

ALASKA LEGISLATURE COMMITTEE FILES 1901-1902 0.0 / 2

1590 SHESS HB 812 1590

FY 83

STAFF

English Teacher	24,000
Art Teacher	25,000
Music Teacher	20,557
Math Teacher	23,000
Science Teacher	18,800
Shop Teacher/part time	11,500
Special Education	27,000
Personnel Office	20,000
Clerk	12,500
Dormitory Attendants (5)	75,000
Tutoring - Library - Arts & Crafts Freshman Athletics	15,000

TESTING/COUNSELING

Student Testing	500
Exceptional Child Testing/Evaluation	2,000
Intensive Counseling-Social Services	2,000

STUDENT TRANSPORT

Freshman/Other student transport	88,400 (3 one-way trips+ emergency trvl) (to school and home)
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SUPPLIES/SERVICES

Food Services/Freight/Food	70,000
Home Economics Supplies	1,000
Shop Supplies	800
Dorm Supplies	1,500
Dorm Linen-sheets/towels	1,000
Student/Dorm Laundry Services	125,000
Office Supplies	1,000
GSA Vehicle	3,900

SPORTS/ACTIVITIES

Recreation	500
Restore track and field meet	2,000
Restore cross country meet	3,000
Freshman basketball (boys/girls)	2,000
Sports - basketball official fees	1,500

GRAND TOTAL 589,457

STAFF-SERVICES

Staff Training	3,000
HHG Relocation (employee)	8,000

# STATE OF ALASKA

JAY S. HAMMOND, GOVERNOR

## DEPARTMENT OF EDUCATION

STATE BOARD OF EDUCATION

April 12, 1982

The Honorable Jalmar Kerttula  
President, Alaska State Senate  
Pouch V  
Juneau, Alaska 99811

Dear Senator Kerttula:


As you are probably aware, the Bureau of Indian Affairs had previously scheduled closing Mt. Edgecumbe Boarding High School at the completion of the 1981-82 school year. The Reagan Administration, after receiving much political pressure, has decided to extend the closing date to the end of the 1982-83 school year. As a first step in that planned closure, the BIA has determined that Mt. Edgecumbe will accept no freshmen students for the 1982-83 school year. As the President of the State Board of Education, I view these actions by the federal government to be in harmony with the State Board's long-held position favoring the planned, orderly withdrawal of the Bureau of Indian Affairs from Alaska Public Education and final resolution of this divisive issue in our educational structure.

A recent action by the Alaska State House of Representatives, however, threatens to strike at the very heart of our policy supporting a single public education delivery system in Alaska. On April 8, 1982, the House passed CS/HB 812 (Finance) which, if enacted, would appropriate \$1,000,000 for a 1982-83 freshman class at Mt. Edgecumbe. The funds (\$6,000,000) to extend the school for one year, were taken from monies budgeted for transition of those students into local schools. The political ramifications of providing state aid for a federal responsibility notwithstanding such an act gives rise to several educational concerns. Further, I have serious doubts with respect to the appropriateness of using state funds to support a nonpublic facility, which may or may not continue in existence, at the same time, previously committed state aid to public education is being cut below full entitlements.

Lastly, local school districts have, over the past few years, developed programs and constructed facilities with a long-range view toward absorbing existing BIA students. The action by the House is counter productive to those plans and again raises the question of whether that issue will ever be settled in a dispositive fashion.

I respectfully urge the Senate to endorse the State Board's policy of a single public educational delivery system in Alaska by opposing enactment of any legislation which would prolong the existence of Mt. Edgecumbe as currently operated.

Sincerely,



Vincent H. Casey  
President

cc: Governor Jay S. Hammond  
Members, Alaska State Senate  
Members, State Board of Education  
Commissioner Marshall L. Lind  
DOE/MLF

# STATE OF ALASKA

*file  
Mt. Edgecumbe*

JAY S. HAMMOND  
GOVERNOR

## DEPARTMENT OF EDUCATION

RECEIVED  
POUCH F - ALASKA OFFICE BUILDING  
JUNEAU 99811

AUG 23 '81

August 26, 1981

GOVERNORS OFFICE

The Honorable Jay S. Hammond  
Governor, State of Alaska  
Pouch A  
Juneau, Alaska 99811

Dear Governor Hammond:

Thank you for providing the Board with a copy of your response to Mt. Edgecumbe Student Council President, Vivian Johnson concerning the pending closure of that school.

The Board expressed our concern and gave specific guidance to the Department of Education in fulfilling our responsibility to the students affected by the closing of Mt. Edgecumbe School. This issue was addressed at our September 11, 1980 meeting in Wrangell through discussion with Dr. Barlow of the Washington D.C. BIA office and Mt. Edgecumbe School.

The Board passed the following motion and provided Dr. Barlow with a copy prior to his returning to Washington.

*JAN  
586-1717*

"Jan Hohman moved and Jack Townshend seconded the motion that the State Board of Education, consistent with its 5.0 policy on state and federal regulations, supports the closure of the Mt. Edgecumbe School at the earliest possible date and that it be done in a manner that insures continuity in the educational programs of the students through cooperative planning with the affected districts and the State Department of Education.

*JACK  
479-6146*

### 5.0 Policy on state federal relations

5.1 The Board strongly endorses the concept of a single system of public education in Alaska."

On October 10, 1980 at our meeting in Glennallen the following motion was passed:

*JUNE  
NELSON  
442  
3288*

"Jan Hohman moved and June Nelson seconded the motion that in supporting closure of the Mt. Edgecumbe School at the earliest possible date, the Board expresses its concern and strongly urges that prior to closure, the following recommendations be implemented:

August 26, 1981

- (1) That the Bureau of Indian Affairs and the local school districts determine that each student affected by the closure has been assured entry into a secondary program of comparable range to that which he or she was participating in at the Mt. Edgumbe School;
- (2) That the Bureau of Indian Affairs reaffirm its trust responsibilities to Alaska Native students by seeking to supplement and enrich the educational experiences of Alaska Native students attending public school in Alaska by providing ongoing, sustained funding to local districts and the Department of Education in an amount equal to the Bureau's FY-1981 Operational Budget for the Mt. Edgumbe School;
- (3) That the Bureau of Indian Affairs, affected school districts, and the Department of Education jointly conduct extensive field hearings in order to receive maximum input from local communities respecting the transition; and
- (4) That the Bureau of Indian Affairs work zealously with all affected students, school districts, and the Department to guarantee completion of the orderly transfer of primary responsibility for these students no later than the end of the 1981-82 school year."

I had Commissioner Lind provide the Board with a written report as to the progress made as a result of these motions. The report is enclosed and I have asked Commissioner Lind to keep your office informed of the solution to the education of the students affected by the BIA closure of Mt. Edgumbe School.

The Board appreciates your continued concern and participation for the best education possible for Alaskan students.

Sincerely,

*Vincent Casey* by *SWC*

Vincent Casey, Chairman  
Alaska State Board of Education

Enclosure

cc: Commissioner Lind  
Carol Burger  
Board Members



Official Business

# Alaska State Legislature

## House of Representatives

Albert P. Adams

Chairman

Committee on Finance

April , 1982

WHILE IN SESSION

Pouch V

State Capitol

Juneau, Alaska 99811

(907) 465-3706

ANCHORAGE OFFICE

1024 W. 6th Avenue

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HOME - DISTRICT 21

P.O. Box 771

Kotzebue, Alaska 99752

(907) 442-3320

The Honorable Charlie Parr  
Alaska State Senate

Dear Senator Parr:

I recently received a copy of the Senate Health, Education and Social Services Committee's report on Mt. Edgecumbe High School. The report is generally good, but I would like to suggest one correction at this time. The Report gives an average operating cost per student of \$19,503 for this school year. This figure is based on a budget of \$6,315,751, and a current student population of 323. Since some attrition occurs during the school year, it would be more accurate to use an average student population for the whole year. According to Leroy Demmert, Superintendent of Mt. Edgecumbe, 360 is a good average for the current school year. Using this figure, the cost per student would be \$17,500.

I would also like to point out that Mt. Edgecumbe's consolidation/renovation plan would reduce operating costs considerably. The energy efficiency of the buildings would be improved, and the number of buildings would be reduced by combining more functions in the renovated buildings. Following implementation of the plan, Mt. Edgecumbe would be able to accommodate 500 students at an average annual cost of \$10,400 per student (1982 dollars). Approximately 85% of Mt. Edgecumbe's students come from areas served by REAA's, which had an average annual cost per student of \$9,261 in FY 81. Hence, Mt. Edgecumbe's cost of providing a quality education to rural students would be close to the mean. Considering that Mt. Edgecumbe is a boarding school which must provide travel, housing and supervision 7 days a week, its cost per student would compare very favorably with the costs of other high schools serving rural students.

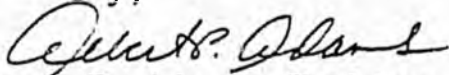
If Mt. Edgecumbe were to be acquired by the State of Alaska, the state should negotiate with the federal government to receive the surplus land and buildings associated with the school. The proceeds from their sale could then be used to defray the capital costs involved in the consolidation/renovation plan. ?

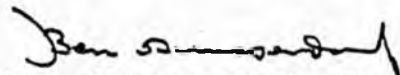
Although the federal government established Mt. Edgecumbe to provide education for Alaskan Natives, if the state were to acquire Mt. Edgecumbe, this racial criterion could not be used in determining student eligibility. The question then becomes, should the state continue to make this unique educational environment available to Alaska's students.

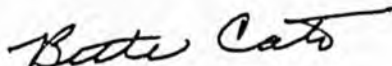
Senator Parr  
April 8, 1982  
Page 2


I urge you to schedule Senate Bill 844, which would create the Mt. Edgecumbe Regional Education Attendance Area, for a hearing in your committee as soon as possible. At this point, Mt. Edgecumbe is expected to operate for one more school year, but without a freshman class. It behooves the Alaska Legislature to make a decision on this issue this year, so that if the state decides to operate Mt. Edgecumbe, the school can avoid planning for shut down, and begin planning their future instead.

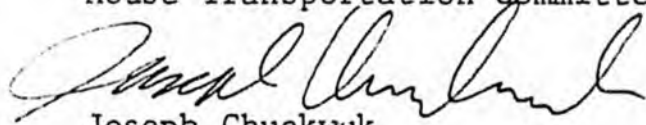
Sincerely,

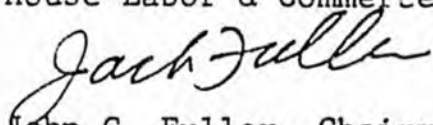
  
Albert P. Adams, Chairman  
House Finance Committee


  
Ben Grussendorf, Chairman  
Mt. Edgecumbe Task Force

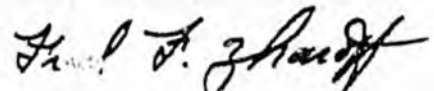
  
Bette Cato, Chair  
House Transportation Committee

  
Terry Martin, Chairman  
House Labor & Commerce Committee

  
Joseph Chuckwuk  
House of Representatives

  
John G. Fuller, Chairman  
House Rules Committee

  
Vernon L. Hurlbert  
House of Representatives

  
Fred F. Zharoff  
House of Representatives

cc: Senator Terry Stimson  
Senator Mike Colletta  
Senator Vic Fischer  
Senator Tim Kelly

APA/wlr



Albert P. Adams  
Chairman  
Committee on Finance

State Capital  
Juneau, Alaska 99811  
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(907) 442-3320

Official Business

TO: Senator Charlie Parr, Chairman, Senate Health, Education and Social Services Committee

FROM: Representative Albert P. Adams, Chairman, *APA*  
House Finance Committee

DATE: April 19, 1982

SUBJ: HB 812, "An Act making a special appropriation to the Department of Education to enable freshmen to attend Mount Edgecumbe High School, and providing for an effective date."

House Bill 812 would provide \$1,000,000 to allow Mt. Edgecumbe High School to have a freshman class during the 1982-1983 school year. The federal government has committed itself to one more year of funding for Mt. Edgecumbe, but without a freshman class. It is important that Mt. Edgecumbe has a freshman class, because without one, several teachers and support staff members would be laid off, and the educational program for the remaining students would be detrimentally affected. I have provided the Committee with a letter to me from Mt. Edgecumbe Superintendent, Leroy Demmert, dated March 30. In it he states that "Without the additional funds and a freshman class, we would have to release those teaching and support positions [listed on the last page]. Needless to say, the overall effect on the curricular offerings and delivery system would be disastrous. With funding from the State, we would be able to support a freshman class, and keep our scope and depth of curricular offerings to a quality level." Because of the negative effect of not having a freshman class, on the remainder of the Mt. Edgecumbe educational program, I strongly recommend passage of HB 812.

The State Board of Education adopted four conditions, at their October 10, 1981 meeting in Glennallen which they would insist be met before the Board would support the closure of Mt. Edgecumbe. One of these conditions was that the BIA work with affected students, school districts and the Department to guarantee completion of the orderly transfer of primary responsibility for these students no later than the end of the 1981-82 school year. The many Alaskans

supporting Mt. Edgecumbe have succeeded in obtaining federal agreement to keep Mt. Edgecumbe open an additional year, but without a freshman class. Hence the transitional period has been extended one more year. I feel the Board would be backing down on its commitment to guarantee an orderly transfer of primary responsibility for these students, if it did not support continuation of a quality program at Mt. Edgecumbe during the transitional year.

I would like to refer to the April 12, 1982 letter from the President of the State Board of Education to Senator Jalmar Kerttula. He states that HB 812 would "strike at the very heart of our policy supporting a single public education delivery system in Alaska." I don't follow his reasoning. If the state should acquire Mt. Edgecumbe, it would be incorporated into the single educational system which we presently have. It is illegal to discriminate on the basis of race or special political relationship with the federal government where state money is concerned. Hence race would not be a criterion in determining eligibility for Mt. Edgecumbe. House Bill 812 proposes \$1,000,000 for the support of a freshman class at Mt. Edgecumbe next year, hence the freshman class would be open to Alaskan students regardless of race. According to the most recent information I have obtained from Washington D.C., the Department of the Interior has no problems accepting the \$1,000,000 in state money which must be spent without regard to race. Hence next year's freshman class may include non-Natives.

The last thing I would like to touch on are the four conditions adopted by the State Board of Education. The Board held if these conditions were not undertaken, the Board would not support closure of Mt. Edgecumbe. I have provided a letter from the President of the Board, and Board minutes which reiterate this position.

To date, the only condition I can see that has been met is that of holding joint hearings on the closure of Mt. Edgecumbe to gather input from the affected communities. The federal government will not put in an additional \$6,000,000 per year to supplement and enrich education for Native students, the village high schools do not provide a comparable program to the one offered by Mt. Edgecumbe, and as I stated above, I do not feel an orderly transfer will take place if the quality of education at Mt. Edgecumbe is not maintained during the transitional period.

# STATE OF ALASKA

DEPT. OF HEALTH AND SOCIAL SERVICES  
OFFICE OF THE COMMISSIONER

JAY S. HAMMOND, GOVERNOR

POUCH H 01  
JUNEAU, ALASKA 99811  
PHONE:

April 19, 1982

465-3030  
(FW-1)

DOCUMENT NO. 144-82

The Honorable Charles H. Parr  
The Legislature  
State Capitol, Pouch V  
Juneau, Alaska 99811

Dear Senator Parr:

I have been asked to comment on the proposed use of the Mount Edgcombe School as a minimum security jail. The issues concerned with selecting a site and structure for such a use are many.

The location should be one that provides opportunities for inmates to live in an unconfined atmosphere. Such things as perimeter security are non-existent. The inmate could walk away from a minimum security prison if he so desired. Of course, the population of minimum security prisons is carefully selected and consists of prisoners who are adjusting to pre-release conditions. Also, prisoners whose remaining sentences are of short duration. Most minimum facility locations are in populated areas and the desirability of such close interaction between prisoners and the general population is questioned by many. Ultimately, the surrounding community will have much to say about such a location.

Ordinarily, the acreage associated with a minimum security prison would be sufficient to allow outdoor activities. Often this would include farming. Another locational factor has to do with proximity of inmates to their communities and families. Their re-entry to normal life will be benefited by their ability to have close communications. This factor generally means that such prisons should be near populous areas. Most inmates who would qualify for this type of placement would not be from Sitka or Southeast Alaska. Transportation alone can become a cost and logistical concern.

The structural uses needed for minimum security facilities can be categorized as housing, program, and administrative. These requirements are usually met by a number of structures which may be tied together by a service core. The structures involve different space requirements with plumbing, wiring, and mechanical systems designed for each. These requirements can be more easily met, and usually at a lesser cost in new buildings rather than through renovation. Our estimates for the renovation of existing buildings to prison configurations are generally high compared to new construction costs. Also, efficient space utilization is often difficult to achieve in building renovation.

The great need for bed space at this time is not in minimum custody space, but for close and maximum security classifications. It is most unlikely that the school could be effectively utilized for a close or maximum security prison.

At this time it is not possible for me to evaluate the suitability of the Edgecumbe School as a minimum security prison. However, before the end of April members of my staff and Department of Transportation and Public Facilities personnel will visit the site to gether specific information concerning the site, building floor plans, and structural and mechanical conditions. However, many of the issues that would be addressed have been identified in this letter.

The initial reaction of my staff to the idea that the school could be renovated is one of doubt.

Please let me know if I can be of any further help. My staff and I are prepared to work with you to provide a sound prison system for the State of Alaska at the least cost possible.

Sincerely,



Helen D. Beirne  
Commissioner

# STATE OF ALASKA

JAY S. HAMMOND, GOVERNOR

## DEPARTMENT OF EDUCATION

STATE BOARD OF EDUCATION

April 12, 1982

The Honorable Jalmar Kerttula  
President, Alaska State Senate  
Pouch V  
Juneau, Alaska 99811

Dear Senator Kerttula:

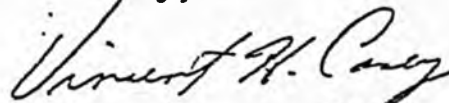
As you are probably aware, the Bureau of Indian Affairs had previously scheduled closing Mt. Edgecumbe Boarding High School at the completion of the 1981-82 school year. The Reagan Administration, after receiving much political pressure, has decided to extend the closing date to the end of the 1982-83 school year. As a first step in that planned closure, the BIA has determined that Mt. Edgecumbe will accept no freshmen students for the 1982-83 school year. As the President of the State Board of Education, I view these actions by the federal government to be in harmony with the State Board's long-held position favoring the planned, orderly withdrawal of the Bureau of Indian Affairs from Alaska Public Education and final resolution of this divisive issue in our educational structure.

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I. respectfully urge the Senate to endorse the State Board's policy of a single public educational delivery system in Alaska by opposing enactment of any legislation which would prolong the existence of Mt. Edgecumbe as currently operated.

Sincerely,



Vincent H. Casey  
President

cc: Governor Jay S. Hammond  
Members, Alaska State Senate  
Members, State Board of Education  
Commissioner Marshall L. Lind  
DOE/MLF



Official Business

# Alaska State Legislature

## Senate

### Committee on

### Health, Education & Social Services

Charlie Parr, Chairman  
Terry Stimson, Vice-Chairman  
Vic Fischer  
Tim Kelly  
Mike Colletta

Pouch V  
State Capitol  
Juneau, Alaska 99811

465-4907  
465-4908

March 4, 1982

The Honorable Jalmar Kerttula  
President  
Alaska State Senate  
Pouch V  
Juneau, AK 99811

Dear Senator Kerttula:

As you know, the Department of the Interior has decided to discontinue funding the Bureau of Indian Affairs schools, including (apparently) the boarding high school in Mt. Edgecumbe. This school seems to be popular with the population it serves, as rural schools are seen not providing an education deemed adequate for village students.

To my knowledge, no evaluation has been done on the facility in Mt. Edgecumbe. Since this issue comes under the jurisdiction of the Health, Education and Social Services Committee, I have proposed a trip to Sitka for March 18, to meet with the school administration and tour the educational facilities. This half-day trip has been coordinated with the administration of Mt. Edgecumbe and all indications show that the entire committee plans to attend.

The Senate HESS Committee intends to evaluate the facility and make a report to the Legislature.

Sincerely,

Charles H. Parr  
Chairman

cc: Senate HESS Committee Members  
Marshall Lind, Commissioner of Education  
Senator Dick Eliason  
Representative Ben Grussendorf

Nancy Deitrick

ISER OCCASIONAL PAPERS

No. 15, January 1982

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Native College Success in the Seventies:  
Trends at the University of Alaska  
at Fairbanks

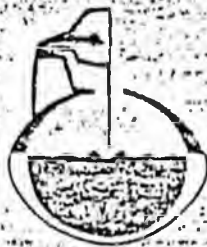
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Judith Kleinfeld

Robert Travis

Velma Hubbard



INSTITUTE OF SOCIAL AND ECONOMIC RESEARCH

UNIVERSITY OF ALASKA  
Anchorage, Alaska

NATIVE COLLEGE SUCCESS IN THE SEVENTIES:  
TRENDS AT THE UNIVERSITY OF ALASKA AT FAIRBANKS

by

Judith Kleinfeld  
Robert Travis  
Velma Hubbard

*ISER Occasional Papers* are published periodically by the Institute of Social and Economic Research, University of Alaska. Authors are free to develop their own ideas on their own topics.

Judith Kleinfeld is a professor of educational psychology at the Institute of Social and Economic Research. She holds an Ed.D. in educational psychology from the Harvard Graduate School of Education. Before joining the institute, she taught Indian and Eskimo students at the Alaska Native Medical Center in Anchorage.

E. Lee Gorauch, Director of the Institute  
Ronald Crowe, Editor

Price: \$2.00

## ACKNOWLEDGMENTS

We very much appreciate the assistance of many University of Alaska staffmembers who helped with this study. We are particularly grateful to Andy Angaiak, head of Student Orientation Services, and his staff. Pat Dubbs, coordinator of the Cross-Cultural Educational Development Program, was very helpful in correcting our list of X-CED graduates. Ken Martin, head of Institutional Studies and Testing on the Fairbanks campus provided valuable current information. We also want to express our appreciation to those who critically reviewed earlier versions of the paper, particularly Andy Angaiak and his staff; Pat Dubbs; Jerry McBeath, head of the Political Science Department; Ray Barnhardt, director of the Center for Cross Cultural Studies; Charles Ray, dean of the School of Education; and Tom Jennings, director of the Cross-Cultural Educational Development Program.

ISBN 0-88353-031-7

Series ISER Occasional Paper No. 15

Published by  
Institute of Social and Economic Research  
University of Alaska  
707 A St., Suite 206  
Anchorage, Alaska 99501  
1982

## PURPOSE

This study examines academic success, dropout, and graduation rates of Alaska Natives at the University of Alaska at Fairbanks (UAF) through the late 1970s. It explores:

- Rates of academic success and dropout among Native students who enrolled as new college freshmen from 1963 through 1979.
- Relationships between standardized test scores, high school grades, and other factors, to the college success of Native students.
- College success rates of Native freshmen from the new small village high schools.
- Numbers of Native students graduating with associate, baccalaureate, and graduate degrees in different fields of study.

The purpose of this study is to provide basic statistical information on Native college success at UAF which can be used in identifying problem areas and program needs. While we draw attention to program changes at UAF during the 1970s, this research was not designed to explain changes in success rates. Rather, it is intended to bring them to the attention of educators and the Native community.

## METHODS

Our statistics on academic success and drop-out rates are based on University of Alaska student records. However, since many students in registering choose not to identify themselves by ethnic origin, this source of information is incomplete. Therefore, we supplemented university records with information from the Student Orientation Services Program (SOS) which works closely with Native students.<sup>1</sup>

Pre-1975 information on the success rates of first-time Native

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<sup>1</sup>Because of time and budget limitations, we used university records alone (without SOS supplementation) to obtain additional data on the success of Native students from different types of high schools who entered UAF in 1978 and 1979. Adding data from these years enabled us to increase the size of our population group of Native students who graduated from small village high schools.

freshmen comes from two earlier publications.<sup>2</sup> Statistics from the 1975-1979 years were collected by the third author of this study, Velma Hubbard, with the cooperation of the SOS program. Lists of Native college graduates were compiled from commencement programs; SOS program records; and records of the Cross-Cultural Education Development Program (X-CED), a field-based teacher training program.<sup>3</sup>

#### Definition of "Academic Success"

"Success" is a value-laden term which can be defined in many different ways. Since the primary purpose of this study was to monitor change in Native students' college performance over time, we used the definition of college success that we had used in earlier publications. Thus, we could compare success rates in the 1960s, early 1970s, and late 1970s.

A student was placed in the "college success" category if he or she earned at least a 2.0 (minimum passing) average grade and received at least 7.5 or more credits per semester (half the number of credits needed to advance in class standing) during the first enrollment in college. We based success on credits completed as well as grade-point average because, in some cases, students failing classes chose to drop most of their course load during the semester. Thus, a student could conceivably end up with a 4.0 grade-point average by dropping all but one course.

Some educators prefer a more rigorous definition of college success—earning at least a 2.0 average grade and at least 12 credits per semester during the first enrollment in college. Twelve credits is the minimum number of credits a student can earn per semester and maintain full-time student standing. We provide information in supplementary footnotes on the success rates of first-time Native freshmen from 1975-1979 when the 2.0 GPA/12 credits-per-semester definition of success is used. However, we prefer the less stringent

<sup>2</sup>These are: Karen Kobout and Judith Kleinfeld, *Alaska Natives in Higher Education* (Fairbanks: University of Alaska, Institute of Social, Economic, and Government Research, ISEGR Report No. 40, 1974); Judith Kleinfeld, *Alaska Native Students and College Success* (Fairbanks: University of Alaska, Institute of Social and Economic Research, Occasional Paper No. 14, 1978). See these publications for additional information on the definitions of "Native" student (self-identification or 1/4 or more Native on college or Bureau of Indian Affairs records) and "first-time freshmen" (a student who had not previously enrolled in a program of higher education).

<sup>3</sup>We have not included X-CED students, however, in statistics on academic success and drop-out rates. With the exception of statistics on UAF graduates, this study concerns Native freshmen on the UAF campus.

difficulties during the first semester or two.

In sum, this study uses a combination of grade-point average and credits attained as the measure for academic success. The most commonly used index of college success, in contrast, is drop-out-rate. Drop-out statistics, however, can be quite misleading. As this study shows, many Native (and non-Native) students leave for a semester or two and later return to college. Thus, drop-out rates at any single point in time do not indicate what proportion of Native students have permanently left college and what proportion are taking a semester off. One approach to this problem is to examine drop-out rates only among those who have had at least 4 years to re-enroll in college. While we have done such analyses, serious problems still remain. First, students may enroll at another institution, such as a community college, and we will have inaccurately listed them as dropouts. Second, using dropout as an index of "failure" incorrectly implies that students have received little benefit from time spent successfully completing college courses. Our experience has been that Native students with some college experience have an advantage in the job market.

In short, we present drop-out statistics because this information is commonly requested by legislators and university administrators interested in an institution's "holding power." However, in our view, a far more informative measure of Native college success is the number of Native students successfully completing a particular number of credit hours.

#### Limitations of Study

This study is limited to an analysis of Native college success at a single institution, the University of Alaska at Fairbanks. Rates of success at this institution are important because UAF accounts for the largest number of Alaska Natives who obtain baccalaureate and graduate degrees.<sup>4</sup> However, large numbers of Native students also attend college at the University of Alaska at Anchorage, Alaska community colleges, and institutions outside of Alaska. We do not know the extent to which changes in Native college success at UAF represent more general trends.

A second limitation of this study is that in examining changes in success, we used university records, which contain only such infor-

<sup>4</sup>*U of A Today: Degrees and Other Formal Awards Conferred by the University of Alaska, 1978-79* (University of Alaska: Office of Institutional Planning, Research Report 80-1).

mation as age, sex, and standardized test scores. With this data base, we can do no more than provide clues for later investigation into the causes of Native college success and dropout. For example, we have found a moderately strong relationship between declaring a major and academic success. Yet, declaring a major may be only an indication of another factor, a sense of purpose in college, which we have not measured directly.

#### Academic Success Rates of Native Freshmen at UAF

Between 1963 and 1978, academic success among full-time Native freshmen increased, despite the fact that during this period the University enrolled an increasingly large number of rural students with low levels of academic preparation.

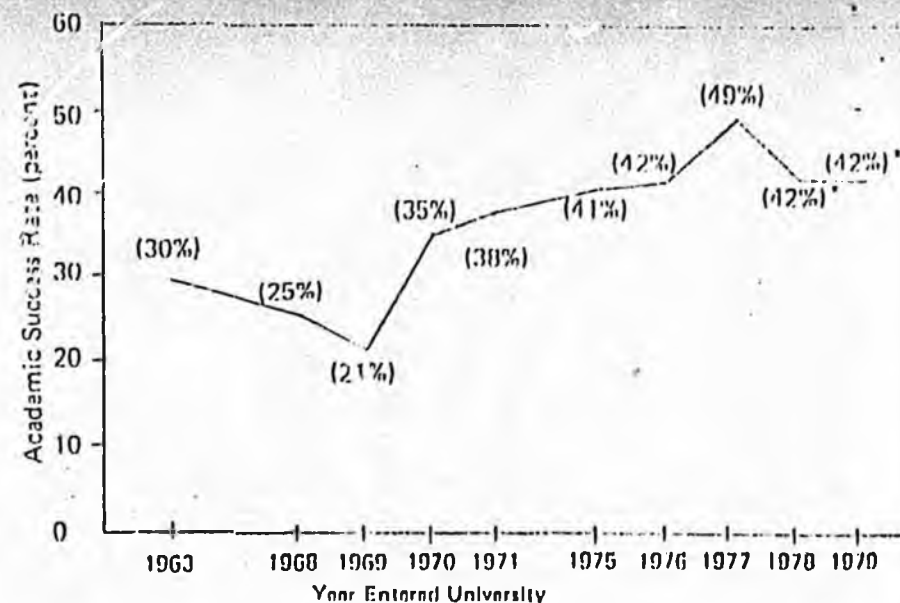
In the 1960s, less than a third of Native freshmen succeeded in college (Figure 1). In the early 1970s, rates of academic success greatly increased, with over 40 percent of Native freshmen succeeding in college by 1976.<sup>5</sup> During the later 1970s, however, success rates fundamentally reached a plateau. The major improvement, in short, occurred in the early 1970s.

The increase in Native academic success in the first half of the 1970s is more impressive than these figures indicate because of the decrease in the academic preparation of the Native freshmen who are attending UAF, as measured by standardized tests.<sup>6</sup> Most freshmen at UAF have taken the American College Test (ACT), in which scores range from 36 (99th percentile) to 0. Nationally, the average ACT score for college freshmen is 18.7. In 1963, only 12 percent of Native freshmen came to college with very low ACT scores of 10 or below (Table 1). By 1971, 30 percent of the Native freshmen had ACT scores in this range. In the late 1970s the proportion increased to 55 percent.<sup>7</sup>

<sup>5</sup>Using the more stringent academic success criterion of at least a 2.0 grade-point average and 12 or more credits completed per semester, success rates for full-time Native freshmen are: 1975, 30 percent (N=63); 1976, 31 percent (N=72); 1977, 32 percent (N=74); 1978, 32 percent (N=72), (incomplete information); 1979, 33 percent (N=74), (incomplete information).

<sup>6</sup>Whether such standardized tests are appropriate measures of academic ability for minority students, such as Alaska Natives, is a continuing educational controversy. However, as we will later discuss, ACT scores are moderately strong predictors of academic success for Native students as they are for non-Native students. Such tests are useful indicators of how well students are likely to do in a college setting, even though they may be poor measures of "intellectual ability."

<sup>7</sup>A score in this range indicates that the student is at the 7th percentile or below, compared to students nationally who took the ACT test.



Number of New Freshmen: (37) (61) (73) (89) (105) (63) (72) (74) (115)\* (-)

\*Incomplete information.

Source: University of Alaska, Office of Admissions and Records; supplemented by SOS staff.

Figure 1. Academic Success Rates of Native Freshmen Who Entered UAF Between 1963 and 1979

In sum, Native freshmen's college success at UAF rose in the early 1970s despite an increasing number of Native students with limited academic preparation. Success rates remained stable in the late 1970s despite another substantial increase in freshmen with low ACT scores. While the success rate of Native freshmen who entered with ACT scores in the lowest range (10 or below) did not increase much during the late 1970s, gains in the success rates did occur for Native freshmen who entered with medium to high ACT scores (Figure 2); this was especially true for those with the high ACT scores.

In addition to this increase in success, the number of new Native freshmen entering the University of Alaska increased substantially during the 1970s (Figure 1). Again, the major increase occurred in the early 1970s, with what appears to be a leveling off in the late

Act Scores of Native Freshmen Who Entered UAF  
Between 1963 and 1978

Composite ACT Scores	ACT Distributions over Time			
	1963	1968	1971	1975-1978
Low (0-10)	12%	12%	30%	55%
Medium (11-20)	67	71	57	41
High (21+)	21	17	13	4
Total	100%	100%	100%	100%
Average ACT Score	16.7	16.0	13.9	9.7
Number of Students*	(33)	(58)	(97)	(308)

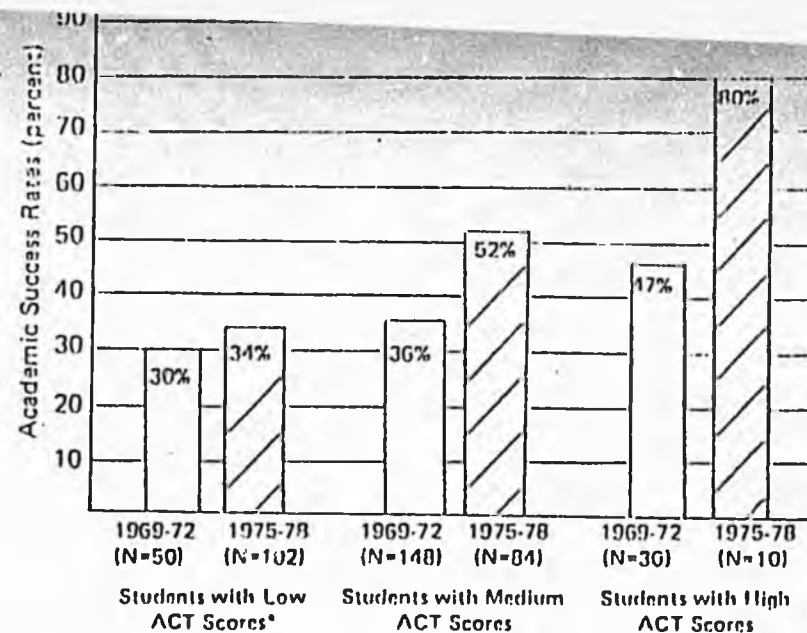
\*Based on students for whom ACT scores were available.

Source: University of Alaska, Office of Admissions and Records; supplemented by SOS staff.

1970s. Enrollment figures, however, are erratic. They reflect various social changes—for example, the availability of high-paying jobs during the construction of the trans-Alaska pipeline. Moreover, we may have omitted some Native students, particularly those who did not use SOS services. It is clear, however, that the enrollment of non-Native freshmen at UAF increased markedly from the 1960s to the 1970s. More students enrolled, and more of these succeeded academically.

Reasons for Increase in Success

The reasons for the increase in the college success of Native students in the 1970s are complex and involve numerous political and economic developments. For example, the settlement of the Alaska Native Land Claims in 1971 focused attention on the need for educated Natives to staff the regional and village corporations established under the Land Claims Act. During the late 1960s as well, the success of minority groups in college became a national issue. UAF administrators and faculty became more aware of the problems of Native students and more willing to ease university requirements. In



\*An ACT score below 10 is defined as low; from 11-20, medium; and 21+, high.

Source: University of Alaska, Office of Admissions and Records; supplemented by SOS staff.

Figure 2. Academic Success Rates of Native Freshmen with Different ACT Scores Who Entered UAF Between 1969 and 1978

addition, a special new program, Student Orientation Services, was developed at UAF in 1969. The program provides academic advising and tutoring services, sponsors seminars, and serves as a gathering place for students. In addition, students may enroll in such special courses as cross-cultural communication, which are combined with regular freshmen courses, such as anthropology. SOS instructors attend these freshmen courses with students to teach such skills as notetaking and writing research papers. The basic SOS program approach was developed during the early 1970s and the program gained additional experience in the late 1970s.

The development of these programs in the early 1970s appears to have had the greater benefit for Native students with low levels of

academic preparation who were more likely to need the services SOS could provide. In 1969, for example, the academic success rate of Native freshmen with very low ACT scores was 0 percent; in 1972, it was 38 percent.<sup>8</sup> However, in the late 1970s only minimal gains in academic success occurred for Native students in this low-ACT range. At least for these students, a limit may have been reached in what the university can accomplish with this approach. Further gains in college success may require more attention to academic skills at the high school level.

#### Drop-out Rates of Native Freshmen at UAF

The drop-out rate of Native students at UAF has declined since 1963 but is still extremely high.<sup>9</sup> Due to the problem of calculating dropout when students leave for awhile and later re-enroll, we first examined drop-out rates for freshmen entering UAF in 1963, 1968, and 1975. For each of those years, students would have had 4 years or more to re-enroll at UAF.

The attrition rate among Native students enrolled in these years declined from 87 percent in 1963 to 75 percent in 1975 (Table 2).<sup>9</sup> The greatest decline occurred in the proportion of academic dismissals. In 1963, over half the Native freshmen were dismissed for academic reasons. By 1975, only 19 percent were dismissed because of poor grades. This change may have occurred in part because of the academic assistance provided by the SOS program. In addition, according to some UAF faculty, university policies on academic disqualification were interpreted more leniently during this later period.

Drop-out rates after 1975 continued to decline slightly (Table 3). In 1975, for example, 46 percent of Native freshmen dropped out during the first semester and did not re-enroll at UAF. In 1977, 38 percent of Native freshmen dropped out during the first semester without returning. Similarly, in 1975, 29 percent of Native students

<sup>8</sup>Kohout and Kleinfe'd, *Alaska Natives in Higher Education*.

<sup>9</sup>These figures should not be interpreted to mean that 25 percent of Native students graduated with associate or baccalaureate degrees. Some of the group were still enrolled in college when these figures were calculated. We do have comparative information on graduation rates for all full-time freshmen who enrolled in degree programs in 1973, compared to a random sample of non-Native freshmen. Six years later, only 13 percent of the Native group had graduated with a higher degree (7/52) from UAF. However, the UAF graduation rates among the non-Native sample was only 25 percent (11/44). Of course, both Native and non-Native students may have transferred and graduated from another higher-education program.

Table 2  
Drop-Out Rates of Native Freshmen Who Enrolled in UAF  
in 1963, 1968, and 1975

	Drop-out Rates (percent)		
	1963	1968	1975
Voluntary Withdrawal	30%	48%	66%
Academic Dismissal	57	38	19
Total Dropout	87%	86%	75%
Number of Freshmen Enrolled each Year	(37)	(61)	(63)

Source: University of Alaska, Office of Admissions and Records; supplemented by SOS staff.

enrolled in the last three semesters of college left without returning. In 1976, none did so. However, the changes in drop-out rates in these years are quite modest. While small improvements in dropout rates have occurred, substantially over half the Native freshmen enrolled at UAF in 1977 dropped out during their first two semesters and did not re-enroll.

In sum, the academic success of Native freshmen improved during the 1970s and drop-out rates declined slightly. However, Native freshmen continued to have a much lower academic success rate than non-Native freshmen (Figure 3). Sixty-eight percent of non-Native students were academically successful during their first enrollment, as opposed to only 40 percent of Native students.<sup>10</sup> This gap in college success between Native and non-Native students narrowed between 1971 and 1977, but only slightly.

The issue of how to decrease drop-out rates among Native students remains important. However, not all students who enter the university are or should be committed to finishing with an advanced degree.<sup>11</sup> To the contrary, many Native freshmen (about a third in a

<sup>10</sup>Using the more stringent criterion of at least a 2.00 GPA and 12 or more credits completed per semester, success rates for full-time Native and non-Native freshmen during 1978-79 are: Native freshmen, 33 percent; non-Native freshmen, 62 percent.

<sup>11</sup>For a discussion of the error in labeling "dropping out" as a policy problem, see Ron Scollon, "Gate-Keeping: Access or Retention," working paper, Center for Cross-Cultural Studies, University of Alaska, 1981.

Table 3

## Drop-out Rates by Semester for Native Freshmen Who Enrolled in UAF in 1975, 1976, and 1977

Semester	1975 Freshmen		1976 Freshmen		1977 Freshmen	
	Drop-outs <sup>a</sup>	Stop-Outs <sup>b</sup>	Drop-outs	Stop-Outs	Drop-outs	Stop-Outs
1st	46%	6%	42%	8%	38%	16%
2nd <sup>c</sup>	27	10	39	14	38	16
3rd	16	11	24	6	38	9
4th	21	0	17	8	6	0
5th	18	18	0	12	-	-
6th and beyond	29	0	0	0	-	-
Number of Freshmen	(63)		(72)		(74)	

<sup>a</sup>Proportion of freshmen who dropped out during this semester and never returned.

<sup>b</sup>Proportion of freshmen who dropped out during this semester and later returned. Between 20 percent and 45 percent of "stop-outs" return, but drop out again later and never return.

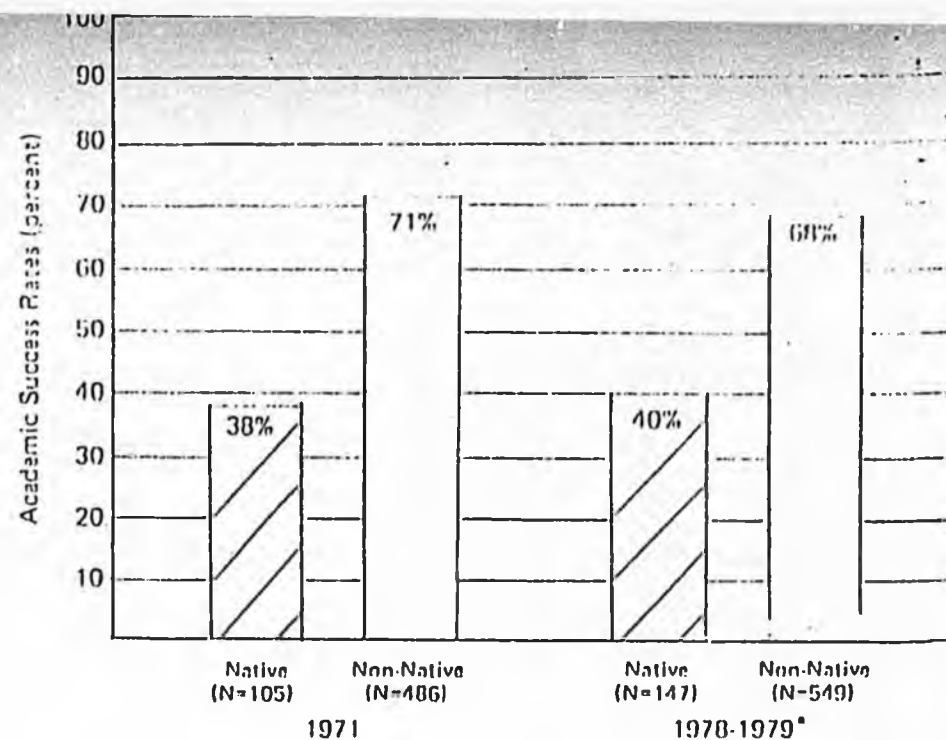
<sup>c</sup>These percentages refer not to the original total but to the proportion of remaining freshmen who then dropped out during the second semester, etc.

Source: University of Alaska, Office of Admissions and Records; supplemented by SOS staff.

1977 survey), said that they came to the university to "see what it is like."<sup>12</sup> Before concluding that current success and drop-out rates are the central "problem," we must learn more about *why* Native freshmen are coming to college, what they are seeking from the experience, why they drop out or stay, and where they go later.

Another significant policy issue is, why are Native freshmen at UAF arriving with lower and lower levels of academic preparation? One possible explanation could be that ACT scores are generally declining. However, this does not appear to be occurring. While nationally and within Alaska, ACT scores have gone down since 1970, the drop is very slight compared to the drop among entering Native freshmen (Figure 4). Another possible explanation is that the new

<sup>12</sup>Kleinfeld, *Alaska Native Students and College Success*.

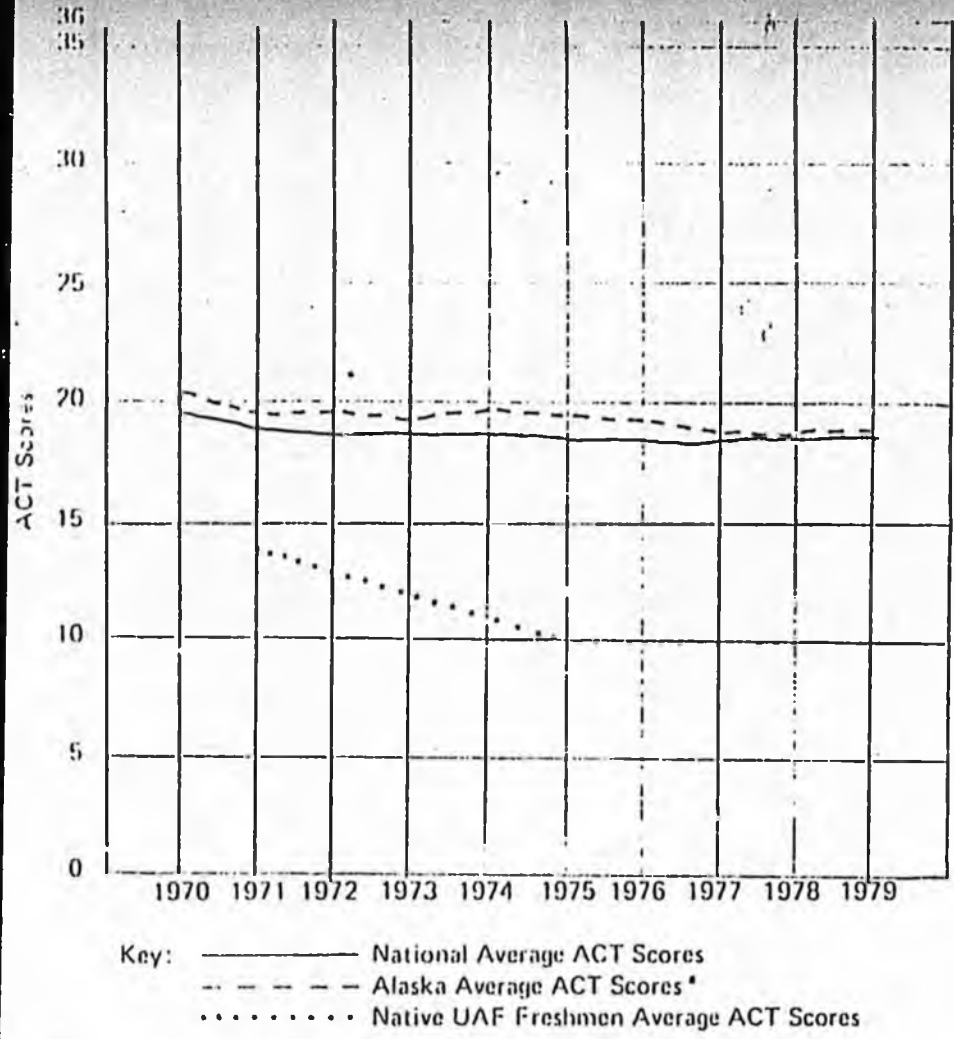


\*This information came from university records which may be incomplete, particularly for Native students.

Source: University of Alaska, Office of Admissions and Records, supplemented by SOS staff; Karen Kohout and Judith Kleinfeld, *Alaska Natives in Higher Education* (Fairbanks: University of Alaska, ISER Report No. 40, 1974).

Figure 3. Academic Success Rates of Native and Non-Native Freshmen in 1971 and 1978-1979

small village high schools offer less adequate academic preparation than the former boarding schools most village students attended. A third possibility is that in the 1970s, more Native high school students became interested in college, and this larger group included students with lower academic preparation. A fourth possibility is that enrollment patterns have changed, and more academically talented Native students attended colleges outside Alaska in the 1970s than before. We do not know which, if any, of these explanations are correct. However, informal discussions with Native college students



\* Scores of UAF freshmen in general are within a point of scores of Alaska students generally.

Source: Institutional Studies and Testing, University of Alaska, 1980.

Figure 4. Average ACT Scores (Composite) of National and Alaska College-Bound Freshmen from 1970-1979

do suggest that many of the most academically capable village students are indeed leaving Alaska to attend college. It is important to find out whether this pattern is occurring and whether or not Native students who leave Alaska do better or worse than those who attend universities within the state.

### Relationships of Test Scores and College Success to Native Freshmen's College Success

A continuing controversy in the educational research literature is whether or not standardized tests, such as ACT scores, are useful in predicting college success for minority group students. Previous studies in the 1960s and early 1970s indicate moderately strong relationships between composite ACT scores and academic success among Native freshmen.<sup>13</sup> In the late 1970s, composite ACT scores also predicted college grades and credits attained, but not drop-out rates (Table 4). The ACT English subtest was the strongest predictor of academic success; indeed, it was a somewhat better predictor than the composite ACT score. The English ACT score also had a modest relationship to drop-out rates.

However, standardized test scores were no better than high-school grade-point average in predicting college success (Table 4). If ACT English test scores are controlled, high school grade-point average is a modest predictor of college success ( $r=.25$ ). Similarly, if high school grades are controlled, ACT English scores continue to be a predictor of college success ( $r=.25$ ). These two predictors—ACT English scores and high school grades—both explain some of the variation in the rate of Native freshmen's college success. Together, ACT English scores and high school grades account for 17 percent of the variation. Thus, academic background contributes to college success, but it is not the overwhelming factor.

In addition to academic background, declaring a major while in college is consistently related to success. Of those Native freshmen who entered UAF between 1975 and 1979, those who declared a major course of study were much less likely to drop out of school (Figure 5). Among Native freshmen, for example, 72 percent with undeclared majors dropped out compared to 40 percent of those who had declared majors. Among Native sophomores and juniors, drop-out rates for those with no declared majors were well over twice as high as for those with majors. This relationship between declaring a major and drop-out rates or college success does not occur simply because students who have declared a major are more academically competent. We found virtually no difference in high school grades between Native students who had declared or had not declared a major. The relationship between declaring a major and staying in college could have several different explanations. Possibly these students develop a better system of support within the university. Possibly they have experienced more thorough counseling and career

<sup>13</sup>Kleinfeld, *Alaska Native Students and College Success*.

Table 4  
Relationships Between the Academic Progress of UAF  
Native Freshmen and Other Characteristics  
1975-1979

	Academic Progress <sup>a</sup>			
	College Success <sup>b</sup>	College GPA	College Credits	Dropout
<b>Academic Background</b>				
High School GPA	.36	.37	.37	-.29
ACT English	.35	.44	.30	-.18
ACT Math	.20	.25	.21	-.04
ACT Natural Science	.21	.29	.17	-.05
ACT Social Science	.16	.26	.19	-.08
ACT Composite	.30	.38	.27	-.09
<b>Personal Characteristics</b>				
Eskimo	.08	-.02	.09	-.08
Indian	-.06	-.02	-.10	.05
Sex	.04	.05	.08	-.05
Age	-.17	-.20	-.25	.10
<b>College Program</b>				
Attended TVCC <sup>c</sup>	.04	.01	.03	.01
Declared a Major	.20	.28	.24	-.26
GPA/First Enrollment	---	---	---	-.50
Number of Students	(249)	(249)	(249)	(249)

<sup>a</sup>Spearman rank correlation coefficients. Tests of statistical significance have not been carried out because the data concerns an entire population, not a sample.

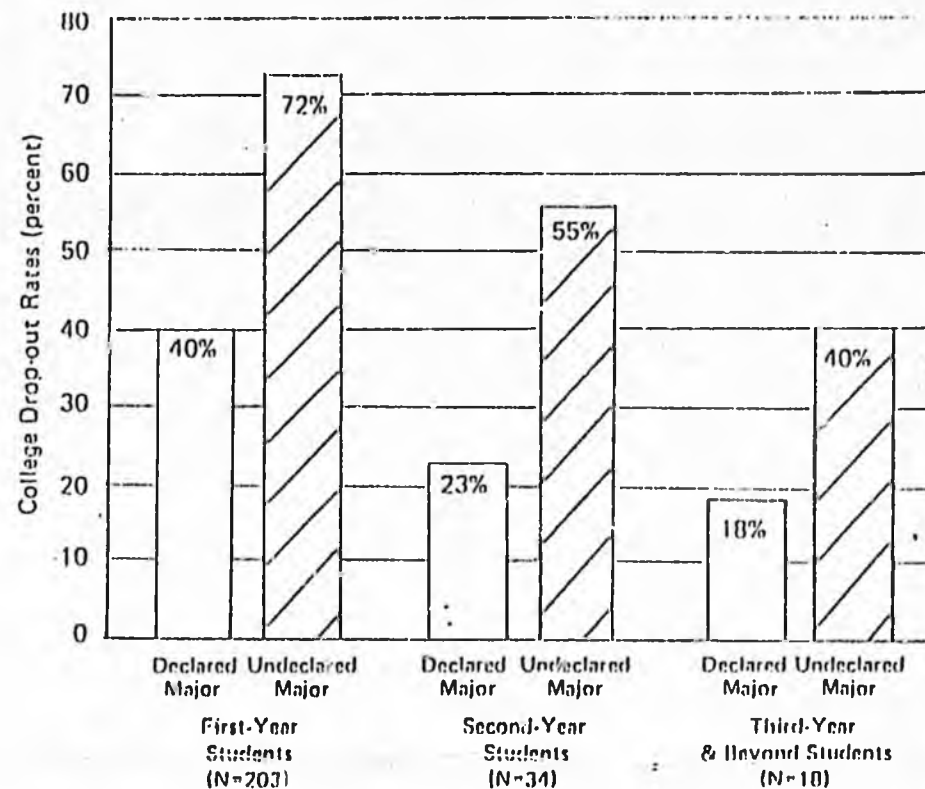
<sup>b</sup>College success is defined as maintaining a 2.0 GPA while completing at least 7.5 credits per semester during the first enrollment. GPA refers to cumulative GPA while attending UAF. Credits refer to the average number of credits earned per semester, also while attending UAF.

<sup>c</sup>Tanana Valley Community College.

Source: University of Alaska, Office of Admissions and Records, 1980, supplemented by SOS staff.

direction in high school. Also, students who have reached the point of declaring a major may have been able to resolve the question of what they are in college for. Previous research suggests that a "sense of direction" may be a critical factor in Native college success.<sup>14</sup> Whatever the explanation, it is interesting that dropping out of college is as strongly related to "declaring a major" as it is to "academic background."

<sup>14</sup>Kleinfield, *Alaska Native Students and College Success*.



Source: University of Alaska, Office of Admissions and Records; supplemented by SOS staff.

Figure 5. College Drop-out Rates of Native Students Who Entered UAF as Freshmen Between 1975 and 1979 by Whether or Not they Declared a Major

### College Success and Village High Schools

An important educational concern in Alaska is whether the policy of developing small village high schools will affect rural students' chances of succeeding in college. In the late 1960s and early 1970s, most village students who attended high school had to leave home and enter regional boarding programs. In the 1976 Hoolch consent decree, the State of Alaska reversed this policy and agreed to establish high schools in any village where an elementary school existed and there were one or more students of high school age. These small high schools were intended to enable Native adolescents to remain with their families in a familiar cultural setting, in order to reduce the social and emotional problems students experienced away from home and to correct the inequity of having high schools in small White, but not small Native, communities.<sup>15</sup> An unintended consequence of these schools, however, could be poorer academic preparation for college. These small schools generally offer a more limited academic program and fewer specialized teachers than larger boarding schools. On the other hand, these schools may provide compensating advantages, such as the increased individual attention and the greater emotional security that can come from going to school in a supportive cultural environment. Thus, village high schools could conceivably be reducing, increasing, or having no effect on college success.

In order to examine this issue, at least at UAF, we compared the college success rates of village Native students who graduated from high school in the boarding school programs during 1968-1973 with students who graduated from small village high schools during 1974-1979.<sup>16</sup> In making this comparison, one must remember that the college success rates of Native students in general increased during this later period due to changes in the college environment and other factors. Thus, the issue is *not* simply whether village high school students are doing better now than those students who attended the former boarding programs. Rather, the issue is the *amount* of improvement in college success rates. For example, if village high schools were having a positive effect on Native college success rates, we would expect to see greater gains in college success for rural Native students who graduated from village high schools

<sup>15</sup>For a discussion of these issues, see: Ray Barnhardt, *Small High School Programs for Rural Alaska* (University of Alaska: Center for Cross-Cultural Studies, 1979); Judith Kleinfeld, *A Long Way from Home* (University of Alaska: Institute of Social, Economic, and Government Research, 1974).

<sup>16</sup>In some cases, students may have attended another type of high school for part of their program.

than for Native students who graduated from other types of high school programs. If village high schools were neither increasing nor reducing rates of Native college success, we would expect to see about the same improvement in college success for rural Native graduates of village high schools as for Native graduates of other types of high schools.

As Figure 6 shows, Native students from the village high schools were more successful than those from the boarding schools of an earlier period. From 1968-1974, Native freshmen entering UAF from the boarding programs had a college success rate of 21 percent; in 1975-1979, Native freshmen entering UAF from the village high schools had a college success rate of 31 percent. Students from village high schools show the same *absolute* increase in success (a 10-percent gain) during this later period as students from other types of high schools. However, the *rate* of increase is higher for the village high school graduates than for rural students who graduated from town high schools or boarding schools.

In sum, this analysis suggests that the development of village high schools has not reduced the college success of rural students who attend UAF. Whether these schools have increased Native college success rates overall depends on whether we are more interested in absolute or proportionate degrees of change. Nonetheless, village school freshmen still have lower chances of succeeding at UAF than those from other types of high schools. Fewer than one in three succeeded during 1975-1979. Improving the quality of education in rural Alaska high schools remains a central issue.

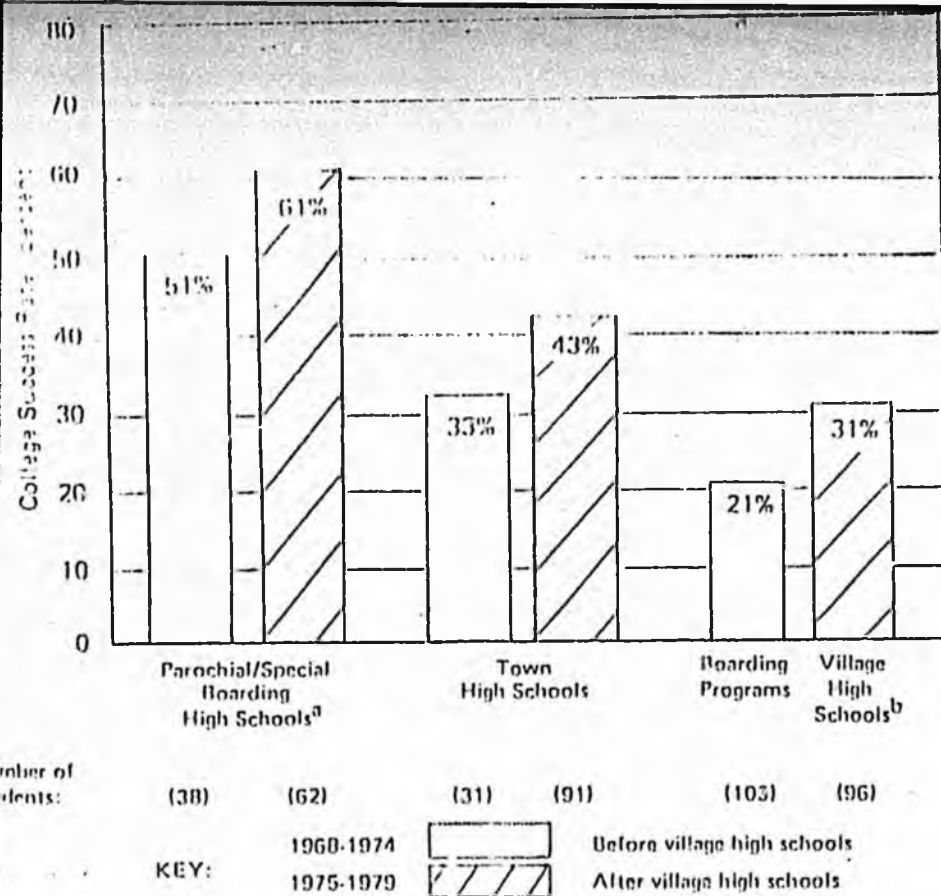
Special boarding school programs,<sup>17</sup> continue to graduate students who tend to be most successful in college. To what extent these higher rates of college success result from the schools enrolling a more academically-oriented student body and to what extent they result from the type of education occurring at the school is not clear. An intensive study of one such school, St. Mary's, suggests that, in at least this situation, student selection explains only part of the high success rate.<sup>18</sup> The higher academic expectations at the school, the informal education that occurs outside the classroom, and the climate of clear values consistent with the values of students' home villages may also contribute to college success.

### Native College Graduates at UAF: 1934-1980

The number of Native college students graduating from UAF

<sup>17</sup>Such as St. Mary's (a Catholic boarding school in southwestern Alaska) and Mt. Edgecumbe (a Bureau of Indian Affairs boarding school in Sitka).

<sup>18</sup>J.S. Kleinfeld, *Eskimo School on the Androfsky* (New York: Praeger, 1979).



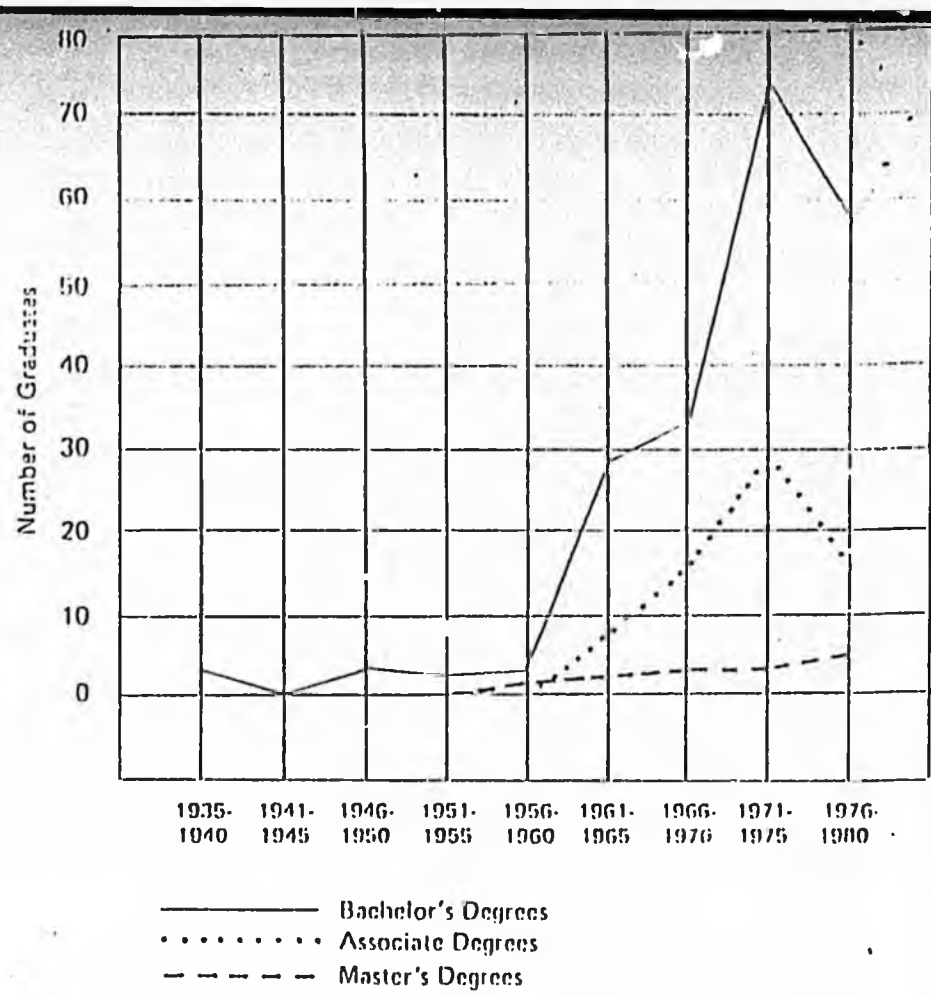
<sup>a</sup>Primarily St. Mary's students.  
<sup>b</sup>Between 1960-1974, village students attended public boarding schools and urban boarding home program. Between 1975-1979, village students attended primarily village high schools.

Source: University of Alaska, Office of Admissions and Records, supplemented by SOS staff.

Figure 6. College Success Rates of UAF Rural Native Freshmen Graduating from Different Types of High Schools Before and After Development of Village High Schools

with associate and bachelor's degrees increased through the 1960s and peaked in the early 1970s (Figure 7). In recent years, UAF has graduated fewer Native students with associate and baccalaureate degrees.

Between 1935 and 1980, UAF graduated a total of 202 Native students with bachelor's degrees and 61 Native students with asso-



Source: University of Alaska, Office of Admissions and Records, Student Orientation Services Program and X-CED Program.

Figure 7. College Degrees Awarded Alaska Natives at UAF from 1935-1980

ciate degrees. In addition, 14 Native students received master's degrees and 1 student, a doctoral degree. The number of Native students receiving baccalaureate degrees sharply increased after 1960 and continued to increase until the late 1970s. One factor accounting for this increase in Native college graduates was the development of field-based teacher-education programs in the early 1970s. In the current Cross-Cultural Educational Development Program (X-CED,

(formerly ARFTC), students complete coursework primarily at home, assisted by education faculty who live in rural areas and travel to students' villages. Between 1972 and 1980, field-based programs produced 44 Native graduates. During this period, about one-third of all UAF Native baccalaureate degrees and two-thirds of the degrees awarded Native students in the field of education went to X-CED graduates. Field-based programs during this period also accounted for half of the master's degrees awarded Natives, and two-thirds of those master's degrees awarded in education. The decline in Native college graduates during the late 1970s resulted from a decrease in the number of graduates from the X-CED program. The number of graduates from the campus programs remained virtually identical between 1971-1975 and 1976-1980, while the number of graduates from field-based programs dropped slightly over 50 percent. According to X-CED staff, this drop resulted in part from a major change in the delivery structure and a discontinuation of the stipend for participating students.

In the 1970s, education was the major degree field of most Native students who received bachelor's degrees (Figure 8).<sup>19</sup> Only 10 students received degrees in business management. Only 5 Native students graduated with degrees in the natural sciences.

In short, large groups of Native graduates from UAF are being prepared for careers in schools and perhaps social service organizations. Comparatively few are being trained for work in the Native profit corporations or in other business fields.

Another trend is the fewer number of Native men, compared to women, who are receiving baccalaureate degrees.<sup>20</sup> Between 1972 and 1980, about two and a half times more Native women than men received bachelor's degrees. From 1976 to 1980, over three times as many Native women received degrees than men. In the spring of 1981, this trend continued with almost a 4:1 ratio of female-to-male graduates. Moreover, Native women outnumber men in every degree area, even in such traditional "male" fields as business management.

This trend in favor of Native women is of recent origin. Prior to 1970, Native male college graduates (N=39) slightly outnumbered women graduates (N=33). While the numbers of all Native UAF college graduates generally decreased in the late 1970s, the decline was much steeper for men (Figure 9).

<sup>19</sup>Our records prior to 1972 contain incomplete information on major programs of study.

<sup>20</sup>In the University of Alaska system, women tend to receive more baccalaureate degrees (55 percent between July 1977 and June 1978), but the difference between men and women is slight. Alaska Department of Labor, *Women in Alaska's Labor Force*, May 1980, p. 17.

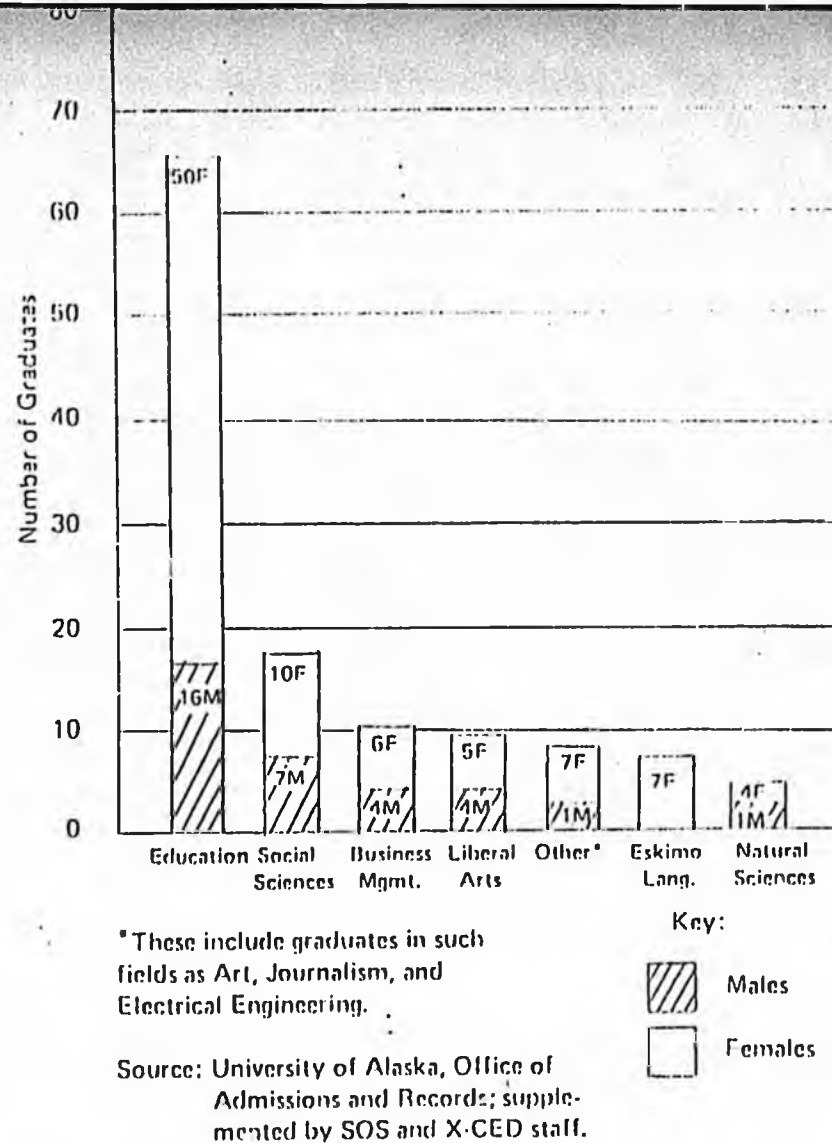
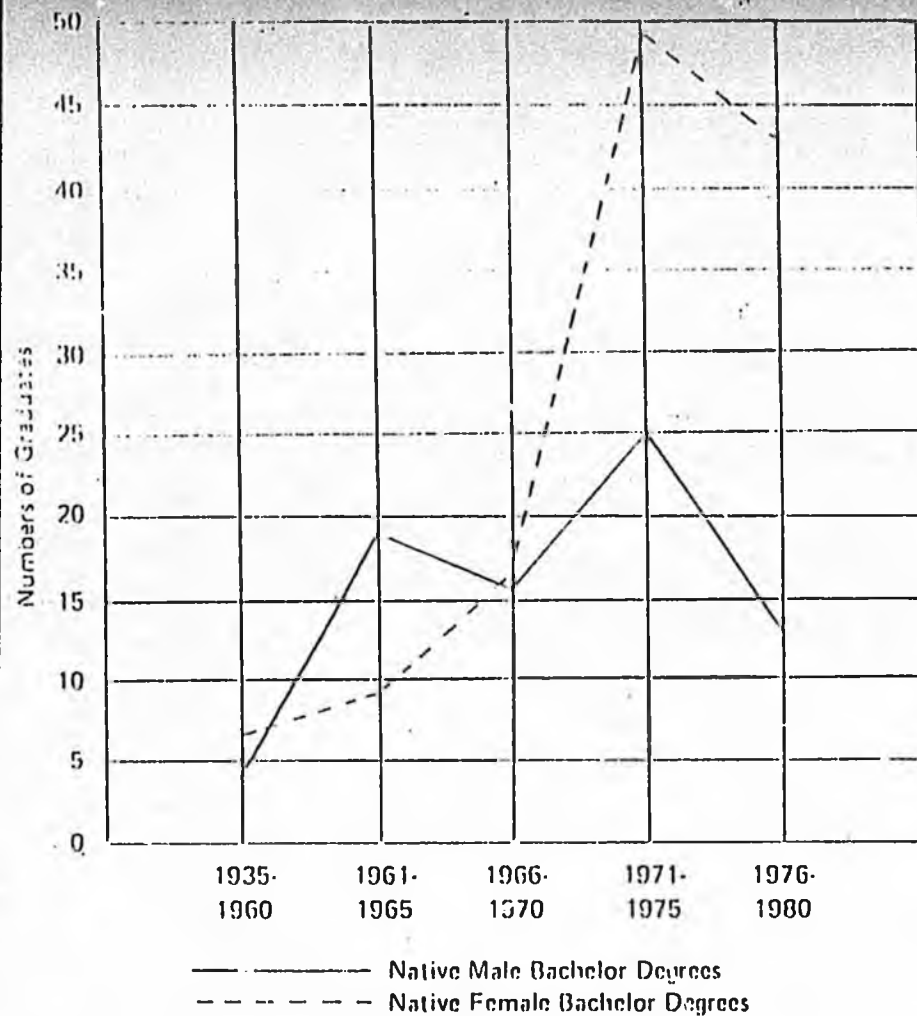


Figure 8. Bachelor's Degrees Received by Alaska Natives at UAF by Sex and Major Field of Study: 1972-1980

The greater number of women college graduates may in part result from the development of field-based teacher education programs, which account for large numbers of Native college graduates and which primarily enroll female students. It may also result from growing Native sex differentiation in career paths, with females choosing white-collar work—where higher education is a career

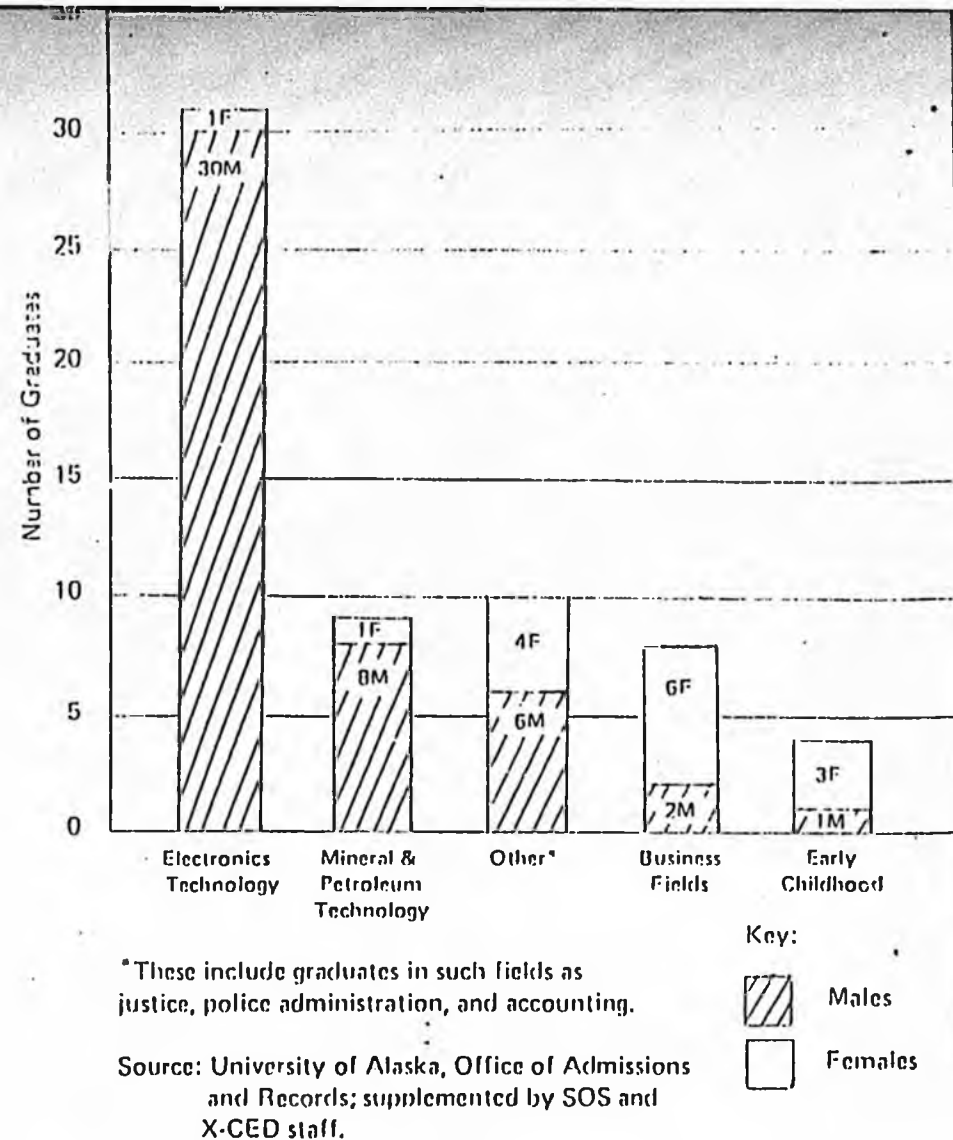


Source: University of Alaska, Office of Admissions and Records; supplemented by SOS and X-CED staff.

Figure 9. Native Bachelor Degrees by Sex at UAF from 1935-1980

advantage—and males choosing blue-collar occupations.<sup>21</sup> In associate degree fields, particularly those leading to work in electronics technology and mineral and petroleum technology, Native male

<sup>21</sup> For an example of this pattern among North Slope Inupiat, see Judith Kleinfeld, Jack Kruse, and Robert Travis, *Different Paths of Inupiat Men and Women in the Wage Economy, the North Slope Experience* (Fairbanks: Institute of Social and Economic Research Report No. 50, 1980), 63 pp.



\*These include graduates in such fields as justice, police administration, and accounting.

Source: University of Alaska, Office of Admissions and Records; supplemented by SOS and X-CED staff.

Key:

Males

Females

Figure 10. Associate Degrees Received by Alaska Natives at UAF by Sex and Major Field of Study from 1966-1980

graduates strongly outnumber females (Figure 10). Whether or not this trend continues at UAF in the 1980s and whether it is typical of colleges other than UAF should be examined.

The proportion of Native freshmen who succeeded at the University of Alaska at Fairbanks peaked in the early 1970s and leveled off during the late 1970s. Similarly, the number of Native students graduating with baccalaureate degrees reached a high in the early 1970s and thereafter declined. While political and social changes may also have been important, the rise in Native college success in the late 1960s and early 1970s coincided with a general change in university policy toward Native students. During this time, for example, the university established special programs to assist Alaska Natives, particularly the Student Orientation Services, on the main campus and the field-based X-CED program.

The leveling off of success rates in the late 1970s is partially related to a large increase in the proportion of entering Native freshmen with limited academic preparation. Despite the assistance of special programs such as SOS, Native freshmen with low ACT scores still have only about a one-in-three chance of succeeding academically. The reasons for this increase in Native students without sufficient preparation for college warrants attention. Possibly, this trend simply indicates a change in enrollment patterns. As Native youth become more knowledgeable about college options, more academically competent Native students may be choosing to attend college elsewhere. If this change is occurring, it is important to know if Native students do as well or better at other colleges which may not offer special orientation or Native Studies programs.

The decline in numbers of Native male college graduates at UAF may also be a matter for concern. First, it is important to determine if the graduation pattern at UAF is representative of other colleges. If this trend does occur elsewhere, its basis should be examined. Since the trend is recent, its cause may lie more with the impact of the social and economic changes in Alaska in the late 1970s than with traditional cultural patterns.

Fundamentally, Native college success at UAF reached a plateau in the late 1970s. The gains of the early 1970s were maintained, at least for the campus-based program. However, no substantial improvements occurred in freshmen success, drop-out rates, or numbers of Native graduates.

THE FOLLOWING DOCUMENT(S) MAY NOT FILM  
LEGIBLY BECAUSE OF POOR QUALITY OF THE  
ORIGINAL.

Close out based on enrollment of 200 students

Increase

with assistance from state & new students incl. Freshmen

952,400 (64 Program)

164,000

1,116,400

145,000 (65 Program)

75,000

220,000

1,502,000 (Personal Services)

171,000

1,673,000

2,599,400

410,000

3,009,400

Program Element

64 Utilities & Operations - increase is for opening Roy's Dorm and consists of energy, custodial, utility, communication, protection, grounds and streets costs.

65 Repair & maintenance - increases are for materials and supplies needed for additional building space required for the increase in enrollment.

Personal Services

Employees required to operate and maintain additional building space required for increase in enrollment: 1-pipefitter, 1-boiler plant operator, 2-carpenters.

THE PRECEDING DOCUMENT(S) MAY NOT FILM  
LEGIBL / BECAUSE OF POOR QUALITY OF THE  
ORIGINAL.

# STATE OF ALASKA

## DEPARTMENT OF EDUCATION

STATE BOARD OF EDUCATION

JAY S. HAMMOND, GOVERNOR

April 12, 1982

The Honorable Jalmar Kerttula  
President, Alaska State Senate  
Pouch V  
Juneau, Alaska 99811

Dear Senator Kerttula:

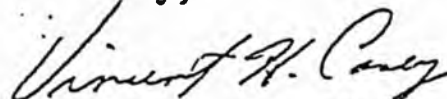
As you are probably aware, the Bureau of Indian Affairs had previously scheduled closing Mt. Edgecumbe Boarding High School at the completion of the 1981-82 school year. The Reagan Administration, after receiving much political pressure, has decided to extend the closing date to the end of the 1982-83 school year. As a first step in that planned closure, the BIA has determined that Mt. Edgecumbe will accept no freshmen students for the 1982-83 school year. As the President of the State Board of Education, I view these actions by the federal government to be in harmony with the State Board's long-held position favoring the planned, orderly withdrawal of the Bureau of Indian Affairs from Alaska Public Education and final resolution of this divisive issue in our educational structure.

A recent action by the Alaska State House of Representatives, however, threatens to strike at the very heart of our policy supporting a single public education delivery system in Alaska. On April 8, 1982, the House passed CS/HB 812 (Finance) which, if enacted, would appropriate \$1,000,000 for a 1982-83 freshman class at Mt. Edgecumbe. The funds (\$6,000,000) to extend the school for one year, were taken from monies budgeted for transition of those students into local schools. The political ramifications of providing state aid for a federal responsibility notwithstanding such an act gives rise to several educational concerns. Further, I have serious doubts with respect to the appropriateness of using state funds to support a nonpublic facility, which may or may not continue in existence, at the same time, previously committed state aid to public education is being cut below full entitlements.

Lastly, local school districts have, over the past few years, developed programs and constructed facilities with a long-range view toward absorbing existing BIA students. The action by the House is counter productive to those plans and again raises the question of whether that issue will ever be settled in a dispositive fashion.

I respectfully urge the Senate to endorse the State Board's policy of a single public educational delivery system in Alaska by opposing enactment of any legislation which would prolong the existence of Mt. Edgecumbe as currently operated.

Sincerely,



Vincent H. Casey *mlf*  
President

cc: Governor Jay S. Hammond  
Members, Alaska State Senate  
Members, State Board of Education  
Commissioner Marshall L. Lind  
DOE/MLF

# Mount Edgecumbe to stay open another year

Department of Interior officials have advised Alaska's congressional delegation that Mt. Edgecumbe school will remain open another year.

The school was scheduled to close at the end of this school year.

For many years, federal officials have recommended closing Mt. Edgecumbe. Department of Interior and state officials have been investigating educational alternatives for the 315 students who would remain at Mt. Edgecumbe after this school year.

The Alaska Congressional delegation recommended that another year was needed to investigate the options available.

To keep Mt. Edgecumbe open for another year, the Department of Interior's 1983 budget will propose a level of \$9 million to fund the day schools and Mt. Edgecumbe.

In October, BIA officials traveled to 36 villages that have day schools to discuss the impact of the school transfers. The officials reported to Secretary of Interior James Watt, and their findings will determine the number and location of schools to be transferred.

Because of the great uncertainty over the continued role of BIA education programs in Alaska, the Alaska Congressional delegation sent a joint letter to Secretary Watt urging him to develop a plan for the orderly transfer of the schools to the state. They recommended the plan be developed in consultation with the state and Alaska Native groups and that it address all issues raised by the transfer.

Senator Stevens, who is a member of the Interior Appropriations sub-

## *Mt. Edgecumbe to stay open*

Continued From Page 1

committee, is investigating the possibility of a transition period of one year for the day schools. This would allow more time to consult with villages affected and develop a detailed plan on the transfer of the schools to the state. "I plan to chair the hearings on March 19 before the Senate Appropriations Committee on this proposal. I want to determine what the plans are for an orderly transition and for upgrading and repair of the facilities," the senator said.

Continued On Page 3, Col. 3



# United States Department of the Interior

OFFICE OF THE SECRETARY  
WASHINGTON, D.C. 20240

MAR 10 1982

Honorable Jay S. Hammond  
Governor  
State of Alaska  
Juneau, Alaska 99811

Dear Governor Hammond:

On February 10-11, 1982, representatives from the Bureau of Indian Affairs and the State of Alaska met in Juneau to identify specific Alaska BIA day schools to be transferred to the State of Alaska at the end of the 1981-82 school year. The Bureau certainly appreciates the cooperative effort and assistance provided by Ms. Carol Burger and Commissioner Marshall Lind. The Bureau has given serious consideration to those issues raised by the State of Alaska and I wish to assure you that the Bureau is committed to making the process of school transfers as smooth as possible.

We have developed two options:

Option I:

The following schools has been identified for the transfer at the end of the 1981-1982 school year:

- |                  |                  |
|------------------|------------------|
| -1. Goodnews Bay | 9. Scammon Bay   |
| -2. Napakiak     | -10. Napakiak.   |
| -3. Oscarville   | 11. Stebbins     |
| -4. Quinhagak    | 12. Savoonga     |
| 5. Nightmute     | 13. Gambell      |
| -6. Kwigillingok | -14. Kionuk      |
| 7. Alakanuk      | 15. St. Michael  |
| -8. Kwethluk     | 16. Nunapitchuk. |

The remaining 21 schools will be transferred to the State of Alaska at the end of the 1982-83 school year. We will operate Mt. Edgecumbe for one more year.

Option II:

We will operate Mt. Edgecumbe for one more year.

All 37 day schools will be transferred at the end of the 1981-82 school year. All monies not use for the operation of Mt. Edgecumbe and separation costs for day school teachers will be transferred to the State. That will be approximately \$5.9 million.

During the month of October 1981, the Bureau visited 36 of the 37 villages and explained the proposed transfer. We listened to the concerns of the village people, as well as our own education staff. Only after careful deliberation with you and your staff and consultation with the Alaska villages has the Bureau developed these options.

Due to budgetary constraints and the State of Alaska's desire and willingness to operate a single education system for all Alaska children, it is the Bureau's position that the education needs of the native children attending these 37 BIA day schools can best be met by effecting the transfer of all schools.

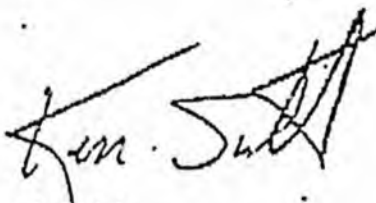
Our position concerning fuel, supplies, and equipment on order for the 16 schools to be transferred this fiscal year has not changed since our December 17, 1981 letter. Those items currently on order through the Bureau's purchasing system will be delivered.

Concerning costs of facility upgrading, we do not anticipate any funds to be made available to the State of Alaska for purposes of capital improvements. We do, however, intend to complete planned improvements to five schools in FY 1982 valued at \$2.1 million. Three of these five projects involves a school scheduled for transfer this year.

The Bureau has notified all 37 villages of the transfer at the end of the current year. Should you decide Option I is the best procedure for the State of Alaska at this time, please inform us by March 30, 1982 as we must begin issuing employment contracts for the remaining 21 day schools.

The Juneau Area Director has the responsibility for implementing the transfer and will be in contact with your staff in the near future.

Sincerely,



Assistant Secretary - Indian Affairs

# COMPREHENSIVE CONSOLIDATION PLAN

**Mt. Edgecumbe High School  
Sitka, Alaska**

**15 May 1980**

**Juneau Area Office  
Bureau of Indian Affairs  
United States Department of the Interior**

# COMPREHENSIVE CONSOLIDATION PLAN MT. EDGECUMBE HIGH SCHOOL SITKA, ALASKA

## Introduction

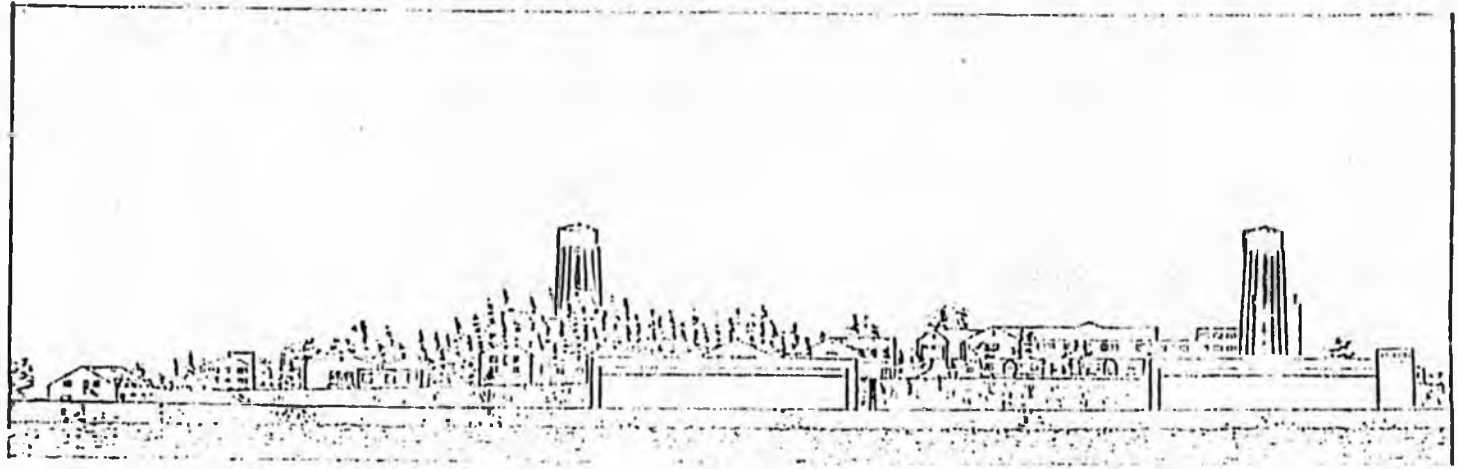
THIS CONSOLIDATION PLAN IS AN EFFORT TO REDUCE COSTS THROUGH REDUCING THE PERSONNEL AND PHYSICAL SIZE OF LAND, BUILDINGS, AND UTILITIES AT THE MT. EDGECUMBE HIGH SCHOOL. THIS IS TO BE WITHOUT DETRIMENT TO THE EDUCATIONAL QUALITY. WHEN IMPLEMENTED THIS FACILITY WILL COMPARE FAVORABLY WITH BOARDING SCHOOLS ELSEWHERE IN THE NATION.

CAREFUL CONSIDERATIONS WERE GIVEN TO MEET BUREAU STANDARDS ASSOCIATED WITH STUDENT DORM SPACE, ACADEMIC SPACE, AND SPECIAL ACTIVITIES AREAS. ALTHOUGH SPACE REDUCTIONS WERE INSTITUTED IN THE PLAN, OVER 500 STUDENTS WILL BE ABLE TO RESIDE AT THE SCHOOL WITH A CHOICE OF PROGRAMS AVAILABLE TO MEET THE HIGHEST STANDARD OF SECONDARY EDUCATION.

CONSOLIDATION OF FACILITIES INTO A CENTRAL CORE AREA UTILIZING EXISTING BUILDINGS, AND THE RELINQUISHMENT OF BUREAU OWNED AND MAINTAINED STAFF QUARTERS ENABLES A REDUCTION OF 70% OF THE LAND AREA (WITH RELATED STREETS AND UTILITIES) PRESENTLY IN USE. CONSIDERABLE SAVINGS RESULT.

AN ADDITIONAL BENEFIT OF THE PLAN RESULTING FROM THE MAJOR DECREASE IN LAND, BUILDINGS, AND UTILITIES IS THE REDUCTION IN CODE UPGRADING SCHEDULED THROUGH THE CODE REPAIR AND IMPROVEMENT PROGRAM FROM \$18 MILLION TO \$17 MILLION.

THE ULTIMATE BASIS ON WHICH TO JUDGE THE CONSOLIDATION PLAN IS ITS ECONOMICS, REFLECTED IN THE ANNUAL COST PER STUDENT. THE COST IN FY 79, BASED ON 400 STUDENTS IS \$14,900 PER STUDENT. IMPLEMENTING THE PLAN MAKES SAVINGS OF 15% POSSIBLE, WITH COSTS BASED ON 1979 DOLLARS, OF \$9,888 PER STUDENT FOR A STUDENT BODY OF 400, AND \$7,800 FOR THE LARGER ENROLLMENT OF 500 STUDENTS ENVISSONED.



View Across Sitka Channel

## The Education Program.

### Redesigned for the 1980's

MT. EDGECUMBE HIGH SCHOOL PROVIDES A FULL HIGH SCHOOL PROGRAM IN ACADEMIC, VOCATIONAL, AND PRE-VOCATIONAL SUBJECTS AND IS ACCREDITED BY THE NORTHWEST ASSOCIATION OF SECONDARY AND HIGHER SCHOOLS. THE ACADEMIC CURRICULUM INCLUDES FOUR YEARS OF ENGLISH, MATHEMATICS, SCIENCE AND SOCIAL STUDIES, TWO YEARS OF A FOREIGN LANGUAGE, COMMERCIAL SUBJECTS, PLUS ADDITIONAL OFFERINGS IN JOURNALISM, PHYSICAL EDUCATION AND PERSONAL ECONOMICS.

THE VOCATIONAL CURRICULUM IS DESIGNED MAINLY FOR PRE-VOCATIONAL OR EXPLORATORY TRAINING WHICH WILL ASSIST STUDENTS WITH DECISION MAKING REGARDING POST HIGH SCHOOL TRAINING. EXPLORATORY TRAINING IS OFFERED IN CARPENTRY, GAS AND DIESEL MECHANICS, PLANT MAINTENANCE, MACHINE SHOP, WELDING, AND BASIC ELECTRONICS. OTHER ELECTIVES AND BASIC SUBJECTS INCLUDE MATH AND TENTH GRADE PRACTICAL ARTS, ADVANCED HOME ECONOMICS, AND METAL ARTS.

OVER THE YEARS, CURRICULUM REVISIONS HAVE BEEN MADE, ALTHOUGH NOT DRASTICALLY, ACCORDING TO THE ECONOMIC NEEDS OF THE STATE, THE NEEDS OF THE NATIVE POPULATION, AS WELL AS EDUCATIONAL TRENDS.

MT. EDGECUMBE HIGH SCHOOL OPERATES WITH A MAXIMUM OF 400 STUDENTS, FAR LESS THAN THE 700 AND 600 PLUS FROM 1952 TO THE EARLY 1970's. MAJOR REMODELING OF ALL DOMESTICALLY OCCUPIED IN THE MID 1950's WOOD STRUCTURES, WITH 10 TO 12 STUDENTS PER, WERE CON-

STRUCTED. PRIOR TO THAT, LIVING FACILITIES WERE OBTAINED FROM THE NAVY STYLE BARRACKS.

THE FINAL INTERIOR DOMESTIC CONSTRUCTION OF THE MID 70'S ALLOWED FOR PRIVACY AND COMFORT WITH A MAXIMUM OF FOUR STUDENTS TO A ROOM, THIS THE REDUCTION FROM THE 600-700 STUDENT ENROLLMENT TO THE PRESENT 400.

OUR ENROLLMENT THE PAST SEVERAL YEARS HAS ACTUALLY INCREASED. THE PROGRAM HAS A GOOD REPUTATION IN THE STATE AND MANY NATIVE PARENTS STILL BELIEVE MT. EDGECUMBE TO PROVIDE THE EDUCATIONAL EXPERIENCE THEY BELIEVE IS NECESSARY FOR THEIR CHILDREN.

CONTINUED EXCELLENCE IN THE EDUCATIONAL FIELD CAN BE MAINTAINED AT MT. EDGECUMBE HIGH SCHOOL AT GREATLY REDUCED COSTS. THE CONSOLIDATION PLAN FOR MT. EDGECUMBE WOULD DECREASE THE PER PUPIL COST THROUGH MORE EFFICIENT USE OF SPACE AND ENERGY TO EDUCATE OUR STUDENTS. THE DIVERSE COURSE OFFERING COLLEGE PREPARATORY, CURRICULUM, DIVERSE EXTRACURRICULAR PROGRAMS, AND PRE-VOCATIONAL COURSES WOULD CONTINUE EVEN MORE EFFECTIVELY THROUGH THE CONSOLIDATION PLAN.

FOR A LARGE NUMBER OF OUR NATIVE RURAL ALASKA STUDENTS, THE EDGECUMBE HIGH SCHOOL IS THEIR BEST OPTION TO ATTEND AN ACCREDITED HIGH SCHOOL PROGRAM. THESE STUDENTS WILL ALL SECONDARY PROGRAMS ARE NOW ACCREDITED AT THIS TIME.

WE CORRESPOND DIRECTLY WITH THE PARENTS AND COMMUNICATE WITH THE STUDENTS ATTENDING AND THOSE WHO WISH TO ATTEND. FROM THIS WE BELIEVE THERE IS CURRENTLY A REAL EDUCATIONAL NEED IN THE STATE THAT MT. EDGECUMBE HIGH SCHOOL IS MEETING.

WE BELIEVE THE CONTINUED OPERATION OF MT. EDGECUMBE HIGH SCHOOL BY THE BUREAU FOR ANOTHER TEN TO FIFTEEN YEARS WILL BE OF GREAT EDUCATIONAL BENEFIT AND SERVICE TO MANY NATIVE PEOPLE IN THE STATE OF ALASKA. WE ALSO BELIEVE SUCH AN EFFORT IS NECESSARY TO CONTINUE THE PROGRESS MADE BY THE NATIVE PEOPLE IN THE STATE TOWARD THE ATTAINMENT OF EQUAL EDUCATION HANDBOOK IN THEIR OWN NATIVE AFFAIRS AND THEIR OWN INTERESTS.

COMMUNITY PARTICIPATION, NATURALLY, IN THE EDGECUMBE HIGH SCHOOL'S GREATEST COMMUNITY CONTRIBUTION BEYOND ITS EDUCATIONAL PROGRAM, ACTIVITIES COMBINED IN THE COMMUNITY OF SITKA. MT. EDGECUMBE GATHER PARTICIPANTS FROM MT. EDGECUMBE HIGH SCHOOL STUDENTS AND EMPLOYEES ALIKE.

#### Future Needs:

THE FUTURE NEEDS OF THE PAST SEVERAL YEARS HAS ALREADY BEEN MET. THE PROGRAM HAS A GOOD REPUTATION IN THE STATE AND MANY NATIVE PARENTS BELIEVE MT. EDGECUMBE TO PROVIDE THE EDUCATIONAL EXPERIENCE THEY BELIEVE IS NECESSARY FOR THEIR CHILDREN.

# COMPREHENSIVE CONSOLIDATION PLAN MT. EDGE CUMBE HIGH SCHOOL SITKA, ALASKA

## A New Campus Plan

THE CONSOLIDATED PLAN IS COMPACT, EFFICIENT, AND BEAUTIFULLY SITUATED ON THE SHORES OF SITKA CHANNEL. TRACK AND FIELD, TENNIS, AND OTHER ATHLETIC ACTIVITIES ARE SITED IN A PARK-LIKE SETTING AT WATER'S EDGE. TWO MAJOR BUILDINGS HAVE BEEN TOTALLY REVITALIZED FOR CLASSROOM, ADMINISTRATIVE, AND ATHLETIC USE, AND VOCATIONAL EDUCATION AND FACILITY MANAGEMENT SHOPS AND OFFICES.

A DORMITORY COMPLEX RISES ABOVE THIS FIRST LEVEL, CENTERED AROUND A LIBRARY/MULTIMEDIA/STUDENT STUDY CENTER. A SCHOOL CAFETERIA, KITCHEN, AND HOME ECONOMICS CLASSROOMS ARE EASILY ACCESSIBLE.

A ROLLING WOODLAND PROVIDES AN IDEALIC BACKDROP TO THIS ACADEMIC COMPLEX. ANOTHER DORMITORY BUILDING JUST OVER THE HILL COMPLETES THE CAMPUS PLAN.

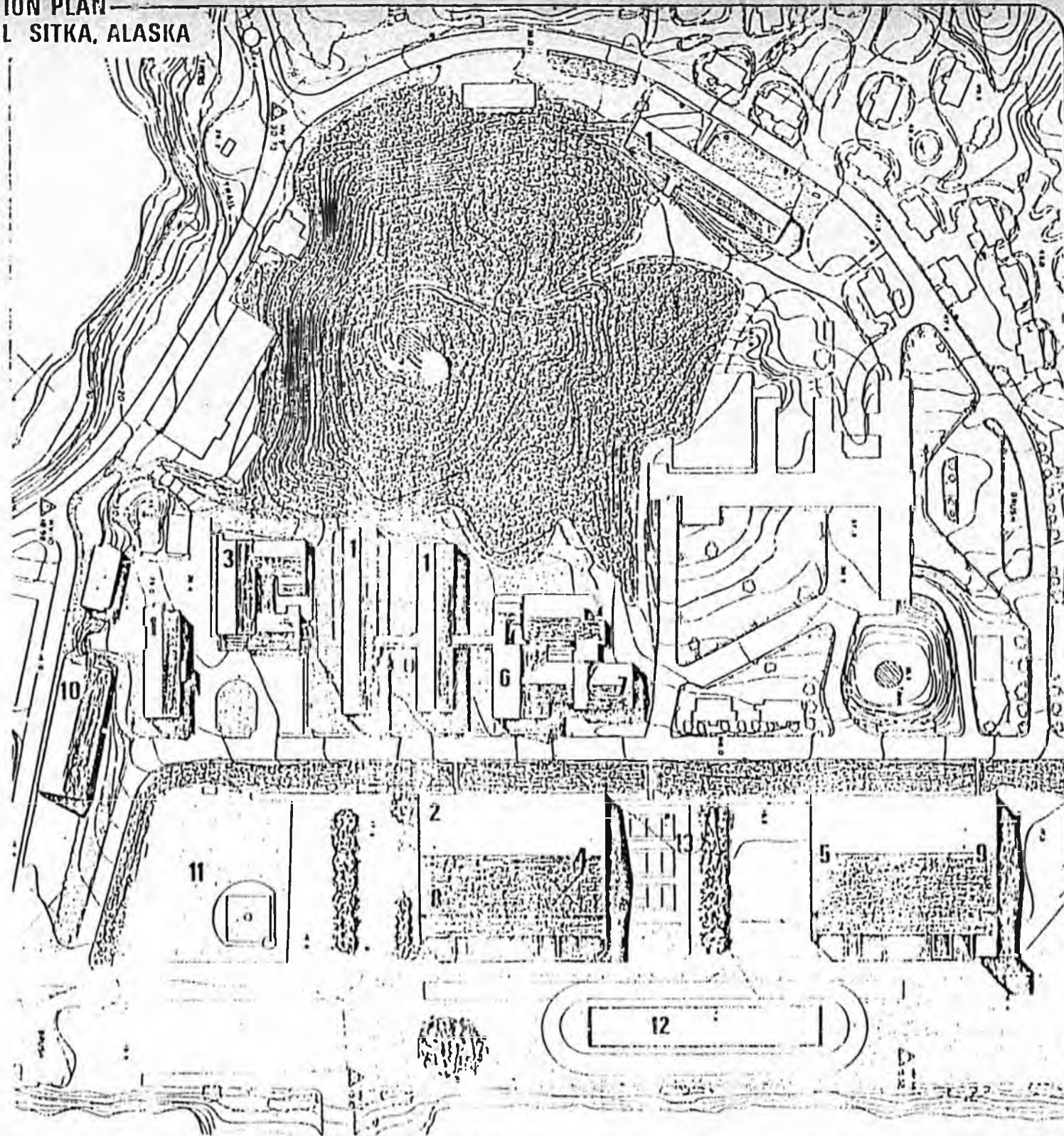
CONSOLIDATION GREATLY REDUCES THE COST OF SITE AND BUILDING MAINTENANCE. BUREAU-OWNED LAND AND FACILITIES ON ALICE AND CHARCOAL ISLANDS AND PORTIONS OF JAPANESE ISLAND WILL BE ABANDONED. THE FINAL CAMPUS CONSISTS OF FIFTEEN BUILDINGS ON ONE 27.4 ACRE PARCEL. UTILITY COSTS ARE THEREBY REDUCED BY 65%. ROAD AND SIDEWALK MAINTENANCE COSTS ARE DIMINISHED BY 75%.

CONSOLIDATION WILL ULTIMATELY RESULT IN AN EMPLOYEE REDUCTION OF 40% AND A TOTAL ANNUAL ENERGY COST SAVINGS OF \$500,000. EDUCATIONAL QUALITY WILL NOT ONLY BE MAINTAINED BUT GREATLY ENHANCED BY THIS NEW PLAN.

### Key To Site Plan

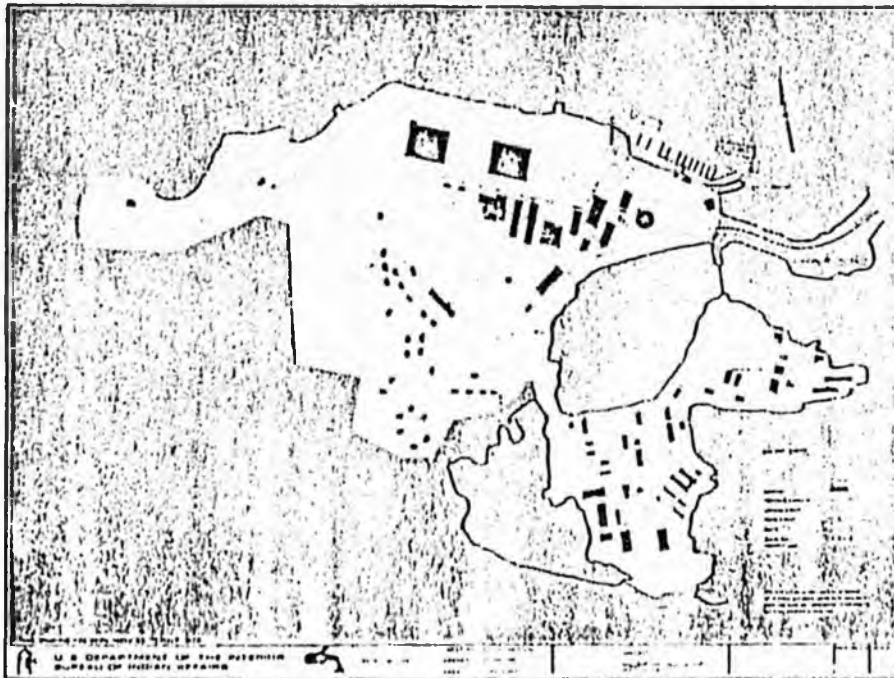
- 1 DORMITORIES
- 2 ACADEMIC CLASSROOMS
- 3 LIBRARY/MULTIMEDIA/STUDY CENTER
- 4 ATHLETICS/AUDITORIUM
- 5 VOCATIONAL EDUCATION
- 6 CAFETERIA/KITCHEN/BAKERY
- 7 PERSONAL ECONOMICS CLASSROOMS
- 8 ADMINISTRATION
- 9 FACILITY MANAGEMENT
- 10 RECEIVING/PROPERTY AND SUPPLY
- 11 BALLFIELDS
- 12 TRACK AND FIELD
- 13 TENNIS COURTS

Consolidation Site Plan

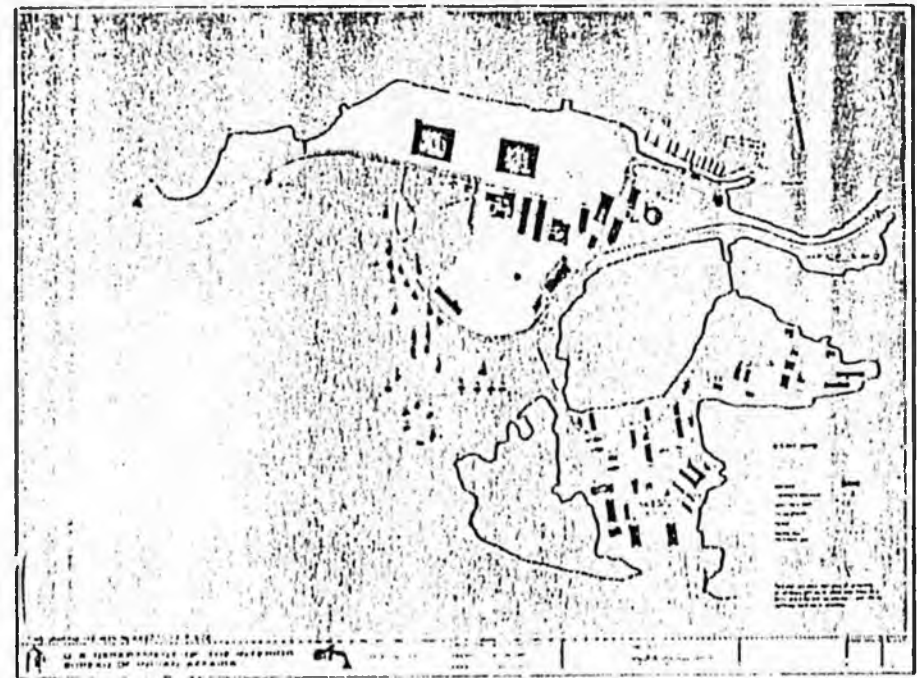


**COMPREHENSIVE CONSOLIDATION PLAN  
MT. EDGE CUMBE HIGH SCHOOL SITKA, ALASKA**

**Better Land Utilization, More Efficient Physical Plant**



Existing Site Plan



Consolidated Site Plan

By greatly reducing the number of buildings and land area, the consolidation plan will result in better land use and a more efficient physical plant.

**FACILITIES AND LAND**

	Existing	Consolidation Plan
NUMBER OF BUILDINGS	98	15
TOTAL BUILDING AREA, SQ. FT.	404,465	278,500
LAND AREA, ACRES	127.4	27.4

**UTILITIES**

	Existing	Consolidation Plan
WATER LINES, L.F.	23,500	8,000
SEWER LINES, L.F.	21,300	7,400
ELECTRIC LINES, L.F.	27,500	8,200
STEAM LINES, L.F.	5,500	0

**ROADS**

	Existing	Consolidation Plan
PAVED AND UNPAVED, FT.	21,250	5,200

**ENERGY CONSUMPTION**

	Existing	Consolidation Plan
FUEL OIL, GALLONS/YEAR	797,132	133,951
FUEL OIL COST PER YEAR	\$351,339	\$117,877
ELECTRICITY, KWH/YEAR	3,608,677	1,060,000
ELECTRICITY COST PER YEAR	\$171,414	\$97,500
ENERGY USE, 1000 BTU/YEAR	159,044,000	41,775,000

**TOTAL ANNUAL ENERGY COST**

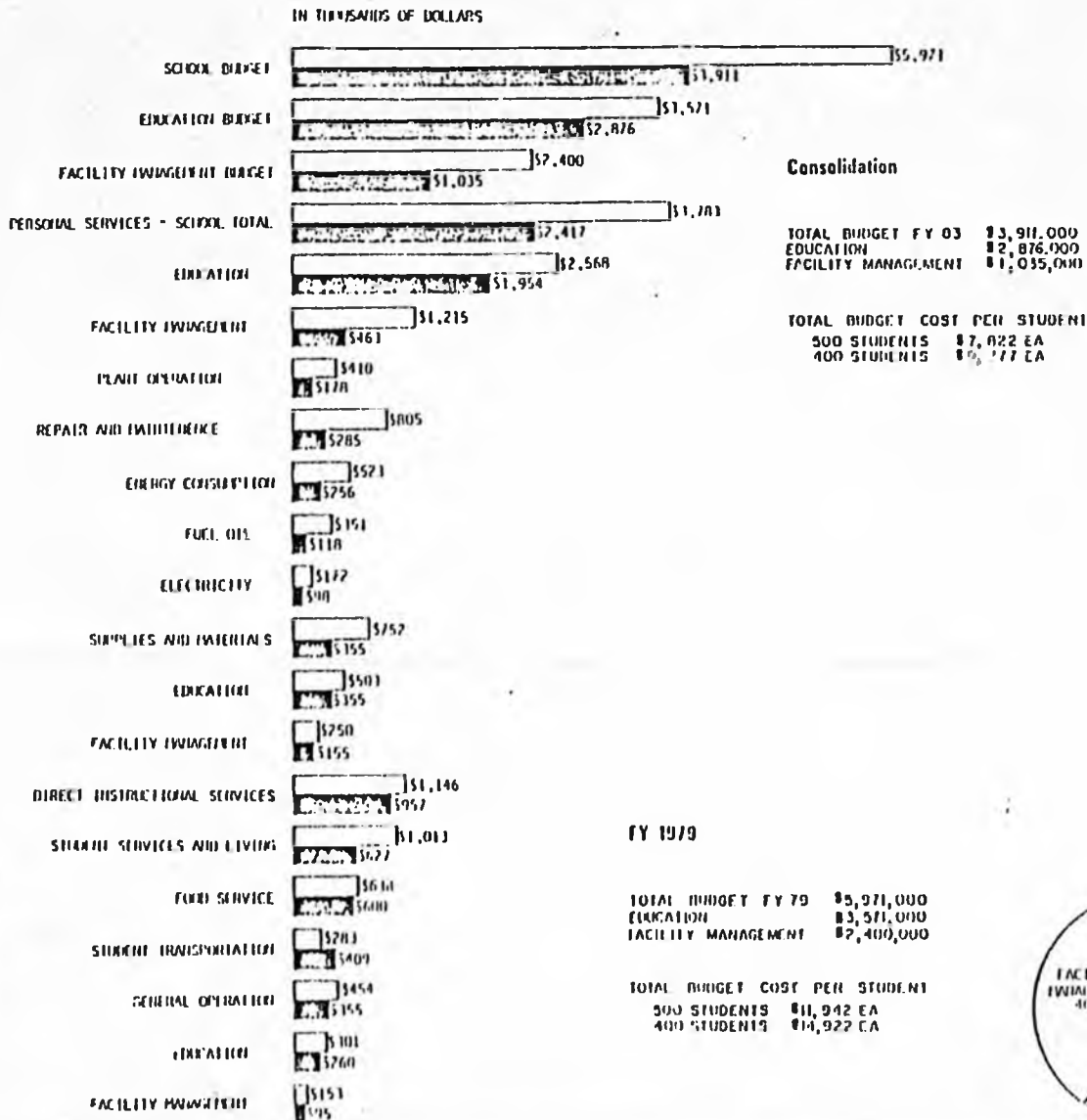
Existing	\$572,753
Consolidation Plan	\$215,377

NOTE: ALL COSTS IN 1979 DOLLARS

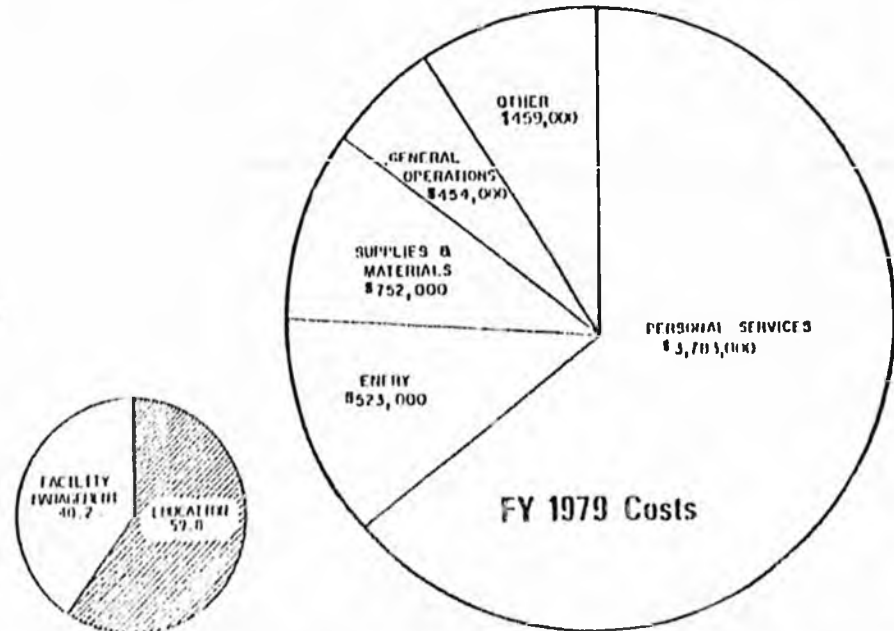
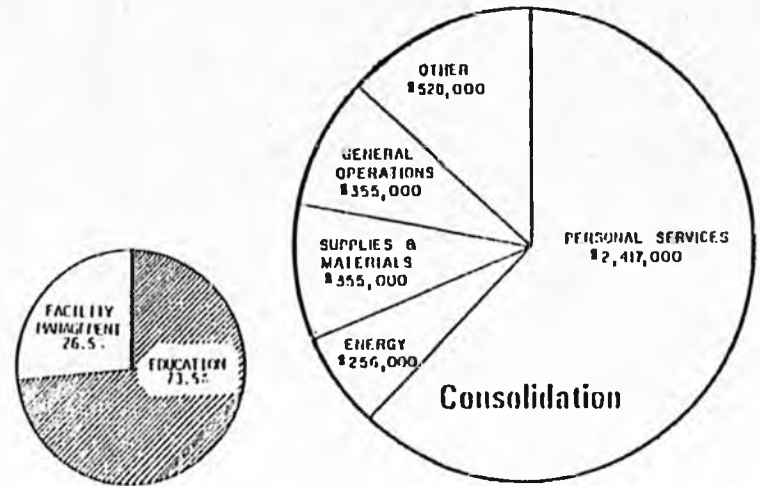
# COMPREHENSIVE CONSOLIDATION PLAN MT. EDGE CUMBE HIGH SCHOOL SITKA, ALASKA

## Lower Annual Operating Costs

### Budget Expenditures By Category



### Annual Budget Expenditures





# COMPREHENSIVE CONSOLIDATION PLAN MT. EDGE CUMBE HIGH SCHOOL SITKA, ALASKA

## Mt. Edgecumbe. An Historical Perspective

THE MT. EDGE CUMBE COMPLEX WAS CONSTRUCTED AS A WAR EFFORT IN THE EARLY 1940'S. THE US NAVY BASE AND US ARMY'S FORT RAY WERE TRANSFERRED TO THE DEPARTMENT OF INTERIOR ON AUGUST 15, 1946 AND BECAME MT. EDGE CUMBE COMPLEX. IN FEBRUARY 1947, THE BUREAU OF INDIAN AFFAIRS OPENED A BOARDING SCHOOL WITH 347 STUDENTS AND 9 STAFF MEMBERS. IN 1958, THE ALASKA NATIVE SERVICE OF THE BIA ADDED TO WHAT WAS ORIGINALLY A US NAVY DISPENSARY DURING WORLD WAR II, A MODERN FIVE STORY GENERAL HOSPITAL, A TRUNK AIRPORT CONSTRUCTED IN 1967 FOLLOWED BY A BRIDGE CONNECTING THE ISLAND TO SITKA ALTERED THE LOCAL LIFE STYLE DRASTICALLY.

TODAY, 127 ACRES REMAIN OF THE ORIGINAL 250 ACRE MILITARY INSTALLATION. THERE ARE 167 BUILDINGS WHICH TOTAL 786,000 SQUARE FEET OF SPACE, HOUSING VARIOUS FEDERAL AGENCIES. THE BIA MANAGES FACILITIES OF A COMMON SERVICE NATURE FOR THIS AND OTHER GOVERNMENT AGENCIES ON A COST REIMBURSEMENT BASIS. THE COMMON SERVICE TYPE FACILITIES ARE COMPRISED OF PRIMARY AND SECONDARY ELECTRICAL DISTRIBUTION, AN OCEAN WHARF, A SMALL BOAT HOORAGE, A CENTRAL WATER SYSTEM, A CENTRAL SEWER SYSTEM, A LAUNDRY PLANT, A FIRE DEPARTMENT, A SECURITY SYSTEM, SANITATION SYSTEM, A CENTRAL HEATING SYSTEM, WHICH PROVIDES HEAT TO 285,000 SQUARE FEET OF BUILDING SPACE, PUBLIC GROUNDS AND A STREET MAINTENANCE SYSTEM.

TO PROVIDE UTILITIES SERVICES, OPERATION SERVICES, AND MAINTENANCE FOR THE ABOVE FUNCTIONS, FACILITIES MANAGEMENT HAS A STAFF OF 59 MAINTENANCE EMPLOYEES.

CONVERTING THIS MILITARY INSTALLATION TO A BOARDING SCHOOL ENTAILS MANY UNIQUE PROBLEMS, SOME OF WHICH TODAY, 14 YEARS LATER HAVE NOT BEEN RESOLVED. TO BEGIN WITH, THE FACILITIES WERE DESIGNED TO ACCOMMODATE NEARLY TEN TIMES THE PRESENT POPULATION OF MT. EDGE CUMBE COMPLEX. ACCORDINGLY, OPERATING COSTS ARE VERY HIGH, MOST OF THE FACILITIES ARE WORN OUT THEIR DESIGNED LIFETIME THREE TIMES OVER. THE ONLY SIGNIFICANT CHANGE IN MANY OF THE BUILDINGS FROM THEIR WAR YEARS IS THE CAMOUFLAGE PLANT. THE CRITERION OF WAR CONSTRUCTION IS EXPEDIENCE, NOT A BUILDING IN ITS ORIGINAL FORM HAD INSULATION OF ANY TYPE. MANY BUILDINGS ARE OF OBVIOUS TEMPORARY NATURE HAVING PILE FOUNDATIONS AND HIGHLY INEFFICIENT HEATING SYSTEMS.

THE TWO CLASS SYSTEM OF A MILITARY ORGANIZATION, I.E., COMMISSIONED AND NON-COMMISSIONED, LED TO PARALLEL FACILITIES IN MANY INSTANCES WHICH HAS BEEN EXPENSIVE TO MAINTAIN AND THERE IS A DISPARITY IN THE QUALITY OF CONSTRUCTION BECAUSE OF THIS. WAREHOUSING OF MATERIALS WAS BASED ON DECENTRALIZATION OF STRATEGIC MATERIALS RATHER THAN EFFICIENT USE OF SPACE AND COST EFFECTIVENESS. THE LIST GOES ON.

THE NEED FOR THE BIA TO RECONSTRUCT OR PROVIDE REPLACEMENT FACILITIES WAS APPARENTLY RECOGNIZED YEARS AGO. IN 1968, 9 MILLION DOLLARS OF A SCHOOL CONSTRUCTION PROGRAM, TOTALING 22 MILLION DOLLARS BECAME AVAILABLE. PLANS AND SPECIFICATIONS WERE PREPARED, THE WORK ADVERTISED FOR BIDS AND CONTRACTS SUBSEQUENTLY AWARDED. IN A MEETING AT SITKA OF NATIVE LEADERS, CONGRESSIONAL SENATOR AND REPRESENTATIVE, HOWEVER, IT WAS DECIDED TO STOP ALL PLANS FOR RECONSTRUCTING MT. EDGE CUMBE HIGH SCHOOL AND

CHANNEL THE MONEY TO ALTERNATIVE EDUCATIONAL PROGRAMS WHICH HAVE NOW BEEN ABANDONED. A SHORTLACK OF CAPITAL CONSTRUCTION WAS ALSO POSED AT THAT TIME AND MT. EDGE CUMBE HIGH SCHOOL WAS SCHEDULED TO BE PHASED OUT IN THREE YEARS. THE NEED TO RECONSTRUCT HAS NOT DIMINISHED SINCE 1968, BUT HAS BEEN EMPHASIZED BY SPIRALLING ENERGY COSTS. THIS BRINGS US TO THE SINGLE MOST IMPORTANT PROBLEM AT MT. EDGE CUMBE HIGH SCHOOL, WHICH IS THE LACK OF DEFINED LONG RANGE GOALS. THE BIA CERTAINLY HAS THE IN-HOUSE CAPABILITY OF CONSTRUCTING NEW FACILITIES BUT CAN REACT ONLY TO A NEED THAT WILL EXIST THROUGH THE INVESTMENT LIFE OF THE PROPOSED PROJECT. IN OTHER WORDS, HOW CAN WE JUSTIFY THE CONSTRUCTION OF PROJECT WHICH HAS AN INVESTMENT LIFE OF 10-15 YEARS ON BASIS OF A NEED THAT WILL EXIST FOR THREE YEARS. THE TRUTH IS THAT AT THE END OF THREE YEARS THE PHASE-OUT IS MOVED UP ANOTHER 3-5 YEARS. THERE EXISTS A BASIC FLAW HERE IN THE ECONOMIC LOGIC BEING APPLIED WHICH CAN EXIST ONLY IN A BUREAUCRACY. IT IS ASSUMED THAT AT THE COMPLETION OF AN AGENCY'S USE OF A PARTICULAR FACILITY IT BECOMES OF NO VALUE. WHERE A PRIVATE INDIVIDUAL WOULD SELL OR OTHERWISE CASH-OUT AT THIS POINT, THE GOVERNMENT AGENCY WRITES OFF THE INVESTMENT. THE TRUTH IS THAT THE VALUE REMAINS TO THE BENEFIT OF THE US GOVERNMENT AND ITS FUTURE OCCUPANTS.

SINCE 1975, BUILDING SPACE OCCUPIED BY THE BIA HAS BEEN REDUCED 104,000 SQUARE FEET BY CONSOLIDATED USE AND WITHOUT AFFECTING EDUCATION PROGRAMS. THIS CONSOLIDATION HAS

DONE IN-HOUSE AT MT. EDGE CUMBE BUT FURTHER CONSOLIDATION POSSIBILITIES, WITH EXCEPTION OF QUARTERS WHICH IS STILL UNDERWAY, IS NOT POSSIBLE WITHOUT CAPITAL IMPROVEMENTS. THE COMPLETION OF THE CONSOLIDATION PLAN WILL PUT MT. EDGE CUMBE HIGH SCHOOL FACILITIES ON A SOUND BUSINESS BASIS WHILE UPGRADING THOSE FACILITIES TO MEET ALL CURRENT BUILDING, LIFE SAFETY AND HANDICAP CODE REQUIREMENTS.



UNIVERSITY OF ALASKA, FAIRBANKS  
Fairbanks, Alaska 99701

INSTITUTE OF SOCIAL AND ECONOMIC RESEARCH

April 7, 1981

H. Pappy Moss  
House of Representatives  
Alaska State Legislature  
Pouch V  
Juneau, Alaska 99811

Important

Dear Pappy:

Thank you for your letter of March 7, 1981. You asked about the college success rate of Mt. Edgecumbe students. I did a special computer run for you to determine the success rate of Mt. Edgecumbe students who attended the University of Alaska at Fairbanks between 1975 and 1979. Of these 34 freshmen, the rate of college success was 50%. This success rate is substantially higher than that of students from village high schools (a success rate of 31%) and somewhat higher than village students from town high schools (success rate of 43%).

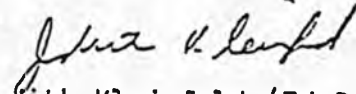
It is not possible to conclude from this higher success rate, however, that the quality of the educational experience at Mt. Edgecumbe is the responsible factor. This may be the case; however, it also may be that more academically-oriented students are entering Mt. Edgecumbe. For example, some village students who choose to go to Mt. Edgecumbe may go precisely because they consider the village high schools to offer an inadequate curriculum.

The question of whether or not Mt. Edgecumbe should stay open is, of course, an important one. Before making such a decision, it would be important to do a study of the school and take a close look at the types of students Mt. Edgecumbe is serving and the quality of the educational experience it offers. While these research findings on the college success of Mt. Edgecumbe students are encouraging, they should not be used to suggest that Mt. Edgecumbe provides exceptionally fine education without further study.

You've also asked about other types of success among the rural high school graduates. We have very little information on this question. The Alaska Department of Education has published statistics concerning the increase in the number of rural students earning high school diplomas (see attached news article). Other than this statistic, we have no information on the educational accomplishments of graduates from village high schools. I suspect there will be some reluctance to study this issue because of a widespread fear that the village high schools are not doing well. I very much doubt this is the case. Teachers, for example, who have experienced the old boarding school system as well as the village high school system speak of the greater self-confidence of the graduates from the village high schools and consider them to have many fewer problems of cultural dislocation. However, no research is available to confirm these impressions.

I hope this information is useful to you. Thank you for your letter.

Yours truly,



Judith Kleinfeld (Ed.D.)  
Professor of Psychology



UNITED STATES  
DEPARTMENT OF THE INTERIOR

BUREAU OF INDIAN AFFAIRS

MT. EDGE CUMBE SCHOOL

MT. EDGE CUMBE, ALASKA 99835

Summary of Postsecondary Plans for the Senior Class of 1981

University or College Enrollment:

- 2 Alaska Pacific University, Anchorage
- 5 Sheldon Jackson College, Sitka
- 1 Kenai Community College, Kenai
- 1 Oregon College of Education, Monmouth
- 14 University of Alaska, Fairbanks
- 1 Tanana Valley Community College, Fairbanks

This is 34% of the Senior Class. All have been accepted and filled out necessary financial aid forms.

Adult Vocational Training:

- 6 Alaska Skill Center, Seward
- 3 Hutchinson Career Center, Fairbanks
- 1 Bates Technical College, Tacoma
- 1 Alaska Business College, Anchorage

This is 16% of the Senior Class. Three of the above are continuing training while waiting to be accepted into apprenticeship programs.

There are 70 graduating Seniors with 35 or 50% attending a postsecondary institution.

Other Seniors are planning on the military; have jobs arranged in their home areas; intend to take correspondence classes while at home; still are formulating postsecondary plans; or were unable to make a definite decision on their plans.

POST HIGH SCHOOL SPECIALISTS AT MT. EDGECUMBE HIGH SCHOOL

Inupiat community of the North- Allen Stevens  
Tanana Chiefs- Ms. Joseph  
Association of Village Council Presidents- Olinka Nicolai

Marines  
National Guard  
Coast Guard  
Army  
Air Force

University of Alaska- Fairbanks  
Sheldon Jackson College  
Alaska Pacific University- Bob Costigan  
University of  
Seattle Pacific University  
St. Martin's  
Oregon State University  
Lewis and Clark College  
Pacific University

Equal Employment Opportunity- Aaron Isaacs  
Alaska Skill Center- Seward  
Apprenticeship Outlook Program  
Alaska Native Health Career Program

The Senate Health, Education and Social Services Committee visited the Mt. Edgecumbe High School on March 18, 1982. All buildings associated with the educational program, including dormitories, were toured. A meeting was held with administrators, staff members and counselors preceeding a question and answer period with student representatives.

The Boarding facility is a large complex of buildings, including several classroom structures, two dormitories and two hangars converted into a double gymnasium and a vocational training area (including wood shop, sheet metal, welding and auto mechanics). In addition to required educational programs, the school offers music, art, Alaska and Native studies, business education, psychology, nutrition and socialization, audio visual training and aviation education.

Although the structures are dated, they appear to be attractively maintained. Mt. Edgecumbe has been eliminated from federal funding for structural upgrading for several years. An evaluation of the facility was completed in 1979 by the B.I.A. and recommends over \$23 million (1982 dollars) to bring the buildings up to fire and life/safety codes.

The Mt. Edgecumbe budget for 1982 included \$2,795,451 for education and \$3,520,300 for facility management, for a cost of \$19,503 for each of the 323 students.

The requested budget for 82/83 is \$3,565,400, reflecting close-out year operational costs and reduced enrollment through the elimination of the freshman class. Included in this budget is transportation money for students provided to and from school on a yearly basis, and for emergencies.

Staff in all employment areas have been decreased in recent years, with 135 total employees in education and facility management, most of them local hire. The B.I.A. predicts little opportunity for federal hire for any of the employees due to the massive cut-back in personnel. Educational staff, however, may buy into 15 years of state <sup>t</sup>retirement if hired.

Because the complex is so large and requires operation of utilities for the whole island (provided on a contractual basis for the PHS hospital), there are significant demands on human and financial resources.

A comprehensive consolidation plan was drafted by the B.I.A. in 1980 to reduce the physical size of the land, buildings and utilities to a core area.

This plan significantly reduced operating costs by eliminating staff housing costs and road maintenance. Part of this area has been conveyed to Shee Atika and plans are underway for the development of a new boat harbor near the school.

What will become of Mt. Edgecumbe property should the school find no other resources is uncertain. Ownership is with the Indian Health Service, but disposal would occur through the Bureau of Land Management, presumably following a method giving federal agencies first priority and then native organizations.

Although considerable negotiation for turning the 37 B.I.A. day schools over to the Department of Education has occurred in the past year, no such discussions over the future of Mt. Edgecumbe have been included. Uncertainty over the school's continuance has been blamed for decreasing enrollments. At this time, no freshmen will be admitted this fall, with closure certain to follow the termination of the 1982/83 school year.

Senator Stevens had scheduled a hearing before the Senate Appropriations Committee on March 19 "...to determine what the plans <sup>are</sup> for an orderly transition and for upgrading and repair of the facilities." Due to the Senator's illness, this meeting was cancelled and has not been rescheduled at this time.

Naturally, more attention is centered on the future of the day schools ~~at this time~~ since the two options offered the state will close most, if not all of the schools, following the 1981/82 school year. (Note: 10 of the day schools have already notified the Department of Education of their intention to transfer to the state school system).

According to federal policy, The Department of the Interior must insure that Alaska Native entities exercise self-control in all aspects of the education process. Alaska natives have the right to elect to close Mt. Edgecumbe or contract for B.I.A. services.

25 CFR Part 31a.4, "The Assistant Secretary for Indian Affairs through the Director shall... (3) ensure that Indian Tribes and Alaska Native entities fully exercise self-determination and control in planning, priority setting, development, management, operation, staffing and evaluation in all aspects of the education process".

However, the decision to close Mt. Edgecumbe was made in the absence of native participation and has been observed by some to indicate a termination

of the federal-Native relationship. Some entities have already agreed to this termination through notification of the turnover of local schools to the state.

The B.I.A. has indicated that the Off-Reservation Boarding School Study suggested negotiation through the state and appropriate native groups the absorption of students to other alternatives. B.I.A. documents show the only option for Mt Edgecumbe students to be the state boarding school program, while acknowledging that some enrollees are drop outs from the state program, and that the Alaska Native Education Association study showed a 66% drop out rate for native students in public schools. In addition, evidence has shown that native students who transfer from Anchorage schools do not graduate from any other school in the state. This same option remains for students indicating an inability to cope with the public school system and social reasons for attendance at Mt. Edgecumbe.

A 1980 survey indicated that half of the MEHS students come from villages where there is no high school, or only a <sup>12</sup>partial school that does not include their grade level. The small increase of students to village schools would not generate sufficient revenue to provide variation and curriculum expansion in local schools in any way equal to MEHS.

In consideration of the boarding school option, significant planning time must be allocated to accomplish the transition and allow placement for the students.

The population of Mt. Edgecumbe represents statewide participation from a variety of urban and rural settings, with heaviest enrollments from the northern and southcentral parts of the state. Nearly half of the school's students come from the Bethel area.

Parents and students have indicated their criteria for attendance as: isolation at home, socialization, more curriculum opportunities coupled with a competitive atmosphere and academic achievements. Also noted was a perception of better access to alcohol and drugs combined with discrimination in public schools. Many students also come from families whose past generations have attended Mt. Edgecumbe, and view the school as a tradition. Here the native population finds themselves in an ~~an~~ <sup>IRONIC</sup> situation in asking for the continuance of Mt. Edgecumbe, only a few years after demanding a village high school program. While local schools still have priority, it seems that a boarding school is a necessary option for

some students and families. The success rate of MEHS graduates in higher education is 50%, compared to 31% for local schools. This may, however, indicate that students with academic aspirations are more likely to apply to MEHS. A significant factor at the boarding school is an atmosphere demanding responsibility and self control. Adult staff are available on a 24 hour basis and counselors work with the students in an ongoing basis to de-emphasize cultural differences, improve socialization skills and encourage healthy living habits. Alcohol and drug problems do occur, but the resources are available to deal with these areas, and the variety of recreational opportunities supply alternatives for the students' energy.

The Senate HESS Committee received a petition signed by 183 students, and 51 letters in support of the continuation of Mt. Edgecumbe. Discussion with the students revealed many reasons, similar to those noted by all students, for attending the school, as well as a desire to complete their education in the place of their choice with the option open for their younger siblings in the future.

Options for Mt. Edgecumbe:

1. Closure
2. Contract with Native Organization(s) to operate the school.
3. Contract with the state to operate the school.
4. Establishment of an alternative boarding school.
5. Expansion of boarding home program.

STATE OF ALASKA  
OFFICE OF THE GOVERNOR  
JUNEAU

JAY S. HAMMOND  
GOVERNOR

# NEWS RELEASE



FOR INFORMATION CONTACT:  
Chuck Keeschulte  
Press Secretary  
Office of the Governor  
Pouch A, Juneau, Alaska 99811

Bus. Phone: (907) 465-3500  
Res. Phone: (907) 586-1069

HAMMOND DISMISSES BIA SCHOOL TRANSFER PLAN  
3-26-82  
#45

## FOR IMMEDIATE RELEASE

JUNEAU--Alaska Governor Jay Hammond today, expressing disappointment with the "responsiveness of the Bureau of Indian Affairs," said the state will be turning to Congress to work out a reasonable transfer schedule for the assumption of Bureau of Indian Affairs day schools in the state.

Hammond is a March 25 letter to Ken Smith, the assistant secretary of Indian Affairs in the U.S. Department of Interior, said Alaska for several reasons can not enter into either of two agreements proposed by the BIA for state takeover of 37 BIA day schools in rural Alaska.

Hammond said the BIA proposal, presented to the state on March 10, called for Alaska either to take over the operation of 16 day schools this coming school year (1982-83), or under option II take over the operation of all 37 schools this coming year with the state receiving approximately \$5.9 million to help defray the operating costs. Under both options the federal government would pay for the operation of the Mt. Edgecumbe boarding school in 1982-83.

MORE

Hammond thanked Smith for agreeing to operate Mt. Edgocumbo for the coming year but said the BIA proposals for operation of the day schools fail because they do not address the policy issue of Native involvement in the transfer of the schools, and because the proposals don't give enough time to workout an orderly transfer or provide reasonable resources to accomplish a transfer.

Hammond said it is an absolute necessity to prevent the disruption of the education of 2,500 Native students in the BIA schools that more time be given to plan the transfer of the schools and upgrade the facilities to state health and safety code standards.

Hammond said that given current revenue estimates, that either of the two options would have an "enormous impact" on the state's "strained" budget. He said given the operating costs for the schools, either \$8.9 million or \$18.5 million under options I and II respectively; plus the upgrade safety costs, that it would cost the state approximately \$24.5 million or \$52.9 million to accept either option I or II.

Hammond said either course was unrealistic given that the BIA position on the transfer came so late in the state's budget cycle. Hammond also said the state can't enter into an agreement with the BIA until there is a resolution of the issue of Native village concurrence with the transfer of schools.

Hammond said that under former BIA interpretations Public Law 93-638 (the Indian Selfdetermination and Education Assistance Act) required the consent of villages before schools could be transferred. So far only about 10 of the 37 have done so. MORE

Hammond said the state is committed to establishing a single educational system in the state and has spent more than \$80 million in construction and maintenance of the 46 BIA schools which have already been transferred to the state's system since statehood.

"I had hoped that transfer of the remaining 37 schools could be worked out in the same cooperative fashion as in the past. I cannot, however, agree to a proposal that addresses only budget concerns and does not seriously address the larger policy issue affecting our Native citizens, nor does it propose a method whereby educational programs can be transferred without severe disruption of educational services statewide," Hammond wrote Smith.

"Frankly, I am most disappointed in the apparent lack of responsiveness within the policy making levels of your agency to the legitimate concerns raised by the state and our Native citizens in this matter.

"I am, therefore, left with little choice but to lay our case before Congress, and with the aid of our Congressional delegation, ask that body's help in fashioning a more equitable approach to resolution of this issue," Hammond said.



ALASKA STATE LEGISLATURE  
HOUSE OF REPRESENTATIVES  
RESEARCH AGENCY

Pouch Y, State Capitol  
Juneau, Alaska 99811  
(907) 465-3991

MEMORANDUM

October 17, 1980

TO: Rep. Richard Eliason  
FROM: Carol Biggs,<sup>CB</sup> Administrative Assistant  
RE: Closure of Mt. Edgecumbe, Research Request #169

You have asked several questions concerning the effect of the closure of Mt. Edgecumbe. Listed below are answers to each of those questions.

Question: How many students are currently enrolled in Mt. Edgecumbe?

According to an October 1, 1980 memorandum from the Registrar of Mt. Edgecumbe to the Superintendent, enrollment was 407. According to an earlier September 18, 1980 memorandum from the Principal, enrollment was 417. Both of these memoranda are attached.

Question: How many students have access to local high schools in their home villages?

The October 1, 1980 memorandum from the Registrar states there are 203 students with high schools in their village. The September 18, 1980 memorandum from the Principal shows 330 students with high schools available in their village.

We cannot explain the difference in the two figures. However, based on information obtained from Mt. Edgecumbe, the Department of Education and several Regional Education Attendance Area school districts, we compiled a list of villages with either full or partial high school programs which would meet the requirements of those students returning to their villages if Mt. Edgecumbe closed. This data indicates that 278 of the students currently enrolled at Mt. Edgecumbe have access to a full or partial high school program within their village. A second list shows villages without high schools or with high schools below the grade level required for those students who would be returning to their village if Mt. Edgecumbe closed. The number of students from these villages totals 137.

It should be noted that the figures in the listings include 99 seniors who will be beyond the high school program level by the fall of 1981. At this time, we have no way of determining how many students would be applying for enrollment at Mt. Edgecumbe next school year if it were to remain open and from which villages they might be applying.

Rep. Richard Eliason  
October 17, 1980  
Page 2

Question: What options for continuing education do students without high schools in their village have?

According to Rosita Worl, President of the Alaska Native Education Association and Senior Research Analyst for AEIDC at the University of Alaska, "The Bureau of Indian Affairs has proposed that the students might be placed in State-operated boarding home programs. (Students live with families which are usually non-Native and attend public schools, usually in Anchorage or other cities.)"

Ms. Worl states that prior experiences with this program were not successful and that "if a full scale boarding home program is the alternative to Mt. Edgecumbe, planning should be initiated prior to its implementation."

Other options suggested by Ms. Worl are continued operation and renovation of Mt. Edgecumbe; continued operation of Mt. Edgecumbe by a Native organization under government contract; establishment of an alternative boarding school; and expansion of the boarding-home program.

Attachments with this memorandum include statistical memoranda from the Registrar and the Principal of Mt. Edgecumbe, current and historical enrollment figures, graduates from Mt. Edgecumbe currently attending college, the budget for FY 79 - 81, a listing of villages with or without high schools, a paper by Rosita Worl, entitled "Implications of Mt. Edgecumbe Closure", as well as several other pertinent pieces of information.

Also attached is a copy of an August 29 listing of villages by Regional Education Attendance Area and by school district which shows grade levels available in those villages and the number of students currently enrolled in each grade. This information was provided by Kathy Hathaway of the R.E.A.A. Oversight Committee.

A meeting is scheduled at Mt. Edgecumbe with BIA officials Monday, October 20 at 7:30 p.m. to discuss the closure of Mt. Edgecumbe.

If you have questions or require further information, please let us know.

Attachments

cc: Rep. Nels Anderson

NUMBER OF MT. EDGE CUMBE STUDENTS FROM VILLAGES  
WITH HIGH SCHOOLS OR WITH REQUIRED GRADE LEVELS AVAILABLE

<u>Village</u>	<u>Number of Students at Mt. Edgcumbe</u>
<b>Anchorage District</b>	
Anchorage	13 (2 seniors)
Clarks Point (grades 4 - 10) (One student at Mt. Edgcumbe would have education available in Clarks Point next school year)	1
Dillingham	3 (1 senior)
Koliganek (A new facility at Koliganek was opened this year.)	9 (5 seniors)
Manokotak (Manokotak has a facility which is in its fourth year of operation)	5 (3 seniors)
New Stuyahok	10 (5 seniors)
Pedro Bay	1
Wasilla	1 (1 senior)
<b>Bethel District</b>	
Akiachak (A new facility was opened at Akiachak last year)	10 (3 seniors)
Akiak (A new facility was opened at Akiak two years ago)	7 (1 senior)
Alakanuk	2 (2 seniors)
Aniak	5
Bethel	6 (2 seniors)
Chevak	1
Chuathbaluk	8 (4 seniors)
Eek (grades 9 - 11)	1
Enmonak	3 (1 senior)
Fortuna Ledge (Fortuna Ledge has a new facility currently under construction and a four-year high school program is currently available)	3
Kongiganek	1
Kotlik (Kotlik has a new facility which opened this year)	4 (3 seniors)
Kwethluk (Kwethluk has a new facility which opened this year)	45 (13 seniors)
Lower Kalskag	7
Mekoryuk (Mekoryuk has a new facility)	2 (1 senior)

Napakiak (grades 9 - 10) (Napakiak has a four-year high school program available. The building is leased from the BIA)	1
Pilot Station (Pilot Station has a new facility under construction. A four-year high school program is currently available)	15 (5 seniors)
Russian Mission	1 (1 senior)
Saint Marys	1
Stony River	1
Togiak	1
Tuluksak	3 (1 senior)
Tuntutuliak (Tuntutuliak has a new facility which opened approximately four weeks ago)	24 (3 seniors)

Fairbanks District

Allakaket (grades K - 10)	2 (2 seniors)
Arctic Village	3
Barrow	14 (1 senior)
Bettles	1
Fairbanks	11 (2 seniors)
Huslia (grades 9 - 10)	1

Nome District

Ambler (grades 7 - 12)	4 (3 seniors)
Elim	5
Gambell	3
Kiana	1
Kotzebue	2
Nome	6
Point Hope	1
Savoonga	3 (1 senior)
Selawik	1
Shishmaref	1 (1 senior)
Shungnak	11 (1 senior)

Southeast District

Freshwater Bay	2
Haines	6 (1 senior)
Hoonah	2 (1 senior)
Metlakatla	1
Mt. Edgecumbe	2

Total

278

NUMBER OF MT. EDGE CUMBE STUDENTS FROM VILLAGES  
WITHOUT HIGH SCHOOLS OR WITHOUT REQUIRED GRADE LEVEL

<u>Village</u>	<u>Number of Students at Mt. Edgcumbe</u>
<b>Anchorage District</b>	
Aleknagik	4
Clarks Point (grades 4 - 10)	1
Ekwo	11 (2 seniors)
Girdwood	1
Nikolski	1 (1 senior)
Portage Creek	1
St. George	6 (2 seniors)
St. Paul (grades K - 10)	14
(Eight students at Mt. Edgcumbe would not have education available at their grade level in village next school year. The other six students are seniors this year)	
Twin Hills	4
<b>Bethel District</b>	
Anvik (grades K - 11)	1
Eek (grades 9 - 11)	3
(Two students at Mt. Edgcumbe this year would not have education available at grade level in village next school year; the other student is a senior)	
Goodnews Bay	1
Holitna River	3 (1 senior)
Kipnuk (grades 9 - 10)	1
(One student at Mt. Edgcumbe from Kipnuk is a senior this year and would not require further education in village next year)	
Napakiak (grades 9 - 10)	1
Nikolai (grades 9 - 10)	2
(One student at Mt. Edgcumbe this year would not have education available at his grade level in village next school year; the other student is a senior this year)	
Oscarville	1
Quinhagak	2 (1 senior)
Red Devil (grades K - 10)	?
(Two students at Mt. Edgcumbe would not have education available at their grade level; the other student is a senior this year)	

Fairbanks District

Allakaket (grades 9 - 10 (Seven students at Mt. Edgecumbe this year would not have education available at grade level in village next school year; two other students are seniors this year)	9
Beaver	3 (1 senior)
Huslia (grades 9 - 10) (One student at Mt. Edgecumbe would not have education available at grade level; the other three students are seniors this year)	4
Mentasta Lake	1 (1 senior)
Stevens Village	6 (1 senior)
Tetlin	1

Nome District

Kobuk	3
Diomedea	13
Shaktoolik	4
Stebbins	7 (2 seniors)
St. Michael	17 (1 senior)
Wales	6 (2 seniors)

Southeast District

Klukwan	2
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Total	<u>137</u>
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UNITED STATES GOVERNMENT

# Memorandum

TO : Superintendent

DATE: October 1, 1980

FROM : Registrar

SUBJECT: Information for Dick Eliason


Total enrollment to date is: 407

#Students with high school in village: 203\*

9th - 45      10th - 67      11th - 59      12th - 32

#Students with no high school in village/does not include their grade: 204

9th - 41      10th - 44      11th - 56      12th - 63

  
Marlene

\*Please Note: This figure is actual count of high schools of any grade in the village, i.e., if there is a 9th grade high school in a village, that student was not counted in the no high school in village count.

This count differs from the count given in the memo from the principal, his count was based on a student survey, giving totals of any high school in the village, regardless of the grade.



Buy U.S. Savings Bonds Regularly on the Payroll Savings Plan

UNITED STATES GOVERNMENT

# Memorandum

TO : Superintendent

DATE: 9-18-80

FROM : Principal

SUBJECT: Student Survey 9-16-80

Student Enrollment 417  
Students Surveyed 406

Students with high school in village	330
Students with <u>no</u> high school in village	76
Students with high school below their grade level	28
Students who attend for educational reasons	384
Students who attend for educational and social reasons	58

*Lawrence B. Welch*



1980-81

9th - 90  
10th - 117  
11th - 124  
12th - 100

TOTAL: 431 as of 8-22-80.

Additional students are accepted in  
October and December. Anticipate  
total enrollment reaching 475 students.

Districts:	<u>NBR</u>	<u>%</u>
Anchorage	92	21
Bethel	179	42
Fairbanks	52	12
Nome	92	21
Southeast	16	5

1979/80

TOTAL 461

9th - 112  
10th - 119  
11th - 129  
12th - 101

DISTRICTS:

	#	%
ANCHORAGE	99	22%
BETHEL	192	42%
FAIRBANKS	80	17%
NOME	74	16%
SOUTHEAST	16	3%

1978/79

TOTAL 461

9th - 105  
10th - 106  
11th - 145  
12th - 105

DISTRICTS:

	#	%
ANCHORAGE	105	23%
BETHEL	218	47%
FAIRBANKS	58	13%
NOME	65	14%
SOUTHEAST	15	3%

1977/78

TOTAL 462

9th - 111  
10th - 126  
11th - 146  
12th - 79

DISTRICTS

	#	%
ANCHORAGE	110	24%
BETHEL	208	45%
FAIRBANKS	57	12%
NOME	75	16%
SOUTHEAST	12	3%

1976/77

TOTAL 382

8th - 2  
9th - 81  
10th - 123  
11th - 87  
12th - 89

DISTRICTS

	#	%
ANCHORAGE	84	22%
BETHEL	185	49%
FAIRBANKS	46	12%
NOME	43	11%
SOUTHEAST	24	6%

1975/76

TOTAL 569

6th - 2  
7th - 5  
8th - 8  
9th - 186  
10th - 137  
11th - 130  
12th - 101

DISTRICTS:

	#	%
ANCHORAGE	88	15%
BETHEL	256	45%
FAIRBANKS	43	8%
NOME	108	19%
SOUTHEAST	74	13%

MT. EDGE CUMBE HIGH SCHOOL GRADUATES CURRENTLY ATTENDING COLLEGE

Fort Lewis College, Durango, CO

Carrie Mojin

Greg Moses

SHELDON JACKSON COLLEGE

Harvey Demantle

Bonnie Aloysius

Ernest Kashatok

Helen George

Helen Attungowruk .

Judy Brady

KENAI COMMUNITY COLLEGE

Carolyn Solomon

WESTERN WASHINGTON

Matthew Kookesh

SEATTLE PACIFIC UNIVERSITY

Nellie Charlie

Beverly Kashevarof

Fannie Andrew

Nelda Akelkok

ANCHORAGE COMMUNITY COLLEGE

Angie Kameroff

UNIV. OF ALASKA FAIRBANKS

Joann Kroto

Pamela Demientieff

Donna Commack

Natalie Kashatok Mueller

Helen Gray

Jessie Douglas

Martin Cleveland

Sandra Solomon

Jeannie Waska

Stanley Jack

Elias Pete

Roy Nictune

Ann Blunka

Elaine Aloysius

Linda Takumjenak

University of Alaska, Fairbanks

Richard Simon

John Chuckwak

Kathy Eningwook

Helen Pootoogoolik

Nettie David

Esther Jackson

OREGON STATE

Garfield George

Jeff Maupin

Dartmouth

Darrell Sam

Pacific University, Forest Grove, Oregon

Bedushia Nicolai

Oregon College of Education

Stanley Spein

Alice Jackson

University of Hawaii, Hilo

Sassa Bartman

University of Hawaii

Marie Noah

Alaska Pacific University, Anchorage

Edward Lockwood

Greg Nothstine

Kathy Cleveland

Jacob Redfox

Abe Redfox

Martha Peter

Mary Jim

Louie Kinegak

Leria Hurley

Marie Moses

Hi Line, Seattle

Bernadette Moses

EDUCATION BUDGET

FY 79 3.451 million  
FY 80 3.303 million - total funds  
FY 81 3.046 million - projected dollars based on 376 student ADM

BREAKDOWN

FY 79 payroll costs 2.9 million  
FY 80 payroll costs 2.1 million  
FY 81 payroll costs 1.85 million

FY 80 Student Transportation \$451,294.00  
FY 80 School Board Travel 30,000.00  
FY 80 Admin, Coaches, Employee Travel,  
and Employee hires, etc. 69,000.00  
FY 80 Supplies, Materials, Dormitory,  
Food Services 485,650.00  
FY 80 Contractual Services 12,488.00  
FY 80 Equipment 1,184.00

PROJECTED FY 81 BREAKDOWN

Student Transportation \$533,407.00  
School Board Travel 28,480.00  
Admin, Coaches, Employee Turnaround,  
New Hire, Reassignment 48,832.00  
Supplies, Materials, Food Services,  
etc. 325,862.00  
Contractual Services - - - - -  
Equipment 22,834.00  
On Campus Transportation, Vehicle  
Rental 22,000.00  
Communications/postage 17,986.00  
Shipping 31,000.00

Facility Management BY 80 Budget \$4,152,500.00  
Operations Total Budget 2,689,400.00  
(Includes utilities, services, such as janitorial, garbage, fire,  
grounds and streets, laundry operations, general operations--  
office staff, warehouse, security.)

Maintenance and Minor Repair \$ 1,463,100.00  
FY 80 Facility Management Payroll 2.78 million

## OBSERVATIONS

Mt. Edgecumbe High School is under a new funding system per P.L. 95-561. Funding for schools is based upon A.D.M. (average daily membership) of students. Our funding has decreased, as you can see, but if our enrollment remains stable, as it has for the past four years, we can expect the level of funding to remain around 2.8 million, and if we are allowed to use our quarters reimbursement in the future, the amount would remain close to 3 million, which would put us at approximately \$7,500 per pupil for the education budget, excluding the facilities management budget.

Remember, we are the lead federal agency here per a federal common services agreement, thus our large facility management work force and budget. (90% of our facilities and 50% of our dorm staff are local Natives.) Also, we have recently gone through a reduction-in-force action, last spring, because of a reduced budget. It was a major action. We cut approximately twenty-five positions and placed all education staff on furlough status last summer to meet our new budget. About 50% of the positions cut were occupied. Further cuts in staff would seriously affect programs and services to students.

In the past we paid for student transportation at the rate on one round trip per school year. Also, if there was a death in the immediate family or critical illness, the school paid that fare.

Since P.L. 95-561, we have a transportation allotment of approximately \$500,000. This is to provide for two round trips per school year, as well as emergency travel. This is a restricted fund and at least 80% must be used on transportation of students between home and school. This is a benefit in a way for families but has added to the reduction of dollars for academic programs.

### Education Staff

31½ teachers, current ratio-1:13

40 dorm staff-24 hour coverage-1:31

4 counselors, current ratio-1:104

9 kitchen staff

5½ administrators

7 clerical

3 recreation staff

ANCHORAGE DISTRICT:

Sept. 9 - 1950

Village	H.S. in Village	9	10	11	12	Total
Aleknagik	no	1	3			4
Anchorage	yes	2	4	5	2	13
Clarks Point	no	1	1			2
Dillingham	yes	1	1		1	3
Ekwok	no	5	2	2	2	11
Girdwood	no		1			1
Koliganek	9th	1	1	2	5	9
Manokotak	9th & 10th			2	3	5
New Stuyahok	<del>9th &amp; 10th</del> 12 <sup>th</sup> 5 <sup>th</sup>	2	2	1	5	10
Nikolski	no				1	1
Pedro Bay	yes	1				1
Portage Creek	no			1		1
St. George	no	1	1	2	2	6
St. Paul	9th & 10th			8	6	14
Twin Hills		4				4
Wasilla	yes				1	1

BETHEL DISTRICT:

Akiachak	no	3	2	2	3	10
Akiak		4	4	2	1	7
Alakanuk					2	2
Aniak	yes	1	1	3		5
Anvik	9th & 10th			1		1
Bethel	yes		3	1	2	6
Chevak	yes	1				1
Chuathbaluk	9-10-11		1	3	4	8
Eek	9-10-11		1	2	1	4
Emmonak	yes		1	4	1	6
Fortuna Ledge	no		3			3
Goodnews Bay	no	1				1
Holitna River	no		2		1	3
Kipnuk	9th & 10th				1	1
Kongiganek	yes	1				1
Kotlik	no		1		3	4
Kwethluk		12	10	10	13	45
Lower Kalskag	no	3	2	2		7
Mekoryuk	no			1	1	2
Napakiak	no	1	1			2
Nikolai	9th & 10th			1	1	2
Oscarville	no		1			1
Pilot Station	no	4	2	4	5	15
Quinhagak	no		1		1	2
Red Devil	9th		1	1	1	3
Russian Mission	yes				1	1
Saint Marys	yes		1			1
Stony River	yes			1		1
Togiak	yes			1		1
Tuluksak	yes		1	1	1	3
Tuntutuliak		6	8	7	3	24

ANKS DISTRICT:

Village	H.S. in Village	9	10	11	12	Total
Allakaket	9th & 10th	2	1	4	2	9
Arctic Village	yes	1	1	1		3
Barrow	yes	5	6	2	1	14
Beaver	no	1	1		1	3
Bettles	yes			1		1
Fairbanks	yes		2	7	2	11
Huslia	9th & 10th	1	1		3	5
Mentasta Lake	no				1	1
Stevens Village	no	3	2		1	6
Tetlin	no			1		1

E DISTRICT:

Ambler	9-10-11		1		3	4
Elim	no yes - 12th		2	3		5
Gambell	yes	2	1			3
Kiana	yes			1		1
Kobuk	no	1		2		3
Kotzebue	yes		2			2
Diomede	no	7		6		13
Nome	yes		4	2		6
Point Hope	yes			1		1
Savoonga	yes	1		1	1	3
Selawik	yes		1			1
Shaktoolik	no	1	2	1		4
Shishmaref	yes				1	1
Shungnak	yes		7	3	1	11
Stebbins	no	2	1	2	2	7
St. Michael	no	7	3	6	1	17
Wales	9th	2	1	1	2	6

SOUTHEAST DISTRICT:

Brookings, Oregon	yes			1		1
Freshwater Bay	yes		1	1		2
Haines	yes	3		2	1	6
Hoonah	yes				2	2
Klukwan	no	2				2
Metlakatla	yes		1			1
Mt. Edgecumbe	yes			2		2
Winslow, Arizona	yes.		1			1

28 villages - no H.S. program.  
 46 " with H.S. " includes partial programs.  
 12 " " partial H.S. program.

IMPLICATIONS OF  
MT. EDGECUMBE CLOSURE

By

Rosita Worl  
Senior Research Analyst, University of Alaska, AEIDC  
President, Alaska Native Education Association

The Department of Interior announced that Mt. Edgecumbe school will close by the end of the 1981 fiscal year. The Bureau of Indian Affairs (BIA) has operated the resident boarding high school since 1947. Four hundred Native students, including Inupiat, Yupik, Athapaskan, Tlingit, Tsimpshian, and Haida, from rural and urban areas of Alaska attend Mt. Edgecumbe. According to administrative reports, most students attend Mt. Edgecumbe by their own personal choice, citing isolation of their communities, limited curriculum in their local schools, or discrimination in public schools as reasons. The administration also reports that an increasing number of students are applying to attend Mt. Edgecumbe..

The Alaska Native Education Association (ANEA) which is represented by a nine-member board of directors oppose the closure of Mt. Edgecumbe. The directors are Alaska Natives and American Indians from all geographical regions of Alaska, and are parents and educators, including administrators, researchers, teachers, and JOM and Indian-education parent committee members. Prior to the formal announcement of the Mt. Edgecumbe closure, the Board of Directors passed a motion which first; supports the development of local schools and secondly, recognizes the need for an alternative school such as Mt. Edgecumbe. ANEA supports Mt. Edgecumbe as an alternative school provided that the facility meets the State of Alaska's life-safety standards established for schools.

The closure of Mt. Edgecumbe BIA Boarding School poses ramifications and questions in three separate areas:

- 1). Impacts on 400 students, their families and school systems
- 2). Self-Determination
- 3). Termination of the special relationship between Alaska Natives and the federal government

Impacts

Impact analysis and statements are required for federal action which may affect public lands and they should apply equally to impacts on the human environment. The displacement of 400 students and the placement of these students in one or more different schools will affect their lives, families, communities and respective school systems. Major actions of this nature require study, analysis, and planning prior to decision-making activities. Current social and educational conditions throughout Alaska are such that some students can best benefit in a boarding school environment. The reasons the students elect to attend

Mt. Edgecumbe should be assessed and the conditions which promote their departure from their home communities should be rectified. In addition, the conditions at Mt. Edgecumbe which promote academic achievement should be analyzed and replicated elsewhere.

The Bureau has proposed that the students might be placed in State-operated boarding home programs. (Students live with families which are usually non-Native and attend public schools, usually in Anchorage or other cities.) Based on prior experiences, this program cannot be viewed as an acceptable alternative since it was not beneficial to the vast majority of students who participated in the program. If a full scale boarding home program is the alternative to Mt. Edgecumbe, planning should be initiated prior to its implementation to overcome previous problems associated with this program. At the very minimum, students must be apprised of the program and planning must be done to locate homes, orient foster parents and teachers, and insure health care systems are accessible. Conditions in the urban centers where the students can be expected to be placed need to be evaluated. Anchorage schools reflect a 66 percent dropout rate of Native students prior to high school graduation as well as significantly lower test scores. The academic problems together with the social and emotional stress encountered by Native students in an urban center can be overwhelming.

Individuals find themselves in an ironic position in which they are advocating for Mt. Edgecumbe when only a few years ago they were demanding local schools be established. However, the issue today is not local school versus boarding schools since Natives continue to place the highest priority on local schools. Based on Mt. Edgecumbe records, an alternative school appears to be a necessary option for some students and families. The government has cited the high cost of operating Mt. Edgecumbe as the reason for closure. Cost was not a consideration when the federal government first implemented the boarding school program as a means to detribalize and assimilate Native Americans. Monetary considerations should not overshadow academic achievements and graduation of a high percent of Native students attending Mt. Edgecumbe.

The closure of a boarding school institution which has a demonstrated high academic achievement success rate and placement of students in a boarding home program in an environment and school system which have high dropout rates and lower test scores for Native students is contrary to educational objectives of Natives and educators.

#### Self-Determination

According to federal policy, the Assistant Secretary for Indian Affairs, Department of Interior must insure that Alaska Native entities exercise self-determination and control in planning, priority-setting, development, management, operation, staffing and evaluation in all aspects of the education process. The Department of Interior unilaterally decided to close Mt. Edgecumbe by the end of the 1980-81 school year without consultation with Alaska Natives. Alaska Natives have the right to elect to close Mt. Edgecumbe or to contract for BIA services, but the decision must be based on Native involvement and self-determination. The absence of Native participation in the decision-making negates Alaska Natives self-determination and is contrary to expressed federal policy. BIA's

disregard of the right of Native "advise and consent" pose serious ramifications for Native individuals and organizations and self-determination policy.

### Termination

The government has repeatedly reiterated that the federal, self-determination policy, does not imply termination. The federal government has the responsibility to provide comprehensive education programs and services for Alaska Natives. Abrogation of Native rights in educational decisions, transfer of education responsibility to state schools, decreasing federal appropriations for Alaska Native programs and services, and removal from Alaska of a \$6 million budget (Mt. Edgecumbe education and plant-maintenance funds) signifies that the Department of Interior is embarking on a policy of termination of federal-Native relationship. Although some Native tribes and entities may elect termination of the federal-Native relationship, the decision must be based on mutual knowledge and consent.

The initial consultation between Alaska Natives and BIA should first consider the operations of Mt. Edgecumbe. Several options can be explored including:

- (1) Closure of Mt. Edgecumbe.
- (2) Continued operation and renovation of Mt. Edgecumbe.
- (2) Contracting the operation of Mt. Edgecumbe by a Native Organization.
- (4) Establishment of alternative boarding school.
- (5) Expansion of boarding-home program.

Dr. Barlow, BIA, reported at the last AFN Human Resource Board meeting that he didn't perceive much support for the continued operation of Mt. Edgecumbe. However, the decision to close Mt. Edgecumbe is relatively recent, and has not been widely disseminated throughout Alaska.

Alaska Native students, individuals, organizations, JOM or Indian Education parent committees, and others who may either support the continued operation of Mt. Edgecumbe, recognize the need for adequate planning time prior to closure, or realize the political self-determination ramifications and the loss of a \$6 million budget for Alaska may express their position to:

Earl Barlow, Director  
Office of Indian Education Programs  
Department of Interior  
Bureau of Indian Affairs  
18th & C Streets NW Code 500  
Washington, D. C. 20245

law suit

CONSULTATION PLAN  
MT. EDGECUMBE

Consistent with recommendations made in the Off-Reservation Boarding School Study and the policies set forth in 25 CFR Part 31a.4, "the Assistant Secretary for Indian Affairs through the Director shall... (3) ensure that Indian Tribes and Alaska Native entities fully exercise self-determination and control in planning, priority setting, development, management, operation, staffing and evaluation in all aspects of the education process". The following issue paper is being presented which includes a consultation plan addressing the proposed closure of Mt. Edgecumbe.

Issue: A decision must be made regarding the restoration of the 3.5 million dollar reduction in school operations resulting from the proposed closure of Mt. Edgecumbe.

Background: The Off-Reservation Boarding School Study conducted by the Department of Interior's Office of Budget Program Review Division did recommend a phase-out approach to the closure of Mt. Edgecumbe. They further recommended that the Bureau of Indian Affairs proceed to negotiate with the State of Alaska and consult with appropriate native groups for the absorption of students from Mt. Edgecumbe into the state program or other alternatives. —

The following steps are being offered as a method of obtaining the necessary Alaska Native input and to explore appropriate alternatives.

- 1) A letter will be mailed to all Alaska Native tribes and villages notifying them of the decision to close Mt. Edgecumbe and requesting feedback on alternatives. This step will meet the requirements of Indian Education Policy 31a.4 (q)(1) Tribal Notification and involvement and program flexibility.
- 2) As a follow-up to the letter, attend the Alaska Federation of Natives Convention October 22-24 and arrange for a meeting with tribal governing bodies during the convention.
- 3) No later than January 31, 1981, conduct hearings in the State of Alaska taking into consideration the geographic areas most heavily represented in the Mt. Edgecumbe student body.

According to enrollment figures from Mt. Edgecumbe, the 400 students who attend the school come from various rural and urban areas of Alaska.

However, there are three major geographical pockets from which the students come. It is in these areas where hearings will be conducted.

- 4) As early as possible this fall, consult with the State Commissioner of Education and the State Board in cooperation with the Alaska Natives to further discuss the state boarding home program and to explore other alternatives.

Considerations relative to this consultation with the State Education Agency are 1) the adequacy of the state boarding home program; 2) appropriate

↳ adequacy is important. The parents of students should see if the program is adequate.

Relatively decided  
State School Bd. pres.

4/11/81

Handwritten notes and scribbles on the right side of the page.

orientation of students, foster parents, and teachers; and 3) determination as to how compliance with P.L. 95-608, the Indian Child Welfare Act will continue to be implemented.

Two factors which must be carefully examined during the planning for the absorption of students into the state program are 1) that some students enrolled at Mt. Edgecumbe are dropouts of the state boarding program and 2) the Alaska Native Education Association has conducted a study which shows a 66% dropout rate for Alaska Native students in the Anchorage School District. Further evidence indicates that the Native students who leave the Anchorage schools are not graduating from high schools elsewhere in the state since the Native student attrition rate for the state as a whole is ever higher.

This step—consultation with the state—will help meet the requirement of 31a.4(k) Advocacy and coordination in education matters before the Federal, state and local governments.

#### Where do the Students Come From?

Although the students come from a variety of urban and rural areas in Alaska, there are three geographical pockets where a higher population of students come from. Sixty to 65% of the students come from throughout the Bethel Area. Approximately 30 students come from the Aleutian chain and the Pribilof Island Area. Thirty to forty Athapaskan students come from the villages within the Interior. Smaller numbers of students come from other villages, areas or regions.

#### Why Are the Students at Mt. Edgecumbe?

According to the boarding school applications filled out prior to entry into the Mt. Edgecumbe School, the following criteria has been indicated as reasons for admittance:

*We have updated info from student's themselves, see attached survey.*

Isolation reasons	-	301
Social reasons	-	72
Curriculum reasons	-	34
Academic reasons	-	51
TOTAL ENROLLMENT	-	<u>458</u>

*Long w  
summing students -*

Letters from parents which accompany the applications further specify the following reasons for wanting their children to attend Mt. Edgecumbe: a) more personal costs involved to have child attend state programs b) the children do not get to come home as often c) Mt. Edgecumbe is more competitive and has more course offerings and activities than the local village schools d) better living conditions and more opportunities for specialized classes e) having other schoolmates there is "more like being at home" than living with a "strange family" f) parental opinion that there is more access to drugs and drinking in large public schools and g) discrimination in public schools.

#### Where Would the Students Go if Mt. Edgecumbe Closed?

For those students who cite isolation as a major factor in enrolling at Mt. Edgecumbe, the majority of those students could be accommodated through

the state boarding home program, and—in a few instances—through local village programs. Some of the local schools offer secondary programs only through the 10th grade, however.

For those students who cite personal preference, inability to cope with a larger public high school program, or curriculum/academic reasons, the same option would exist. However, the small increase in the number of students remaining home to attend the village schools will not generate enough additional dollars to increase the ability to provide variation, expansion and scope of the local programs. The issue then becomes one of whether the needs of students displaced from Mt. Edgecumbe can be satisfactorily met more than whether the students can be placed. This will require extensive consultation with the state and with the Alaska Natives.

#### Other Policy Considerations

Indian Education Policies — 25 CFR 31a.4 (e) Respect for family (f) Religious freedom...(i) Choice of School...(p) Education close to home and...(s) Planning maintenance and use of facilities are all specific policies which should be analyzed relative to the consultation process and the placement of these children.

#### Implementation of the Consultation Plan

The contact person at the Office of Indian Education Programs Central Office operations will be the Chief, Division of Student Support Services, Ext. 4493. This individual will be responsible for coordinating efforts between this Office, the Juneau Area Education Program Administrator and a person designated to act as a liaison with the Alaska Native tribes and villages.

- 1) The letter of notification to the Alaska Native tribal groups will be mailed no later than September 5, 1980.
- 2) Office of Indian Education Programs will coordinate with the President of Alaska Federation of Natives and their Human Resources Education Committee to set up a time on the agenda at their October convention.
- 3) OIEP will coordinate with the Alaska Commissioner of Education for a time for the Director to meet with the State Board of Education.
- 4) A person will be designated to help select sites for the hearings, notify appropriate villages, and help work out solutions to the problem of getting natives to the hearing sites.
- 5) Projected Costs: Expenses incurred in the implementation of the plan will include several round-trip airfares and possibly the expense of an Alaskan-based consultant.

3. Within the Phoenix Area (Arizona, Utah, Nevada and California), there exists ample capacity to house all of the current ORBS students that come from those states at Sherman, Phoenix and Intermountain schools (a total capacity of 2,200) without major renovations. Furthermore, a new high school on the Hopi Reservation, Arizona, is the top unfunded priority for the BIA school construction program. That school would provide space for approximately 400 Hopi students presently in ORBS, and further reduce demand for capacity in the boarding schools.

Most of the buildings at Stewart school in Nevada do not meet state-adopted structural standards for resistance to earthquake damage. Also, according to the recent facilities survey report, Stewart is grossly unsafe with regard to fire safety standards. Thus, to operate Stewart in compliance with structural earthquake and fire safety standards would require replacement of most buildings. A recent estimate of the cost to renovate Stewart included in the facilities review was \$16.8 million.

In view of the existence among the other ORBS in the Phoenix Area of capacity sufficient to accommodate all of the Phoenix Area ORBS students, and because the cost of replacing the Stewart facilities would be prohibitive, it is recommended that Stewart be closed at the end of the current school year. It should be noted that only 27 of the students at Stewart are from Nevada.

Placement priority for the next (1980-81) school year at the other Phoenix Area ORBS (Phoenix, Sherman, and Intermountain) should be given to Stewart students who are from the Phoenix Area. If needed to accommodate students from outside the Phoenix Area presently in Phoenix Area ORBS, there is space available at Flandreau, South Dakota and at Chemawa, Oregon, where a new dormitory is under construction.

4. Because the State of Alaska has an educational high school boarding program which offers placements and transportation for either the special needs of a child or to overcome isolation, it is recommended that Mt. Edgecumbe be closed. The state program covers room, board and transportation at an average per student cost of \$4,600. (The state cost however, does not reflect the \$3,500 per pupil cost borne by the local school which the student attends).

Federal funds appear to be supplanting state responsibility at Mt. Edgecumbe which has the high cost per ADM of \$18,955.

It is further recommended that the BIA should work with the State of Alaska to develop and implement a two-year phase-in of state assumption of educational boarding costs and phase-out of Mt. Edgecumbe as a BIA school.

5. It is recommended that first priority for placement in other BIA vacant positions be given to ORBS staff displaced by school closures.

RESOLUTION NO. 79-9

EKWOK VILLAGE COUNCIL

EKWOK, ALASKA

WE of Ekwok Village Council concur with Sitka Community Association Resolution  
of the Tribal Council Resolution 750-4.

Be it further Resolved that Ekwok Village Council urges all Alaska Native Organizations  
to go on record in support of continued operation of Mt. Edgecumbe High School.

For Mt. Edgecumbe High offers the best education for our children at the present time.

Duly adopted this 5th day of March 1980.

President Philip Akelchik Jr.  
Secretary Guinea Hursey

Voting Results Yes 17 NO 0