

DOCUMENT RESUME

ED 051 937

RC 005 345

TITLE Review of Educational Activities, Bureau of Indian Affairs, Part I.  
INSTITUTION Department of the Interior, Washington, D.C.  
PUB DATE Jan 68  
NOTE 87p.  
EDRS PRICE MF-\$0.65 HC-\$3.29  
DESCRIPTORS \*American Indians, Boarding Schools, Bus Transportation, Cost Effectiveness, \*Educational Accountability, \*Educational Finance, \*Evaluation, Expenditures, \*Financial Policy, Food Service, Operating Expenses, Reports, Surveys, Tables (Data)

ABSTRACT

The document reports an audit review made of educational activities within the Bureau of Indian Affairs (BIA) area offices in Anadarko and Muskogee, Oklahoma; Gallup, New Mexico; Juneau, Alaska; and Phoenix, Arizona. The field work, completed in 1967, was designed to (1) compile financial information to correlate with measures of output, (2) identify and determine reasons for differences in unit costs between geographical areas and accounting periods, (3) assess reliability of the BIA's financial records, and (4) appraise the effectiveness of the BIA's financial information in meeting management needs. Available information used included the fiscal years 1960 through 1965. The review principally focused upon effectiveness of the financial information system, feeding costs, guidance and dormitory operation costs, school bus and biannual transportation costs, plant operations and maintenance costs, and laundry expenses incurred by BIA schools. Also reviewed were assistance to Indian pupils in non-Federal schools; school management, instruction, and program direction; and summer programs and adult education programs. Recommendations for improvement in financial management by the BIA are included in the report, as well as 22 trend charts and schedules with narrative designed to focus on principal results of the review. (EL)

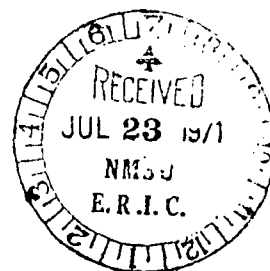
ED051937

UNITED STATES  
DEPARTMENT OF THE INTERIOR

Office of Survey and Review

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REVIEW OF EDUCATIONAL ACTIVITIES

BUREAU OF INDIAN AFFAIRS

PART I



JANUARY 1968

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## INTRODUCTION AND SUMMARY

At the request of the Assistant Secretary--Public Land Management, Audit Operations has made a review of educational activities within the Bureau of Indian Affairs. The audit was oriented to respond to the points raised by the Assistant Secretary and to those additional items which we felt warranted consideration. In more specific terms the purposes of the review were to:

1. Compile financial information and to relate this information to available measures of output.

2. Identify significant fluctuations or differences in "unit costs" between geographical areas and between accounting periods; and, where possible, to determine the reasons for the fluctuations and differences.

3. Assess the reliability of the Bureau's financial records from the standpoint of their accuracy.

4. Appraise the effectiveness of the Bureau's financial information in meeting management's needs, i.e., providing a basis for evaluating the effectiveness of operations and providing useful information for the decision making process.

The field work was accomplished during the period from April 1967 through September 1967 at the Anadarko, Gallup, Juneau, Muskogee, and Phoenix Areas. We worked with information applicable to fiscal

years 1960 through 1965. Although it would have been desirable to include fiscal years 1966 and 1967 in the review, the necessary information was not available due to the centralization of accounting functions and the initial problems encountered in implementing the new computerized system.

The detailed results of the review pertaining to financial information, unit cost data and other statistical relationships are set forth in Part II of this report. The information is shown through 17 series of exhibits. Appendix 2 to this part of the report is an index of the exhibits contained in Part II.

This part of the report contains 22 trend charts and schedules which together with narrative comments, are designed to focus on the principal results of our review. In addition, a separate section of this part of the report, beginning on page 7 sets forth our evaluations of the Bureau's financial information system together with related recommendations.

Except for the area of the financial information system, we have limited this report to presentation of the facts and have made no recommendations. However, numerous conclusions and inferences are obvious from these facts. Very briefly summarized, some of these are:

1. For fiscal years 1960 through 1965, the wholesale price of food has been relatively stable and at boarding schools the approach to menu planning is reasonably consistent. (Page 17)

2. At day schools, feeding policies vary materially in the number and types of meals served. (Page 19)

3. Material differences exist in per meal cost applicable to personal services. Larger schools tend to be more efficient. (Page 20)

4. On a per meal basis, feeding at day schools is less efficient than feeding at boarding schools. (Page 22)

5. There are material differences between areas in guidance and dormitory costs which correlate very closely to the employee-student ratio. (Page 35)

6. Due to a shortage of facilities in some sections of Alaska about \$464,000 per year was spent to transport approximately 1,600 students to and from schools in other locations. (Page 42)

7. Repair and maintenance costs are not charged to educational activities which resulted in a \$6 million exclusion for 1965 in the five area offices we reviewed. (Page 9)

8. Payments to states and other jurisdictions under the Johnson-O'Malley Act contracts run from \$40 to \$564 per capita, reflecting varying financial requirements of the participating states and jurisdictions. (Page 54)

9. Employee-student ratios for management of educational activities vary a great deal. There are also variances in the teacher-student ratio but to a lesser degree. (Page 68)

10. The amount of money spent on summer programs varies radically from one fiscal year to another because the financing is based on the money left over after the regular education program has been accomplished. (Page 76)

We did not, as part of this review, pursue in depth any operational or policy considerations from the standpoint of determining if (1) the differences between areas represent deliberate Bureau level decisions as compared to the results of decision making left to the discretion of individual area directors, (2) practical alternative approaches are available which are more economical and/or effective, or (3) cost differentials between areas are indicative of relative efficiency as compared to unavoidable differences in circumstances and conditions. In our opinion, however, sufficient evidence exists to indicate that Bureau level policy, in many situations, is less influential than the judgments made at the area office level, that available alternatives have not been studied to the extent they could be, and that the

relative efficiency of the various area offices has not been evaluated. It is suggested that the observations and conclusions in this report can be pursued by the Bureau in more depth.

As previously stated, we have made several recommendations relative to the effectiveness of the Bureau's financial information system. By the term "financial information system" we are referring to the sum total of (1) the classification and accuracy of cost information, (2) the efficacy of statistical measures of output, (3) the methods used to relate cost and output information, (4) the system of accumulating, aggregating, and reporting the information to serve the various organizational levels within the Bureau, and (5) the effectiveness of the system in making evaluations and providing reliable input into the decision making process.

The principal thing wrong with the Bureau's financial information system is that very little use is made of it. The emphasis on managing "funds" has served to distract interest from costs, output, and comparative analysis. Although there is no shortage of financial and statistical information, there is no orderly system for accumulating, relating, and reporting the information. We found numerous errors and inconsistencies in the system. But if the information had been used, it is improbable in our opinion, that the errors would have remained undetected and that the inconsistencies would have been allowed to continue.



The basic structure of the Bureau's cost accounting system is sound and, in most cases, statistical information is accumulated which provides a basis for measuring unit costs or making other pertinent relationships. But before any output can be usable, the quality of the product, in terms of accounting error, needs to be improved and inconsistencies between area offices need to be eliminated. More important, however, costs and output must be related and an orderly systematic method of reporting information to the various organizational levels must be implemented. Quite logically, the type of data and degree of detail will vary depending on the organizational level and responsibilities of the recipient.

Our specific recommendations for improving the financial information system begin on page 13. It should be noted that our review concerned a decentralized manual system which has now been converted to a centralized computer system. These particular recommendations are just as applicable to the present arrangement as they were under the previous one.

## FINDINGS AND RECOMMENDATIONS

### EFFECTIVENESS OF FINANCIAL INFORMATION SYSTEM

As far as it goes, the financial information system is intelligently constructed and the capability exists to make meaningful comparisons and evaluations and to provide substantive information input for decision making. Unfortunately, the basic data are not correlated or made available in a logical or orderly manner. Consequently, very little use is made of the system's capability.

The specifics of what we think is wrong with the present arrangements are summarized below:

1. Financial information is not related to available output measures, i.e., meals served, average daily attendance, square feet maintained, teacher-student load, etc.

2. In several cases, the accounting entity, or responsibility center has not been logically defined and there has been a general pattern of inconsistency. To illustrate, in Muskogee all day schools were merged into one accounting entity; in the Gallup Area, specialized schools were individual accounting entities, but all day schools within a subagency were grouped together as were all boarding schools. In Phoenix, each boarding school was a separate accounting entity, but day schools were grouped by geographical area. In

Muskogee each dormitory is a separate accounting entity but in Gallup, they are grouped by subagency.

3. Fund control is overemphasized. In all cases, obligational authority was distributed below the area office level. In our opinion this has created an environment where the principal focus is on "funds" instead of costs and related measures of output.

4. Accounting inconsistencies between areas detracted from the validity of the financial information for comparative purposes.

To illustrate:

a. Phoenix did not cost surplus food; all other areas did.

b. Reimbursements received from the Department of Agriculture for milk were credited in total to boarding schools in Gallup and Phoenix. In other areas where reimbursements were received, the credit was identified to the individual accounting entity level.

c. In the Gallup Area, freight on food was separately identified. In other areas, all freight costs were charged to one account with no attempt made to distribute the costs to benefiting programs. This distortion is only significant for the Juneau Area.

d. Distribution of plant operations costs to benefiting programs was handled as follows:

(1) In Muskogee and Anadarko on the same percentage basis as shown in the budget estimates.

(2) In Juneau on a direct charge basis with some minor exceptions for consolidated utilities.

(3) In Phoenix on a predetermined percentage which is determined on the basis of both square footage data and budget estimates.

(4) In Gallup on a predetermined percentage which is determined on the basis of both footage data and utilities used.

5. There is no systematic reporting system to serve the various management levels. The only recurring financial report is a monthly operating statement by accounting entity which consists of costs incurred by account and subaccount. This report contains no output measures; no attempt is made to provide consolidated information to serve intermediate and top level management; and there is no orderly effort made at making comparative analyses between like activities at different locations. Statistical information on output measures is compiled once a year and published about 3 months after the end of the school year. The report contains no financial information.

6. Repair and maintenance costs are not identified to the educational program because they are not financed from the same appropriation which covers other educational costs. We estimated that in fiscal year 1965 about \$6 million of repair and maintenance costs were allocable to education in the five areas included in our review. In our opinion, this is a material item of cost which has

been omitted and the resulting understatement of education costs has been significant. The fact that these costs are financed from a different appropriation should have no bearing on their treatment for cost accounting purposes.

7. Accounting errors are of sufficient frequency and magnitude to impair the reliability of the information. In some cases, the errors were so gross and obvious that we concluded the financial information was not being looked at, e.g., a \$600,000 misclassification of costs in the Gallup Area between "School Management" and "Guidance and Dormitory" costs in fiscal year 1965.

Despite the general inadequacies of the present arrangements, we concluded that the method of classifying costs, i.e., the chart of accounts, is basically intelligent and responsive to the functional and organizational requirements. Furthermore, statistical data are generally available to provide meaningful measures of output. And after correcting the more significant errors and adjusting for the more important accounting inconsistencies we were in most cases able to make comparative analyses of like activities at different locations. The analyses made are detailed in other sections of this report.

As mentioned before, we think that the current cost classifications are basically sound. However, there are several changes which we think would improve the cost classification and we are presenting

our recommendations in the form of a suggested revised chart of accounts (see appendix 1). The following statements explain the differences between the current chart of accounts and our suggested revision:

1. Program Direction has been made a part of the regular operating cost and not a part of special services.

2. Cost of the Government's share of insurance, and retirement is to be added to the cost of personal services and not recorded as a separate function. Control will be maintained through the liability accounts.

3. Subaccounts have been provided under Assistance to Pupils in Non-Federal Schools to record data in the form in which the data are most often requested and to eliminate some manual records now being maintained in the area offices.

4. Subaccounts have been provided to record the cost of freight to the benefited subactivity. The failure to provide for the distribution of the cost of freight to benefited activities results in a distortion of costs and does not provide a basis for control and evaluation.

5. Additional subaccounts have been added under the Feeding subactivity to account for the various methods by which food is procured and to provide for appropriate reductions in the cost of feeding.

6. Subaccounts have been provided to record the cost of non-capitalized furniture and equipment to prevent distortion of per capita costs.

7. Costs to provide guidance and to operate dormitories have been separated as the two subactivities are not compatible.

8. Cost of operating, maintaining, and repairing buildings and structures has been provided for as a subactivity. An appropriate share of such costs should be recorded as a cost of education regardless of the source of funds.

9. Transportation of students has been established as a subactivity to provide management with needed data to make comparisons and evaluations.

Our review was based on the information and system in effect through fiscal year 1965. Since that time, of course, some major changes have been made--the principal one being the centralization of all the Bureau's accounting functions and their conversion to a computerized system. Although the problems discussed are based on a review of a system which has been materially modified in technique, our limited observations of current practices indicate that these problems still need to be resolved. The basic system in terms of cost classifications and reporting remains unchanged in concept. Consequently, the same shortcomings currently exist with respect to

emphasis on funds instead of costs, the absence of meaningful measures of output correlated with financial data, accounting inconsistencies between areas, etc.

With respect to the accuracy of source data, our observations indicate that it has deteriorated. Even under a centralized computerized system, the initial analysis and coding of financial transactions must be performed in the field. Unlike a manual system, once a transaction has entered a computerized system incorrectly the chances that the error will be detected soon enough to make a correction without considerable effort are greatly reduced. This is caused by lack of visible audit trail and the multiple uses made from the same input transaction. Therefore, we believe that the need for quality controls is greater under a computerized system than the need for such controls would be under a manual system.

Recommendations:

In addition to the suggested changes in the chart of accounts, as set forth in exhibit 1, we are making the following recommendations:

1. Financial information should be related to output measures. We have in mind an arrangement whereby statistical data, e.g., meals served and average daily attendance, are systematically accumulated and included in the financial reporting system.

2. The accounting entity or responsibility center should be established as the individual school or dormitory. This is



the logical level of principal operating responsibility where financial measures are pertinent. (There may be a few cases where individual schools are too small to be considered as a responsibility center but this situation can be accommodated on an exception basis.)

3. Fund control should not be extended below the level of the area office. Operating personnel at the responsibility center level should rely on the "cost accounting" system.

4. Accounting inconsistencies between areas should be eliminated. This can be automatically taken care of with the current development of a new system. We think surplus food should be costed and reimbursements for milk should be identified by accounting entity, i.e., school. With respect to freight, it should be identified to food costs and other benefited subactivities. A single system for distributing plant operations costs should be prescribed. Several acceptable methods are available.

5. The varying requirements of the different organizational levels should be recognized and accommodated in the financial reporting system. These principal levels are the responsibility center or individual school, intermediate management levels within an area, the area office, and the various functional and financial managers at the headquarters level of the Bureau. Requirements for recurring reports versus "as needed" reporting capability should be most carefully distinguished.

6. Repair and maintenance costs should be allocated to the educational program. This can be accomplished by pricing individual work orders or by prorating costs on the basis of square feet occupied or some other formula basis.

7. Quality control over input for the computerized system should be improved. One approach which we believe has merit is to assign a small staff of highly trained accounting personnel to each area office. The prime responsibilities of the staff would be (a) training field personnel to properly prepare documents that are to be processed by use of the computer, (b) explaining, and supplementing if necessary, manualized releases on accounting procedures, (c) making test checks to insure accuracy of input transactions, and (d) preparing special financial analyses from computer output as required for or by the area office.

### FEEDING COSTS

In fiscal year 1965 the five area offices reviewed spent \$9.4 million on feeding. Costs incurred by area office were:

	<u>(In Thousands)</u>
Anadarko	\$ 649
Gallup	6,310
Juneau	1,002
Muskogee	344
Phoenix	<u>1,065</u>
	<u>\$9,370</u>

Boarding school students receive three meals a day 7 days a week which averages to 810 meals per year per student. Day school students receive only one meal per day 5 days a week or an average of 180 meals per year. Students living in dormitories and attending public schools receive two meals a day 5 days a week, and three meals a day on week-ends and holidays which averages to 618 meals a year.

The more significant conclusions we drew from the comparisons are summarized below and discussed in more detail in the paragraphs which follow:

1. At boarding schools, for fiscal years 1960 through 1965, the per meal costs of the food itself have been relatively stable from one fiscal year to another and relatively consistent between areas. We concluded that (a) the wholesale price of food has not changed much, and (b) there is a consistent approach to menu planning.

2. At day schools, the costs of food vary materially between areas. This reflects basic differences in feeding policies for day school students.

3. Costs of personal services, whether figured on an annual per capita basis or a cost per meal basis, vary materially between areas and in some cases between schools. There is a definite correlation between the number of students being fed and the personal services costs with unit costs decreasing as the number of students increase.

4. When computed on per meal basis, feeding at day schools is substantially less efficient than feeding at boarding schools because the personal services costs go up substantially. Although it appears that this situation is unavoidable, the extent of the differences should be measured and considered in evaluating the economic relationship between the two types of schools.

5. After adjusting for accounting errors and inconsistencies, there were relatively few significant variations between fiscal years in the same area. In most cases, the variations were explainable but in a few cases the age of the transactions and the extent of accounting errors and/or inconsistencies precluded us from reaching a definite conclusion.

#### Cost of Food at Boarding Schools

The per meal cost of food at boarding schools is consistent both between areas and fiscal years as demonstrated by the following data:

<u>Year</u>	<u>Anadarko</u>	<u>Gallup</u>	<u>Juneau</u>	<u>Muskogee</u>	<u>Phoenix</u>
1960	\$.1978	\$.2297	\$ N/A	\$.2122	\$.2096
1961	.2087	.2366	N/A	.2285	.2171
1962	.2174	.2286	N/A	.2125	.2125
1963	.2131	.2414	.3093	.2239	.2152
1964	.2118	.2347	.2696	.2442	.2131
1965	.2136	.2244	.2539	.2111	.2175

For fiscal years 1960 through 1963, feeding at Juneau was accomplished in part on a contract basis and accordingly, the cost of food could not be isolated. The higher cost at Juneau in 1963 is attributed to initial stockpiling. The significant drop in costs at Muskogee between fiscal years 1964 and 1965 is the result of an accounting treatment in erroneously classifying costs as day schools instead of boarding schools. Although we made an adjustment on the basis of the best information available, an accurate adjustment was not possible.

The above data substantiates the fact that wholesale food prices changed little in the period reviewed and it further indicates that feeding practices, in terms of types of meals, are relatively consistent between areas. The only significant operational difference noted is that procurement is centralized at the area office level in Juneau and Gallup but is decentralized in the other areas.

The per meal costs for food shown above do not include freight which is significant for only Gallup and Juneau. In FY 1965 the per meal freight costs were \$.0379 and .0427, respectively. Freight is significant in Gallup because that area operates a central warehouse

and the freight is applicable to distribution from the warehouse to the school site. In Juneau, most purchases are f.o.b. Seattle which means that additional freight is incurred in getting food to Alaska.

The operation of a central warehouse in Gallup and the related additional distribution costs are practically unavoidable due to the large area serviced and the wide dispersal of individual schools. However, during our review of the Gallup Area, it was brought to our attention that a study had been made of the cost of distributing food from the Gallup Supply Center to the schools. It was reasonably determined that if the Bureau would make the distribution with their own personnel and GSA equipment, rather than using common carriers, a savings of \$60,000 to \$90,000 a year could be achieved. There was no evidence available to indicate what action had been taken on the study.

As an additional operational consideration, we noted that the Gallup Area emergency food supply, to be used during emergencies during the previous winter season, was still on hand at May 31, 1967. Arrangements were made to transfer the food to a summer program at another site. There are no formal instructions to handle this situation.

#### Costs of Food at Day Schools

The following information shows that the per meal food costs at day schools vary significantly.

	<u>FY 1965 Per Meal Food Costs</u>
Gallup - UPA	.1214
Juneau	.2803
Phoenix	.3290
Gallup-Navajo	.4987
Muskogee	.5436

The above fluctuations reflect basic policy differences on feeding day school students. Students in Muskogee and Navajo students in Gallup receive a regular hot lunch plus a morning and afternoon snack. In Phoenix and Juneau students receive the hot lunch only and United Pueblo Agency students in Gallup receive only a supplement to their lunches.

#### Costs of Personal Services at Boarding Schools

A summary of the cost per meal for personal services follows:

<u>Year</u>	<u>Anadarko</u>	<u>Gallup</u>	<u>Juneau</u>	<u>Muskogee</u>	<u>Phoenix</u>
1960	\$ .0455	\$ .1337	\$ N/A	\$ .0850	\$ .0565
1961	.0523	.1327	N/A	.0886	.0552
1962	.0579	.1315	N/A	.0975	.0607
1963	.0655	.1386	.1625	.1305	.0682
1964	.0721	.1522	.1611	.1376	.0678
1965	.0728	.1460	.1732	.1172	.0731

The above costs of personal services do not include payroll additives for the Bureau's share of insurance, retirement, etc., which, except for the Juneau area, are recorded separately and not as a part of personal services. In fiscal years 1960 through 1962 feeding was accomplished by contract in Juneau and the personal services costs could not be isolated. Juneau figures for FY 1963 through FY 1965 are after downward adjustment to exclude cost of living differential and payroll additives.

The number of students in attendance appears to influence the cost of personal services. The larger schools operate at a lower cost than the smaller schools as shown by the following data for 1965:

<u>Area</u>	<u>Number of Schools</u>	<u>Average Daily Attendance</u>	<u>Personal Services Cost Per Meal</u>
Anadarko	5	537	\$.0728
Phoenix	6	555	.0731
Muskogee	5	238	.1172
Gallup	52	308	.1460
Juneau	2	440	.1732

In the Juneau Area, the annual per capita and per meal personal services costs for 1965 were as follows:

<u>School</u>	<u>Number of Students</u>	<u>Annual Personal Services Cost</u>	<u>Per Meal</u>
Mt. Edgecumbe	632.1	\$160	\$.198
Wrangell	247.5	257	.317

Exclusive of the Intermountain School, the Gallup Area has 52 boarding schools with an average daily attendance during 1965 of 308 students at each school and an average annual personal services cost of \$115. Intermountain School has an average daily attendance of 1,943 students and an average annual cost of \$77 per student.

We were able to develop overall cost of personal services and the ratio of employees to students for the feeding operation. The costs and ratio are shown in the following table:



<u>Area</u>	<u>FY 1965</u>	
	<u>Personal Services</u> Cost Per Student	<u>Feeding</u> Ratio of Employees to Students
Juneau <u>1/</u>	\$ 405	1 to 112.5
Anadarko	590	1 to 84.7
Phoenix	607	1 to 72.3
Muskogee	734	1 to 61.0
Gallup <u>2/</u>	1,070	1 to 43.6

1/ Computation based on average salaries of other areas adjusted for cost-of-living allowance.

2/ Computation based on authorized positions.

Although there is a definite correlation between the size of the schools and the per capita and per meal feeding costs, we believe that the degree of difference indicates that there are other contributing factors. We think these factors should be identified.

#### Day School Costs Compared to Boarding School Costs

The following table summarizes the differences between day school costs and boarding school costs when computed on a per meal basis:

	<u>FY 1965 Costs Per Meal</u>			
	<u>Personal Services</u>		<u>Food</u>	
	<u>Boarding</u>	<u>Day</u>	<u>Boarding</u>	<u>Day</u>
Gallup	\$.1460	\$.8836	\$.2244	\$.4987
Juneau	.2310	.1746	.2539	.2803
Muskogee	.1172	.5836	.2111	.5436
Phoenix	.0731	.3618	.2175	.3290

Variations in the feeding policies for day schools, as previously discussed, make one-for-one comparisons difficult. However, the

per meal personal services costs for day school students are from three to six times higher for three of the four areas. The lower costs at Juneau can be attributed to use of voluntary help as cooks and shorter tours of duty for hired cooks. Focusing only on Phoenix where only one meal per day was served to day school students, the food cost per meal is substantially higher for day schools.

In our opinion, these figures reflect the fact that boarding schools are by nature more efficient than day schools. More students are fed; food waste can be controlled more easily; and a three meal per day output substantially increases the effectiveness of personal service. This should not be interpreted as a criticism of day school operations per se. But the cost differential could be an important consideration in deciding the relative advantages and disadvantages of day schools and boarding schools.

#### Fiscal Year Cost Variations Within the Same Area

The annual per capita feeding costs at boarding schools for 6 consecutive fiscal years for the five areas reviewed show that costs were stable for the Phoenix, Anadarko, and Gallup areas. Comments on the Juneau and Muskogee Areas follow:

1. Juneau - The Juneau Area operates two boarding schools, Mt. Edgecumbe and Wrangell. For fiscal years 1960, 1961, and 1962 feeding at Mt. Edgecumbe was accomplished by contract. The per capita costs dropped significantly when the Bureau assumed this

responsibility but the lower costs were not immediately reflected in total due to heavy initial outlays for equipment and basic food stocks. Annual per capita feeding costs at Wrangell increased from \$401 in 1964 to \$474 in 1965. This increase was caused by the addition of two employees. Otherwise, feeding costs at Wrangell were stable.

2. Muskogee - The feeding cost fluctuation in the Muskogee Area during 1963 and 1964 was caused by a procedural error. Three schools in the Choctaw Agency were converted from day schools to boarding schools prior to the start of the 1963 school year. The Area, however, continued to cost feeding charges as day schools because the budget was presented in that manner. We attempted to make an adjustment, but an accurate adjustment was not possible because the cost of feeding students in all day schools, including the three schools that were converted to boarding schools, was maintained in a single accounting entity.

Annual per capita feeding costs at day schools were stable in the Phoenix Area and in the Gallup Area for the United Pueblo Agency. Comments on the other areas follow:

1. Gallup-Navajo - The decrease from \$307 in FY 1964 to \$271 in FY 1965 was caused by coding errors on food issues. Although we made an adjustment for FY 1965, we found no basis to make any adjustments prior to FY 1965.

2. Muskogee - In our opinion the wide fluctuations in Muskogee were caused by the same accounting inconsistencies discussed above under boarding schools.

3. Juneau - The big jump in FY 1963, i.e., from \$40 to \$121, was caused by a change from a noonday snack to a standard menu hot meal. Otherwise, costs are stable.

The results of our review are summarized in figures 1 through 5.

Figure 1 is a line chart showing annual per capita feeding costs at boarding schools for fiscal years 1960 through 1965 by individual areas.

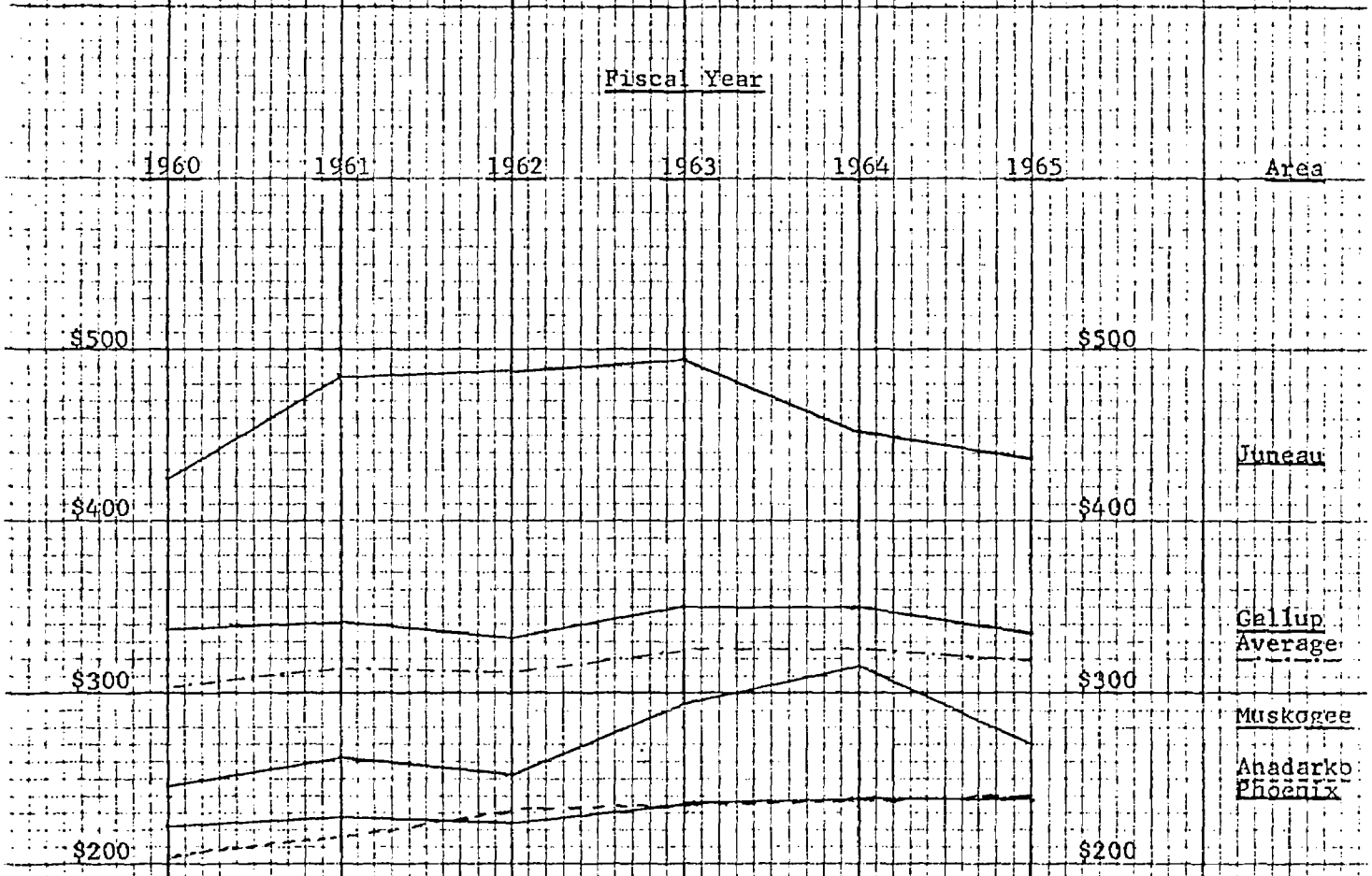
Figure 2 is a presentation of boarding school costs per meal by element of cost for each area. Data is presented for fiscal years 1960 through 1965.

Figure 3 is similar to figure 2 except that some adjustments were made to facilitate comparative analysis, e.g., costs applicable to Juneau were adjusted downward to eliminate the cost of living allowance.

Figure 4 is a line chart showing annual per capita feeding costs at day schools for fiscal years 1960 through 1965 by individual areas.

Figure 5 is a presentation of day school costs per meal by element of cost for each area. Data is presented for fiscal years 1960 through 1965.

Bureau of Indian Affairs  
 Internal Review of Selected Educational Activities  
 Boarding Schools - Annual Feeding Cost Per Capita  
 (Basis: Average Daily Attendance)



Note: Average based on total cost and total average daily attendance of the areas reviewed. Average daily attendance, however, does not include those day and dormitory students attending boarding schools.

Bureau of Indian Affairs  
Internal Review of Selected Educational Activities  
Feeding  
Boarding Schools - Cost Per Meal by Elements of Cost

DESCRIPTION	Fiscal Year					
	1960	1961	1962	1963	1964	1965
<u>Anadarko 1/</u>						
Personal Services	\$0.0455	\$0.0523	\$0.0579	\$0.0655	\$0.0721	\$0.0728
Food	0.1978	0.2087	0.2174	0.2131	0.2118	0.2136
Other	0.0110	0.0082	0.0112	0.0113	0.0100	0.0094
Freight	-	-	-	-	-	-
Cost: Per Meal	\$0.2543	\$0.2692	\$0.2865	\$0.2904	\$0.2939	\$0.2958
Annual	\$206	\$218	\$232	\$235	\$238	\$240
<u>Gallup</u>						
Personal Services	\$0.1337	\$0.1327	\$0.1315	\$0.1386	\$0.1522	\$0.1460
Food	0.2297	0.2366	0.2286	0.2414	0.2347	0.2244
Other	0.0076	0.0064	0.0069	0.0077	0.0079	0.0072
Freight (including Warehouse)	0.0460	0.0453	0.0424	0.0441	0.0374	0.0379
Cost: Per Meal	\$0.4170	\$0.4210	\$0.4094	\$0.4318	\$0.4322	\$0.4155
Annual	\$338	\$341	\$332	\$350	\$350	\$336
<u>Juneau</u>						
Personal Services	\$0.0526	\$0.0566	\$0.0543	\$0.2167	\$0.2148	\$0.2310
Food	0.0610	0.0666	0.0708	0.3093	0.2696	0.2539
Other	0.0012	0.0023	0.0062	0.0101	0.0186	0.0134
Contract	0.4004	0.4619	0.4613	-	-	-
Freight	0.0116	0.0128	0.0114	0.0737	0.0535	0.0427
Cost: Per Meal	\$0.5268	\$0.6002	\$0.6040	\$0.6098	\$0.5565	\$0.5410
Annual	\$427	\$486	\$489	\$494	\$451	\$438

Bureau of Indian Affairs  
 Internal Review of Selected Educational Activities  
 Feeding  
 Boarding Schools - Cost Per Meal by Elements of Cost

DESCRIPTION	Fiscal Year				
	1960	1961	1962	1963	1964
<u>Muskogee</u>					
Personal Services	\$0.0850	\$0.0886	\$0.0975	\$0.1305	\$0.1376
Food	0.2122	0.2285	0.2125	0.2239	0.2442
Other	0.0092	0.0066	0.0039	0.0084	0.0111
Freight	-	-	-	-	-
Cost: Per Meal	\$0.3064	\$0.3237	\$0.3139	\$0.3628	\$0.3929
Annual	\$248	\$262	\$254	\$294	\$318
<u>Phoenix 2/</u>					
Personal Services	\$0.0565	\$0.0552	\$0.0607	\$0.0682	\$0.0678
Food	0.2096	0.2171	0.2125	0.2152	0.2131
Other	0.0081	0.0095	0.0060	0.0076	0.0116
Freight	-	-	-	-	-
Cost: Per Meal	\$0.2742	\$0.2818	\$0.2792	\$0.2910	\$0.2925
Annual	\$222	\$228	\$226	\$236	\$237

1/ Amounts shown include combined costs for Concho Demonstration School and all other boarding schools in the Anadarko Area although Concho Demonstration School is separate in exhibits A and B.

2/ Phoenix is the only area feeding cost reviewed that did not cost surplus food. Based on tests, the costing of surplus food would increase the cost per meal approximately one to two cents.

Bureau of Indian Affairs  
Internal Review of Selected Educational Activities  
Feeding  
Boarding Schools - Elements of Comparable Cost

Figure 3  
1 of 2

DESCRIPTION	Fiscal Year		Percent of Change 1963-1965	F.Y. 1965 Percentage Ratio to Total Cost Per Meal
	1963	1964		
<u>Anadarko</u>				
Personal Services	\$0.0655	\$0.0721	11.15%	24.61%
Food	0.2131	0.2136	0.23	72.21
Other	0.0118	0.0094	(20.34)	3.18
Cost: Per Meal	\$0.2904	\$0.2958	1.86%	100.00%
Annual	\$235	\$240	2.13%	
<u>Gallup</u>				
Personal Services	\$0.1386	\$0.1522	5.34%	38.66%
Food	0.2414	0.2347	(7.04)	59.43
Other	0.0077	0.0072	(6.49)	1.91
Cost: Per Meal	\$0.3877	\$0.3776	(2.61%)	100.00%
Annual	\$314	\$306	(2.55%)	
<u>Juneau</u>				
Personal Services	\$0.1625	\$0.1611	6.58%	39.32%
Food	0.3093	0.2696	(17.91)	57.64
Other	0.0101	0.0186	32.67	3.04
Cost: Per Meal	\$0.4819	\$0.4493	(8.59%)	100.00%
Annual	\$390	\$357	(8.46%)	



Bureau of Indian Affairs  
Internal Review of Selected Educational Activities  
Feeding

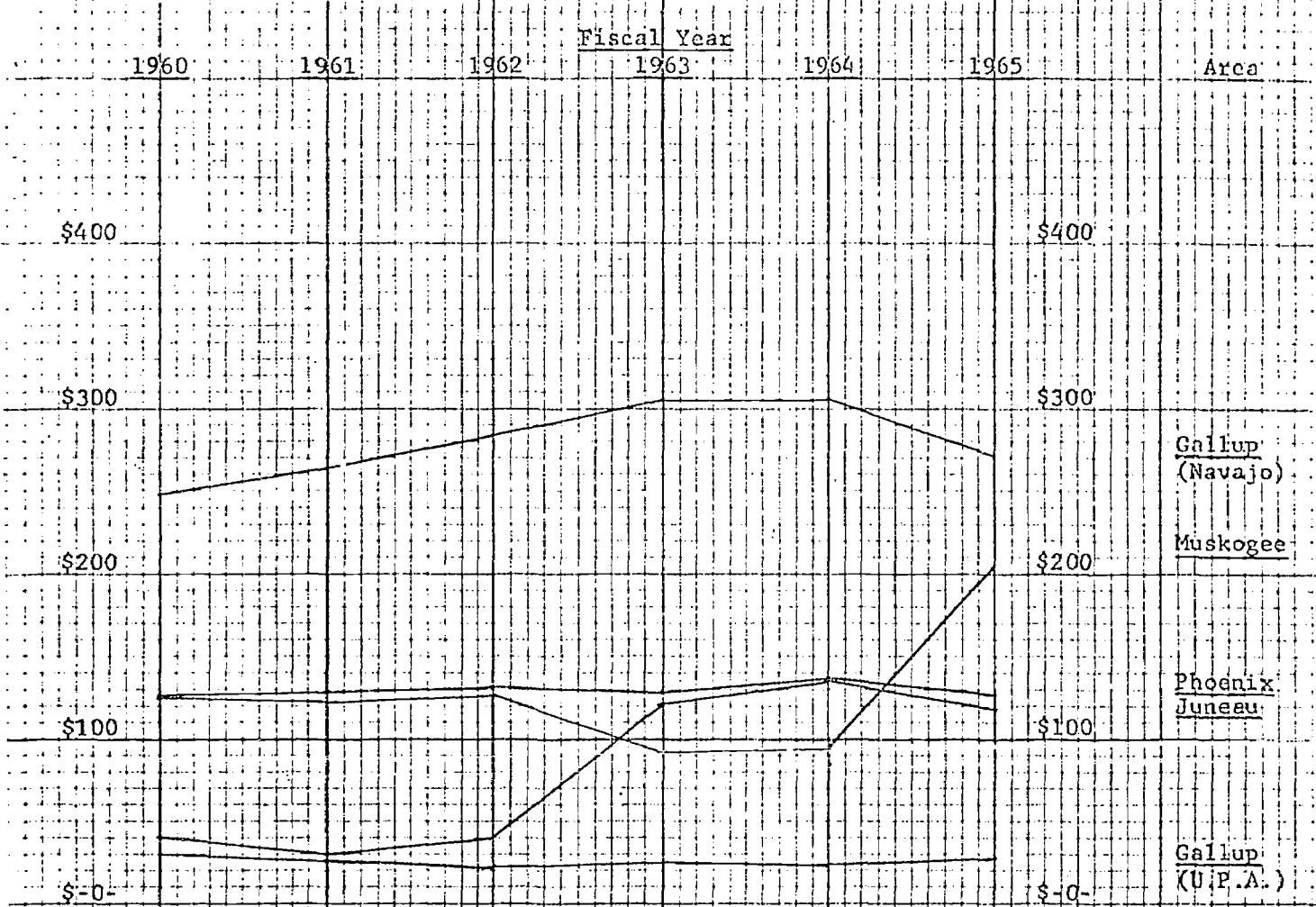
Boarding Schools - Elements of Comparable Cost

DESCRIPTION	Fiscal Year		Percent of Change 1963-1965	F.Y. 1965 Percentage Ratio to Total Cost Per Meal
	1963	1965		
<u>Muskogee</u>				
Personal Services	\$0.1305	\$0.1172	(10.19%)	35.17%
Food	0.2239	0.2111	(5.72)	63.36
Other	0.0084	0.0049	(41.67)	1.47
Cost: Per Meal	\$0.3628	\$0.3332	(8.16%)	100.00%
Annual	\$294	\$270	(8.16%)	
<u>Phoenix</u>				
Personal Services	\$0.0682	\$0.0731	7.18%	24.75%
Food	0.2152	0.2175	1.07	73.65
Other	0.0076	0.0047	(38.16)	1.60
Cost: Per Meal	\$0.2910	\$0.2953	1.48%	100.00%
Annual	\$236	\$239	1.27%	

Notes:

1. Freight has been eliminated from Juneau.
2. Warehouse Operations (including Freight) have been eliminated from Gallup.
3. Living allowance, 25 percent of personal services, has been eliminated from Juneau.
4. 1960, 1961, and 1962 were not used as Juneau had feeding contracts in force.

Bureau of Indian Affairs  
 Internal Review of Selected Educational Activities  
 Day Schools - Annual Feeding Cost Per Capita



Key:	1960	1961	1962	1963	1964	1965
Gallup:						
Navajo	\$248	\$263	\$284	\$307	\$307	\$271
U.P.A.	30	27	22	25	24	28
Juneau	40	30	40	121	136	119
Muskogee	124	122	128	92	94	206
Phoenix	126	129	131	129	137	128
Average	86	84	95	128	138	125

Bureau of Indian Affairs  
Internal Review of Selected Educational Activities  
Feeding  
Day Schools - Cost Per Meal by Elements of Cost

Figure 5  
1 of 2

DESCRIPTION	Fiscal Year					
	1960	1961	1962	1963	1964	1965
<u>Gallup</u>						
Navajo:						
Personal Services						
Food	\$0.7221	\$0.6659	\$0.7136	\$0.7453	\$0.7314	\$0.8836
Other	0.5249	0.6479	0.7028	0.7846	0.8084	0.4987
Freight	0.0259	0.0248	0.0316	0.0309	0.0393	0.0368
	0.1059	0.1225	0.1307	0.1436	0.1293	0.0856
Cost: Per Meal	\$1.3788	\$1.4611	\$1.5787	\$1.7044	\$1.7084	\$1.5047
Annual	\$248	\$263	\$284	\$307	\$307	\$271

United Pueblo Agency:						
Personal Services						
Food	\$0.0317	\$0.0303	\$0.0101	-	-	\$0.0164
Other	0.1159	0.1149	0.0917	\$0.1215	\$0.1239	0.1214
Freight	0.0204	0.0063	0.0196	0.0166	0.0083	0.0163
	-	-	-	-	-	-
Cost: Per Meal	\$0.1680	\$0.1515	\$0.1214	\$0.1381	\$0.1322	\$0.1541
Annual	\$30	\$27	\$22	\$25	\$24	\$28

<u>Juneau</u>						
Personal Services						
Food	\$0.0067	\$0.0094	\$0.0604	\$0.1490	\$0.2491	\$0.1746
Other	0.1478	0.1044	0.1051	0.3340	0.2932	0.2803
Contract	0.0088	0.0085	0.0112	0.0610	0.0788	0.0569
Freight	-	-	-	-	-	0.0152
	0.0609	0.0439	0.0453	0.1279	0.1346	0.1319
Cost: Per Meal	\$0.2242	\$0.1662	\$0.2220	\$0.6719	\$0.7557	\$0.6589
Annual	\$40	\$30	\$40	\$121	\$136	\$119

Bureau of Indian Affairs  
Internal Review of Selected Educational Activities  
Feeding

Day Schools - Cost Per Meal by Elements of Cost

DESCRIPTION	Fiscal Year					
	1960	1961	1962	1963	1964	1965
<u>Muskogee</u>						
Personal Services	\$0.3376	\$0.3238	\$0.3544	\$0.2250	\$0.2360	\$0.5836
Food	0.3406	0.3422	0.3499	0.2754	0.2731	0.5436
Other	0.0118	0.0101	0.0071	0.0119	0.0126	0.0149
Freight	-	-	-	-	-	-
Cost: Per Meal	\$0.6900	\$0.6761	\$0.7114	\$0.5123	\$0.5217	\$1.1421
Annual	\$124	\$122	\$128	\$92	\$94	\$206
<u>Phoenix</u>						
Personal Services	\$0.3246	\$0.3408	\$0.3392	\$0.3642	\$0.3661	\$0.3618
Food	0.3477	0.3570	0.3674	0.3379	0.3789	0.3290
Other	0.0281	0.0203	0.0188	0.0133	0.0147	0.0212
Freight	-	-	-	-	-	-
Cost: Per Meal	\$0.7004	\$0.7186	\$0.7254	\$0.7154	\$0.7597	\$0.7120
Annual	\$126	\$129	\$131	\$129	\$137	\$128

## GUIDANCE AND DORMITORY OPERATION

In fiscal year 1965, dormitory and guidance costs totaled \$10.1 million at the five area offices reviewed. The preponderance of costs cover personal services for guidance counsel at schools and dormitories and custodial services at dormitories.

The results of our review are summarized in figures 6 and 7:

Figure 6 is a line chart showing on an annual per capita basis the cost of guidance and dormitory operation by area for fiscal years 1960 through 1965.

Figure 7 is a comparative presentation of total costs; and annual per capita costs for fiscal years 1960 and 1965 by area.

In figures 6 and 7 the terms "boarding school" and "dormitories" are used. The distinction is that the term "dormitories" refers to those situations where the students attend public school; "boarding schools" refer to the joint operation of a school and a dormitory.

Guidance and dormitory costs show very close to a straight line increase from fiscal years 1960 to 1965 for each area. In aggregate for all areas, the increase in personal services and the increase in average daily attendance were:

	<u>1960</u>	<u>1965</u>	<u>% Increase</u>
Personal Services	\$4,492,856	\$9,086,331	102.2
Average Daily Attendance	18,946.5	26,483.0	39.8
Annual Per Capita Costs	\$237.13	\$343.10	44.7

Approximately 21.5 percent of the 44.7 increase was due to pay raises, approximately 10 percent was due to a decrease in the

employee to student ratio, and the balance can be attributed to upgrading and longevity increases.

The only unusual fluctuation of costs between fiscal years was in the Muskogee Area for fiscal years 1963, 1964, and 1965, and this was limited to other than boarding schools. Per capita costs were \$415 in 1963. They increased to \$552 in 1964 and dropped back to \$406 in 1965. The principal reason for the fluctuation was a concurrent increase in the number of employees and decrease in the number of students in fiscal year 1964. An additional factor was some unusual outlays for equipment in fiscal year 1964. A more favorable employee to student ratio was restored in fiscal year 1965.

Although the overall trend has been very close in all areas, there has been a continuing difference in annual per capita costs between areas as shown below:

<u>Area</u>	<u>1960</u>	<u>1961</u>	<u>1962</u>	<u>1963</u>	<u>1964</u>	<u>1965</u>
Anadarko	\$254	\$295	\$307	\$332	\$325	\$342
Gallup	265	293	296	337	389	391
Juneau	332	397	394	428	446	476
Muskogee	262	301	323	364	409	426
Phoenix	.245	269	267	285	301	320

The variations in annual per capita costs are directly related to variations in the ratio of employees to students.

	Fiscal Year 1960 or 1961		Fiscal Year 1965	
	<u>Cost</u>	<u>Ratio</u>	<u>Cost</u>	<u>Ratio</u>
Phoenix	\$245	1 to 20.9	\$320	1 to 18.8
Anadarko	254	1 to 17.5	342	1 to 16.8
*Juneau	258	1 to 18.1	368	1 to 15.7
Gallup	265	Not available	391	1 to 15.5
Muskogee	262	1 to 14.9	426	1 to 13.6

\*Adjusted to eliminate cost of living allowances.

The physical plant directs, to some degree, the number of attendants required. Bungalow-type dormitories with a small number of students require at least one night attendant for 12 to 15 students. One night attendant would be required for 40 students in a regular dormitory.

We believe that there should be a separation of guidance costs from costs of operating dormitories since they are unrelated. Guidance in the Bureau is an extension or enlargement of instruction required by the type of student being cared for by the Bureau. The costs of the guidance activity are significant in the Bureau's education program. The costs are incurred to round out the education of the students. It would appear that the costs, in addition to regular instruction cost, required to prepare the students to take their place in society should be accounted for separately so as to provide a means to evaluate the accomplishment of the objective of the program. This separation of the guidance and dormitory activities has been provided for in the proposed chart of accounts.

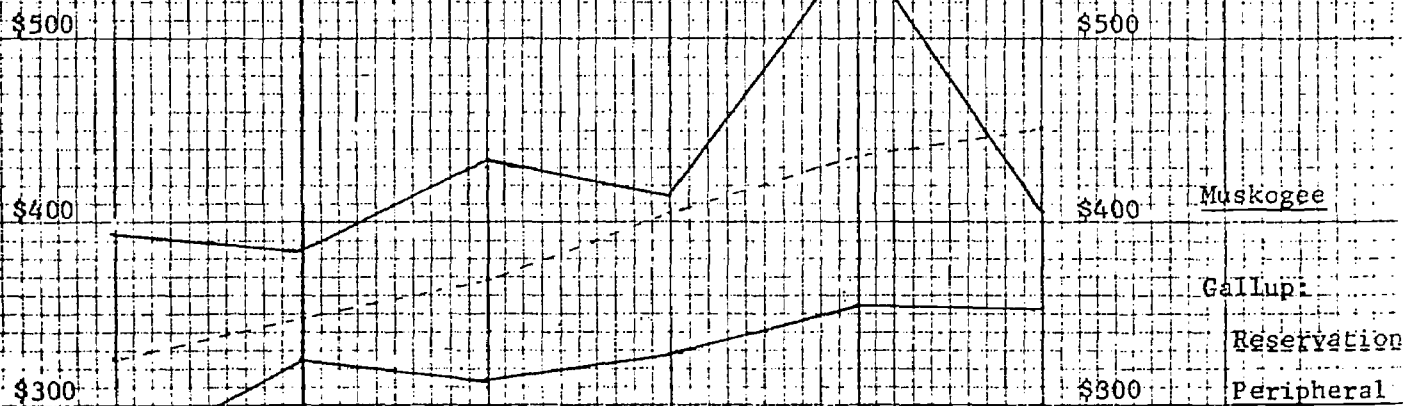
Bureau of Indian Affairs  
 Internal Review of Selected Educational Activities  
 Guidance and Dormitory Operation  
 Annual Per Capita Cost

Boarding Schools

1960 1961 1962 1963 1964 1965 Area



Dormitories





Bureau of Indian Affairs  
Internal Review of Selected Educational Activities  
Guidance and Dormitory Operation  
Annual Per Capita Costs

AREA AND DESCRIPTION	Cost		Per Capita Cost		Percentage of Increase
	1960	1965	1960	1965	
<u>Anadarko</u>					
Boarding Schools:					
Personal Services	\$529,225	\$852,334	\$218.98	\$317.31	44.9
Other Costs	53,514	66,449	34.56	24.74	(28.4)
Total	\$612,739	\$918,783	\$253.54	\$342.05	34.9
<u>Gallup</u>					
Boarding Schools:					
Personal Services	\$2,167,628	\$5,535,011	\$240.49	\$351.52	46.2
Other Costs	223,754	624,973	24.82	39.70	60.0
Total	\$2,391,382	\$6,159,984	\$265.31	\$391.22	47.9
<u>Reservation Dormitories:</u>					
Personal Services	\$215,725	\$284,622	\$284.52	\$360.00	26.5
Other Costs	31,394	72,141	41.41	91.26	120.3
Total	\$247,119	\$356,763	\$325.93	\$451.26	38.5
<u>Peripheral Dormitories:</u>					
Personal Services	\$492,306	\$676,803	\$242.24	\$322.08	33.0
Other Costs	58,111	62,816	28.59	29.88	4.5
Total	\$550,417	\$739,619	\$270.83	\$351.96	30.0
Total - Area	\$3,188,918	\$7,256,366	\$270.15	\$389.34	44.1
<u>Juneau</u>					
Boarding Schools:					
Personal Services	\$261,637	\$380,947	\$295.77	\$433.09	46.4
Other Costs	31,897	37,706	36.06	42.87	18.9
Total	\$293,534	\$418,653	\$331.83	\$475.96	43.4

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Internal Review of Selected Educational Activities  
Guidance and Dormitory Operation  
Annual Per Capita Costs

AREA AND DESCRIPTION	Cost		Per Capita Cost		Percentage of Increase
	1960	1965	1960	1965	
<u>Muskogee</u>					
Boarding Schools:					
Personal Services	\$ 99,067	\$247,445	\$226.54	\$396.16	74.9
Other Costs	15,650	18,642	35.79	29.85	(16.6)
Total	\$114,717	\$266,087	\$262.33	\$426.01	62.4
<u>Dormitories:</u>					
Personal Services	\$ 92,493	\$147,043	\$280.20	\$347.04	23.9
Other Costs	37,243	25,149	112.82	59.36	(47.4)
Total	\$129,736	\$172,192	\$393.02	\$406.40	3.4
Total - Area	\$244,453	\$438,279	\$318.54	\$418.08	31.2
<u>Phoenix</u>					
Boarding Schools:					
Personal Services	\$634,775	\$ 962,126	\$206.51	\$297.75	44.2
Other Cost:	118,080	72,437	38.41	22.41	(41.7)
Total	\$752,855	\$1,034,563	\$244.92	\$320.16	30.7



### SCHOOL BUS AND BIENNIAL TRANSPORTATION

The line chart, figure 8, shows the trend in annual per capita costs for fiscal years 1960 through 1965 by area for both boarding schools and day schools and additional data on total costs is shown in figure 9. Data is not shown for the Juneau Area because regular bus service is not provided. The occasional use of buses is not identified as an educational cost because the equipment is for general purpose use.

The available information on school bus transportation cost is not too meaningful. First of all, geographical conditions vary significantly between areas so that a comparison of annual per capita costs is substantially without meaning. Secondly, some areas have day students attending boarding schools. These costs were sometimes identified to day schools and sometimes to boarding schools. The accounting treatment is responsible for fluctuation in the Muskogee Area costs. In 1963, some day schools were converted to boarding schools but many day school students continued to attend boarding schools. The costs of transporting day school students to boarding schools were identified to boarding schools causing the annual per capita to triple.

In our opinion, costs of transporting day students to boarding schools should be separately identified but still classified with

boarding schools. This would isolate the transportation costs applicable to educational field trips, trips for medical examination, going to athletic contests, etc.

Although more accurate annual per capita costs are desirable, they will not in themselves permit an evaluation of school bus efficiency. To reach any type of conclusion, information on vehicle and personnel utilization is needed and this type of data was almost totally not available. In the Gallup Area there were twice as many buses available as there were persons designated as drivers. But in the absence of utilization information we could not reach a conclusion without materially deviating from the purpose of the audit. In this connection, reference is made to our recent audit report "Review of Motor Vehicle Use, United States Department of the Interior, May 1967."

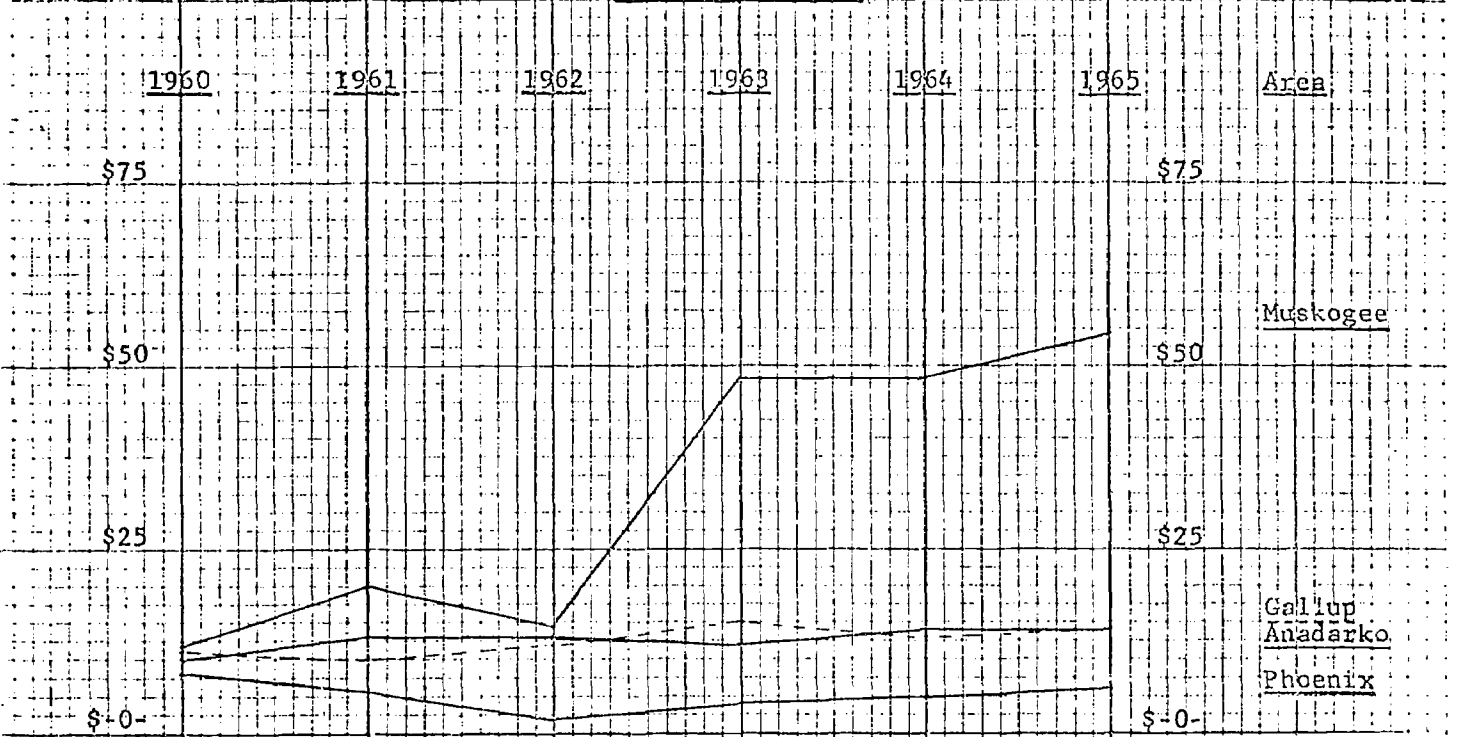
In addition to school bus transportation, biannual transportation, i.e., the costs of student travel to and from boarding schools located off the reservation, were incurred by the Gallup and Juneau Areas. In 1965 these costs totaled \$155,538 for Gallup Area students traveling off reservation and \$464,486 for Juneau Area students traveling off reservation. Approximately 4,600 Gallup Area students traveled to 14 off-reservation locations at a per student cost of \$34. Travel of Juneau Area students tends to be more costly, as shown below:

Fiscal Year 1965

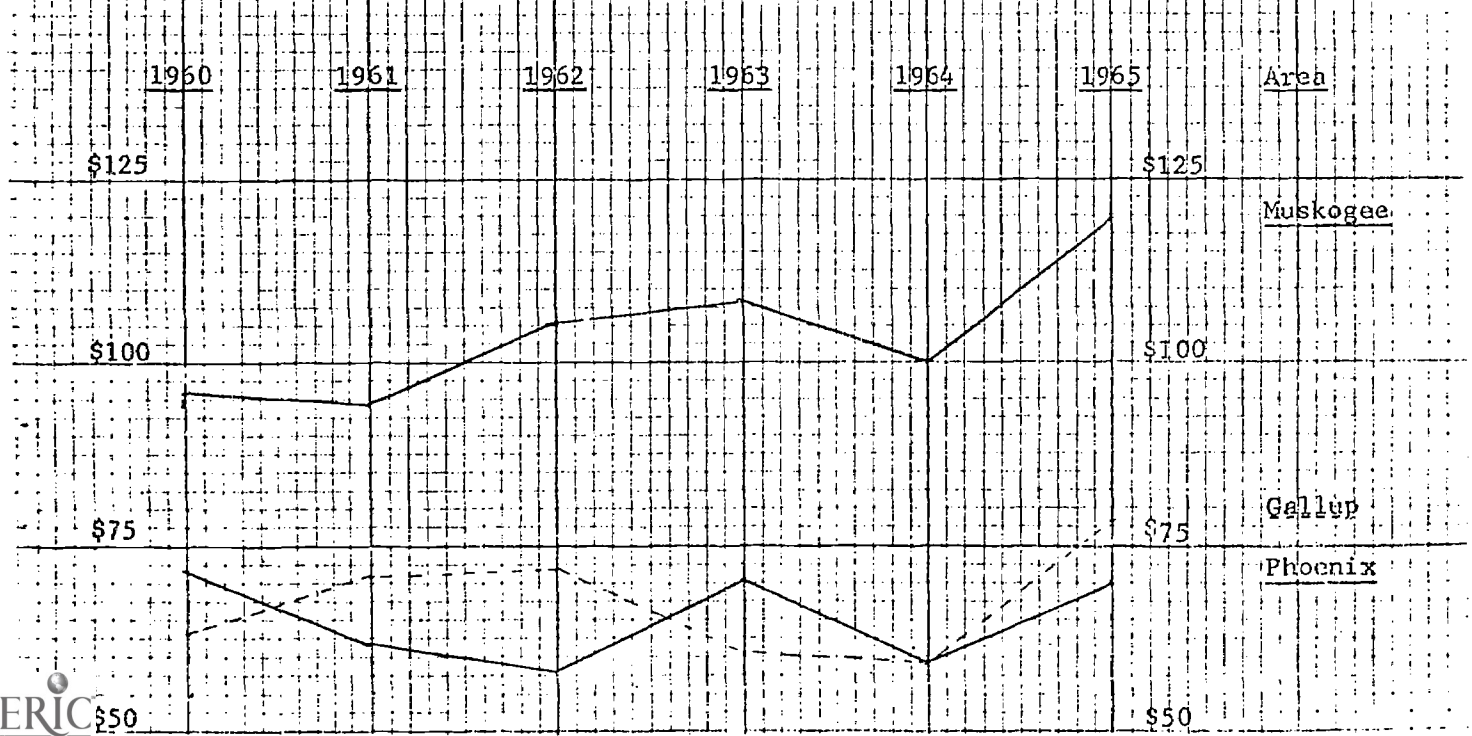
<u>Area and School attended</u>	<u>Total Costs</u>	<u>Number of Students</u>	<u>Average Cost Per Student</u>
<u>Gallup Area</u>			
<u>Gallup Area</u>			
Holbrook, Arizona	\$ 812	74	\$11
Albuquerque, New Mexico	8,956	735	12
Snowflake, Arizona	623	74	8
Richfield, Utah	1,221	61	20
Fort Wingate, New Mexico	898	53	17
Flagstaff, Arizona	522	81	6
Intermountain, Utah	54,120	1,738	31
<u>Phoenix Area</u>			
Stewart, Nevada	7,410	118	63
Phoenix, Arizona	4,291	212	20
Sherman, California	20,773	511	41
<u>Anadarko Area</u>			
Ft. Sill, Oklahoma and Riverside, Oklahoma	14,731	339	43
Chilocco, Oklahoma	19,534	377	52
<u>Portland Area</u>			
Chemawa, Oregon	21,647	240	90
Totals - Gallup Area	<u>\$155,538</u>	<u>4,613</u>	<u>\$34</u>
<u>Juneau Area</u>			
<u>Portland Area</u>			
Chemawa, Oregon	\$174,757	588	\$297
<u>Anadarko Area</u>			
Chilocco, Oklahoma and Haskell, Kansas	45,339	134	338
<u>Juneau Area</u>			
Mt. Edgecumbe, Alaska	182,921	671	273
Wrangell, Alaska	61,469	261	236
Totals - Juneau Area	<u>\$464,486</u>	<u>1,654</u>	<u>\$281</u>

Bureau of Indian Affairs  
Internal Review of Selected Educational Activities  
School Bus Transportation - Annual Per Capita Cost

Boarding Schools



Day Schools



Bureau of Indian Affairs  
Internal Review of Selected Educational Activities  
School Bus Transportation

Area and Fiscal Year	Boarding Schools			Day Schools		
	Average Daily Attendance	Cost	Annual Per Capita Cost	Average Daily Attendance	Cost	Annual Per Capita Cost
<u>Anadarko</u>						
1960	2,416.7	\$ 25,088	\$10			
1961	2,534.6	33,527	13			
1962	2,499.4	33,355	13			
1963	2,695.2	31,355	12			
1964	2,785.1	38,124	14			
1965	2,708.9	38,836	14			
<u>Gallup</u>						
1960	9,442.9	106,885	11	2,313.1	\$145,821	\$ 63
1961	10,598.9	110,104	10	2,328.7	164,808	71
1962	11,109.6	136,088	12	2,230.0	160,582	72
1963	11,343.2	168,552	15	2,229.2	135,390	61
1964	12,785.0	167,688	13	2,324.3	139,785	59
1965	14,427.6	208,388	14	2,172.5	168,916	78
<u>Muskogee</u>						
1960	437.3	6,154	14	672.8	64,407	96
1961	473.3	9,683	20	732.1	68,885	94
1962	472.1	6,422	14	713.7	75,755	106
1963	1,082.5	52,100	48	206.2	22,360	108
1964	1,117.0	53,801	48	216.0	21,495	100
1965	1,187.3	64,504	54	219.5	26,171	119
<u>Phoenix</u>						
1960	3,137.9	25,664	8	2,381.6	172,382	72
1961	3,340.5	21,617	6	2,307.3	144,010	62
1962	3,300.8	5,821	2	2,356.0	136,864	58
1963	5,300.6	13,059	4	2,328.5	165,264	71
1964	3,402.5	16,265	5	2,266.5	133,214	59
1965	3,332.3	21,012	6	2,233.6	157,138	70

(No day schools in area)

## PLANT OPERATIONS AND REPAIR AND MAINTENANCE

Costs of plant operations, which cover the production and distribution of utilities, are distributed to benefiting activities, e.g., education, resources management, and road construction. Repair and maintenance costs, however, have never been distributed to benefiting activities because the costs are financed by a separate Bureauwide appropriation. In fiscal year 1965, \$7.3 million of plant operations cost was allocated to education in the five area offices reviewed. If repair and maintenance had been allocated, we estimated the amount would have been \$5.9 million.

Figure 10 is a line chart showing by area, the plant operations costs and repair and maintenance costs expressed as a dollar amount per square foot. We were unable to complete the chart in all cases for fiscal years 1960 through 1965 because square footage figures were not available for some areas in the earlier years. We allocated repair and maintenance costs to educational activities on the same percent to total basis as plant operations costs, e.g., if plant operations applicable to educational activities computed to 80 percent of the total we allocated the same percentage of repair and maintenance costs. Figure 11 shows information on square footage on the portion applicable to education.

Comments on cost fluctuations within areas follow:

1. The increase in the cost per square foot between 1963 and 1964 in the Muskogee area is not really substantive. A three-story



building used as a storehouse was destroyed by fire which significantly reduced the square footage to be maintained. But since the building was not costing very much to maintain or operate in the first place, the results were an increase in the per square foot costs of the other facilities.

2. In the Phoenix Area, the costs per square foot for plant operations increased from \$.38 in 1960 to \$.53 in 1965. This increase can be directly related to salary increases and more costly materials.

With respect to variations in the costs between areas, the FY 1965 plant operations costs per square foot were as follows:

Anadarko	\$ .245
Muskogee	.378
Gallup	.420
Phoenix	.531
Juneau	1.261

Juneau costs would logically be higher because of higher salary and material costs and climatic conditions. Beyond this observation, very little can be determined as to the cause of the variances. This is because of differences in the physical characteristics of the facilities themselves.

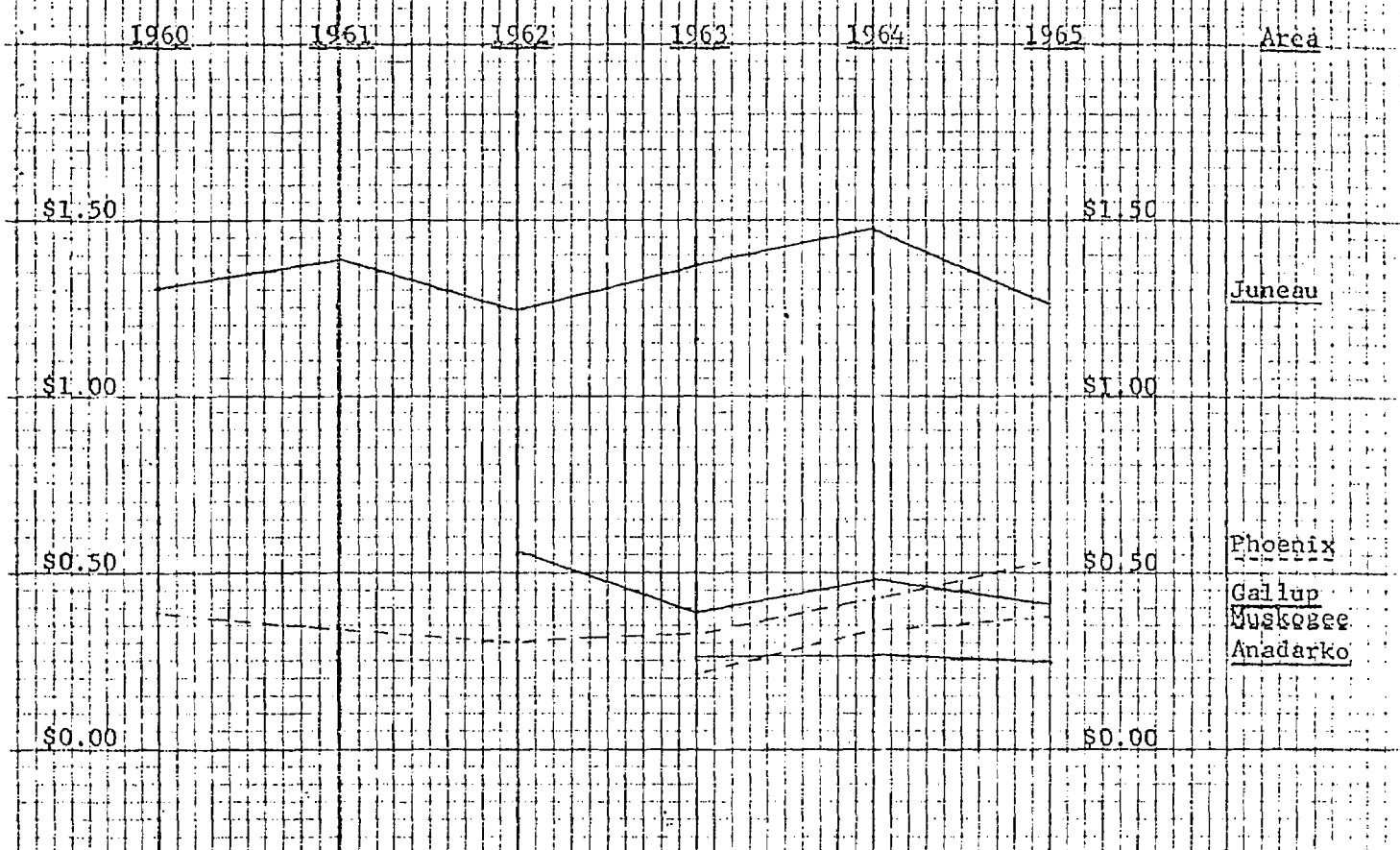
Additional considerations related to Plant Operations and Repair and Maintenance are:

1. Methods of allocating plant operations costs to benefiting activities were inconsistent between areas. (See discussion on page 8 and recommendation on page 14 for further details.)

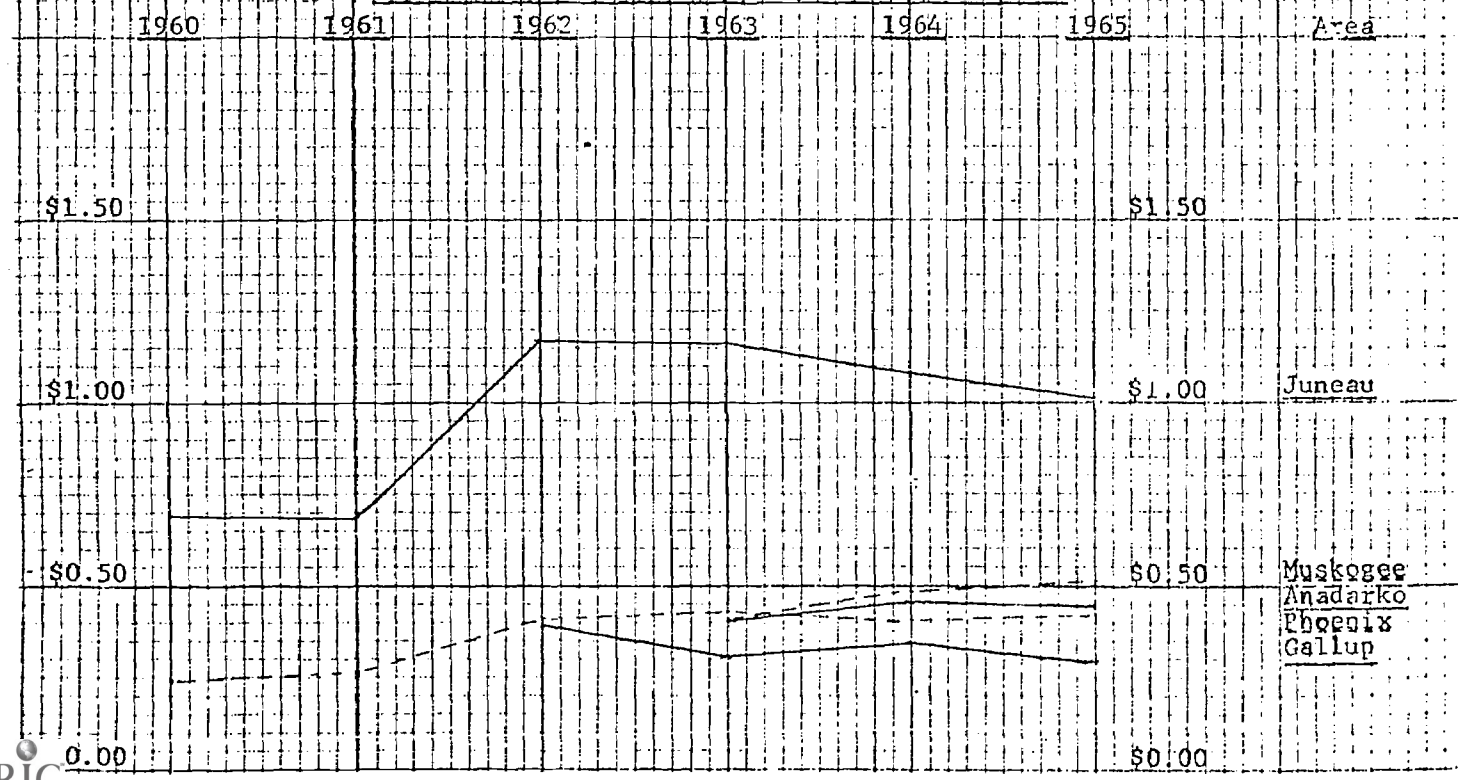
2. Repair and maintenance costs should be allocated to benefiting activities for cost accounting purposes even though they are financed by a separate appropriation. (See recommendation on page 15 and discussion on page 12 for further details.)

Bureau of Indian Affairs  
Internal Review of Selected Educational Activities

Plant Operations - Cost Per Square Foot



Repair and Maintenance - Cost Per Square Foot



Bureau of Indian Affairs  
Internal Review of Selected Educational Activities  
Plant Operations and Repair and Maintenance

Area and Fiscal Year	Total Square Feet	Annual Cost Per Square Foot			Percentage Applicable to Education
		Plant Operations	Repair and Maintenance	Total	
<u>Anadarko</u>					
1960	1/	1/	1/	1/	84.54
1961	1/	1/	1/	1/	80.77
1962	1/	1/	1/	1/	85.65
1963	1,667,820	\$0.257	\$0.403	\$0.660	88.02
1964	1,675,029	0.263	0.456	0.719	92.91
1965	1,734,180	0.245	0.444	0.689	93.04
<u>Gallup</u>					
1960	1/	1/	1/	1/	77.51
1961	1/	1/	1/	1/	89.70
1962	5,390,906	0.554	0.391	0.945	88.70
1963	9,120,622	0.390	0.306	0.696	89.71
1964	9,095,800	0.486	0.348	0.834	87.02
1965	11,450,800	0.420	0.287	0.707	
<u>Juneau</u>					
1960	836,004	1.308	0.699	2.007	79.85
1961	878,378	1.383	0.691	2.074	79.34
1962	920,752	1.241	1.172	2.413	97.92
1963	959,720	1.372	1.164	2.536	98.40
1964	1,139,688	1.475	1.081	2.556	93.28
1965	1,414,730	1.261	1.015	2.276	86.58
<u>Muskogee</u>					
1960	1/	1/	1/	1/	89.64
1961	1/	1/	1/	1/	87.91
1962	1/	1/	1/	1/	85.82
1963	806,472	0.215	0.403	0.618	88.51
1964	689,134	0.341	0.484	0.825	82.75
1965	666,627	0.378	0.511	0.889	83.79

Bureau of Indian Affairs  
Internal Review of Selected Educational Activities  
Plant Operations and Repair and Maintenance

Area and Fiscal Year	Total Square Feet	Annual Cost Per Square Foot			Percentage Applicable to Education
		Plant Operations	Repair and Maintenance	Total	
<u>Phoenix</u>					
1960	3,024,047	\$0.382	\$0.241	\$0.623	68.11
1961	3,026,964	0.349	0.264	0.613	69.68
1962	3,041,256	0.310	0.414	0.724	73.48
1963	3,046,430	0.328	0.437	0.765	70.02
1964	3,053,416	0.427	0.405	0.892	63.14
1965	3,037,967	0.531	0.426	0.957	59.35

Note:

1/ Square foot data not available.

## LAUNDRY

The line chart, figure 12, shows that the annual per capita costs for all areas except Juneau were running around \$20 in FY 1965. Juneau was substantially higher at \$54. Except for some minor costs of providing laundry supplies to students and except for the Juneau Area's Mt. Edgecumbe School, where laundry service was obtained through the U. S. Public Health Service for the periods reviewed, laundry services were obtained from commercial sources on a competitive bid basis.

The variables related to laundry costs are:

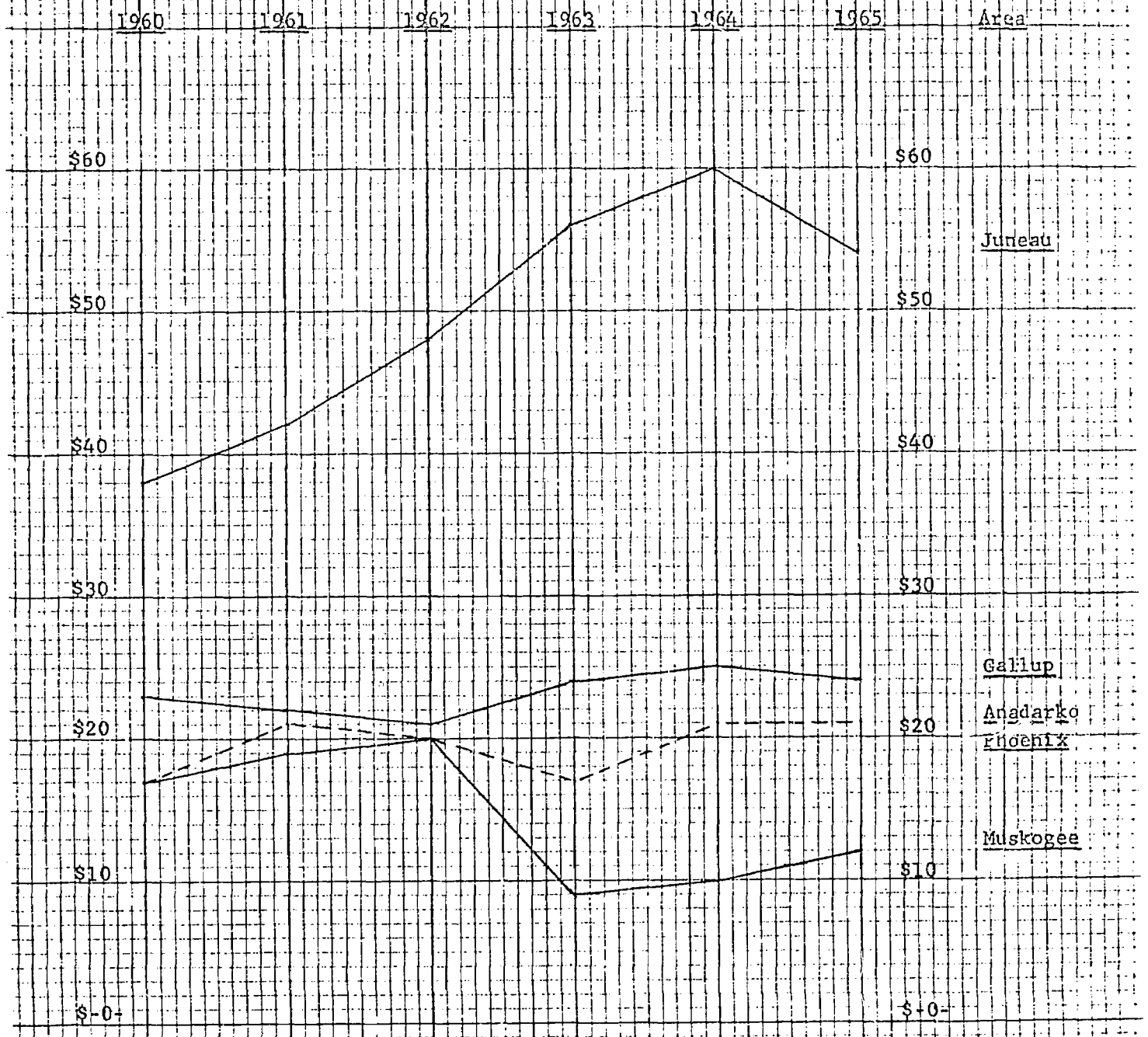
1. The price paid per pound.
2. The type of service purchased, i.e., rough dry, flat work, semifinish, and finish.
3. The amount of laundry which students do for themselves.

Sufficient information was not available to analyze laundry costs in relation to the above variables. Although it is normal to find that the Juneau Area's cost will be higher than other areas, we could reach no conclusion on the reasonableness of the variation. Similarly, we could reach no conclusion on the variation of costs within areas from one fiscal year to another.

At one time, the Bureau of Indian Affairs operated its own laundries. This operation, in addition to providing laundry service, provided

occupational training for students. Laundry costs will probably increase due to increases in minimum wages. Accordingly, it would appear advisable for the Bureau to evaluate the economics of laundry operation in accordance with BOB Circular A-76. Beginning with July 1, 1966, the Bureau assumed operation of the laundry at Mt. Edgecumbe School but cost information was not available.

Bureau of Indian Affairs  
 Internal Review of Selected Educational Activities  
 Laundry  
 Boarding Schools - Annual Cost per Capita



Note: Annual cost per capita includes day students that attend boarding schools.



## ASSISTANCE TO PUPILS IN NON-FEDERAL SCHOOLS

There are three types of assistance to pupils in non-Federal schools accounted for under this caption. They are:

1. Payments to states and political subdivisions for Indian pupils in grade schools by use of funds made available under the Johnson-O'Malley Act.
2. Payments to state political subdivisions for Indian pupils in grade schools by use of funds made available under the regular Bureau of Indian Affairs appropriation.
3. Grants to individual Indian students to attend advanced vocational schools or colleges.

The detail costs and annual per capita costs have been summarized and included in this report as: figures 13 and 14, Johnson O'Malley Contracts; figure 15, Other Contracts; and figure 16, Higher Education.

### Johnson-O'Malley Contracts

The line chart, figure 13, shows significant fluctuations between areas and some lesser fluctuations between fiscal years within areas. Due to nonavailability of data, we could not complete the chart in all cases but based on FY 1965 for those states or jurisdictions for which complete data was available, the range in annual per capita cost was as follows:

FY 1965 Annual  
Per Capita Costs

State of Alaska	\$564
Oshren Hospital, Arizona	468
Brown County, Kansas	302
Arizona	275
Jackson County, Kansas	275
State of Colorado (School Districts)	267
State of New Mexico	146
State of Oklahoma	40

The wide variations in annual per capita cost reflect the different approaches used by states or other jurisdictions in computing the Federal payment. The substantive features of the principal contracts are summarized below:

1. State of Alaska - The areas in which the schools are located either do not have a local tax base, or the tax base is not adequate to support public education. The need for Johnson-O'Malley funds is determined on district and individual school financing requirements. The aid furnished ranges from full cost of operations to a small portion of operating costs after all other sources of financing have been considered. In other words, Federal contributions make up the difference between available local taxes and total requirements.

There is a transfer program in the State of Alaska. The purpose of the program is to integrate schools operated by the Bureau of Indian Affairs into the Public School System by transferring Federally-operated schools to the State or its political subdivisions as

rapidly as it is feasible to do so and as mutually acceptable agreements can be reached in regard to the amount of financial aid which can be justified.

2. State of Arizona - The aid required is by school and based on the following formula:

	<u>Example</u>
Per Capita Cost	\$703.27
Less:	
Per capita receipts comprised of State and county aid, grazing and forestry receipts (but not local district per capita receipts).	(209.22)
P.L. 874 per capita receipts	<u>(217.13)</u>
Equals - per capita entitlement	\$276.92
Multiply by average daily attendance of Indian children	<u>1,105.028</u>
Equal Johnson-O'Malley entitlement	<u>\$306,004.35</u>

To this total may be added the cost of special services and, in a few cases, additional operating costs.

3. State of Nevada - The negotiated amount of the contract is not based on number of pupils, but the funds are used for special purposes presumably required by the attendance of Indian children.

4. State of New Mexico - In the State of New Mexico, the State finances the major portion of education cost. The contract is

negotiated on the basis of impact of Indian children attending public schools. Allocation of funds by the State to districts is based on a plan formulated by the State and the Bureau and approved by the Commissioner, Bureau of Indian Affairs. In effect, the Johnson-O'Malley contributions represent the additional costs incurred by the introduction of Indian students.

5. State of Oklahoma - In the State of Oklahoma all the districts participating in State contract funds are receiving State Equalization Aid which provides them with a minimum budget. A district in order to participate must levy at least an additional five mills above the number of mills required for State Equalization Aid. This constitutes an enrichment fund above the minimum program known as Local Initiative. Johnson-O'Malley contract funds are used to supplement this Local Initiative, and a consolidated State budget is prepared in lieu of each individual district as specified in the Bureau of Indian Affairs Manual. Enrichment funds over and above the minimum program are an absolute necessity in districts receiving this type of aid from contract funds. Without Johnson-O'Malley aid these schools would have no funds for instructional supplies, library books, playground equipment and supplies, and school lunch equipment.

To summarize, annual per capita costs are highest in the State of Alaska because in many instances all operating costs are financed from

Johnson-O'Malley funds. Annual per capita costs are high in the State of Arizona because local taxes are not taken into consideration when computing the Johnson-O'Malley funds required for Indian pupils. They were lower in New Mexico and Oklahoma because (1) New Mexico assessed the incremental impact only, and (2) Oklahoma gave full consideration to all types of financing which came close to meeting total requirements.

#### Other Contracts

The costs of contracts under this section of the report are summarized in figure 15. The costs are incurred for Indian pupils living in peripheral dormitories and attending public schools.

Total per capita cost under the agreements with the school districts is composed of three categories of costs; namely, (1) instruction, (2) noon lunch, if applicable, and (3) parental. The latter costs are for other supplies, fees, and services not furnished by the districts to all pupils and which are paid for normally by the parent.

Instruction cost and parental cost are based on the cost for all students for the prior year. Average daily attendance and actual cost are used to compute unit cost. Payment is based on estimated enrollment for current year. School lunch cost is computed by using the estimated number of meals to be served to the dormitory students, multiplied by the cost charged other pupils for the same service.

### Higher Education

Reference is made to figure 16 for the summary of cost of Higher Education.

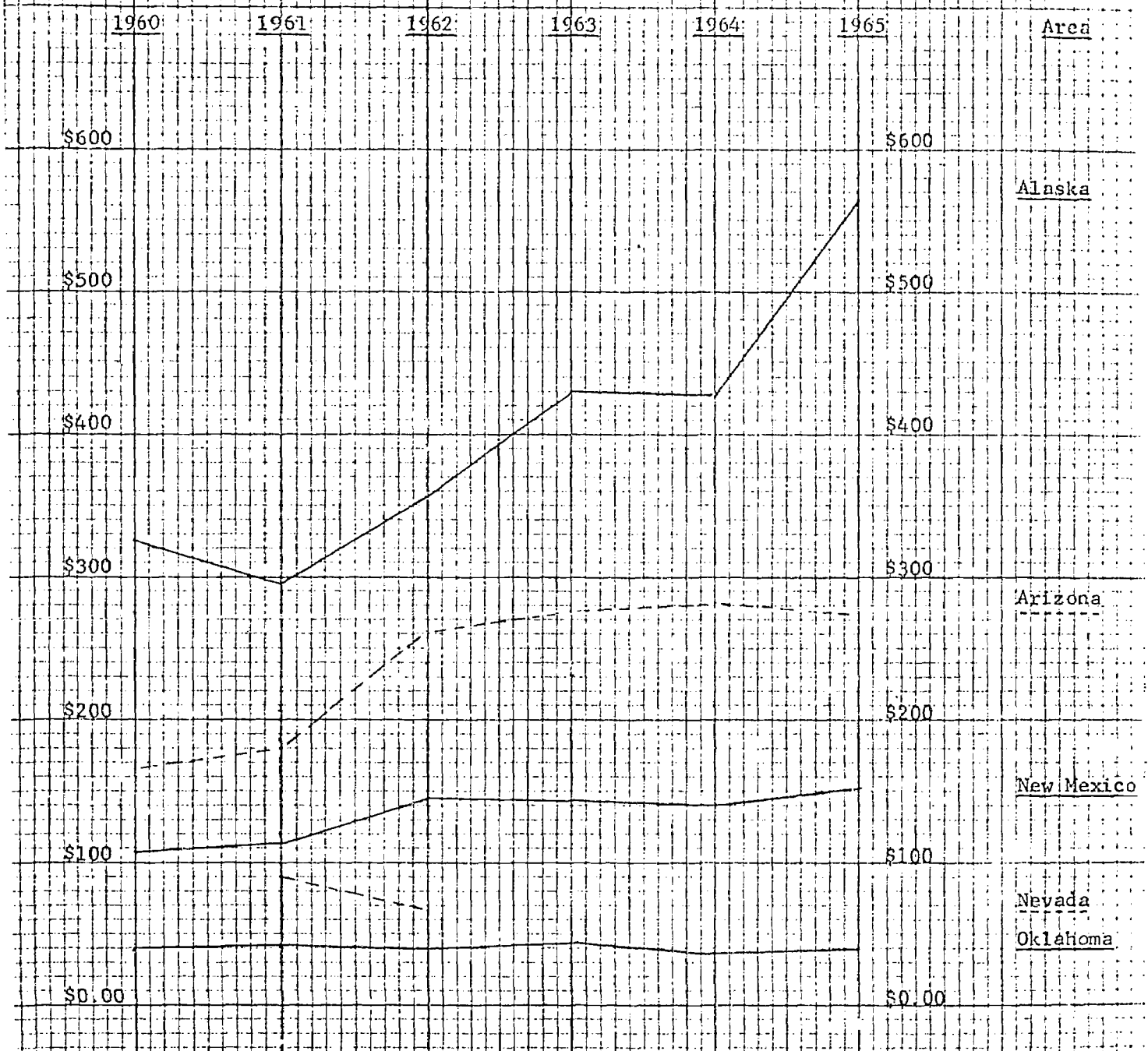
We were told that the increase in annual per capita cost resulted from the following:

1. Grants made during fiscal years 1960, 1961 and 1962 were generally limited to tuition and supplies. Many students had to work to stay in school. Problems arose due to this arrangement and the dropout rate was high. Beginning with 1963, funds were obtained to include room and board. As a consequence, the dropout rate decreased.

2. Tuition and other costs of attending college have been steadily increasing each year.

Due to lack of accounting for and standard formal reporting on type of college attended and courses taken and the elements of cost for each, it would be extremely difficult to make any comparisons or evaluations for the cost incurred per student by the various areas.

Internal Review of Selected Educational Activities  
 Assistance to Pupils in Non-Federal Schools  
 Johnson-O'Malley Contracts with States  
 Annual Per Capita Cost



Note: Data to compute annual per capita cost for the State of Nevada not available for all years.

Bureau of Indian Affairs  
 Internal Review of Selected Educational Activities  
 Assistance to Pupils in Non-Federal Schools  
Johnson-O'Malley Contracts

Figure 14  
 1 of 2

Description	Fiscal Year					
	1960	1961	1962	1963	1964	1965
<u>SUMMARY OF COST</u>						
<u>Anadarko Area</u>						
Jackson County, Kansas	\$ 6,500	\$2,800	\$ 4,500	\$10,200	\$ 6,300	\$ 5,300
Brown County, Kansas	6,500	6,000	6,000	6,000	6,000	6,000
Total Anadarko Area	\$13,000	\$8,800	\$10,500	\$16,200	\$12,300	\$11,300
<u>Gallup Area</u>						
State of New Mexico	\$620,000	\$750,000	\$ 980,648	\$1,049,073	\$1,113,536	\$1,213,477
School Districts, State of Colorado	60,888	56,626	75,221	95,816	111,670	101,394
Total Gallup Area	\$680,888	\$806,626	\$1,055,869	\$1,144,889	\$1,225,206	\$1,314,871
<u>Juneau Area</u>						
State of Alaska	\$539,877	\$501,252	\$587,995	\$599,441	\$599,441	\$600,016
<u>Muskogee Area</u>						
State of Oklahoma	\$424,000	\$418,000	\$410,000	\$435,524	\$428,000	\$460,000
<u>Phoenix Area</u>						
State of Arizona	\$1,000,000	\$1,160,902	\$1,900,000	\$2,253,000	\$2,350,680	\$2,536,000
State of Nevada	90,000	80,000	70,000	60,000	60,000	60,000
Utah County, Utah	25,000	20,000	15,000	10,000	5,000	-
Oshren Hospital, Arizona	-	1,832	2,923	2,977	2,067	1,837
Total Phoenix Area	\$1,115,000	\$1,262,734	\$1,987,923	\$2,325,977	\$2,417,747	\$2,597,837
Total	\$2,772,756	\$2,997,412	\$4,052,287	\$4,522,031	\$4,682,694	\$4,984,024



Bureau of Indian Affairs  
Internal Review of Selected Educational Activities  
Assistance to Pupils in Non-Federal Schools  
Johnson-O'Malley Contracts

Description	Fiscal Year					
	1960	1961	1962	1963	1964	1965
<u>ANNUAL PER CAPITA COST</u>						
State of Alaska	\$328 1/	\$297 1/	\$357 1/	\$430 1/	\$429 1/	\$564 1/
State of Arizona	173	180	261	277	281	275
State of Oklahoma	40	41	40	42	38	40
State of Nevada	2/	90	68	2/	2/	2/
State of New Mexico	108	112	145	142	140	146
Brown County, Kansas	273	207	240	231	2/	302
Jackson County, Kansas	118	62	134	301	266	275
Utah County, Utah	74	69	42	25	2/	2/
School Districts, State of Colorado	2/	2/	2/	2/	2/	267
Oshren Hospital, Arizona	2/	229	292	496	413	468

Notes:

- 1/ Average daily attendance data not available. Computations based on enrollment.
- 2/ Data not available to compute annual per capita cost based on average daily attendance.

Figure 15

Bureau of Indian Affairs  
Internal Review of Selected Educational Activities  
Assistance to Pupils in Non-Federal Schools  
Other Contracts

	Fiscal Year					
	1960	1961	1962	1963	1964	1965
<u>SUMMARY OF COST</u>						
<u>Gallup Area</u>						
State of Arizona School Districts	\$422,291	\$429,721	\$450,474	\$ 507,130	\$ 607,347	\$ 653,957
State of New Mexico School Districts	356,054	411,857	466,901	500,962	571,900	581,487
State of Utah School Districts	52,984	46,295	56,849	57,146	65,599	70,445
Total Gallup Area	\$831,329	\$887,873	\$974,224	\$1,065,238	\$1,244,846	\$1,315,889
<u>ANNUAL PER CAPITA COST</u>						
State of Arizona School Districts	\$382	\$393	\$405	\$467	\$521	\$566
State of New Mexico School Districts	400	415	454	517	599	605
State of Utah School Districts	444	386	484	470	532	579

Bureau of Indian Affairs  
 Internal Review of Selected Educational Activities  
 Assistance to Pupils in Non-Federal Schools  
Higher Education

Area	Fiscal Year					
	1960	1961	1962	1963	1964	1965
Anadarko	\$ 12,351	\$ 16,966	\$ 16,271	\$ 75,618	\$127,970	\$172,271
Gallup	43,510	43,338	58,359	83,983	123,200	97,073
Juneau	26,673	31,378	42,592	73,457	82,879	94,428
Muskogee	21,660	29,364	41,364	88,084	178,264	294,377
Phoenix	28,793	22,967	24,442	50,216	76,948	142,425
Total	\$142,987	\$144,013	\$183,028	\$371,358	\$589,261	\$800,574
	<u>COST</u>					
Anadarko	\$202	\$220	\$206	\$494	\$609	\$712
Gallup	1/	1/	1/	68?	725	1/
Juneau	1/	1/	1/	1/	1/	1/
Muskogee	333	312	351	469	594	674
Phoenix	1/	1/	1/	644	621	879
	<u>ANNUAL PER CAPITA COST</u>					

1/ Data not available at time of review.

6

SCHOOL MANAGEMENT, INSTRUCTION, AND PROGRAM DIRECTION

Costs of these programs by area office for fiscal year 1965 were:

	<u>School Management</u>	<u>Instruction</u>	<u>Program Direction</u>	<u>Total</u>
Anadarko	\$ 291,984	\$ 1,569,114	60,985	\$ 1,922,083
Gallup	1,680,891	6,534,291	188,295	8,403,477
Juneau	221,120	2,595,120	188,900	3,005,140
Muskogee	131,269	643,422	68,667	843,358
Phoenix	378,425	2,268,916	105,078	2,752,419
	<u>\$2,703,689</u>	<u>\$13,610,863</u>	<u>\$611,925</u>	<u>\$16,926,477</u>

The distinction between school management and program direction is that school management applies to the institutional level whereas program direction applies to the area office level. Instruction is self-explanatory.

Our review was limited to cost data and relationships between costs and numbers of students. We did inquire as to qualitative measures that might be available such as comparison of educational achievement with public schools. Each area advised that no formal system was used and that there were no formally prescribed reports.

There were only two radical fluctuations within areas between fiscal years. The sharp decrease in Muskogee Area boarding schools between fiscal years 1957 and 1963 was caused by converting day schools to boarding schools. This action more than doubled the attendance at boarding schools without a corresponding increase in costs. The most probable explanation for unusually high fiscal year 1961 day school costs in the Gallup Area is that the figures were distorted due to an accounting error. Since records were not retained, we could not make a positive determination.

Per capita cost trends pertaining to school management, instructions, and program direction show a reasonable steady increase from fiscal year 1960 through fiscal year 1965. These increases are detailed in figure 21 and increases are summarized as follows:

<u>Activity and Area</u>	<u>Annual Per Capita Cost</u>		<u>Percent of Increase</u>
	<u>1960</u>	<u>1965</u>	
<u>School Management</u>			
Anadarko	\$ 73	\$108	47.9
Gallup	66	78	18.2
Juneau	31	36	16.1
Muskogee	63	72	14.3
Phoenix	53	68	28.3
<u>Instructions</u>			
Anadarko	436	579	32.8
Gallup	249	352	41.3
Juneau	317	427	34.7
Muskogee	409	457	11.7
Phoenix	318	408	28.3
<u>Program Direction</u>			
Anadarko	12	23	91.7
Gallup	6	9	50.0
Juneau	25	31	24.0
Muskogee	24	38	58.3
Phoenix	13	19	46.2

The above schedule is comprised of total annual cost for each activity divided by the total average daily attendance, except for the Gallup and Muskogee Areas. The instruction costs shown for these areas is the total annual cost, less the cost charged for dormitory student's tutoring, divided by the total average daily attendance less the attendance for dormitory students.

Additional comments on the overall increase trend are:

1. Personal services cost are approximately 87 percent of total cost of the three activities. And between fiscal years 1960 and 1965 personal services cost increased 21.5 percent due to Federal pay increases.

2. School management and program direction annual per capita costs are affected to a larger degree than instructions by a small increase (to an existing small staff) in the number of school management and program direction personnel.

3. The increase in the per capita cost for school management and program direction in the Anadarko Area was due to the opening of the Concho Demonstration School. This school is a special purpose boarding school and requires more direction, management, and instruction personnel than a regular school.

4. The annual per capita costs for the Gallup Area are based on approved positions and not actual positions filled as personnel data was not available to make this determination.

5. We believe the overall increases in annual per capita costs, in addition to legislative payroll increases, for instructions was due to upgrading of basic salaries and/or the lowering of the ratio of number of students to education employees

The primary cause of the variances in annual per capita costs, for the three subactivities commented on in this section of the report, is the varying ratio of education employees to students. This data has been summarized for fiscal year 1965 as follows:

<u>Area</u>	<u>Education Employees</u>	<u>Average Daily Attendance</u>	<u>Ratio</u>	<u>Annual Per Capita Costs</u>
<u>School Management</u>				
Juneau	22	6,073.3	1 to 276.1	\$ 36
Phoenix	42	5,565.9	1 to 132.5	68
Muskogee	17	1,830.5	1 to 107.7	72
Gallup	206	21,435.1	1 to 104.1	78
Anadarko	38	2,708.9	1 to 71.3	108
<u>Instructions</u>				
Juneau	292	6,073.3	1 to 20.8	427
Gallup	907	18,543.1	1 to 20.4	352
Phoenix	310	5,565.9	1 to 18.0	408
Muskogee	85	1,406.8	1 to 16.6	457
Anadarko	202	2,708.9	1 to 13.4	579
<u>Program Direction</u>				
Gallup	21	21,435.1	1 to 1,020.7	9
Phoenix	7	5,565.9	1 to 795.1	19
Juneau	14	6,073.3	1 to 433.8	31
Anadarko	6	2,708.9	1 to 451.5	23
Muskogee	6	1,830.5	1 to 305.1	38

Notes:

Under Instructions, dormitory students and related costs of tutoring have been eliminated.

For Gallup, the positions are approved positions and not filled positions.

For Juneau, the annual per capita costs have not been adjusted for the cost of living (25 percent) payroll additive. The additive has been considered in the position the Juneau Area is placed in the above summary.

The Indian Affairs Manual Vol. VI, Pt. II, Chapter 4 outlines the general objectives of the Bureau's education activity. Minimum

standards have been established by the Bureau for the operation of boarding schools, boarding schools with day pupils, and dormitory schools. The areas have also established minimums for the operation of day schools.

There is a prescribed system of reporting by school on enrollment and average daily attendance, expulsions, dropouts and transfers, age-grade enrollment, and percentage of Indian blood. From this reporting, a report is published annually entitled "Statistics Concerning Indian Education." And in addition, special schools, such as the Intermountain School, Utah, have developed detailed handbooks for each subactivity; instructions, dormitory operation, etc., for their own use.

The results of our review are summarized in the following:

Figure 17 is a line chart showing the annual per capita costs of school management by area for fiscal years 1960 through 1965.

Figures 18 and 19 are similar to figure 17 but deal with instruction for boarding schools and day schools, respectively.

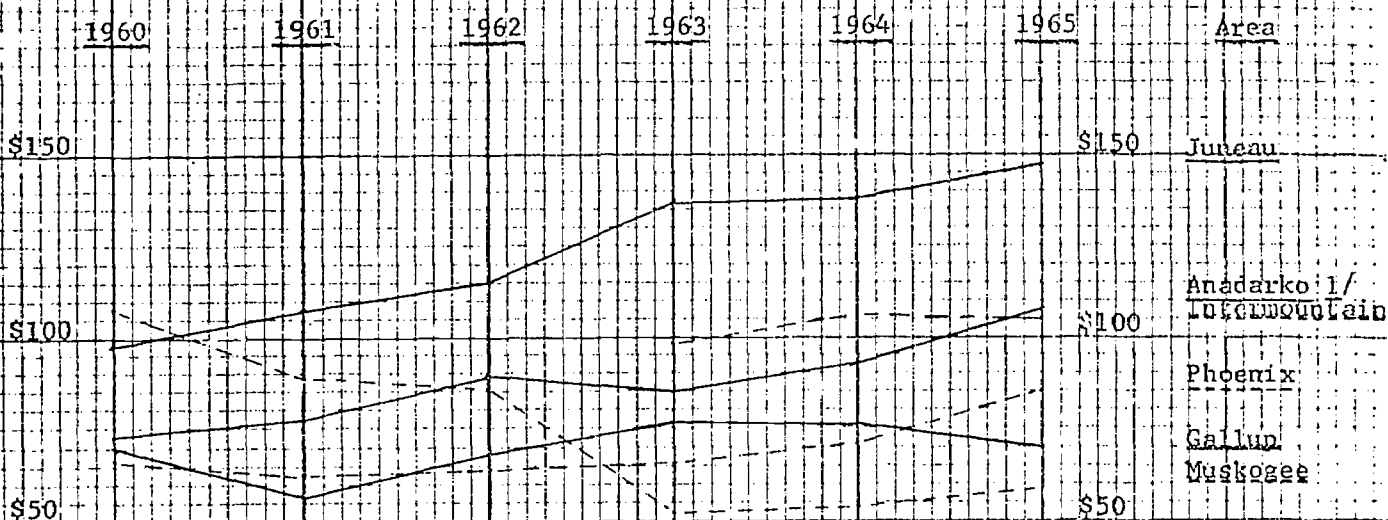
Figure 20 is also similar to figure 17 but deals with program direction.

Figure 21 is a schedule showing total annual costs and annual per capita cost by area for fiscal years 1960 and 1965.

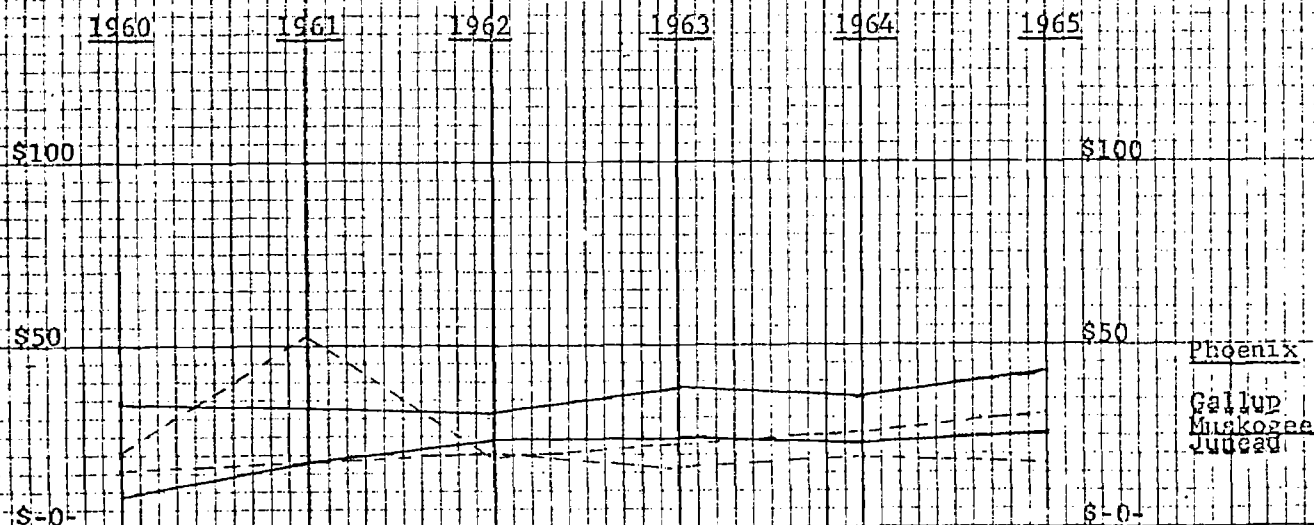


Internal Review of Selected Educational Activities  
 School Management  
 Annual Per Capita Costs

Boarding Schools



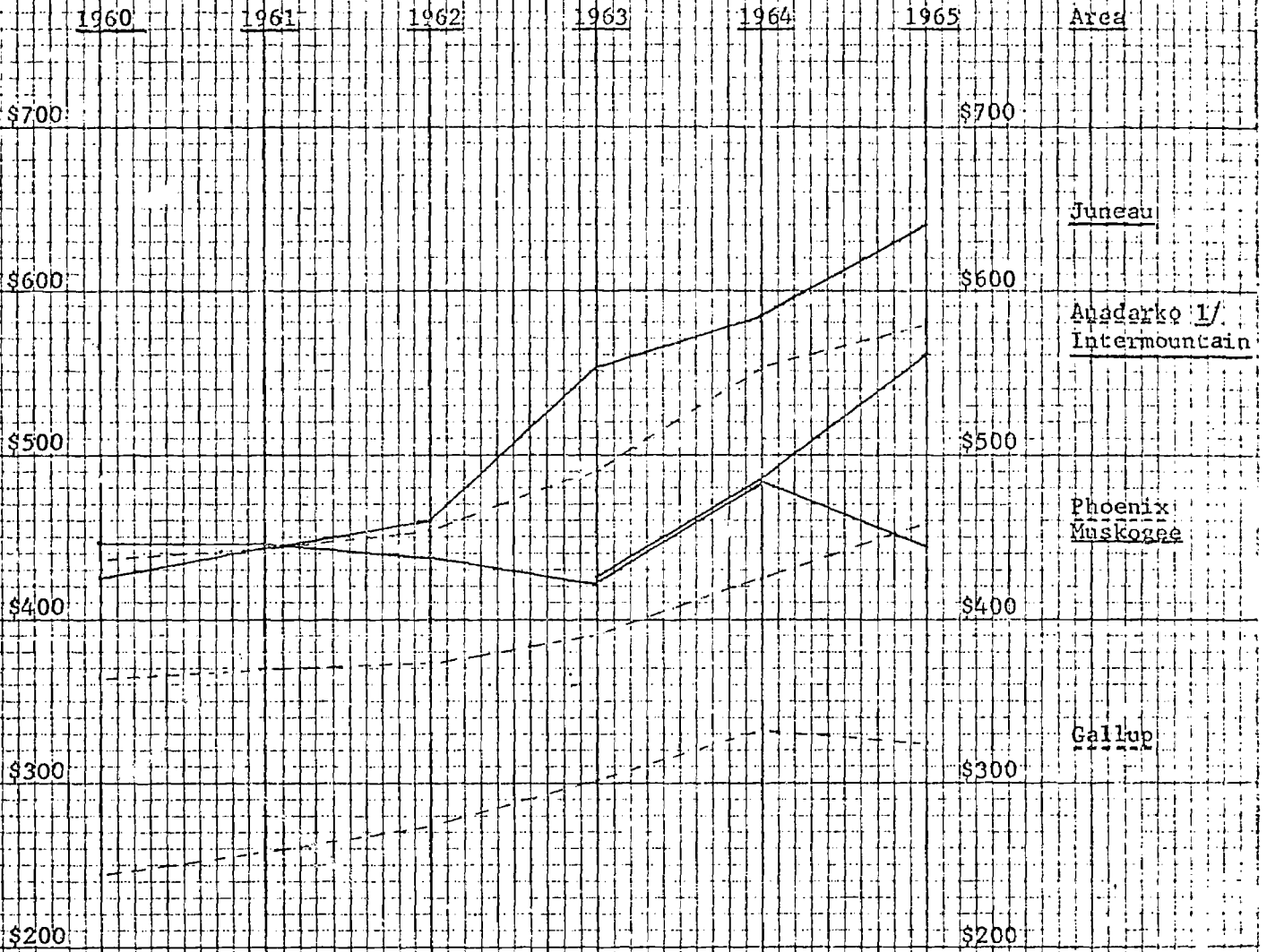
Day Schools



I/ The costs shown here for the Anadarko Area are the combined costs of Concho Demonstration School and all of the other boarding schools in the area. Exhibit N shows Concho Demonstration School as a separate item.

Internal Review of Selected Educational Activities  
 Instructions  
 Annual Per Capita Costs

Boarding Schools



1/ The costs shown here for the Anadarko Area are the combined costs of Concho Demonstration School and all of the other boarding schools in the area. Exhibit O shows Concho Demonstration School as a separate item.

Internal Review of Selected Educational Activities:  
 Instructions:  
 Annual Per Capita Costs

Day Schools

1960 1961 1962 1963 1964 1965 Area

\$600

\$500

\$500

\$500

Muskogee

\$400

\$400

Juniata

\$300

\$300

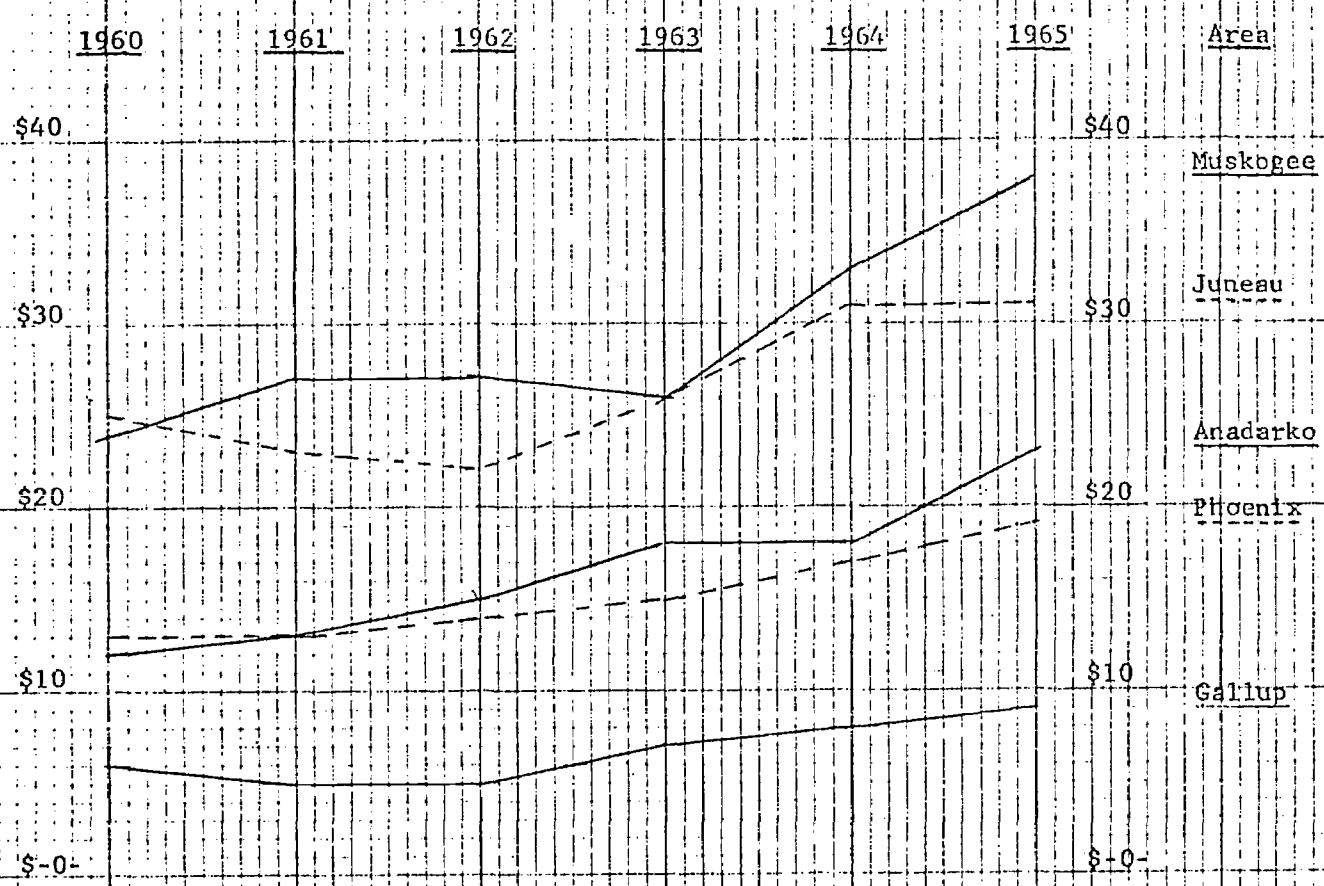
Gallup  
Phoenix

\$200

\$200

Internal Review of Selected Educational Activities  
 Program Direction  
 Annual Per Capita Costs

Total Students



Bureau of Indian Affairs  
Internal Review of Selected Educational Activities  
School Management, Instructions, and Program Direction  
Per Capita Cost: Computation and Comparison  
For Fiscal Years 1960 and 1965

	Area			
	Anadarko	Gallup	Juneau	Phoenix
<u>Fiscal Year 1960</u>				
<u>School Management:</u>				
Cost	\$177,250	\$966,952	\$149,015	\$291,335
Average Daily Attendance	2,416.7	14,546.5	4,803.2	5,519.5
Annual Per Capita Cost	\$73	\$66	\$31	\$63
<u>Instructions</u>				
Cost	\$1,054,115	\$2,923,953	\$1,520,561	\$453,908
Average Daily Attendance	2,416.7	11,756.0	4,803.2	1,110.1
Annual Per Capita Cost	\$436	\$249	\$317	\$409
<u>Program Direction:</u>				
Cost	\$28,527	\$86,155	\$121,125	\$34,794
Average Daily Attendance	2,416.7	14,546.5	4,803.2	1,440.2
Annual Per Capita Cost	\$12	\$6	\$25	\$24
Total Cost	\$1,259,892	\$3,977,060	\$1,790,701	\$579,131
Annual Per Capita Cost	\$521	\$321	\$373	\$496
<u>Fiscal Year 1965</u>				
<u>School Management:</u>				
Cost	\$291,984	\$1,680,891	\$221,120	\$131,269
Average Daily Attendance	2,708.9	21,435.1	6,073.3	1,830.5
Annual Per Capita Cost	\$108	\$78	\$36	\$72
<u>Instructions:</u>				
Cost	\$1,569,114	\$6,534,291	\$2,595,120	\$643,422
Average Daily Attendance	2,708.9	18,543.1	6,073.3	1,406.8
Annual Per Capita Cost	\$579	\$352	\$427	\$457

Bureau of Indian Affairs  
 Internal Review of Selected Educational Activities  
 School Management, Instructions, and Program Direction  
 Per Capita Cost: Computation and Comparison  
 For Fiscal Years 1960 and 1965

Figure 21  
 2 of 2.

Program Direction:	Area			
	Anadarko	Gallup	Juneau	Phoenix
Cost				
Average Daily Attendance	\$60,965	\$188,295	\$188,900	\$68,667
Annual Per Capita Cost	2,708.9	21,435.1	6,073.3	1,830.5
	\$23	\$9	\$31	\$38
Total Cost	\$1,222,083	\$8,403,477	\$3,005,140	\$843,358
Annual Per Capita Cost	\$710	\$439	\$494	\$567
				\$19
				\$105,078
				5,565.9

Note:

The cost of tutoring of dormitory students and the related Average Daily Attendance have been eliminated from Instructions in the cost per capita computation for the Gallup and Muskogee Areas.

SUMMER PROGRAMS AND ADULT EDUCATION AND TRAINING PROGRAMS

Figure 22 shows total cost for fiscal years 1960 through 1965 for both summer programs and adult education and training programs. Total cost is the only reliable information available. We were unable to draw any statistical relationships between costs and output or per capita measures because such information was not available.

Total costs of summer programs fluctuate widely from one fiscal year to another. The principal explanation for this condition is that the funding for summer programs is based on available funds after the requirements of the regular education program are accommodated. In other words, summer programs are used to achieve budgetary flexibility.

Adult education shows a consistent trend of increase in all areas. In contrast to summer programs, adult education is not used to achieve budgetary flexibility and therefore, budgeted amounts for this program are relatively firm.

Approved for Distribution:


  
James R. Pierce  
Director, Audit Operations  
Office of Survey and Review

Figure 22

Bureau of Indian Affairs  
 Internal Review of Selected Educational Activities  
Summer Programs and Adult Education and Training Programs

Area	Fiscal Year					
	1960	1961	1962	1963	1964	1965
	<u>SUMMER PROGRAMS</u>					
Anadarko			\$56,907	\$72,067	\$165,592	\$105,944
Gallup			35,244	50,793	133,122	126,908
Juneau		\$8,594	30,427	61,001	27,399	61,665
Muskogee			14,438	24,434	37,679	51,444
Phoenix			19,282	63,884	113,007	66,984
	<u>ADULT EDUCATION AND TRAINING PROGRAMS</u>					
Anadarko	\$14,550	\$14,930	\$15,749	\$14,938	\$28,602	\$30,145
Gallup	66,480	96,922	104,266	121,850	146,994	170,532
Juneau	75,071	57,742	48,377	69,783	94,744	96,923
Muskogee	53,039	45,739	29,068	27,831	37,029	55,588
Phoenix	86,449	47,167	57,229	107,505	142,563	148,059





Bureau of Indian Affairs  
Internal Review of Selected Educational Activities  
Suggested Chart of Accounts 1740-1769 Education Assistance,  
Facilities, and Services

Area Office

1740 Program Direction

1740 Program Direction

- 1740.1 Personal Services
- 1740.2 Travel and Motor Services
- 1740.3 Freight and Drayage
- 1740.4 Facilitating Services
  - 1740.41 Administrative Services
  - 1740.42 Common Services (other than Plant Operations)
- 1740.5 Other Expenses

By Location and Facility

1741 - 1749 Assistance to Pupils in Non-Federal Schools

1741 Johnson - O-Malley Contracts

1742 Other State and District Contracts

- 1742.1 Lunches
- 1742.2 Transportation
- 1742.3 Instruction
- 1742.4 Special Aids
- 1742.5 Other Expenses

1743 Special Aids

1744 Higher Education

- 1744.1 Full Year College Grants
  - 1744.11 Tuition
  - 1744.12 Books
  - 1744.13 Room and Board
  - 1744.14 Other Expenses
- 1744.2 Other Assistance

1750 - 1768 Federal Facilities and Services

1750 - 1759 Operation of Schools

Bureau of Indian Affairs  
Internal Review of Selected Educational Activities  
Suggested Chart of Accounts 1740-1769 Education Assistance,  
Facilities, and Services

1751 School Management

- 1751.1 Personal Services
- 1751.2 Travel and Motor Services
- 1751.3 Communications
- 1751.4 Freight and Drayage
- 1751.5 Other Expenses

1752 Instructions

- 1752.1 Personal Services
- 1752.2 Travel and Motor Services
- 1752.3 Textbooks
- 1752.4 Teaching Supplies
- 1752.5 Library Services
  - 1752.51 Library Books
  - 1752.52 Supplies and Materials
- 1752.6 Furniture and Equipment (noncapitalized)
- 1752.7 Freight and Drayage
- 1752.8 Athletic Equipment
  - 1752.81 Intramural
  - 1752.82 Other
- 1752.9 Other Expenses

1753 Feeding

- 1753.1 Dining Room Operation
  - 1753.11 Personal Services
  - 1753.12 Food
    - 1753.121 Direct Purchases and Stores Issues
    - 1753.122 Non-Funded Costs
    - 1753.123 Credits (milk, etc.)
    - 1753.124 Indian Money Proceeds of Labor
    - 1753.125 Reimbursable from Others
    - 1753.126 Sale of Meals
  - 1753.13 Freight and Drayage
  - 1753.14 Travel and Motor Services
  - 1753.15 Warehouse Operations
    - 1753.151 Personal Services
    - 1753.152 Travel and Motor Services
    - 1753.153 Other Expenses
  - 1753.16 Food Administration
    - 1753.161 Personal Services
    - 1753.162 Travel and Motor Services
    - 1753.163 Other Expenses

Bureau of Indian Affairs  
Internal Review of Selected Educational Activities  
Suggested Chart of Accounts 1740-1769 Education Assistance,  
Facilities, and Services

1753.17 Furniture and Equipment (noncapitalized)  
1753.18 Other Expenses

1754 Laundry

1754.1 Laundry Operation

1754.11 Personal Services  
1754.12 Freight and Drayage  
1754.13 Travel and Motor Services  
1754.14 Materials and Supplies  
1754.15 Furniture and Equipment (noncapitalized)  
1754.16 Other Expenses

1754.2 Contract Laundry Services

1755 Guidance

1755.1 Personal Services  
1755.2 Travel and Motor Services  
1755.3 Recreational Materials  
1755.4 Clothing and Personal Effects  
1755.5 Furniture and Equipment (noncapitalized)  
1755.6 Freight and Drayage  
1755.7 Other Expenses

1756 Dormitory Operation

1756.1 Personal Services  
1756.2 Travel and Motor Services  
1756.3 Materials and Supplies  
1756.4 Furniture and Equipment (noncapitalized)  
1756.5 Freight and Drayage  
1756.6 Other Expenses

1757 Buildings and Structures

1757.1 Common Services  
1757.2 Repair and Maintenance  
1757.3 Furniture and Equipment (noncapitalized)  
1757.4 Other Expenses

(Note: Detail of Accounts 1757.1 and 1757.2 will be maintained under Resources Management, Account 1757.1 by types of expenditure and Account 1757.2 on a "Work Order" basis. Provision should also be made to accumulate cost of Personal Services, Travel and Motor Services and other pertinent data.)

Bureau of Indian Affairs  
Internal Review of Selected Educational Activities  
Suggested Chart of Accounts 1740-1769 Education Assistance,  
Facilities, and Services

1758 Transportation of Students

- 1758.1 School Bus Transportation
  - 1758.11 Personal Services
  - 1758.12 Materials
  - 1758.13 GSA Rentals
  - 1758.14 Freight and Drayage
  - 1758.15 Furniture and Equipment (noncapitalized)
  - 1758.16 Other Expenses
- 1758.2 Contract Transportation
- 1758.3 Biannual Transportation
  - 1758.31 Carrier Costs
  - 1758.32 Other Expenses

1760 - 1769 Special Services

1760 Summer Programs

- 1760.1 Personal Services
- 1760.2 Employees Travel and Motor Services
- 1760.3 Student Travel and Motor Services
- 1760.4 Food
- 1760.5 Supplies and Materials
  - 1760.51 Recreational
  - 1760.52 Other
- 1760.6 Other Expenses

1761 In-Service Training

- 1761.1 Personal Services
- 1761.2 Travel and Motor Services
- 1761.3 Other Expenses

1762 Museums

- 1762.1 Personal Services
- 1762.2 Travel and Motor Services
- 1762.3 Other Expenses

Bureau of Indian Affairs  
Internal Review of Selected Educational Activities  
Suggested Chart of Accounts 1740-1769 Education Assistance,  
Facilities, and Services

1763 Adult Education Training

1763.1 Adult Education

- 1763.11 Personal Services
- 1763.12 Employee Travel and Motor Services
- 1763.13 Student Travel and Motor Services
- 1763.14 Financial Assistance to Students  
(In addition to travel)
- 1763.15 Contract Payments
- 1763.16 Other Expenses

1763.2 Preparation and Training - Readjustment

- 1763.21 Personal Services
- 1763.22 Employee Travel and Motor Services
- 1763.23 Student Travel and Motor Services
- 1763.24 Financial Assistance to Students  
(In addition to travel)
- 1763.25 Contract Payments
- 1763.26 Tuition Payments
- 1763.27 Other Expenses

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