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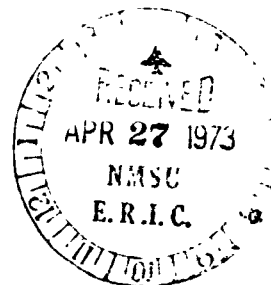
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ABSTRACT

The Johnson-O'Malley Act (JOM), passed by Congress in 1934, authorized the Bureau of Indian Affairs (BIA) to contract with the states and other political entities for educational services to American Indians. Although the rationale for the JOM program was not understood well by a high proportion of the Indian patrons of public schools or by the school administrators, the nature of JOM funding and recent developments made the evaluation of these programs an inevitable requirement. In April, 1972, the Muskogee Area Office of the BIA sent the Indian Education Section of the Oklahoma State Department of Education a 1 page set of suggestions for evaluating and monitoring JOM projects. This document was shown in its entirety. About a month later the BIA office in Albuquerque, which handles the JOM program, forwarded to the Muskogee Area Office a similar and comprehensive questionnaire which was then forwarded to the Oklahoma State Department of Education. The returns showed an almost total lack of standardized evaluation test data. Recommendations from the schools stressed the need for inservice training of personnel and changes in the program. (FF)

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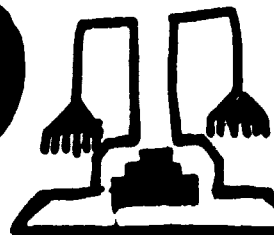
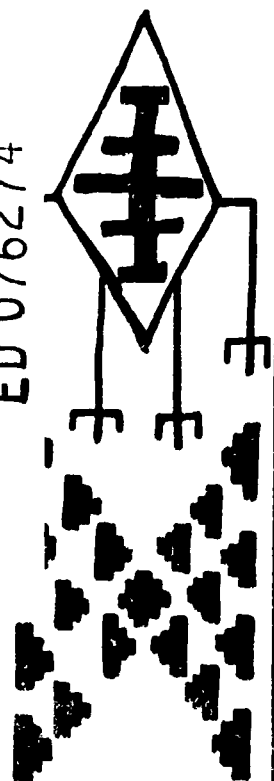
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**AN EVALUATION
of the
JOHNSON-O'MALLEY PROGRAM**

**MUSKOGEE AREA
BUREAU OF INDIAN AFFAIRS**

**L. Madison Coombs
August, 1972**



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Introduction

The Johnson-O'Malley Act, passed by Congress in 1934 and amended in 1936, authorized the Bureau of Indian Affairs, among other things, to contract with the States and political entities within States, for educational services to American Indians. For many years the Johnson-O'Malley authority was used, in addition to other purposes, to compensate States and local school districts for the loss of tax revenue occasioned by the tax exempt status of Indian land. In 1958, however, by amendment to Public Law 874, this aspect of the Federal-State relationship was brought under the "Federal impact" principle and States and school districts have since been compensated by funds administered by the U.S. Office of Education.

The Elementary and Secondary Education Act passed in 1965, through its Title I, provides for the infusion of Federal funds into States and local educational agencies under a "poverty formula"; i.e. on the basis of the number of pupils, regardless of race, whose families have an annual income below an established line. Obviously many Indian pupils count toward this entitlement, but because they are poor, not because they are Indian.

The Johnson-O'Malley Program, however, as it is now constituted, rests on a different principle. It provides additional funding to States and local school districts in order to enable the latter to furnish to Indian pupils quality education which would not be possible solely through State and local resources, and to meet educational needs which are occasioned by such things as language and cultural differences. Johnson-O'Malley funds, then, are identifiable as "Indian" in a way not true of any other.

The above explanation is set out in this introduction because there is strong evidence that the rationale for the Johnson-O'Malley program is not well understood either by a high proportion of the Indian patrons of the public schools or, indeed, by many local public school administrators themselves. It seems likely that a clearer understanding of the purposes of the program on the part of all concerned may serve to draw the schools and their Indian constituency closer together in a common purpose.

The Necessity for Evaluation

Given, then, the nature of Johnson-O'Malley funding, developments in recent times have made the evaluation of Johnson-O'Malley programs an inevitable requirement. One of these developments has been the growing national understanding of the educational problems of American Indian children and those of other disadvantaged minorities. This increasing

awareness has been reflected in the United States Congress, particularly in the Senate.

Over a recent two-year period a special Senate subcommittee on Indian education probed the efforts of both the Bureau of Indian Affairs and the public schools and gave a very adverse report of what it found. One of its targets was the administration of the Johnson-O'Malley program. Even more recently civil rights groups have drawn a bead on Johnson-O'Malley activities, claiming that appropriations were not being put to their intended use and that Indian people had little or nothing to say about it.

In spite of Congressional criticism, and there are many who feel that not all of it was warranted, the Congress has been increasingly generous in its appropriation of Johnson-O'Malley funds. At the same time, however, appropriations committees are tending to require an accounting in the form of evidence that the additional money is being used well and is getting results. One can hardly quarrel with such a requirement.

The Johnson-O'Malley Program in Oklahoma

During fiscal year 1971-72 now past, the Bureau of Indian Affairs' contract with the State of Oklahoma was for \$1.9 million. This contract covered services for the entire state, of course, whereas this report is primarily concerned with the B.I.A.'s Muskogee Area covering the eastern part of the state. The Division of Indian Education of the Oklahoma State Department of Education is supported by Johnson-O'Malley funds. Administrative costs are at a level of about \$30 thousand, covering mainly salaries of the director and the clerical staff. The State of Oklahoma makes no charge for overhead costs such as office space.

Other sizeable items were: \$56 thousand for inservice training of state and public school employees; \$37 thousand for travel costs; \$106 thousand for summer programs in schools which qualify during the regular school year; and \$170 thousand for the salaries of 14 "coordinators". Coordinators are persons who serve in a liaison capacity between schools and Indian communities and their role will be discussed much more fully later in this report. The 14 positions are about equally divided between Muskogee and Anadarko areas. There was also an item of nearly \$110 thousand for school lunches for Indian children but this expense will not recur this year since the United States Department of Agriculture is picking up the Federal contribution with its school lunch program.

The bulk of Johnson-O'Malley funds, however, go into special projects in grades K through 12. Nearly \$1.4 million of the total budget was allotted for this purpose with \$1.06 million going to 97 schools in 23 counties in the Muskogee Area.

A memorandum under date of March 14, 1972 which went out of the Oklahoma State Department of Education over the signature of the Director of Indian Education contained the following guidelines

Eligibility. The enrollment must consist of at least 10% Indian pupils (K through 12) of at least ½ degree blood or more or have a high concentration of Indian students.

Types of Programs. Teachers, teacher aides, equipment, supplies, special education classes, remedial programs, guidance and counseling services, summer programs, kindergarten, and special transportation needs. In few cases will supplies and equipment be funded.

Administrator Must Call a Meeting to select a 5 member Indian advisory board which must concur in the proposed program. No program will be approved without their written signature on it.

Preference. First preference in hiring will be given to qualified Indians.

The Evaluation Process

During the latter part of April, 1972 the Muskogee Area Office of the Bureau of Indian Affairs, following discussions within the BIA, sent to the Indian Education Section of the Oklahoma State Department of Education a brief (one page) set of suggestions for evaluating and monitoring the Johnson-O'Malley projects. This document is shown in its entirety on the following page. About a month later the BIA's office in Albuquerque which handles the Johnson-O'Malley program forwarded to the Muskogee Area Office a similar but more comprehensive questionnaire which had been developed there. This too was forwarded to the State Department of Education by the Muskogee Area Office. Late in June of 1972 the Indian Education Section of the State Department of Education forwarded the shorter and earlier questionnaire to the 97 public schools in eastern Oklahoma which had 1971-72 JOM projects with the request that they be completed. The State Department made only very minor changes in the document proposed by the Muskogee Area Office.

The questionnaire developed in Albuquerque is shown in the appendix. It was not given general distribution by the State Department. Only seven schools filled them out and the results are too fragmentary to be significant. Some comments on this instrument are included in the appendix, however.

It should be made clear that neither the Muskogee Area Office nor the BIA Albuquerque Office made any claims for the quality of their instruments. They were offered as first stage, exploratory efforts. That they have serious shortcomings is not surprising. These have been compensated for to some extent at least by on site visits to half dozen representative schools by the evaluator.

JOHNSON-O'MALLEY PROGRAMS - FY 72
Guidelines for Evaluating/Monitoring

Name of School _____ Dist. No. _____

County _____

Name and Title of Person Completing Report _____

Project Title _____

Amount Funded by Indian Education _____

Total Number of Students Served _____

Number of Indian Students Served _____

Summary of Project plan & objectives:

Budget Breakdown: (including amount for Teachers, Teacher Aides,
(amount for equipment & supplies, etc.)

Test Data (if available):
Pre & Post

How well were objectives of project accomplished (poor, fair, good,
excellent)?

How does the Project Director and or School Administrator think the
Evaluation can be improved (Short paragraph)

Recommendations and Comments:

THE RESPONSES

NUMBER AND NATURE OF THE PROJECTS

By July 25, 1972 when an evaluation of the returns was undertaken, 76 of the 97 schools in eastern Oklahoma having JOM projects had responded. This was a response of nearly 80 percent and, considering that schools were not in session and that many school administrators were not on the job was felt to be quite good. A total of 191 projects were reported by the 76 schools responding. On the following page these projects are listed by type, showing the number of each and the total funds allocated to each.

By far the most popular type of program was that of teacher aides with 66 of the 76 schools so reporting. The salaries of teacher aides accounted for more than \$350 thousand or 43 percent of the total of nearly \$815 thousand reported as having been allocated for the total of 191 projects. Judging from the brief descriptions given under the heading "summary of project plan and objectives", the principle use of teacher aides was the standard one of performing routine tasks of record keeping, duplicating of materials, etc., in order to free the teacher for her professional job of teaching. There is an occasional reference to teacher aides actually working with children. Even less frequently was the point made that the teacher aide was Indian and bilingual and thus was able to smooth the road for some of the Indian students. There is no record of how many of the teacher aides were Indian; the information was not called for and of course was not given. Presumably most of the teacher aides were Indian because of the Indian preference in hiring instruction put out by the State Department of Education.

The second most numerous project was that of kindergarten. In some cases the JOM funds enabled the school to start a kindergarten; in other cases they made it possible to hire a teacher full time rather than half time as in the past. Twenty-five of the 76 schools reported that JOM funds in the total amount of \$68 thousand were used to pay all or part of the salary of a kindergarten teacher. It should also be made clear that many of the teacher aides who have been included under that separate heading were actually assisting the kindergarten teacher. The hoped for benefits from kindergarten, as stated, were pretty much those which American educators rely on from early childhood education - the learning of concepts and vocabulary, the socialization of children, the mastery of some simple skills, and increased readiness for the first grade work.

Nineteen of the schools used nearly \$93 thousand dollars or 11 percent of the total for the salaries of counselors; either hiring counselors they had not previously had, or expanding positions from part to full time. The most frequently given expectation from counselors was increased attention to the individual needs of students in a great variety of situations. In the case of Indian students this would include familiarizing them with certain educational benefits available to them because of their Indian ancestry.

MUSKOGEE AREA - BIA

TYPE AND FUNDING OF 76 JOM PROGRAMS - 1971-72

<u>TYPE OF PROGRAM</u>	<u>NUMBER</u>	<u>AMOUNT</u>
Teacher Aides	66	\$350,132
Kindergarten	25	68,262
Remedial Programs	17	90,726
Supplies and Equipment	23	31,415
Counseling	19	92,746
Art, Music, etc.	11	60,976
Special Education	5	15,123
Transportation	8	7,848
Tutorial	4	14,086
Class Size Reduction	6	36,436
Summer Programs	2	8,353
Bilingual	1	3,223
Enrichment	3	34,295
Reimbursement for Indian Meals	<u>1</u>	<u>1,256</u>
Total	191	\$814,877

Total Number of JOM funded schools in the area-----97

Percentage of funded schools reporting-----80%

Percentage of the total funding shown by types of programs:

Teacher Aides-----43%

Kindergarten-----8%

Remedial Programs-----11%

Counseling-----11%

Remedial programs were reported by 17 schools, most frequently in the areas of reading and mathematics. Usually these programs consisted of hiring one or more additional teachers so that more time could be devoted to individual students who were retarded in their achievement. There was not much suggestion that the teachers hired had special qualifications in remedial teaching.

Eleven projects totalling nearly \$61 thousand were in assorted special fields such as music, art, health education, arts and crafts, etc. Three projects identified as "enrichment" were of a somewhat similar nature. One of these in a dormitory school, for example, was a Dale Carnegie course in public speaking.

There were only five projects classified as special education. Two of these included the services from a nearby college of a psychologist to help several emotionally disturbed children and children with severe learning disabilities. Four projects were tutorial in nature. Most of these were in connection with dormitory programs from which pupils attend public schools, with the tutorial services being provided in the dormitories.

Six of the projects involved hiring extra teachers in order to enable a reduction in the size of classes. Here again, the announced purpose was to make it possible for teachers to give more individual attention to pupils. There were two summer projects reported. These were remedial and recreational in nature. Only one project was aimed specifically at bilingual teaching.

Only 23 projects involved the purchasing of supplies and equipment at a total cost of slightly more than \$35 thousand. These expenditures which included such things as carpeting for kindergarten classrooms and equipment for music and art classes seem to be necessary and moderate. Less than \$8 thousand dollars were allotted to transportation in eight projects, most of them in kindergarten situations where half-day sessions necessitated extra transportation.

In summing up, the projects included those things which are typical of efforts in this country to provide compensatory education for children who for one reason or another are educationally disadvantaged. In a majority of projects the overriding emphasis was on hiring additional personnel in order to permit greater attention to children on an individual basis. At least these were the stated objectives and there is no evidence to suggest that these objectives were not adhered to. Presently we shall consider whether the efforts seem to have been successful, but first it may be useful to take a look at the particular educational problems of Indian children in the Muskogee Area.

The Educational Deficit and Compensatory Education

There can be no doubt that the Indian children of rural eastern Oklahoma are educationally disadvantaged. The most recent evidence of this is contained in a 1971 report of a four year longitudinal study of the achievement of Indian high school students conducted by the Southwestern Cooperative Educational Laboratory at Albuquerque and entitled An Analysis of Academic Achievement of Indian High School Students in Federal and Public Schools.*

The study found, as have many before it, that Indian children do not achieve as well in school, academically, as do white students and that the farther they go in school the greater the disparity between their achievement and national norms. The national study, Equality of Educational Opportunity,* conducted in 1965 by the U.S. Office of Education and now widely known as "The Coleman Report" after its principle author, showed this to be true not only of Indian students but of all other disadvantaged ethnic minorities, Mexican Americans, Negroes, and Puerto Ricans, as well. The Coleman Report also found the reason for this to lie not so much in the quality of the school programs as in the socio-economic conditions of the families and communities from which the children came.

The Southwestern Laboratory study also revealed, however, that by comparison with Indian students in other parts of the country the eastern Oklahoma students were lower in their achievement than those in Alaska and the Dakotas and not significantly different from those in New Mexico and Arizona. This finding confirmed an earlier one by Coombs* and his associates at the University of Kansas in the 1950's. The Southwestern Laboratory study contained other relevant information about Indian students in the Muskogee Area. Only 37 percent of the fathers and 24 percent of the mothers were regularly employed, only 19 percent of the homes had a telephone and only 44 percent of the families read a daily newspaper regularly. Sixteen percent of the fathers and 20 percent of the mothers were high school graduates. Forty-three percent indicated that English was not the language ordinarily spoken in their homes and while only 12 percent said that they did not speak English when they started to school, in view of the foregoing figure it seems probable that many others did not have a very fluent command of English.

The Southwestern Laboratory study sheds no light on the school achievement of non-Indian students in the Muskogee Area. Fragmentary test scores of recent vintage which came to the attention of the writer seem to indicate that they are achieving at or near the national norms. However, comprehensive data which the writer and his Kansas University colleagues collected some 20 years ago found the white children of rural eastern Oklahoma achieving significantly lower than the white children of North Dakota and South

*See appendix for list of references.

Dakota at every grade level.

In the face of educational deficits such as those outlined above, school people turn to such devices as have been described in the preceding section and which have come to be known as "compensatory" programs. Perhaps the most massive application of such remedies, nationally, has been under Title I of the Elementary and Secondary Education Act of 1965. The fact that these remedies have not quickly and dramatically equalized the educational attainment of minority groups with that of pupils in the general population has led to disillusion in many quarters and has led to loss of confidence in the efficaciousness of all efforts toward compensatory education. This writer does not believe that such a conclusion is warranted. What our experience should teach us is to search diligently for more effective programs, to take hope from smaller increments of gain and to find ways to better measure them, and to redouble our efforts to remove the many societal inequities which contribute to educational disadvantage such as inadequate housing and discriminatory housing patterns, lack of regular employment of parents, and inadequate health care, to mention only a few.

The Number of Children Served

	Total Children Served	Indian Children Served	Ratio
Kindergarten Projects	553	273	2 to 1
All Other Projects	24,265	8,465	3 to 1

As shown above the 25 kindergarten projects enrolled a total of 553 children of whom 273 or about half were Indian. All other projects served a total of 24,265 pupils of whom 8,465 or slightly more than one-third were Indian. It will be understood that these latter figures do not represent that many separate individuals since some pupils were served by more than one project.

Some critics in the past have taken the public schools to task for using Johnson-O'Malley funds for the benefit of non-Indian children. It is difficult to see how schools could avoid doing so without creating artificial situations which would not be in the best interests of Indian children. For example all-Indian groupings in kindergartens, remedial classes, use of teacher aides, etc. would result in a kind of segregation which schools have gone through a long and arduous struggle to avoid.

The Schools Evaluate Their Own Projects

The schools were asked, "How well were the objectives of the project accomplished (poor, fair, good, excellent)?" In most cases the principal or superintendent of the school made out the rating. There was a total of

158 ratings, some raters giving a single rating to cover all projects.
The results:

Excellent-----	90
Good-----	61
Fair-----	5
Poor-----	0
Approve-----	2

The ratings were impressively unanimous in their approval. No one said that any of the projects had failed to accomplish their objectives. Unfortunately, the ratings were highly subjective. The questionnaire did not encourage the raters to elaborate on their ratings or support them with more definitive statements and few did. The few who did are quoted here in full:

School 19 - Teacher Aides. "In our school we have one teacher and one aide for each classroom; therefore we feel the aides have helped in many ways--She helps to get the children settled down to begin work. She checks papers which gives the teacher more time in the classroom. She passes out pencils, paper, and colors to the children. She takes up lunch money and takes it to the office. Preparation of materials for the classroom and numerous other non-professional duties are assigned to the teacher aide in our school. We think that teacher aides are just great and so do the pupils."

School 19 - Kindergarten teacher. "Without the Johnson-O'Malley funds we would not be able to hire a kindergarten teacher. A classroom with wall-to-wall carpet was built for the kindergarten. It has been equipped with early childhood education needs as our foremost goal. The table and chairs are scaled down to a five year old size. Our class size of 10 or 12 is an ideal situation that has helped us to meet the individual differences. With this number we have been able to have a program of activity of first hand experiences, of learning by doing. Funds to purchase the necessary equipment and supplies for our special needs came from the JOM program. We feel each child has benefited from this project in his individual way."

School 58 - Counseling and tutoring. "Excellent!!! The Indian drop-out has been eliminated. They feel important and wanted and have improved academically. The drop-out rate among Indians has been reduced 90%."

School 31 - Music Appreciation. "The real benefits of this program will show up this coming year in improvements in the band of the

school and the number of Indian pupils in the band. Already we have an obvious interest in the little band."

School 10 - Kindergarten transportation. "All 26 children were transported and the attendance was excellent."

School 2 - Enrichment program. "Each class added to the knowledge and satisfaction of each student participant to an extent that we saw an appreciable improvement in their desire to succeed."

School 2 - Dale Carnegie Course. "Most of the students expressed themselves at the final session as having gained confidence in their ability to speak before others. They specifically recounted that they had been able to give oral book reports and in some instances they had improved their grades at school."

School 2 - Remedial reading. "Most of the children showed considerable improvement and were much more relaxed in the learning situations."

The Use of Test Data

The questionnaire contained the item - Test Data (if available): Pre & Post. The responses make an interesting hodge podge which may be summarized as follows:

Not available or not applicable-----117

Availability indicated but data not shown----- 29

Some test data shown----- 12

It seems clear that in most schools test data are simply not available. There is some indication that some schools which say they have test data are not sure what to do with it. This statement is typical of these:

School 34 - "All of our students are tested and this information is always available to your department."

Several schools made such general statements as to be almost meaningless. For example:

School 20 - Teacher aide. "Comparing of pre and post test scores shows considerable gain."

Several schools explained that they give a post test but have no pre test to compare it with. They were usually apologetic about this and resolved to give a pre test in the future.

One rather breezy comment was.

School 44 - Tutorial project "No tests - just achievement - it was great."

A number of reports were more specific if not always entirely convincing:

School 24 - Special math. "The students gained from one year progress to as high as 4 years from last year's achievement scores."

School 41 - Reduction in class size and special attention in reading. "Test results show that 81% of the students involved made greater than 1½ years of progress in their average class achievement."

School 56 - Remedial and Special education. "All students showed a gain of 1.4 for the year, with most of the improvement showing up in reading and math."

School 57 - Elementary teacher aides. "Each child averaged 1.2 grade advance."

School 58 - Counseling and tutoring. "Majority (90)% of Jr. High students above the national norms for the standardized test."

School 31 - "We have taken the average percentile scores for all children, then we have averaged those Indian children from Jones Academy who have been here two years or more and find that there is no difference in the averages. Those children who have been recently brought to the Academy are a little below average."

School 35 - had the following general comment to make. "We could evaluate results of student achievement through testing, but it would be very difficult to determine how much progress is due to Johnson-O'Malley assistance even though we know it helps the students."

We must agree with the above. Standardized survey type achievement tests are not designed to do fine, analytical type measurement. We believe that reading readiness tests would be useful and that closely controlled pre and post tests might fairly dependably measure the results of a well planned remedial project in reading or mathematics. But it seems highly unlikely that standardized tests can serve as valid measures of the benefits derived from teacher aides, counseling, or supplies and equipment where a great deal of the JOM money is going. We would agree that consistently higher achievement test scores noted over a considerable period of time might be considered as evidence that the totality of compensatory programs are getting results.

Suggestions by Respondents for the Improvement of Evaluation

The questionnaire asked How does the Project Director and/or School Administrator think the Evaluation can be improved. (Short paragraph) The responses can be categorized as follows:

Adequate as it is-----	36
No suggestion-----	34
Question obviously misunderstood-----	46
Suggestion offered-----	45

Those who designed the evaluative instrument used considered it only a minimal beginning. Its brevity, subjectivity, and serious omissions which will be commented on later mark it as inadequate. The fact that a total of 70 responses either considered it adequate or had no suggestions for its improvement suggest that those respondents were relieved at it was no more demanding. Another 46 responses seem to have resulted from a misinterpretation of the question. They seem to have assumed that the question asked how the projects might be improved, not the procedures used to evaluate them. Upon reflection it seems to us that the question is susceptible to that misinterpretation.

However, 45 suggestions for improvement of the evaluative process were offered and a number of them are valuable ones. Several simply call for more comprehensive test data, a subject which was discussed in the preceding section, although one or two did suggest that testing and test interpretation should be done by professionals with special training in the field.

A number of suggestions called for evaluation earlier in the school year, indicating especially dissatisfaction with an evaluation which is delayed until most school personnel have dispersed for the summer recess. The suggestion strikes us as most valid.

Most of the suggestions, however, bore upon the point of broadening the evaluation to involve more, indeed all, persons active in the projects and to do so on a continuing basis throughout the duration of the project. For example.

School 53 - Teacher aides. "The work of an aide is definitely subjective in the area of evaluation. It would seem to me that joint conferences between teacher aides, individual teachers, and the building principal would be valuable in determining additional needs of Indian students and thus point to additional areas where the aide could readily contribute. Parent feedback obtained in individual conferences should also point out additional areas where the school staff could assist individual students."

School 53 - Counselor. "On a long term basis follow up studies conducted by the school staff should be valuable in determining if the counselor is actually reaching students during counseling sessions while the students are in school. Follow up studies should also be useful in curriculum evaluation and possible revision."

School 53 - Equipment and supplies. "We feel the present program of using a parent advisory group to assist the administrator in planning the program to be installed and then using the same group to evaluate at the conclusion is adequate."

Other suggestions, while less articulate and comprehensive, are along the same lines:

School 66 - Counseling and Arts and Crafts. "Total involvement of the State Department of Education, Indian Education Division staff, Field Coordinators, school administrators, certified and non-certified people who are involved in the project."

School 34 - Teacher aides. "By individual evaluation by the Indian Department, the aides, and the school officials of the district."

School 45 - Kindergarten teacher, aide, and supplies. "By visitation by parents and committee evaluation, suggestion, and group counseling."

School 41 - Reduction in class size for special reading help. "School visitation of all concerned."

School 1 - Teacher aide. "I believe the evaluation could be improved by having each teacher make a short comment on the help the teacher aide gives to them, or what it means to them."

School 16 - Teacher aides. "By a close observation by the school administration in all the activities involved."

School 33 - Teacher aides. "School visitation."

School 56 - Teacher aides. "More involvement of the area coordinators in the evaluation process."

School 57 - Elementary teacher aides. "We need a little more parent participation."

School 58 - "On site evaluation - to see the program in action."

School 72 - Teacher aides "The evaluation might ask for a statement from the aides and get their opinions as well as their reactions to what they do in their jobs."

School 64 - Kindergarten. "On the spot evaluation by field representatives from State Department of Education."

School 60 - Teacher aide. "By having the teacher help the administrator."

School 70 - Indian counselor. "The Indian advisory council feels that our counselor is doing a very good job."

Other comments were:

School 23 - Teacher aides (recreation) and Counseling. "Send out evaluation instruments at an earlier date. Also, develop instruments with which to evaluate programs objectively according to their specific purposes." Also, "More objective instrument - supplied at an earlier date".

School 49 - Kindergarten. "The past year we worked in conjunction with a bilingual program under Title III who did the evaluation. Next year we will call on the Guidance Counselor to do the evaluation."

The difficulty of it all is expressed by:

School 65 - Counseling. "Evaluation of this project is difficult. Only time will tell the overall effect. From personal observation it appears to be effective."

School 56 - Remedial and Special education. "None at the moment. Have to have a longer time to think on that."

We believe that the suggestions given above are constructive and in the right direction. The benefits resulting from compensatory projects are hard to quantify with precise measuring instruments. The best answer seems to be the cooperative involvement of all those persons who are in a position to contribute to the evaluation. It would necessitate too the pre-planning of evaluative criteria and a fairly careful description of results, using anecdotal material where appropriate.

Recommendations and Comments from the Schools

Finally the schools were asked for their recommendations and comments. The responses are summarized below:

None-----	32
Continuation of the program-----	28
Increase in the scope and/or funding of the program-----	50
Expressed approval of the program-----	73
Specific suggestions-----	26

While a number of the respondents had no recommendations or comments to offer the great majority gave overwhelming approval to the program. Twenty-eight specifically called for a continuation of the projects and 50 others went beyond that and asked that the program be increased in scope, usually with increased funding. It would be easy enough to ascribe these requests to "empire building" and that may have been true in some cases. This evaluator, however, is convinced that the reactions in the main represent a genuine belief in the merit of the projects and a conviction that Indian pupils are benefitting from them. A number of relevant comments, chosen somewhat at random, are given below:

- School 6 - Teacher aides. "These are bilingual aides. They have been very helpful to the teacher and especially helpful to the Cherokee children - they translate in Cherokee and English."
- School 72 - Teacher aides. "This program provides an excellent opportunity for Indian people to participate in the activities of the school. It offers help in language and cultural barriers and provides an income for people who really try."
- School 57 - Elementary teacher aides. "This has been a very good program. Our Indian Education Committee has really helped the community attitude."
- School 4 - Kindergarten. "Well satisfied with program and has been a help to the students of our school. Also, improved school and community relations since many people have taken an interest in the program."

School 33 - Counseling. "We find a greater percent of Indian students are going on to higher education."

School 8 - Counselor. "With the aid of this program we were able to direct all Senior students who qualified and desired a chance to obtain a college scholarship. I feel that this program was very beneficial to the students and school."

School 51 - Remedial reading and mathematics. "The remedial program (should be) continued and Indian aides provided to help students relate to their culture."

School 10 - Educational aides. "Many of the parents of the children were very pleased at the progress the children made and they feel they are well prepared for the first grade."

Several comments stressed the need for inservice training of personnel:

School 23 - Counseling. "Inservice training for teachers and counselors of Indian students to develop awareness of their particular needs and to develop skills in helping these students in fulfilling these needs."

School 46 - Remedial reading and mathematics. "We would recommend some trained personnel come for a short inservice program to help in training our local aides to be of greater help in our programs. Currently we are getting assistance from a specialist from the Learning Disability Center and it has worked beautifully."

School 46 - Teacher aides. "Continue to provide inservice training for our Indian aides. Strongly recommend pay increase for our aides."

School 56 - Teacher aides. "Strongly recommend continuation and broadening of program. Also continuation of yearly workshops to upgrade the quality of aides."

School 64 - Teacher aides. "All aides should be required to attend workshops prior to working. State Department should require that aides have high school diploma or the equivalent."

A number of suggestions recommended changes in the program:

School 73 - Teacher aides. "Recommend that teacher aides be used more to help the individual student. Our teacher aide program was very successful in allowing the teacher

more time to spend with each student."

School 2 - Enrichment program. "The School Administrator thinks that we need to have fewer areas of study and concentrate on arts and crafts, music, and counseling students in the academic program in the public schools."

School 23 - Teacher aides (recreation). "Provide for schools to be notified at a much earlier date as to whether or not their particular proposal has been approved. The hiring of personnel in July or August is extremely difficult."

School 34 - Teacher aides. "I feel this program can be improved by making it available to all schools - by lowering the percent of Indians required at a school site in order to be eligible."

School 53 - Counselor. "We feel that the counseling program was very good for a beginning program. However, we feel that to reach maximum students we need the services of a full time guidance counselor who has no other duties or responsibilities."

School 63 - Teacher aide. "More attention and money needs to be put into developing native skills in high school and junior high for Indian students. This would include commercial art, commercial crafts, and occupational skills leading to jobs."

There is no doubt that some of the above suggestions have merit. There is, however, a disappointing lack of new ideas. Strange as it might seem to some, Indian culture and Indian languages are still very much alive in eastern Oklahoma after 140 years. Their prevalence has been modified by association with the dominant culture it is true and yet the strength of Indian culture, including language, is significant enough that school planners should be taking it into account. In all the responses there was only one reference to bilingual instruction although interest in this field has reached a high point nationally. Considering the central and colorful role of the Indian in the history of Oklahoma, it is surprising that no projects were centered around Indian history, biography, and art. Non-Indian children, quite as much as Indian children, in eastern Oklahoma need to be aware of these.

There were one or two projects involving the use of expert help from the colleges and universities in specialized fields such as learning disabilities and the emotionally disturbed. It would be encouraging to see more.

Field Visitation

During the week beginning July 30, 1972, this evaluator, accompanied by an education specialist from the Muskogee Area Office, visited six schools in three counties in eastern Oklahoma. Three different JOM coordinators of the Oklahoma State Department of Education accompanied us. At each of the six schools we visited with the administrative head about the Johnson-O'Malley funded projects. At three of the schools we were also able to confer with one or more members of the Community Indian Education Committee. Also during the week a conference was held with the Director of the Indian Education Section of the State Department of Education in Oklahoma City. Each of these visits was cordial and informative. Some facts which had not been made clear in the questionnaires emerged in the conferences. For example, it was explained that in a good number of cases the kindergarten instructional aide may conduct what amounts to a day care center for the 5 year olds in the afternoon after their half day in the kindergarten in the forenoon, or vice versa. The children are given lunch at the school and a snack and rest period. This enables them to ride the same school buses as the older children and eliminates the need for extra transportation. Other schools opt for providing the extra bus trip.

It also became clear that the teacher aide payroll is a not insignificant economic factor among the Indian people of eastern Oklahoma, totaling for the 76 schools reporting at least 100 jobs and an annual payroll of \$350 thousand.

The greatest benefit derived from the school visits came, however, from insights gained in areas not touched by the questionnaire distributed to and returned by the 76 schools. We will discuss these quite candidly in the following sections for we believe that these hold the key to any real breakthroughs in improving education for Indian children.

THE UNASKED QUESTIONS

Parental Costs

The question of parental costs as a part of the Johnson-O'Malley program was not raised in the questionnaire developed by the BIA Muskogee Area Office and distributed by the Oklahoma State Department of Education. It was included in the questionnaire developed by the BIA Division of Educational Assistance in Albuquerque, a copy of which is included in the appendix. Parental costs are such costs as student activity tickets, school yearbooks, gym fees, etc. They have not been provided for Indian students under the JOM program in Oklahoma, although

there has been discussion about this between the BIA and the State Department and they may be included at some future time. Parental costs are provided for in the JOM contracts in some states. Ironically, several of the 7 schools returning the Albuquerque questionnaire stated that the parental cost program had had beneficial effects with their students, a clear indication that the question was not understood.

Indian Control of Johnson-O'Malley Programs

Indian control of the programs which educate Indian children is currently the hottest issue in the entire field of Indian education. One aspect of this is a drive to transfer operational control of schools now run by the Bureau of Indian Affairs to various tribal entities. As noted at the beginning of this report, the United States Senate and certain civil rights groups have vigorously advocated the control of Johnson-O'Malley funds by Indian people. The questionnaire which has served as the basis for this report makes no reference to the issue of Indian control or the involvement of the Indian communities in the use of Johnson-O'Malley funds. No analysis of the situation could be complete, however, without going into it.

It has been suggested in Washington that Johnson-O'Malley funds for Oklahoma be turned over by the BIA to Indian tribes which would then negotiate their own contract with the Oklahoma State Department of Education for the public school education of Indian children. Under date of March 24, 1972 the heads of the Five Civilized Tribes passed a resolution urging continuation of the present Johnson-O'Malley arrangement but saying that if a decision was made to develop a contract between the BIA and the tribes there should be a single contract with the Five Tribes rather than individual contracts with the separate tribes.

As noted earlier, the State Department of Education has notified public school administrators that they must call a meeting to select a 5 member Indian committee and that no program will be approved without their signed concurrence. The rationale for this requirement, as explained earlier in this report, is the uniquely Indian character of JOM funds. It is a sensitive area which requires sensitive handling.

We discussed the Community Indian Education Committees with the school administrators, the coordinators, and several members of the committees themselves. We encountered a wide range of attitudes. No administrator openly opposed them. One was enthusiastically in favor of them and had ideas for their effective use. The attitude of two others was positive if not particularly inspired. Two more were noncommittal and the sixth expressed some apprehension about problems that might be encountered. Of the coordinators, one saw great potential for good in the functioning of the committees, one spoke of the dangers of the committee intruding upon the rightful authority of the school administrator and elected school board, and the third was rather guarded about the matter. The committee members themselves did not seem to have strong feelings about their role although one of them provided this evaluator with important insights about the attitude of Indian people toward the schools.

All of the persons interviewed, administrators, coordinators, and Indian committee members, were in unanimous agreement that the Johnson-O'Malley projects had been very much worthwhile.

About half of the school administrators reported that their efforts to arrange for the election of Indian committees had not been successful because of the non-attendance of Indian parents at meetings called for that purpose; as a result they had appointed the committees. One school that had managed to elect a committee had found it necessary to call a second meeting before the required number of Indian parents turned out. One school had a committee including the non-Indian husband of an Indian mother of school children and also a non-Indian elementary school principal who, it was explained, had been asked by the Indian parents to serve on their behalf.

The situation is fraught with opportunity for misunderstanding on both sides. The Indian committees as they are now set up are more than advisory; they have veto power over program proposals. School administrators are likely to see this as an invasion of their professional function and elected school boards may see it as an invasion of their control of school funds. We were told that to complicate the situation the U.S. Office of Education is now requiring that a committee of persons in the district who are below the poverty line must approve the use of Title I funds of the Elementary and Secondary Education Act. Indian parents, on the other hand, are inclined to wonder why they are suddenly being importuned to pass judgment on the use of JOM money and to suggest projects for its use. So far there have been only one or two cases of actual confrontation between Indian committees and school administrations in the Muskogee Area but the ingredients for more are certainly present if either side becomes intransigent. It has been pointed out that one possible result of such an impasse would be the failure to have any program at all.

Indian Involvement or Indian Control

It seems to this evaluator that before great things can be expected from Indian control of JOM funds there must be an intensive effort to involve Indian patrons in all aspects of the life of the school. This has not yet come about; typically Indians feel alienated from the school program. They may attend athletic contests or other types of school entertainment but infrequently do they present themselves as candidates for the school board, too few of them vote in school elections, too seldom do they approach teachers or counselors or administrators with questions about their children and what the school is trying to do for them. And the schools, perhaps accustomed to more aggressive white parents, or not knowing how to draw Indian parents into active involvement, have let it go at that. While we may properly enjoin Indian parents to take a more active part in school affairs, this evaluator is convinced that the schools are going to have to do more than that. They are going to have to carry on an active campaign of involving Indian parents. They must do it for the best of all possible reasons - Indian children are not going to do very well in school until they do.

And so while Indian control of funds may seem crucial to those to whom the exercise of power is of primary importance, to us the involvement of Indian parents in many other ways seems to be a necessary prerequisite. Once that is accomplished Indian control of funds will follow on a much firmer basis. We do not believe that it is fair or accurate to say, as some do, that Indian parents are not interested in the education of their children. They are diffident, shy, unsure. In our view the schools and tribal leaders must play a more active role in changing this.

The Role of the Coordinators

In this effort we see the coordinators employed by the State Department as key persons. They now perform certain liaison functions between the State Department of Education and the schools on the one hand and between the schools and Indian families and individuals on the other. These functions as they now exist, however, appear to be of a rather routine kind, consisting largely of conveying information from one party to another and taking care of some record keeping. We are suggesting that the concept of the coordinators role be greatly expanded to something like that of an "ombudsman" who would examine causes of tension between the school and the Indian families, but more precisely that of a catalytic agent who would interpret the goals of the school and the needs and problems of Indian families to each other. Most important of all, the coordinator would draw the school and the Indian parents together so that they would communicate with each other.

It goes without saying that such a role would be a demanding one and would call for unusual talents and abilities. The coordinator would need to have the trust and confidence of both the Indian community and the school establishment. He (or she) would need to have enough professional competence to make an input into educational planning but would need even more to understand Indian attitudes and aspirations and be sympathetic toward them. It is hoped that the State of Oklahoma would not set such rigid qualification standards for these jobs as to exclude persons having the rare qualifications called for.

It is recognized that simultaneously with the efforts of the coordinators, members of the Community Indian Education Committees and resourceful Indian teacher aides can make most significant contributions toward drawing the school and Indian families together in a more meaningful relationship.

The Relationship Between Indian Involvement and Removing the Educational Deficit

Those who have contended most insistently for Indian control of Johnson-O'Malley funds have almost always, at the same time, pointed to the Indian educational deficit as proof of the failure of the school.

The effect has been to suggest that control alone will increase the learning of children and persuade them to stay in school to the completion of their school course. There is little ground for such a short term basis and it is misleading to suggest that there is, Indian people need to have a greater voice in the education of their children for humane and ethical and democratic reasons - for the sake of human dignity and pride. Eventually - in the long term - this will pay off in greater educational attainment.

Planning and Priorities

Finally, in our interview with the Director of Indian Education he expressed a view that is of central importance. That is that the schools need to be planning with Community Indian Education Committees a great variety of programs - more programs than it will ever be possible to fund in a given year - and then establish priorities among them. In that way ideas can be given free rein.

Summary

Johnson-O'Malley funds are identifiable as "Indian money" in a way not true of any other Federal aid to public schools.

As a result of the uniquely Indian character of Johnson-O'Malley appropriations, the Bureau of Indian Affairs and the public schools are being pressed by civil rights groups and the United States Congress to account for their use to the Congress and to the Indian people.

The Johnson-O'Malley program in Oklahoma in 1971-2 was based on a contract with the Bureau of Indian Affairs in the amount of \$1.9 million. The bulk of this money, \$1.4 million, went into special projects, \$1.06 million to 97 schools in 23 counties in eastern Oklahoma. Guidelines issued by the Oklahoma State Department of Education include requirements that preference in hiring be given to qualified Indians and that Community Indian Education Committees, which must concur in the proposed program, be elected.

In the spring of 1972 the Bureau of Indian Affairs began plans for an evaluation of Johnson-O'Malley programs. The Muskogee Area Office of the BIA developed a short questionnaire which the Oklahoma State Department of Education sent on to public schools in eastern Oklahoma with only minor changes. A somewhat more comprehensive questionnaire, developed by the BIA's Division of Educational Assistance in Albuquerque, was not used. It is shown in the Appendix with comments.

Eighty percent or 76 of the 97 schools in eastern Oklahoma having programs, reported a total of 191 projects. Of these, 66 were for teacher aides, 25 were kindergartens, 19 were counseling services, and 17 were remedial programs. Other projects included art and music, tutorial services, class size reduction, and special programs. Most of these projects would be classed as "compensatory" in nature, stressing greater individual attention to pupils.

Indian pupils in eastern Oklahoma, according to recent studies, have a school achievement deficit as severe as that of any Indian pupils in the country. They also suffer from severe socio-economic disadvantages.

In all, nearly 25 thousand children were served by the projects, nearly 9 thousand of them Indian. The ratio of Indian students to the total was one of every two in kindergarten and one of every three in all other projects. The evaluator agrees with school officials that Indian pupils cannot and should not be segregated from other pupils in order to exclude non-Indian pupils from the benefits of Johnson-O'Malley projects.

The schools almost unanimously rated the projects successful in attaining their objectives. Of 158 ratings all but 7 were either "excellent" or "good". While the ratings were highly subjective, there is no reason to

question their sincerity

The returns showed an almost total lack of standardized test data usable for evaluation. However, ordinary survey type achievement test data have limited usefulness in evaluating such projects as teacher aides or counseling, even if available.

When asked for suggestions for improving the evaluation more than 40 percent of the respondents expressed themselves as considering it adequate or having no suggestions. Another 29 percent, perhaps because of its ambiguity, misinterpreted the question. But another 29 percent did make suggestions, most of them, in the opinion of the evaluator, in the right direction. These included suggestions that evaluation begin earlier in the school year and the cooperative involvement of all persons in a position to contribute to the evaluation. Included would be the pre-planning of evaluative criteria, and a careful description of results, including anecdotal material where appropriate.

When asked for their recommendations and comments, the schools overwhelmingly gave their approval to the projects, called for their continuation, and frequently asked for an increase in the scope and funding of the projects. A belief in the program beyond mere "empire building" comes through in the response. The trend, however, was for "more of the same" and there was a disappointing dearth of new ideas. There seemed to be a notable lack of awareness of the bilingual problems of many Indian children in eastern Oklahoma and no suggestions for projects centered around Indian history, biography, and art. It would also be encouraging to see more interest in the use of expert help from the colleges and universities in the specialized fields of severe learning disabilities, emotional disturbance, and mental retardation.

The evaluator made personal visits to six schools in three counties, conferring with school officials, three of the state coordinators, and members of three Community Indian Education Committees.

A number of concerns not broached by the evaluative questionnaire are of crucial importance. One of these, the issue of Indian control of Johnson-O'Malley funds, was discussed with school administrators, coordinators, and Indian committee members. Their reactions were interestingly mixed. One administrator and one coordinator were enthusiastically in favor of them and had ideas for their effective use. Two administrators had positive attitudes. Two administrators and one coordinator were non-committal, and one administrator and one coordinator expressed some apprehension about problems that might be encountered. The committee members did not seem to have strong feelings about their role.

The Indian Education Committees are more than advisory; they are vested with veto powers over proposed projects. School administrators and elected school boards are likely to see this as a threat to their professional function and to their general control of school funds. Indian committee members, on the other hand, may wonder what lies behind their sudden elevation to decision-making status. The present situation could lead to unnecessary conflict and inaction. One result of such an impasse would be the failure to have any program at all.

This evaluator suggests that more important at this point than Indian power and control is the active involvement of Indian parents in the life of the school on a broader front. At present this does not exist. Indian parents tend to be alienated from the schools that serve their children. They do not understand them as well as they must. On the other hand the schools do not appear to be making a sufficient effort to understand the attitudes and aspirations of Indian parents. What they construe as disinterest in the education of their children is more often diffidence, shyness, and uncertainty. The evaluator believes that the schools must take the initiative in drawing Indian parents into participatory roles in the school. Once this happens, Indian decision-making will follow naturally.

The evaluator sees the coordinators employed by the State Department of Education as being key persons in this effort. Now performing rather routine liaison and record keeping functions, they should serve as catalytic agents between the school and the Indian community. The role would be demanding and would call for unusual talents and abilities. Indian Education Committee members and Indian teacher aides could also play most significant roles in drawing the school and the Indian community together.

Indian involvement will not wipe out the educational deficit of Indian pupils overnight but in the long run it will pay off in greater educational attainment.

APPENDIX

 PROGRAM EVALUATION

SCHOOL AND PROGRAM	DISTRICT	COUNTY
1. AHLOSO Remedial reading Teacher aides	D-26	Pontotoc
2. ARDMORE Carter Seminary enrichment program Dale Carnegie course Remedial reading	19	Carter
3. BATTLEST Teacher aides Supplies & equipment Counselor	I-71	McCurtain
4. BEARDEN Kindergarten	D-29	Okfuskee
5. BELFONTE Special reading teacher Teacher aides	50	Sequoyah
6. BELL Kindergarten Teacher aides Art & music Health aide & miscellaneous Supplies & equipment	33	Adair
7. BENNINGTON Teacher aides Counselor	I-40	Bryan
8. BOWLEGS Counselor Teacher (reduction of class size)	I-3	Seminole
9. BRIGGS Kindergarten Teacher aides	44	Cherokee
10. BROKEN BOW Teacher aides Kindergarten transportation	74	McCurtain

SCHOOL AND PROGRAM	DISTRICT	COUNTY
11. BROMIDE Teacher aide	50	Johnston
12. COLCORD Teacher aides	4	Delaware
13. CASTLE Teacher aide (kindergarten) Remedial teacher	19	Okfuskee
14. CAVE SPRINGS Counselor Kindergarten Teacher aides Supplies	1-30	Adair
15. CHECOTAH Teacher aides (kindergarten)	1-19	McIntosh
16. CHRISTIE Kindergarten Speech therapist Teacher aides Supplies	13	Adair
17. COALGATE Music director Music aide	1-1	Coal
18. COTTONWOOD Teacher Teacher aide	D-4	Coal
19. DAHLONEGAH Kindergarten Teacher aides Supplies Transportation (kindergarten)	29	Adair
20. DENISON Teacher aide	37	McCurtain
21. DEWAR Kindergarten Teacher aides Supplies & equipment	1-8	Okmulgee
22. DICKSON Teacher aides	77	Carter

SCHOOL & PROGRAM	DISTRICT	COUNTY
23. EUFAULA Teacher aides (recreation) Counseling Tutorial Transportation (dormitory students)	I-1	McIntosh
24. FILLMORE Remedial math (teacher) Remedial math (teacher aide)	34	Johnston
25. GLOVER Teacher aide	23	McCurtain
26. GOODLAND Teacher aides	13	Choctaw
27. GRAHAM Kindergarten (teacher & supplies) Teacher aides Remedial reading Counseling	37	Okfuskee
28. GRAND VIEW Kindergarten (teacher & supplies) Teacher aides	34	Cherokee
29. GREASY Art & music (teacher salary) Teacher aides Kindergarten (teacher salary)	32	Adair
30. HANNA Summer program (teacher) Summer program (aide) Aide (regular school term)	I-64	McIntosh
31. HARTSHORNE Art (teacher & supplies) Music appreciation Counseling Tutorial	I	Pittsburg
32. HOLLY CREEK Teacher aide	72	McCurtain
33. HULBERT Teacher aides Kindergarten (teacher) Counseling	I-16	Cherokee

SCHOOL & PROGRAM	DISTRICT	COUNTY
34. IDABEL INDEPENDENT Teacher aides Transportation (kindergarten)	5	McCurtain
35. JAY Teacher (salary) Teacher aide Counselor	I-1	Delaware
36. KANSAS Teacher aides Tutorial fees (very limited) ACT fees (college entrance) Counseling Kindergarten (teacher)		
37. KENWOOD Kindergarten (teacher salary) Teacher aide (kindergarten) Remedial reading(teacher salary)	30	Delaware
38. LATTA Teacher aides	I-24	Pontotoc
39. LEACH Teacher aides Kindergarten (teacher & supplies)	14	Delaware
40. LIBERTY Remedial reading (teacher salary)	14	Tulsa
41. LOST CITY Kindergarten (teacher salary & supplies) Class size reduction Remedial reading Teacher aides	17	Cherokee
42. LUKFALA Teacher aide Transportation	9	McCurtain
43. MARBLE CITY Teacher aides	35	Sequoyah
44. MARYETTA Teacher aides Tutorial (music) Special education (emotionally disturbed & learning disabilities)	22	Adair

SCHOOL & PROGRAM	DISTRICT	COUNTY
45. MASON Kindergarten (teacher) Kindergarten (aide) Kindergarten (supplies)	1002	Okfuskee
46. MCLISH Remedial programs (reading & math) Teacher aides Guidance and counseling Transportation	I-22	Pontotoc
47. MILL CREEK Remedial reading Teacher aide	2	Johnston
48. MORRIS Teacher aide	I-3	Okmulgee
49. OAKS MISSION Remedial reading (teacher salary) Kindergarten (teacher, teacher aide) (food, transportation) Teacher aides (elementary) Guidance & counseling	I-5	Delaware
50. OLNEY Music (teacher) Supplies (music)	I-4	Coal
51. PAWHUSKA INDIAN CAMP Remedial Reading & Math (teacher & teacher aides)	D-23	Osage
52. PEGGS Teacher aide	31	Cherokee
53. PLAINVIEW Teacher aide Counselor Equipment & supplies	27	Carter
54. PRESTON Kindergarten (teacher) Teacher aides Remedial reading Art (teacher)	55	Okmulgee
55. ROCKY MOUNTAIN Teacher aides Kindergarten---Art & Music & supplies	24	Adair

SCHOOL & PROGRAM	DISTRICT	COUNTY
56. RYAL Remedial education Teacher aides	D-3	McIntosh
57. SALINA Library aide Teacher aides (elementary) Counselor Special education (not specific)	I-16	Mayes
58. SALLISAW Teacher aides Counselor	I-1	Sequoyah
59. SASAKWA Teacher aide (kindergarten) Special education (not specified) Counseling Art (teacher & supplies) Reduction of class size	10	Seminole
60. SHADY GROVE Teacher aide	26	Cherokee
61. SILO Remedial reading (teacher)	I-1	Bryan
62. SKELLY Kindergarten (teacher, supplies) Teacher aide (special ed.)	I	Adair
63. SMITHVILLE Remedial reading & special education Teacher aide (to above) Bilingual education (elementary) Equipment	14	McCurtain
64. STILWELL Kindergarten (teacher) Teacher aides	I-25	Adair
65. STONEWALL Counseling	I-30	Pontotoc
66. TAHLEQUAH Counselor (girls high school) Counselor (elementary) Arts & crafts (junior high)	I-35	Cherokee
67. TALIHINA Small group instruction Tutorial services---counseling Equipment & supplies--reimbursement for Indian meals - 1970-71----teachers and teacher aides	I-52	LeFlore

SCHOOL & PROGRAM	DISTRICT	COUNTY
68. TENKILLER Kindergarten (teacher) Remedial reading (teacher) Music Teacher aides	66	Cherokee
69. TUPELO Music (teacher) Remedial math (teacher) Teacher aides (music & remedial math)	I-2	Coal
70. VIAN Counselor (Indian) Teacher aides	I-2	Sequoyah
71. WAPANUCKA Slow learners Teacher aide	I-37	Johnston
72. WELEETKA Teacher aides	I-31	Okfuskee
73. WESTVILLE Teacher aides	I-11	Adair
74. WILSON Teacher aides	I-7	Okmulgee
75. WRIGHT CITY Kindergarten (teacher) Teacher aides Supplies & equipment	I-39	McCurtain
76. ZION Kindergarten (teacher) Teacher aides (K, 2nd, 3rd, & 5th) Reduction in class size (not specified) Supplies		Adair

JOHNSON-O'MALLEY SPECIAL PROGRAM EVALUATION

Please check the blank you think best describes your JOM program. In some cases you may wish to attach supplemental information to the form. Please feel free to do so and check the box provided for this purpose. Please label supplemental information according to the number of the item on the form. Thank you for your cooperation.

Name and address of school district

A. BACKGROUND INFORMATION

Please check the appropriate Area Office under which your JOM program is administered.

Aberdeen____ Anadarko____ Albuquerque____ Billings____ Juneau____
Minneapolis____ Muskogee____ Navajo____ Phoenix____ Sacramento____
Southeast (Central Off.)_____

Indicate the approximate number of Indian children (JOM eligibles) in your program.

____ 1 to 25	____ 766 to 100	____ 201 to 300	____ 501 to 1000
____ 26 to 50	____ 101 to 150	____ 301 to 400	____ Over 1000
____ 51 to 75	____ 151 to 200	____ 401 to 500	_____

Does your program have a set of written objectives?

____ Yes ____ No Supplemental Information attached _____

If the response to this item is "yes", please attach a copy of objectives to this form.

B. PARENTAL COST ITEMS

1. Has the use of JOM funds for parental cost items resulted in increased interest of Indian students in the total educational program?

____ Yes ____ No Supplemental Information Attached _____

2. If the answer to the above question was "yes", check the item below that best describes the manner in which increased interest was expressed.

Supplemental Information Attached _____

____ Dropouts decreased--attendance improved.
____ Students talked more about school and seemed to like it better.

B. PARENTAL COST ITEMS (con't)

- Parents talked more about the way their children liked school.
 Indian students participated in more school activities--plays, band, parties, etc.
 Indian students showed more interest in academic studies--higher grades, etc.
 There were fewer behavior problems among Indian students.
 Other. Please describe _____

3. If the answer to the above question was "no", please check the item below that expresses best the decreased interest of Indian students in the total education program.

Supplemental Information Attached _____

- Dropout increased--poor attendance
 Students talked less about school--seemed to dislike it.
 Parents said their children were more critical of the school--seemed to dislike it.
 Indian students participated less in school activities--plays, band, sports, etc.
 Other. Please describe _____

C. SPECIAL NEED PROGRAMS

1. Please indicate the SPECIAL NEED programs funded. If necessary please attach supplemental information to explain program.

- | | |
|--|--|
| <input type="checkbox"/> Special Education | Supplemental Information Attached _____ |
| <input type="checkbox"/> Bilingual - Language Arts | <input type="checkbox"/> Curriculum Enrichment |
| <input type="checkbox"/> Remedial Programs | <input type="checkbox"/> Tutorial Services |
| <input type="checkbox"/> Indian Cultural Arts | <input type="checkbox"/> Special Counselors |
| <input type="checkbox"/> Teacher Aides or similar programs | <input type="checkbox"/> Study Centers |
| <input type="checkbox"/> Other. Please describe _____ | |

2. Has the level of academic achievement of Indian students been raised by providing JOM funding for these SPECIAL NEED programs?

Yes No Supplemental Information Attached _____

3. Do you have standardized test data to support your answer to the above question?

Yes No Supplemental Information Attached _____

If such standardized data is available, please supply information to show the following:

Average grade placement for JOM students in each grade.
Compare this year's average grade placement for these students with last year's.

E. PARENTAL INVOLVEMENT (con't.)

- They meet regularly with the School Board to determine that JOM funds are being spent properly.
- They are furnished information by the School Board, but do not participate in decision making.
- Other. Please describe _____

F. ADDITIONAL INFORMATION

Supplemental Information Attached _____

1. Please attach any supplemental information you wish to show:

Behavioral changes
Improvement in physical skills
Observations by staff, parents, pupils
Any other evaluative reports or comments

2. Do you feel that the results of your JOM program warrant its continuation?

Yes No

3. What are your recommendations for improving the program next year?

Supplemental Information Attached _____

- More Indian participation in planning and in supervision of program operation.
- Less Indian participation in planning and in supervision of program operation.
- Program should be expanded by adding: _____

These parts of the program should be eliminated: _____

These program activities should be revised: (Please describe)

- No change is needed
- Other. Please describe _____

4. This JOM evaluation form has been completed by:

School Administrator
(Signature & Title)

Date

Indian Committee or Advisory
School Board Member

Date

Comments on the Preceding Questionnaire

The Division of Educational Assistance has recognized the difficulty of evaluating the Johnson-O'Malley programs and has aimed at perfecting the evaluation schedule over a period of several years. Bearing this in mind and in a completely sympathetic spirit, I am forced to say that the survey instrument seems to be very weak as it stands now. Perhaps its greatest weakness is the absence so far of evidence that its development was a result of cooperative effort on the part of BIA, public school, and tribal representatives. If this is so, then there may be a lack of agreement as to what many of the questions really mean, such as (B.2) "Students talked more about school and seemed to like it better" and "Parents talked more about the way their children liked school". Such questions call for highly subjective opinions at best.

The seven school administrators in eastern Oklahoma who filled out this questionnaire provided a glimmer of insight into how lack of background can be disastrously misleading. About three of the seven stated that parental cost items had decreased dropouts, increased interest in academic studies, and lessened behavior problems - even though the State of Oklahoma didn't have a parental cost program.

There seems to be an assumption that such things as improved attendance or fewer behavior problems are necessarily a result of the BIA providing funds for parental cost items. This seems to be straining it a bit. Also under Schedule B there is provision for reporting increased pupil interest or decreased pupil interest but no provision for reporting no significant change which might very well be the case.

Schedule C. Special Need Programs relies heavily on standardized test data as evidence. This is likely to prove disappointing. Some of the schools may give achievement tests and others not (the responses to the Muskogee questionnaire indicates that most of them do not), they are likely to be different tests, the results of which are not necessarily comparable, the results are likely to be reported incompletely, when they are available, in a wide variety of different ways, and, especially in the light of the national experience, the results are likely to fail to show any very clear cut change in any direction. In C 4 I can't imagine any school official failing to answer these questions in the affirmative.

Schedule D seems to have the same inherent weaknesses in Schedule B. Schedule E Parental Involvement, Indian Education Committees, Indian Advisory School Boards, or the Indian Voice is particularly crucial. Cooperation between school administrations and such groups is never easy and formal reports may be almost valueless unless supported by personal interviews with both sides.

The handling of Supplemental Information, not only under Schedule F but all of the other schedules will be the most awkward and cumbersome job. Any plan for handling this must await seeing what is sent in. (In response to the Muskogee questionnaire, the schools sent in very little).

Eventually, I suppose thought must be given to designing the questionnaire in such a way that it can be suitably coded for automative data processing.

References

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- * Coombs, L. Madison, Kron, Ralph E.; Collister, E. Gordon; Anderson, Kenneth E. THE INDIAN CHILD GOES TO SCHOOL - A STUDY OF INTER-RACIAL DIFFERENCES. Bureau of Indian Affairs, Washington, D.C. 1958.