned lands and improvements and personal property are exempt from taxation which is the only discretionary revenue source available to the local school boards to support their programs. While state sales tax cannot be collected on the reservation, gasoline tax and personal income taxes are permitted to be levied.²¹

The number of property taxpayers is small because of the federally mandated tax exemptions. The narrow property tax base, the special and complex federal and state arrangements make the financing of reservation public schools very difficult and complicated. The entire local tax base is composed of commercial and industrial facilities owned or held under lease, together with the associated personal property owned by non-Indian persons. Taxes upon this property contribute that portion of school finance commonly called local tax effort. On the reservation this clearly constitutes a misnomer because the local citizenry is not actually involved in this effort.

A grave uncertainty is undermining the effective administration of reservation schools. Not only are the levels and sources of funding drastically changed with minimum forewarning, rule changes and interpretations make it impossible to comply simultaneously with all state and federal instructions. Initially, reservation districts were required to levy a local tax rate comparable to the state average school district tax rate to qualify for full federal funding. Federal funds were intended to provide for the difference not only between their local levy and the state expenditure level but also for special or unique costs. These additional costs related to special services and remedial programs in addition to the unique costs of staff housing. Transportation and higher expenses emanate from their reservation location.

During the last ten years the trend in federal legislation, regulations and appropriations has been to increase compliance requirements while also adjusting the federal financial responsibility downward by

²¹Overview of Indian Affairs, Arizona Legislative Council, 1972.

increasing the burden upon the state and most local taxpayers. Commitments to provide funds for capital facilities formerly were honored by the federal agencies and funds earmarked for these purposes. Funds for this purpose have not only diminished in amount but have become available sporadically and with difficult strictures for the district to meet. Many are hopeful that funding associated with the recently enacted Indian Self-Determination and Education Assistance Act (P.L. 93-638) will become available to provide capital facilities.



Advanced Typing Classroom, Fort Defiance High School, Window Rock District. Training on modern typewriters and other business machines is increasing in popularity in reservation high schools. Students with many career objectives other than commercial and office training are seeking to develop their typing skills.

State Relations

Most people believe that the primary responsibility for education resides with the individual states although others contend that basic federal involvement is necessary if the system is to be uniform and equitable. The U.S. Supreme Court recently held the former view in the case of *Rodriguez v. San Antonio Independent School District, Texas*. The state's responsibility is stated in the Arizona Constitution, Article XI, Section 1 – “*The Legislature shall enact such laws as shall provide for the establishment and maintenance of a general and uniform public school system. . .*” and Section 6, “. . . *The legislature shall provide for a system by which a free school shall be established and maintained in every school district for at least six months of each year, which school shall be open to all pupils between the age of six and twenty-one years.*” Over 60 percent of the state general fund budget has been expended during each of the past two years (1973-74 and 1974-75) to meet these commitments. The proportion of the budget is expected to remain at approximately the same level in the foreseeable future.

The state law further provides that the State Board of Education may enter into contracts with the Department of Interior for the providing of public school education for Indians under provisions of the Johnson-O'Malley Act [Section 15-1161], “*the board shall administer the expenditure of federal funds provided under such contracts*”. Until the current year (1975-76), a blanket agreement between the Department of Interior and the State of Arizona has provided for the administration of Johnson-O'Malley funding in all public schools. For the first time this year the Navajo Tribe has opted to handle this function on the Navajo Reservation. Some reservation districts have complained about the manner in which the State Division of Indian Education has allocated Johnson-O'Malley funds, particularly with relationship to cost of administration.

A major area of contention between districts educating Indian students and the state relates to ARS Section 15-1603 entitled, **Determination of State Aid**, specifically paragraph C, “*At such time and to the extent provided by federal law or regulation the state aid shall be reduced as follows:*”

“1. *The superintendent of public instruction shall compute the amount of money for which each school district is eligible to receive under P.L. 81-874 and P.L. 73-167 and for which monies have been appropriated.*”

“2. *The superintendent of public instruction shall determine the amount of monies received by each school district from P.L. 81-874 and P.L. 73-167.*”

“3. *The superintendent of public instruction shall subtract the figure obtained in paragraph 2 from the figure obtained in paragraph 1.*”

“4. *The superintendent of public instruction shall compute 80% of the difference obtained in paragraph 3.*”

“5. *The superintendent of public instruction shall deduct from state aid the sum of the figure obtained in paragraph 2 and paragraph 4.*”

Similar provisions of the state **Facilities Emergency Aid** [Section 15-1663, paragraph A, No. 3] are felt to be discriminatory, “*the amount of aid provided under this subsection shall be decreased, where applicable, by the sum equal to the amount of monies received during the preceding fiscal year by the district from P.L. 81-815 funds.*” Further, the state provisions for Transportation Aid [Sections 15-1621 to 15-1629], while they relate equally to all public school districts, are believed by some to be inadequate to meet the transportation requirements in most reservation districts.

Table 27 lists the state aid per student for each of the past two years plus the level budgeted for this year

Table 27

BASIC STATE AID
(State Aid in \$ State Aid/ADA or ADM)

	1972-73 ¹	1973-74 ¹	1974-75 ¹	1975-76 ²
Window Rock	\$492	\$508	\$629	\$741
Ganado	462	470	455	614
Chinle	505	507	507	652
Tuba City Elementary	482	498	510	530 ³
Tuba City High School	615	607	610	
Globe Elementary	411	421	639	694
Globe High School	549	531	758	827
Holbrook Elementary	343	321	589	682 ³
Holbrook High School	456	415	667	
Kayenta Elementary	344	332	418	388 ³
Monument Valley High School	475	412	512	
Whiteriver Elementary	483	455	596	697
Alchesay High School	603	576	789	921
Indian Oasis	520	530	549	683
Marana Elementary	333	338	447	444
Marana High School	424	417	224	229
Eloy	430	444	671	740
Sacaton	463	476	503	628
STATE ELEMENTARY	384	386	588	628
STATE HIGH SCHOOL	494	466	630	701

¹Actual: 1972-73 and 1973-74 in \$ State Aid/ADA; 1974-75 in \$ State Aid/ADM

²Budgeted: in \$ State Aid/ADM

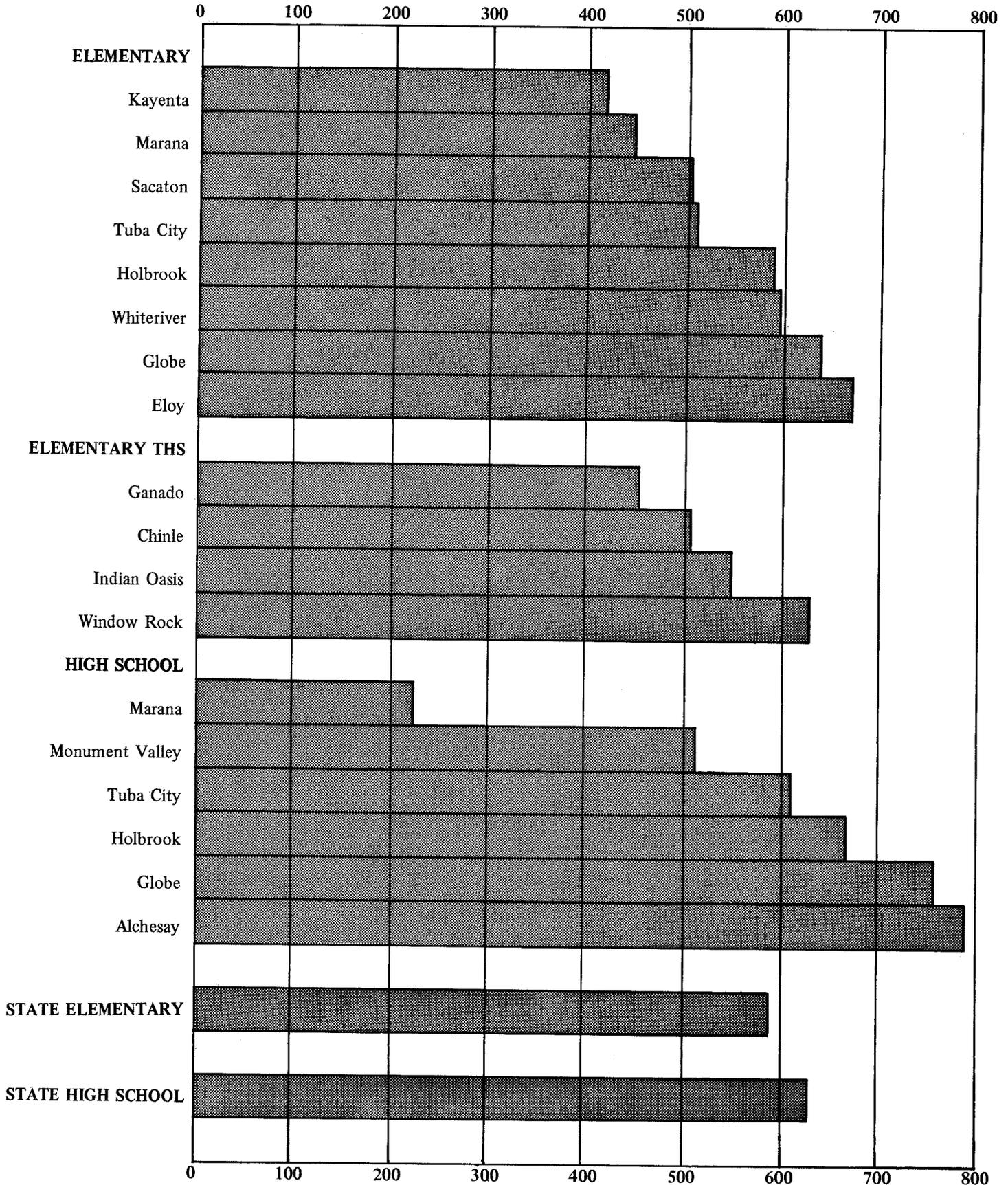
³Unified District

Source: Arizona Department of Education

FIGURE 27

BASIC STATE AID IN DOLLARS PER ADM – 1974-75

Dollars Per ADM



(1975-76). Not only is the per student level of this aid of particular note but also the substantial year-to-year increases in most reservation districts is significant. In addition to the basic aid, which constitutes the largest part of state aid, all districts with approved programs are eligible to receive funds for transportation aid, special education, bilingual training, career and vocational education.



Tuba City Junior High School – although the building still displays “Tuba City High School”, these activities have been relocated at a new, joint public and BIA facility. Converting this building entirely to Junior High School use enabled the district to conduct about seven-eighths of its classes in these permanent facilities. On the western edge of the Navajo Reservation, Tuba City has above average facilities compared to other reservation public school districts.

Public and BIA Schools

The original Johnson-O'Malley (JOM) Act (1934) did not include the usual appropriation procedure. Subsequently, however, the Snyder Act which was designed to provide all funding for the BIA, included a budget line-item appropriation for “support to public schools”. This has been the source of Johnson-O'Malley funding. While the Johnson-O'Malley Law only identifies the Secretary of the Interior, the method of appropriation causes this law to be administered through the Bureau of Indian Affairs which is within the Department of Interior. Thus, the same budget provides funds for the maintenance and operation of both the BIA school systems and the public schools. While this appears not to be in conflict, inevitably, budget requests for the BIA schools, as seen by its administrators, receive first consideration prior to the “support of public schools”. Competition for funds under these conditions can be vicious. In testimony and support for the appropriation it would be surprising if Bureau personnel did not favor BIA responsibilities over any other, and sometimes to the detriment of Johnson-O'Malley funding.

In fulfilling its responsibilities for the administration of Johnson-O'Malley funds, the BIA has commissioned detailed studies of all aspects of funding and expenditures within both reservation public schools and other public schools serving Indian students. Curiously, summary data on cost and funding BIA schools have not been available. Side-by-side detailed analysis of both BIA and public schools would probably be most revealing.

The Congressional directives, which now require Indian advisory committees to provide input, advice and control with other federally funded programs, also extend to the BIA. Advisory school boards to BIA schools on the Navajo Reservation were authorized by the tribe in 1969. Since there is no mandate for the Bureau to act or pay any attention to the committee's recommendations, they are usually ignored. While citizen advisory committee formation has generally been accomplished, several reports of frustration from parents and patrons were volunteered. They are unable to supply input to or receive recognition from the BIA administration. Teachers dismissed because of very strong parent protest and justifiable cause were actually moved to another BIA school.

Competition is inherent between the BIA and public school system since they serve or compete for the same clientele. Many deny the existence or belittle the importance of this competition. Generally, the BIA has a much higher level of funding and better facilities. They provide their teachers higher salaries, better housing, year-round contracts and better fringe benefits than the public schools. While BIA and public school curricula are quite similar in many places, the latter must meet North Central Association Accreditation standards which are quite rigorous. BIA schools are not required to fulfill these requirements or be evaluated by this or any other similar professional authority. Students at BIA schools are generally housed in dormitories although the BIA also operates some day school programs. In addition to meals, all books and educational supplies, the BIA students are given clothing allowances. It is apparent that no effort is being made to coordinate BIA and public school efforts.²²

Despite these advantages, the public school system is gaining in attendance at the expense of BIA because it has a larger personal appeal which the BIA cannot match: the basic human desire of parents to have their children live at home. Although parents can visit their

²²“Such lack of coordination negatively affects Navajo education from beginning to end.”, *The Navajo Nation: An American Colony*, United States Commission on Civil Rights, September 1975, pg. 126.

children in BIA schools or the children can go home on weekends, the geographic location of the schools usually preclude much of this. It has not been uncommon for the BIA to ship children from the Navajo Reservation to schools in Oklahoma or California. Many of the students attending and living at the BIA schools are away from home and do not see the parents for over nine months of the year.

Self-Determination

The federal government policy of free choice has been given increasingly to the Indian parent during the past 22 years. In 1953, Congress declared a policy of phasing-out or terminating many of the BIA's functions.²³ Previously, the BIA arbitrarily decided on a student's eligibility to attend public or agency schools. This policy states that any parent who lives within one and one-half miles of a public school or bus route has the option of sending his child to either the BIA or public schools. Increasingly, they are opting for the public school.

Although many contend that the Indian culture mitigates against personal competition, it was pointed out that one of the more popular aspects of public school activities is interscholastic sports competition. Basketball and rodeo are the most popular areas of competition. Football is also popular in the public high schools while BIA schools have difficulty in being assured of fielding a team. Cross country, track and marksmanship are other activities more often found in public than BIA schools. It was the avowed policy of BIA, first stated more than ten years ago, to phase out its school program in favor of the public school system. This attitude may have prevailed for a number of years during which a number of BIA facilities were transferred to the public school system. As BIA facilities lost population, a *de facto* reversal in policy appears to have taken place. Covertly, the BIA has increasingly become competitive in its efforts to increase its agency school population.

The policy of self-determination was not universally endorsed by the Indians because they feared the termination of the federal government's treaty obligations to provide assistance. These same attitudes extended to the phasing out of BIA schools.²⁴ The opposition extended to the lack of assurance of funding for the public school system and the desire to use more fully the available BIA school facilities. Tribal authorities are supporting the relationship

summarized by "Indian self-determination without termination". This position is reflected in *The Indian Self-Determination and Educational Assistance Act* (P.L. 93-638), enacted by Congress and signed by the President on January 4, 1975.

BIA facilities are actively being renovated and modern schools built to replace older buildings, and operating budgets are being generously increased. Promotional materials and indoctrination films have been prepared to improve the BIA school image and assist in recruiting. BIA staff members are very serious about these efforts, feeling that they are necessary to preserve their jobs.

At the present time in Arizona, most reservation public schools are operating in an overcrowded condition, while some BIA schools are operating considerably below full capacity. The BIA school at Many Farms is reputed to have over 25 percent of its capacity unused while the Chinle District is bursting from overcrowding.

Several public school administrators have strongly expressed their opinion that the present duplicate school system is extremely wasteful. Either the BIA should be encouraged to operate an increasing number of day schools and the public school system should be phased out, or the public school system should operate dormitory systems where necessary so that over a reasonable period of time the BIA could be phased out in favor of the public school system.²⁵ If the same total number of dollars were made available to the surviving system, not only would the financial crunch of the public schools be alleviated, but also the quality of the educational programs could be enhanced.



Band Room, Chinle High School.

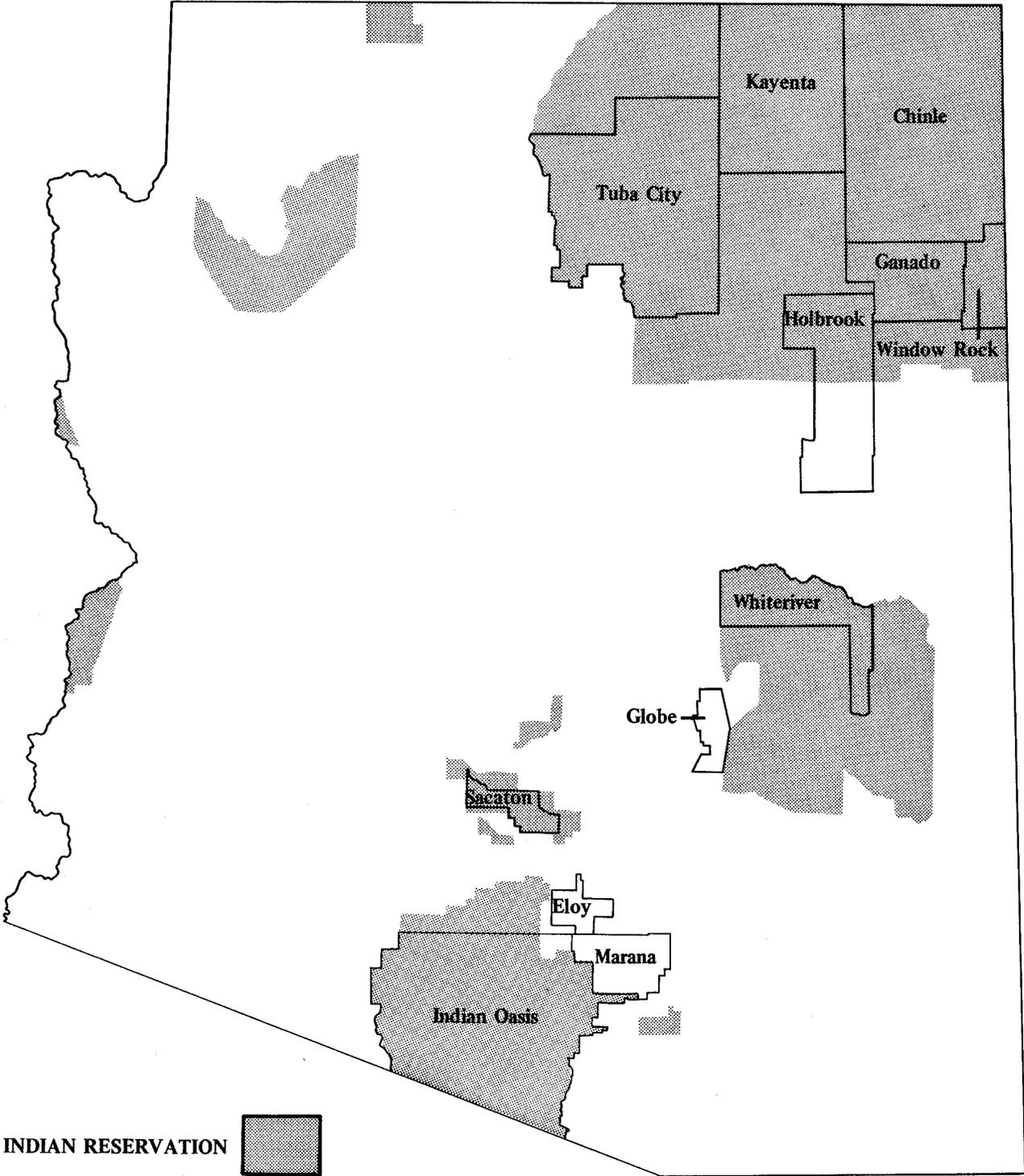
²³HCRIO, 83rd Congress, 1953.

²⁴Resolution No. NASBA-03-75 proposed Navajo Tribal Resolution requesting that the Education Committee develop a new Education Policy.

²⁵Strengthening Navajo Education, Division of Education, The Navajo Tribe, Window Rock, Arizona, 1973. This was one of the educational alternatives presented in this report, although the authors favored Alternative No. 3: Unification of Education by the Navajo Tribe.

APPENDIX A

Profiles of the 12 Districts



APACHE COUNTY

WINDOW ROCK SCHOOL DISTRICT NO. 8, located in Apache County, was formed in 1949 by the consolidation of three elementary districts: Window Rock, Bonita Canyon and Sawmill. The school district's boundaries lie entirely within the Navajo Nation and Apache County. The eastern boundary coincides with the Arizona-New Mexico line. Ganado District is to the west and Chinle District to the north, while Puerco District coincides with the southern boundary.

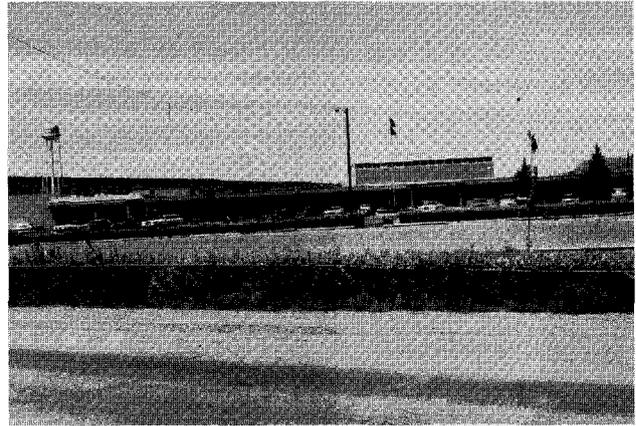
Although the district conducts classes in all grades, K-12, the state considers it to be an elementary district. Four schools are operated by the district: Window Rock Elementary, K-6, located in Window Rock; Fort Defiance, K-6; Fort Defiance Junior High School, 7-8; and Window Rock High School, 9-12, the latter three being located in Fort Defiance.

The district comprises 392 square miles and has an assessed valuation of approximately \$7.5 million. This is less than one-third of the state average per student valuation. Most of the property upon which the schools are built are Navajo tribal lands leased to the public school district. An 18-acre portion of the Fort Defiance campus is leased from the Good Shepherd Mission, established by the Episcopal Church, whose property was a land grant. The reservation location requires the district to provide housing or trailer parking space and utilities for most of the teachers and other non-Indian staff members.

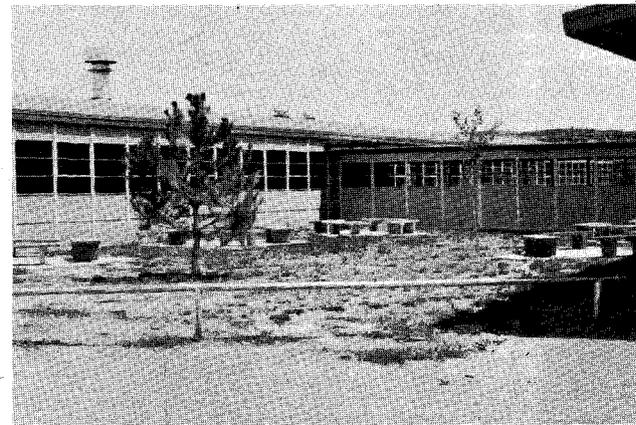
GANADO SCHOOL DISTRICT NO. 19, located entirely within the Navajo Nation, covers an area of 576 square miles in Apache County in the northeast sector of the state. To the north lies the Chinle District and to the east is Window Rock. Its western boundary is common with Apache and Navajo counties, while Puerco District is to the south.

Like Window Rock, the state classifies Ganado School District as an elementary school district, even though it operates complete programs for all grades, K-12. All school facilities are located on a common campus, allowing common usage by the high school, junior high school, middle grade school and the primary school.

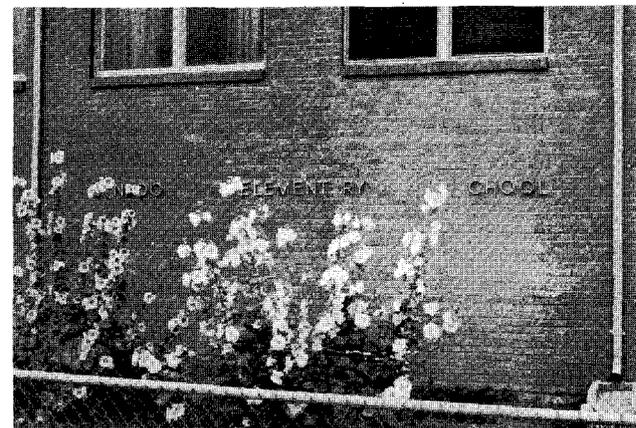
Because of its isolation and the fact that its land and all contiguous lands are owned by the Navajo Tribe, the district must supply housing for a large portion of



Window Rock High School at Fort Defiance.



Junior High School Classroom Wings, Window Rock School District campus at Fort Defiance.



Ganado District Elementary School.

its staff. The Ganado District has a very high tax rate to pay off a deficit, resulting in the 1974-75 school year, because anticipated funds were budgeted, approved and expended, but federal fund allocations did not reach the level for which the district believed it to be qualified.

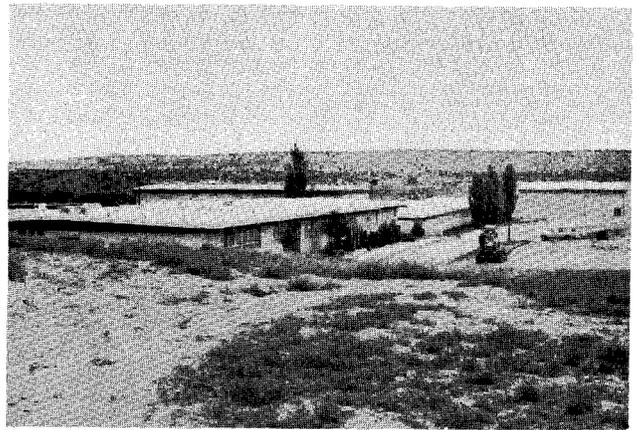
The taxable assessed valuation of the district is over \$8.5 million or about one-half of the state average per student valuation. Most of this property is owned by utility and pipeline companies.

CHINLE SCHOOL DISTRICT NO. 24, Apache County, is located in the northeast corner of Arizona, and comprises a 7200 square-mile area. Its northern and eastern boundaries are common with Utah and New Mexico, respectively. Its western boundary is the Navajo-Apache County line. The district, completely within the Navajo Nation and Apache County, has the largest area of any school district in the United States.

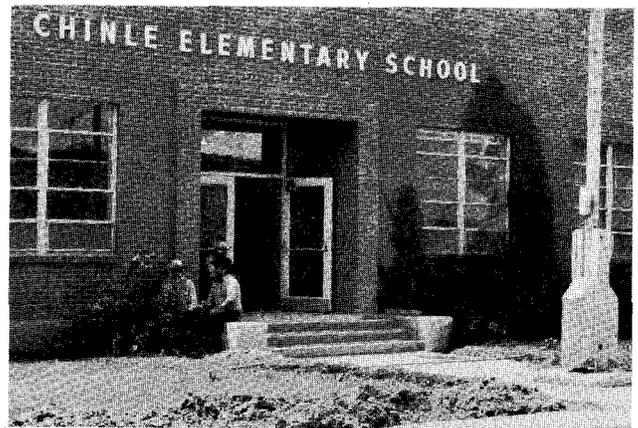
Chinle, founded in 1895, was one of the first public school districts established entirely upon an Indian reservation. Classified as an elementary district, it operates two high schools that enable it to offer complete programs for grades K-12.

As the district opens additional schools and provides an improved transportation system, the student population is rapidly increasing. The district now operates seven separate facilities with the eighth to become operational during the 1975-76 school year. Each is at a separate location, although the Chinle High School and Junior High School are in close proximity to one another. Chinle Elementary School is only a few blocks away. The other facilities, situated several miles from the town of Chinle, are: Many Farms Elementary, Round Rock Elementary, Red Mesa Elementary and Red Mesa High School. The new school at Tsaile Lake, adjacent to the Navajo Community College on land leased from the college, will contain grades K-6.

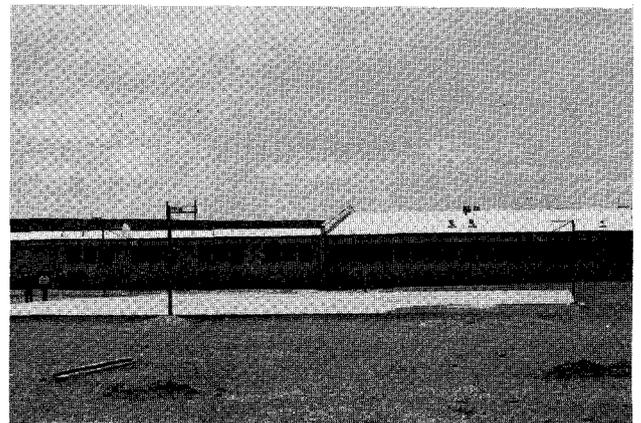
There is no housing available for non-Indian teachers and staff, except trailer homes or that provided by the district. The district's taxable valuation of slightly over \$7.3 million provides about one-sixth of the state average valuation per student. As a result of last year's deficit, the district tax rate of \$45.39 per \$100 valuation is almost three times higher than the next highest school district tax rate in the state of Arizona.



Ganado District: Junior High left foreground, field house right and high school center background.



Chinle Elementary School.



Many Farms Elementary School (rear view), Chinle School District.

COCONINO COUNTY

TUBA CITY ELEMENTARY SCHOOL DISTRICT NO. 15 and **TUBA CITY HIGH SCHOOL DISTRICT NO. 15** are coterminous districts located in Coconino County almost entirely within the Navajo Nation, although part of the area is Navajo-Hopi joint-use land. Thus, approximately 10 percent of the district's population is Hopi. The northern boundary of the district is approximately 70 miles south of the northern boundary of the state and is about 125 miles slightly east of due-north from Flagstaff.

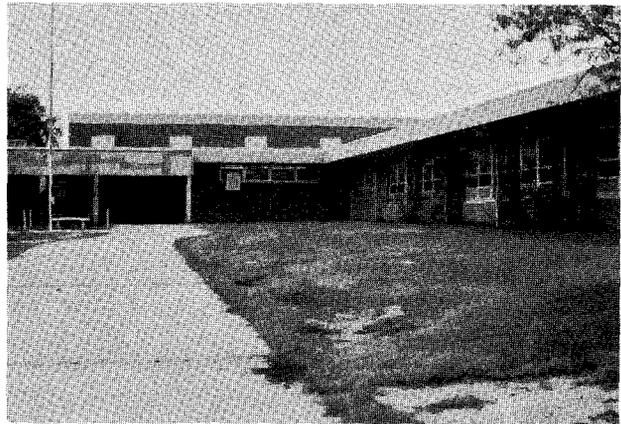
The district has three school sites contiguous with one another. They include the primary, K-3; the middle school, 4-6; and junior high school, 7-8. In addition, it shares a very large high school facility, wherein part of the facility is owned and operated by the Bureau of Indian Affairs and the balance by the public school district. This is a unique arrangement of common BIA/public school facilities which necessitates close cooperation.

The Tuba City Elementary District was founded under the Territorial Government simultaneously with Flagstaff, Fredonia and Williams. The district originally comprised a predominantly Anglo farming community. However, the presidential Executive Order of 1886 extended the Navajo Reservation to include the Tuba City District. Thus, in 1901, the Bureau of Indian Affairs began construction of the Tuba City Indian Boarding School, while the public school remained a one-room elementary through the 1940's. It was not until 1951, under the Impact Area Aid Laws, P.L. 815 and 874, that the first major public school construction began.

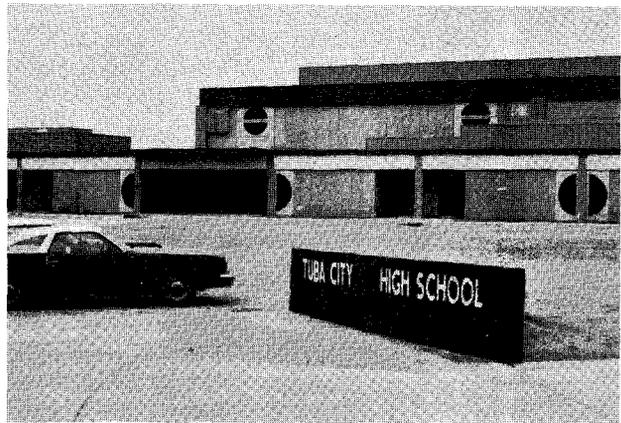
With a total of taxable valuation of less than \$1.4 million or \$800 valuation per student, Tuba City District is one of the poorest in Arizona. A major expense of the district is the cost of teachers and non-Indian staff housing. Substantial amounts of federal funds have helped to permit the district tax to remain at or moderately above the average tax rates of other Arizona school districts.

GILA COUNTY

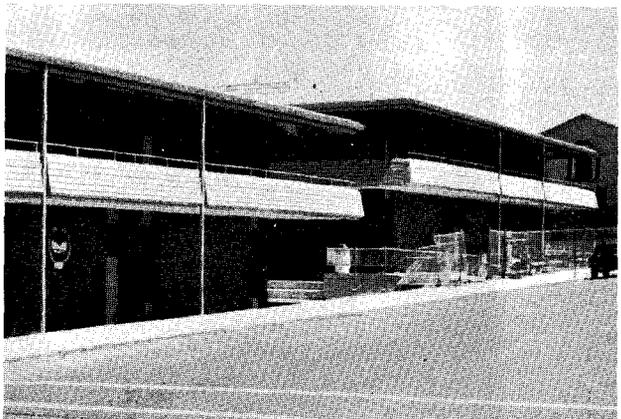
GLOBE ELEMENTARY DISTRICT NO. 1 and **GLOBE HIGH SCHOOL DISTRICT NO. 1** serve an area of almost 384 square miles centered at the City of Globe. This mining community was founded in 1876 and the first school (one of the earliest in Arizona) was opened shortly thereafter. Although the school



Primary School – Tuba City District.



Tuba City High School.



Middle School, Globe District.

was closed in 1881 because of inadequate funding, it was reopened shortly thereafter. Together with Phoenix Union High School, Globe shares the honor of being the first Arizona High School to receive North Central Association accreditation in 1916.

Globe districts operate three elementary, one middle and one high school all within the town of Globe. The property valuation in the district is approximately one-half of the state average partially because the richer copper mining areas are to the east of the district boundaries while the Tonto National Forest includes large parts of the district to the north and south of the town of Globe.

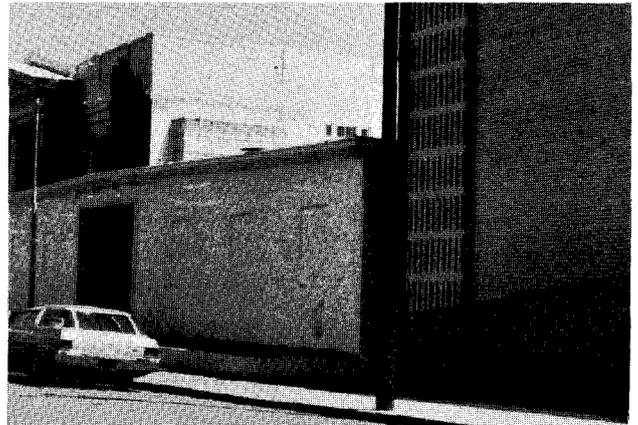
While the district has had little need for relocatable classrooms, all of their buildings were constructed prior to World War I, except the middle school (1968), a large classroom wing at East Globe Elementary (1956), and two additions to Globe High School—Gymnasium (1948) and a Science and Shop Building (1964). Typical of many inner-city schools, the Globe schools have very small paved play areas except at Central where a community swimming pool, baseball, football and track facilities are located.

NAVAJO COUNTY

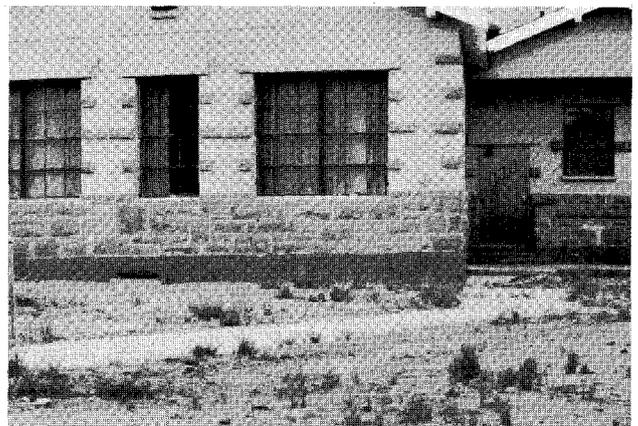
HOLBROOK SCHOOL DISTRICT NO. 3 and **HOLBROOK HIGH SCHOOL DISTRICT NO. 3** are located in Navajo County south of the Navajo Reservation. The townsite was first developed in 1871 and became the county seat when Navajo County was formed in 1895. The first Holbrook school was also opened in 1895. The district comprises an area of about 1500 square miles and includes a small part of the Navajo Reservation. Property valuation in the Holbrook area closely approximates the state average per student valuation.

The district operates six schools, four elementary, a junior high and a high school including a two-room K-2 school built in 1930 and located at Woodruff approximately 20 miles southeast of Holbrook. Upper grade students from this farm area are bused to the Holbrook schools.

Since 1954, Holbrook has accepted Indian students for whom tuition is paid by contract with BIA. The original contract was of 20 years duration. Since 1974-75 the original agreement has been extended on a year-to-year basis. During 1974-75 approximately 250



Globe High School – Science and Shop Building – right foreground; gymnasium left foreground and main building left background.



Woodruff School, Holbrook District.



Pittman Elementary School, Holbrook District.

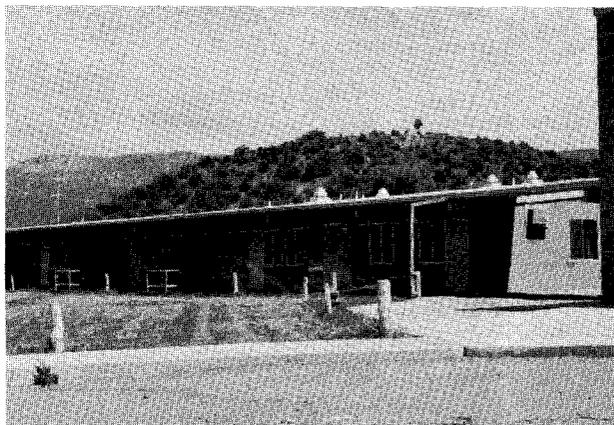
Indian students attended Holbrook schools in grades 7-12. They were housed in dormitories funded and operated by the BIA. Tuition for students whose homes are out-of-state is paid by the BIA directly to the Holbrook schools, the amount being determined by the per capita cost of Holbrook's approved budget. Arizona Indians are treated as tuition students with their tuition being paid by the district of residence. The funds to pay these tuitions are accrued from state aid to the district of residence and Johnson-O'Malley and Impact Area Aid funds which are also received by the district of residence.

WHITERIVER ELEMENTARY DISTRICT NO. 20 and **ALCHESAY HIGH SCHOOL DISTRICT NO. 20** are located within the Fort Apache Indian Reservation, and cover the southern part of Navajo County. There are approximately 1000 square miles in the coterminous district. Children from Young District, Gila County, including the communities of Canyon Day, Carrizo, and Cedar Creek, attend the Whiteriver schools.

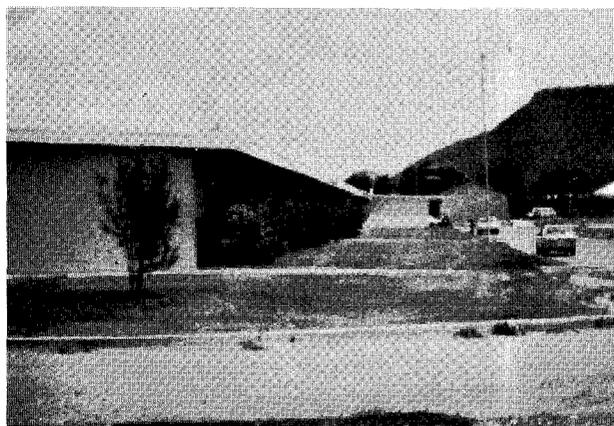
The district was established sometime before 1919. During the 1919-20 school year there were 15 children enrolled in grades 1-8. When the first two wings of the Whiteriver Elementary School were built in 1955, the local BIA school began to phase out. Since then two more wings have been added to the elementary school and the Seven Mile School and the Junior High School have been constructed. In 1957 Alchesay High School District was created and two years later the high school building was completed.

The total population of the service area is approximately 7000 residents, with Whiteriver being the main community. However, Ft. Apache and Cibecue are also substantial population centers. The basic industries, timber, cattle and tourism, have rapidly expanded in the past few years. Much of the associated property that is owned by the Apache Tribe or individual Indians is tax exempt. Thus, the district's total taxable valuation of \$1.25 million provides about \$900 valuation per student or less than 10 percent of the state average. The district prides itself in having offered complete programs and providing the needed facilities and staff housing on the basis of tax rates comparable with the state average.

KAYENTA ELEMENTARY SCHOOL DISTRICT NO. 27 and the **MONUMENT VALLEY HIGH SCHOOL DISTRICT NO. 27** recently unified. They are located in Navajo County, on lands provided by the tribe. The district's northern boundary is contiguous with the state boundary between Utah and Arizona. The eastern and western boundaries are fenced by Coconino and Apache counties' borders, respectively.



Seven Mile Elementary School, Whiteriver District, Classroom wing.



Alchesay High School, Whiteriver School District.



Kayenta Elementary Classroom Wing, Kayenta District.

The elementary and high school districts are governed by a single five-member school board for the two separate campuses, located approximately a half mile apart. Approximately 50 percent of the school-age children enrolled in the district attend public schools, while the other half attend federal boarding schools. The elementary school campus is divided in such a way that the functions are partially separated for the primary, K-1; elementary, 2-3-4; middle school, 5-6; and the junior high school, 7-8. The majority of the district's students must be transported, some by bus routes that exceed 40 miles.

The district serves approximately 3000 Navajo and 250 non-Indian families, distributed over a geographic area exceeding 2400 miles. A large portion of this area has very poor roads and is inaccessible to standard vehicles. Kayenta, about 150 miles from the nearest metropolitan center, has been considered the most remote community in the United States.

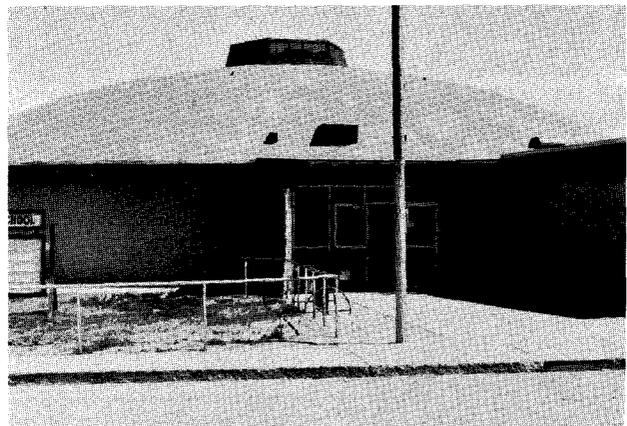
Kayenta's extreme isolation and tribal ownership of land require the district to provide housing for its teaching and other non-Indian staff. Large coal deposits together with utility and pipeline property provide an assessed valuation of almost \$16 million or slightly over the state average per student property valuation. The district tax rates for the last three years, however, have been slightly above the state average.

PIMA COUNTY

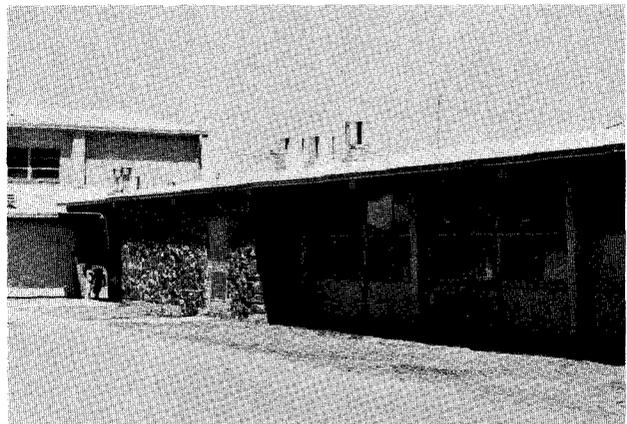
INDIAN OASIS SCHOOL DISTRICT NO. 40, located in Sells, is entirely on the Papago Reservation in Pima County. The district's boundaries, with the exception of San Xavier, are contiguous with the boundaries of the Papago Reservation within Pima County.

Classified as an elementary district, teaching high school subjects, the district operates facilities at three locations: elementary, K-5, and junior high school, 6-8, located in Sells contiguous with other tribal and governmental facilities; the Baboquivari High School, adjacent to the road entering Sells from the east; and an elementary school, grades K-5, in Topawa, approximately nine miles south of Sells. A five-member all-Papago Indian school board governs the district.

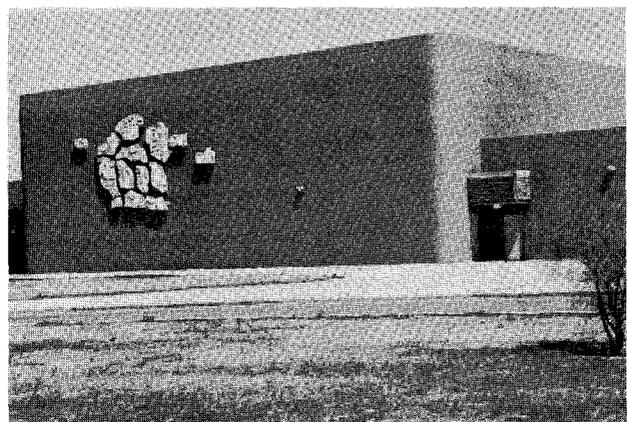
The district's low total taxable valuation of less than \$700 thousand makes it one of the poorest districts in the State of Arizona. This equates to less than \$700 valuation per student compared to the state average of over \$10 thousand. The largest taxable assets on the Papago Reservation are the Hecla and Newmont mines, located north of the school district's boundary in Pinal County. Therefore, the Casa Grande District, Pinal



Monument Valley High School (main entrance), Kayenta District.



Indian Oasis Elementary Classroom Wing, Indian Oasis School District.



Baboquivari High School Gymnasium, Indian Oasis School District.

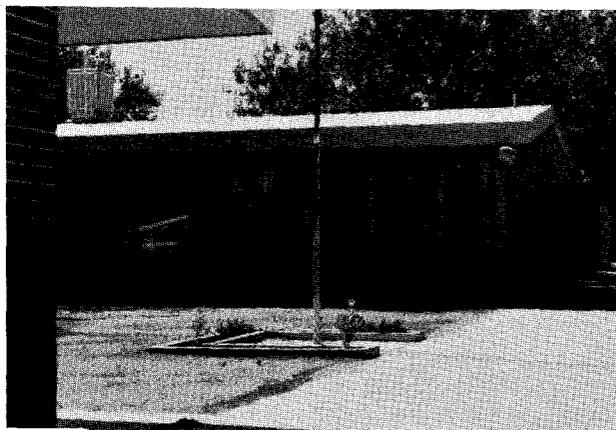
County, has the benefit of the evaluation and provides minimal services to the children on the Papago Reservation.

The district is required to provide housing for almost all of its non-Indian staff. Several staff members, however, commute to Tucson about 70 miles away from Sells.

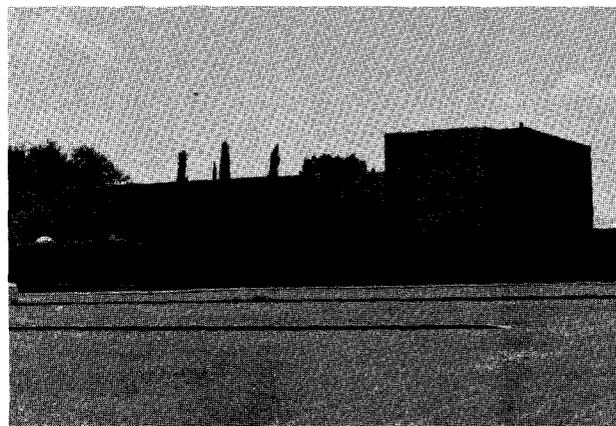
MARANA ELEMENTARY DISTRICT NO. 6 and **MARANA HIGH SCHOOL DISTRICT NO. 106** are coterminus districts with a common five-member board of trustees. The district incorporates an area of 533 miles in northwest Pima County, bounded by the Pima County line on the north and the Papago Indian Reservation on the southwest. In 1925 the district was formed by consolidating six smaller elementary schools.

At the present time the district operates four units, three of which are in Marana. Two are elementary, K-5, one on the Marana campus and the junior high school, 6-8. About eleven miles to the south on Thornydale is the new elementary school. The former high school facility is being used by the junior high school, since the new Marana High School, several miles west of Marana, was occupied at the beginning of the 1975-76 school year. The elementary school is using part of the junior high school facility.

The district has above average facilities compared to most other districts. The district total valuation is almost \$50 million providing it with almost twice the state average in property valuation per student.



Elementary Classroom Wings, Marana School District.



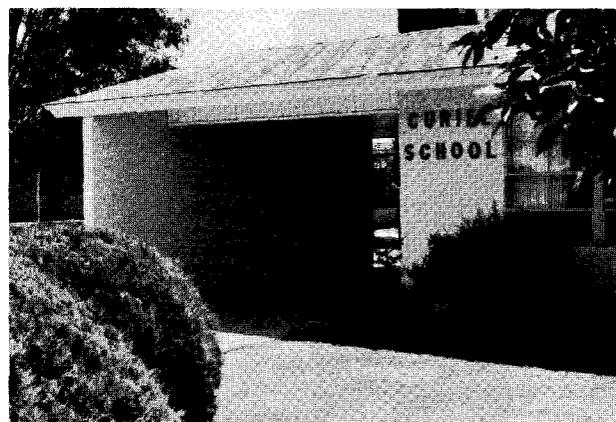
Junior High School, Marana School District.

PINAL COUNTY

ELOY ELEMENTARY SCHOOL DISTRICT NO. 11, located in the Santa Cruz basin in south-central Pinal County, covers 221 square miles. It is governed by a five-member board of trustees. Eloy is the largest of the three elementary districts in the Santa Cruz Union High School District.

The Eloy district operates four schools in grades K-8: Kindergarten is conducted in the Annex; grades 1-3 in Curiel; grades 4-5-6 at Central; and grades 6-7-8 at the junior high school.

Eloy developed and has remained the center of cotton production in the southwest. Its economy, although below the state's average, is very stable. The district's school population has remained relatively constant having less than a 10 percent increase over the past 15 years, 1455 in 1960 to 1550 in 1975. Substantial increases in the near future are not anticipated.



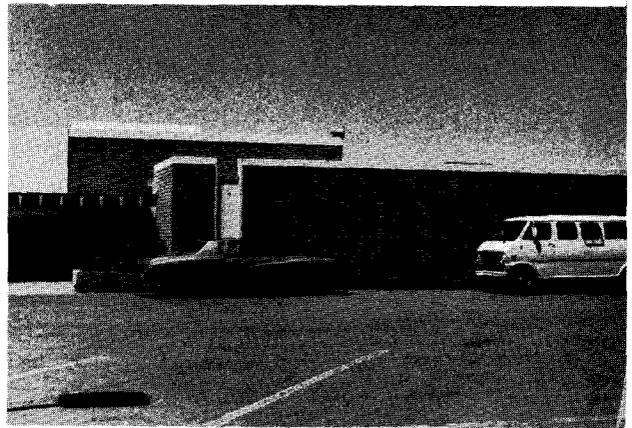
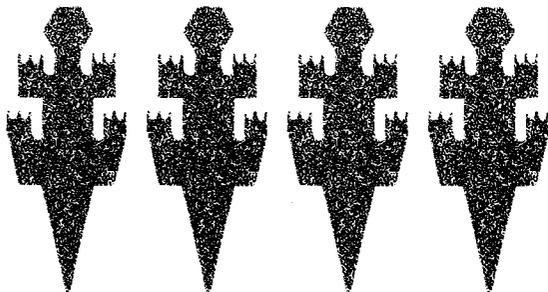
Curiel Elementary School Entrance, Eloy School District.

The district is considerably below the state average in valuation per pupil (\$5240 vs. \$14,320). The district expenditure per student has been below the state average although its property tax rate has consistently been above the state average. This financial situation has caused the elementary district to conduct classes in facilities that it feels are inadequate. Inadequate bonding capacity and property tax bases have restricted the elementary district from fully satisfying this need. In 1964 the district bonded to its limit in order to construct the junior high school. Now, the district indicates a rapidly approaching crisis, as there is an urgent need to replace the Central School in order to accommodate the middle grades.

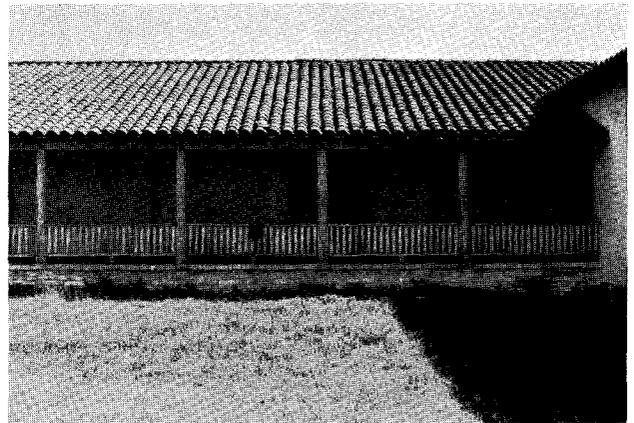
SACATON PUBLIC SCHOOL DISTRICT NO. 18, located entirely on the Gila River Reservation in Pinal County, has an attendance area of 275 miles. It has coterminous boundaries with the Gila River Reservation on the south and the Maricopa County line on the north. The district, governed by a three-member board of trustees, conducts only elementary school programs, K-8. For high school classes, the district is entirely within the Casa Grande Union High School District although many of its graduates exercise their option to attend Phoenix Indian High School and others operated by the BIA.

The Sacaton School District was the beneficiary of the phasing out of the BIA school at Pima Central in Sacaton, which began in 1966 and was completed in 1971. The district will continue to operate the BIA school facilities, acquired under the phase-out, through the end of the 1975-76 school year. A new public school building, now under construction, will be ready for occupancy in 1976-77. The district is one of the few located entirely on an Indian Reservation which does not provide teacher housing.

The district total property valuation of \$1.8 million for tax purposes provides a per student valuation of less than \$2200/ADM which is about 20 percent of the state average.



Junior High School, Eloy School District.



Elementary Classroom Wing, Sacaton School District.



Courtyard Area, Sacaton School District.

APPENDIX B

NEOLEGICS, P.O. Box 3457, Scottsdale, Arizona, 85257, an Arizona corporation, was incorporated in 1971 to provide a wide range of consulting services for federal, state and local governmental agencies, as well as for the private sector. NEOLEGICS has consulted in areas pertaining to education administration, public school problems, research, tax, management information systems and bond issues as well as retirement systems. In the field of education, NEOLEGICS has organized and conducted intensive research in public school finance and systems related to many facets of educational accountability, and consulted on the use of computers and data processing in both administration and instruction. NEOLEGICS has an extensive staff of highly trained and experienced specialists with expertise in areas of government, educational administration, and industry.

David B. Kret, President of NEOLEGICS, was Project Manager of the Indian Education Data Gathering Project. He is a Registered Professional Engineer (P.E., Ariz.) with vast experience in the legislative process. Mr. Kret served in both houses of the Arizona State Legislature and on many state and national committees, including blue ribbon committees on education. His experience also includes Chairman of the National Legislative Conference Committee on Electronic Data Processing, Council of State Governments, and advisor to the Western Interstate Commission for Higher Education (WICHE). He has also served on the advisory board of the Southwest Regional Laboratory for Education Research and Development (SWRL) and Education Commission of the States (ECS) and Public School Finance Task Force.

R. Frances Smith served as curriculum specialist and as photographer. Miss Smith received her M.A. degree from Ohio University and has had a varied and brilliant career in education and its related fields. She was a teacher of Spanish and Business, Assistant Dean of Women at Depauw University, Editor of University Bulletins, Counselor, Past President Arizona Personnel and Guidance Association, as well as having an extensive professional background in photography. Miss Smith is recipient of many education awards. Photographic portraits of each district were obtained

by Miss Smith and forwarded to the Department of Education as part of this project.

Darleen M. Matthews is proficient in the area of data collection and analysis. She is experienced in the area of technical writing, statistical technology and quality control. Ms. Matthews' experience also includes Systems Operator Supervisor and Specialist of quality assurance. She is responsible for the charts, graphs and data collection in this project.

Joe Martin received his B.A. degree from ASU and is certified to teach. A graduate of Sanders High School whose permanent residence is on the Navajo Reservation, Mr. Martin is fluent in both English and Navajo. Mr. Martin assisted with field data collection. In addition, Mr. Martin is pursuing postgraduate studies in Community Education with the goal of becoming the Community School Director in a district close to his reservation home.

Karen Miles' background includes experience as an executive secretary and office manager. She served this project in the area of data collection and assimilation.

The data gathered in the report was obtained from several sources. In addition to material gleaned from the Department of Education, some of which was confirmed locally, the major portion of the balance was received through direct contact. The NEOLEGICS staff personally visited the school districts mentioned, examined buildings, interviewed superintendents, principals, teachers and school board members whenever possible. We also reviewed previously published reports and corresponded with many people involved in education. The information received was correlated into the various charts and graphs. NEOLEGICS has tried to remain objective in its reporting and supply the facts presented to us.

NEOLEGICS wishes to acknowledge the cooperation received from the many superintendents, principals, teachers, board members and all others who participated and assisted. We appreciate the numbers of hours involved in filling out forms and questionnaires and in providing other pertinent material. Without their help, NEOLEGICS could not have completed this report.