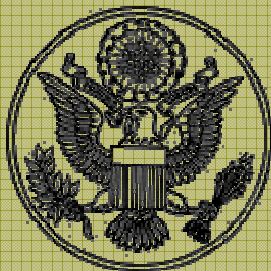


Tribal Colleges and Universities: Education as the Engine for Economic Development in Indian Country

A Report to the President

2004-05 Annual Performance Report on
the Results of Federal Agency Actions to
Assist Tribal Colleges and Universities
and Recommendations to Strengthen
Implementation of Executive Order
13270



President's Board of Advisors on
Tribal Colleges and Universities

Report to the President

**2004-05 Annual Performance Report on the Results of
Federal Agency Actions to Assist Tribal Colleges and
Universities and Recommendations to Strengthen
Implementation of Executive Order 13270**

**Tribal Colleges and Universities:
Education as the Engine for Economic Development in
Indian Country**

President's Board of Advisors on Tribal Colleges and Universities

**Office of the White House Initiative on Tribal Colleges and
Universities**

U.S. Department of Education

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July 2007

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WHITE HOUSE INITIATIVE ON
TRIBAL COLLEGES AND UNIVERSITIES

February 2007

President George W. Bush
The White House
Washington, D.C. 20500

Dear Mr. President:

The members of the President's Board of Advisors on Tribal Colleges and Universities (TCU) are pleased to present their 2004-2005 annual report entitled *Tribal Colleges and Universities: Education as the Engine for Economic Development in Indian Country*. Our unique institutions play a principal role in developing human capital as well as responding to the needs of tribal members as they work to develop appropriate business opportunities in or near their homes.

Executive Order 13270 requires that an annual performance report be submitted, "that measures the agency's performance against the objectives set forth in its Three-year Plan." The various agency reports have been reviewed and analyzed. We have assessed areas where the federal mandate can impact continued growth and development of the TCUs. All board members have thoughtfully considered the recommendations that we respectfully submit for your review. Through these recommendations, federal agencies have an opportunity to develop programs and, in working with the private sector, provide significant opportunities for capacity development of our institutions that also help to develop the local economies.

The Federal Indian Trust Responsibility (*Seminole Nation v. United States, 1942*) includes the provision of educational services for tribal members. Base funding under this trust responsibility is one of the significant factors that allow the TCUs to provide educational opportunities, develop and provide outreach to the Native American communities, and develop incubators that help build business success. We fully support your continuing commitment to enhance educational opportunities for all youth in this Nation. We respectfully request that you consider our recommendation to improve the financial security of the TCUs as one means to assist our tribal members in reaching the goals provided in *A Test of Leadership, Charting the Future of U.S. Higher Education*, a report of the Commission appointed by Secretary Spellings.

We appreciate the direction you have provided for the economic development of Indian Country during this Administration. We welcome your encouragement and support for our recommendations to improve agency performance and enhance the ways TCUs serve to improve their communities.

Sincerely,

Ron His Horse is Thunder, Esq.
Chairman

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PREFACE

President George W. Bush signed Executive Order (EO) 13270 on Tribal Colleges and Universities on July 3, 2002, establishing a President's Board of Advisors on Tribal Colleges and Universities (PBATCU), and the White House Initiative on Tribal Colleges and Universities (WHITCU) within the Department of Education. Section 6(c) of the EO, Annual Performance Reports, requires each federal agency to "submit to the WHITCU an Annual Performance Report that measures the agency's performance against the objectives set forth in its Three-Year Plan." The EO specifies that the three-year plan will chart an agency's efforts to fulfill the purposes of the EO, and will include annual performance indicators and appropriate measurable objectives for the agency. WHITCU is charged to "review and combine Annual Performance Reports into one annual report, which shall be submitted to the Secretary for review, in consultation with the Office of Management and Budget." PBATCU is required to "provide advice and consultation on tribal colleges ... and to transmit reports and present recommendations."

EO 13270 recognizes the unique relationship between the United States (U.S.) and Indian tribes, and a special relationship with Alaska Native entities. The relationship between the U.S. and Indian tribes is based on treaty rights and legal precedent that establishes Indian tribes as sovereign nations with which the federal government has a unique trust responsibility. In its broadest sense, this trust relationship views the federal government as trustee and Indian tribes as beneficiaries where responsibilities are derived from legal duties, moral obligations, understandings and expectations that have been established throughout the history of the federal government's dealings with Indian tribes.¹ The federal government's trust responsibility includes the provision of educational opportunity. EO 13270 affirms the policy of the federal government that this nation's commitment to educational excellence and opportunity extends to Tribal Colleges and Universities (TCUs).

TCUs are unique institutions of postsecondary education. They serve specific Native American communities that have unique social and cultural ways of relating to each other, while they also provide valuable links to the mainstream society. By definition they are tribally chartered institutions governed by Native American Boards of Trustees, as per P.L. 95-471, the *Tribally Controlled College or University Assistance Act*. TCUs are typically located on remote reservations where access to higher education is scarce, and they are staffed in large part by local tribal members. They are relatively young institutions—on average about 30 years in operation.

As teaching institutions, the nation's 33 TCUs, located in 12 states, had a total enrollment of about 17,000 full- and part-time students in 2005. TCUs receive virtually no state appropriations for their students, but because of the federal government's trust responsibility, they do receive federal support for American Indian/Alaskan Native (AI/AN) students. Although TCUs are mandated to serve majority AI/AN student populations, they also admit many non-Native students who find the TCUs an attractive

choice for higher education. However, TCUs receive no federal or state appropriations for these non-Native students, who are referred to as “non-beneficiary” students. As this report will show, non-beneficiary students represent a significant financial burden on TCUs for which there is no state or federal support, except to the extent that those non-beneficiary students may have received federal student financial assistance.

TCUs work to preserve and restore AI/AN culture by providing curricula taught by tribal elders, by archiving historical tribal documents and artifacts, by teaching their native languages, and in many other ways. They also link indigenous knowledge with Western scientific thought, showing students that science, engineering, and mathematics were historically used by Native Americans and that these disciplines are compatible with Native culture. Culture permeates the entire campus at TCUs and, as highlighted by a special report by the Carnegie Foundation for the Advancement of Teaching, “it fully shapes each institution and its philosophy of education.”² The centrality of culture in the mission of the TCUs cannot be understated, and it undoubtedly plays a strong role in the success of TCU students. The American Indian College Fund (AICF) commissioned a survey in 2002 of recent TCU graduates and AICF scholarship recipients, and found that the TCUs’ strengths-based model of education helped instill a stronger sense of American Indian heritage in TCU graduates. By treating cultural traditions as a student asset, as well as by valuing strong family and community ties, TCUs help students succeed at higher levels than non-TCU AI/AN students. The study reported that 80 percent of those surveyed who had initially attended a mainstream university did not complete their original program of study. Yet, more than half of students who attended a TCU before articulating to a mainstream institution persisted, and 40 percent of students went on to gain a baccalaureate degree.³

TCUs are active in their communities in a number of ways. Many TCUs offer adult basic education, entrepreneurial business courses, day-care services, substance abuse counseling, diet and nutrition training, natural resource and environmental expertise, applied research, and youth development programming. TCUs contribute to their local communities economically through direct spending and employment, workforce development, business attraction, small business and entrepreneur development, technology transfer, leadership development, and extra-community linkages. Thus, TCUs are more than for-credit teaching institutions—they are community-based organizations that provide essential services that address a wide range of critical social and economic needs within their local communities. TCUs represent an expanding field of institutions that are addressing unmet tribal needs—where many TCUs have served their tribes for more than 30 years, other tribal governments are just beginning to create a self-determined education system for their community.

The TCUs are a heterogeneous, diverse set of institutions. TCUs serve Indian tribes with distinct cultural, historical, and regional identities, ranging from the *Annishinabe* in the Great Lakes Region, to the *Lakota* in the North-central Plains, to the *Lummi* in the Pacific Northwest, to the *Diné* in the Southwest, and numerous other tribal nations within the U.S. All TCUs offer certificate programs and two-year associate

degrees, while a growing number of TCUs offer four-year baccalaureate degrees and several now offer master's degrees. Some TCUs are primarily vocational institutions, while others focus on strong liberal arts or science curricula. Most TCUs are chartered by a single tribal government, but others have inter-tribal charters with regional or national service areas. Some TCUs have congressional mandates that prescribe their mission and objectives. This heterogeneity enables TCUs to offer a wide range of services to a diverse set of constituents within differing contexts. At the same time however, the diversity of TCUs cautions partners, and particularly those responsible for implementing national programs, against making over-reaching generalizations in the name of expediency.

TCUs make every effort to stabilize and expand their fiscal operating base through foundation and industry support, endowments, private donations, and fee-for-services. Despite these diversified funding strategies, the federal government remains a critical source of support, especially considering that TCUs receive virtually no state government support. As relatively young institutions, TCUs do not have the benefit of longstanding endowments, support from well-established alumni associations, or robust investment portfolios. They compete for scarce tribal government resources that are stretched thin by pressing social and economic demands. Thus, while the federal government is not the only source of support that TCUs seek, it does represent a mission-critical resource without which TCUs could not operate. Furthermore, irrespective of other sources of assistance, federal support to TCUs is an implementation of the federal government's trust responsibility to Indian tribes.

Finally, the theme of this report, *Tribal Colleges and Universities: Education as the Engine for Economic Development in Indian Country*, reflects a strong movement by TCUs to meet the economic needs of tribal communities. In arguably the richest nation in the world, there can be little doubt that many Native Americans remain trapped in economic hardship. According to the 2000 U.S. Census, while the annual per capita income of the American population was \$21,587, Native American annual per capita income was at \$12,893, about 60 percent of that of the U.S. population as a whole. The percentage of the civilian labor force that was unemployed in 1999 stood at 5.8 percent in the U.S. general population, but for Native American tribal members, unemployment was at 12.4 percent, more than double the rate of the whole U.S. population. While 9.2 percent of U.S. families lived below the poverty level, over one-fifth, or 21.8 percent, of Native Americans lived below the poverty line. Where telephone service is nearly universal (only 2.4 percent of U.S. households lack telephone service) in this country, more than one house in 10 (11.9 percent) lacks basic telephone service in Indian Country. Thus, economic development in tribal communities is a high-priority concern of tribal and national significance.

Yet economic indicators do not tell the entire story nor do they provide easy solutions. Speaking to the National Indian Business Association, former Tribal Chairman and National Congress of American Indians President Tex Hall (Three Affiliated Tribes of Fort Berthold) stated:

When you have a high number of people raised in poverty, you also have high rates of substance abuse, dropouts, alcoholism, depression, and violence. The only way we can end the cycle of welfare dependency is by creating jobs and building tribal economies.⁴

Chairman Hall correctly associates a variety of social problems with poverty. Numerous studies have shown poverty to be correlated with conditions such as poor health, high infant mortality, low literacy, and high crime rates. This report will show that TCUs and their federal partners are working to develop tribal economies in a number of ways: through student success and human capital development, direct contributions, Native entrepreneurial education, economic planning, job readiness, and health and wellness initiatives. There is much work to do in this area. This report shows that solid progress is being made to realize the mandates of EO 13270. The challenge of fulfillment remains.

EXECUTIVE SUMMARY

Federal participation in the Fiscal Year (FY) 2005 reporting process was outstanding—29 departments and agencies submitted data to WHITCU. Agencies reported \$198.0 million⁵ in funding to TCUs in FY 2005. However, the data reflect that TCUs continue to receive a small proportion of all federal funding to institutions of higher education. The 33 TCUs represented 0.8 percent of the 4,216 degree-granting postsecondary institutions in the country in 2004-05⁶, yet they received 0.2 percent of all federal funding to postsecondary institutions. Data from TCU-reported federal revenue and expenditures suggest that agencies under-reported their federal support to TCUs in FY 2005. The departments of Interior (DOI), Education (ED) and Agriculture (USDA) provided the most support in terms of federal dollars.

The *Tribally Controlled Community College Assistance Act* of 1978, P.L. 95-471, directs DOI to support AI/AN students at TCUs, with a funding distribution formula calculated on a per AI/AN student basis. Direct institutional subsidies were the largest categories of support to TCUs, and this support from DOI represented the largest single source of federal support to TCUs in FY 2005. P.L. 95-471 represents a base of operational funding that is an important implementation of the federal government's trust responsibility to Native American tribes. Agency support that is mandated through legislation such as P.L. 95-471, as compared with discretionary support, is an important distinction in assessing TCU participation in an agency's programs and services.

The average annual growth rate of federal revenue at TCUs outpaced overall average annual revenue (from all sources including non-federal⁷) at TCUs between FY 2003 and FY 2005 by 2.9 percent, indicating that participation in federal programs was an important strategy for capacity building for TCUs. For TCUs that established operations more recently, federal partnerships are critical to their institutional capacity building efforts. Steady and consistent revenue growth at most TCUs is dependent on federal awards. TCUs that have been operating longer manage more diversified revenue portfolios, and, in many cases, their overall revenue growth outpaces federal revenue growth.

This report found that TCUs are important economic drivers within their local communities. TCUs are teaching institutions, and they are also multifaceted community-based organizations that provide comprehensive community and economic development services. They contribute to economic development through student success and human capital development, entrepreneurial training, direct contributions, support of tribal planning, job readiness development, and health and wellness programs. This report finds that supporting the economic development activities of TCUs is a good investment of federal dollars.

The report makes six major recommendations that will strengthen the implementation of EO 13270. These recommendations are as follows:

1. **Enhance student success through remediation programs, K–16 bridging, and student tutoring services.** Well-prepared and motivated students are critical to the success of educational achievement goals of the TCUs and the nation. Remediation programs, K–16 bridging, and tutoring services must be established at all levels of the education system in order to accomplish these goals.
2. **Expand public-private TCU partnerships in support of economic development.** Private partnerships and investments represent critical, yet largely untapped contributions to the implementation of EO 13270. Federal agencies can act as a catalyst for new public-private ventures.
3. **Develop economic measures that track the impact of TCUs within their local economies and that will attract private investment to Indian Country.** Although evidence of TCUs' economic impact is compelling, it could be strengthened by economic studies that quantify the economic drivers that TCUs represent. Federal expertise can highlight TCUs' success and potential for private investment.
4. **Improve financial security of TCUs by providing consistent federal funding and technical assistance to ensure strong institutional viability.** A long-term, consistent federal commitment to TCUs is required to build their institutional viability and financial sustainability.
5. **Provide more accurate and timely data by improving agency reporting processes.** Progress in implementing EO 13270 can only be determined by accurate and consistent reporting over time. The FY 2005 data reported represents a strong baseline that can be improved upon in the future.
6. **Strengthen research, supported by corporate America, that examines the capacity, needs, and priorities of TCUs.** Effective federal policies must be based on complete, timely and accurate data that reflects the current capacity, needs and priorities of the TCUs. Such data are lacking and research efforts to clarify the situation of TCUs are under-funded and incomplete.

This report's primary focus is to elaborate on the participation of TCUs in federal programs in FY 2005 and their associated impacts, and to offer recommendations that can strengthen the implementation of EO 13270. Information is also presented regarding FY 2004 and agency three-year plans. In the first section, "FY 2005 Agency Reports," quantitative information provided to WHITCU by federal departments and agencies is described. This section includes a comparison of agency-reported data with two other federal sources of data: the Department of Education's Integrated Postsecondary Education Data System (IPEDS) and the Single Audit Database

(Circular A-133 compliance). Next, a discussion of three-year trends in federal revenue and student enrollment provides a picture of the evolving federal relationship beyond a simple snapshot in time. In the comparative analysis discussion, TCUs are categorized into five groups based on agency-reported FY 2005 awards. The purpose of this discussion is to cluster the TCUs to reveal characteristics or patterns that might inform TCUs and federal agencies about the nature of federal support for TCUs.

The section titled “Impacts of Federal Agency Support” is based on qualitative narratives provided by the federal agencies and is supplemented with other sources. The discussion seeks to develop the theme of TCUs as economic engines for their local communities along with their federal partners. Six discussion topics describe the impact of federal support to TCUs in developing students, providing the financial foundation for Native entrepreneurs, contributing directly to the local economy, fostering tribal economic development, developing job readiness, and improving health and wellness as an economic development strategy.

In the section “Federal Agency Three-Year Plans” the plans for FY 2004 to FY 2006 are described with respect to commonalities in agency objectives that suggest areas for interagency cooperation and resource sharing. Recommendations for actions that can improve the implementation of EO 13270 are presented in the next section. Finally, summary data from FY 2004 department and agency reports to WHITCU are provided.

FY 2005 AGENCY REPORTS

This section provides FY 2005 summary data from federal agency reports submitted to WHITCU. The data are presented by agency, by category of support, and by TCU. Agency reports are compared with data from ED's IPEDS and the Federal Audit Clearinghouse's Single Audit Database, which operates on behalf of the Office of Management and Budget (OMB).⁸ Next, an analysis of three-year trends in federal revenue and student enrollment provides a picture of the evolving federal relationship with TCUs. Finally, a comparative analysis follows, in which TCUs are categorized based on agency-reported FY 2005 awards. This discussion clusters TCUs to highlight characteristics or patterns that might shed light on the nature of federal support to TCUs.

All 15 federal departments representing the president's Cabinet⁹ and 14 other federal agencies¹⁰ submitted reports to WHITCU for FY 2005.¹¹ Total federal support to all institutions of higher education (IHE) in FY 2005 was reported as \$106.3 billion. Total federal support to all TCUs in FY 2005 was reported as \$198.0 million, accounting for only 0.2 percent of all IHE federal funding.¹²

DOI reported the largest percentage of IHE federal funding to TCUs in FY 2005, at 65.2 percent (Table 1), with most of the agency's support to TCUs mandated under P.L. 95-471. The Department of Housing and Urban Development (HUD) and the National Endowment for the Humanities (NEH) followed at 4.4 percent and 2.1 percent respectively. Looking specifically at total funding provided to the TCUs, DOI reported the most at \$73.5 million, followed by ED at \$48.9 million and USDA at \$26.0 million (Figure 1 and Table 2). DOI provided 37.1 percent of all federal funds distributed to TCUs in FY 2005, while ED provided 24.7 percent and USDA 13.1 percent.

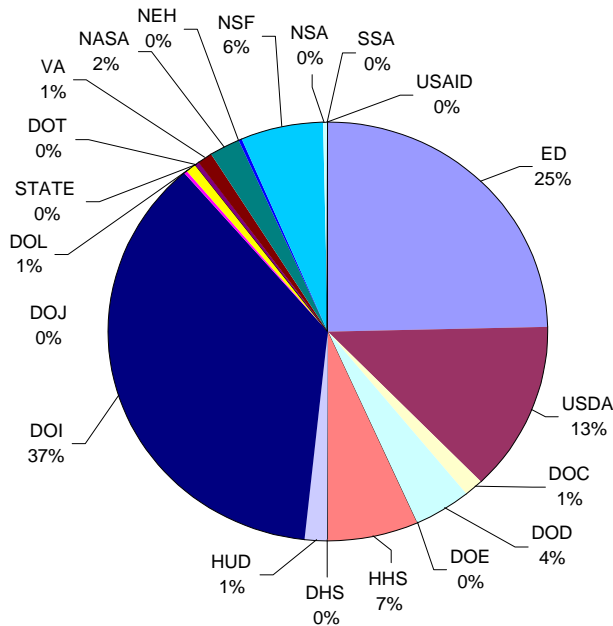
Table 1. FY 2005 agency-reported IHE and TCU funding, by agency.

Agency*	Total IHE \$	Total TCU \$	% of IHE
DOI	112,729,586	73,526,953	65.2%
HUD	66,579,439	2,920,770	4.4%
NEH	37,087,351	774,931	2.1%
USDA	1,355,464,443	25,975,380	1.9%
SSA	9,953,768	170,625	1.7%
DOL	142,443,695	1,647,196	1.2%
STATE	3,315,000	33,000	1.0%
DOC	349,989,090	2,671,456	0.8%
NASA	1,153,711,113	4,032,530	0.3%
NSF	3,968,983,389	12,246,633	0.3%
DOD	2,974,034,465	8,435,504	0.3%
DOJ	132,225,246	345,325	0.3%
DOT	267,899,703	437,859	0.2%
NSA	88,982,625	112,093	0.1%
USAID	23,371,417	25,000	0.1%
VA	3,187,904,138	2,535,667	0.1%
HHS	17,157,024,226	13,132,518	0.1%
ED	74,396,339,485	48,887,629	0.1%
DHS	28,468,841	14,400	0.1%
DOE	873,432,292	113,750	0.0%
Total	106,329,939,312	198,039,219	0.2%

Note: Percentages are rounded to one decimal point.

*Agency names and abbreviations are provided in Appendix A.

Figure 1. Percentage of total FY 2005 agency-reported TCU funding, by agency.*



*Agency names and abbreviations are provided in Appendix A. Percentages are rounded.

Table 2. FY 2005 total agency-reported TCU funding, by agency and percentage of total.

Agency*	Total TCU \$	% of Total
DOI	73,526,953	37.1%
ED	48,887,629	24.7%
USDA	25,975,380	13.1%
HHS	13,132,518	6.6%
NSF	12,246,633	6.2%
DOD	8,435,504	4.3%
NASA	4,032,530	2.0%
HUD	2,920,770	1.5%
DOC	2,671,456	1.3%
VA	2,535,667	1.3%
DOL	1,647,196	0.8%
NEH	774,931	0.4%
DOT	437,859	0.2%
DOJ	345,325	0.2%
SSA	170,625	0.1%
DOE	113,750	0.1%
NSA	112,093	0.1%
STATE	33,000	0.0%
USAID	25,000	0.0%
DHS	14,400	0.0%
Total	198,039,219	100.0%

Note: Percentages are rounded to one decimal point.

*Agency names and abbreviations are provided in Appendix A.

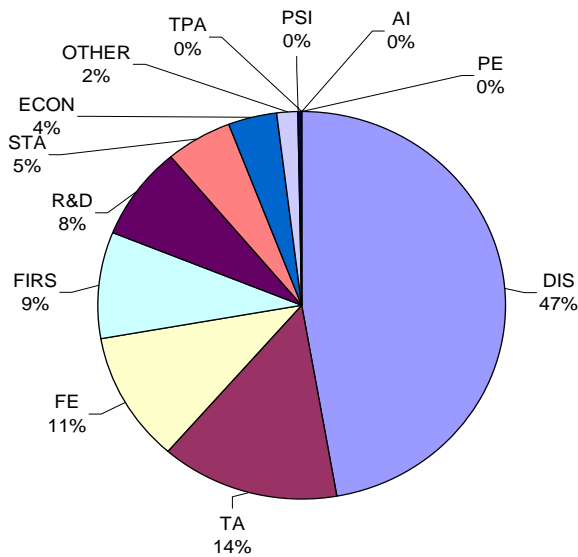
Federal funds to TCUs in FY 2005 by category are shown in Figure 2 and Table 3. Direct Institutional Subsidies (DIS)¹³ constituted 47.2 percent of all federal TCU funding in FY 2005, at \$93.6 million, followed by training and technical assistance (TA) at 14.0 percent (\$27.8 million) and facilities and equipment (FE) at 10.8 percent (\$21.4 million).

DOI's support in the DIS category (\$72.1 million) constituted 77.0 percent of all DIS funding. DOI's provision of Direct Institutional Subsidies is an important implementation of the federal government's trust responsibility to Native American tribes (*the Tribally Controlled Community College Assistance Act of 1978, P.L. 95-471*, mandates DOI to support AI/AN students at TCUs). ED was second in DIS support at \$18.4 million or 19.6 percent of total DIS funding. ED was first in TA support at \$11.5 million (41.4 percent), while the National Science Foundation (NSF) was second at \$10.6 million (38.1 percent). ED was first in FE support at \$12.8 million, or 59.6 percent of all FE funding.

Total federal funding in FY 2005 when identified by specific TCUs was reported as \$178.5 million and is shown in Table B.1 in Appendix B. Note that the total for

agency-reported awards of \$198.0 million does not match awards reported for individual TCUs, which totaled \$178.5 million, due to discrepancies in the agency-reported data. Unidentified, non-accredited, and non-TCU entities accounted for \$7.0 million in reported federal awards, and are shown in Table B.2 in Appendix B.

Figure 2. Percentage of total FY 2005 agency-reported TCU funding, by category.



*Percentages are rounded.

Table 3. FY 2005 total agency-reported TCU funding, by category and percentage of total.

Category	Total TCU \$	% of Total
DIS	93,565,412	47.2%
TA	27,780,150	14.0%
FE	21,413,500	10.8%
FIRS	17,607,930	8.9%
R&D	15,491,667	7.8%
STA	10,744,268	5.4%
ECON	7,727,271	3.9%
OTHER	3,155,728	1.6%
PSI	295,943	0.1%
TPA	176,742	0.1%
PE	73,108	0.0%
AI	7,500	0.0%
Total	198,039,219	100%

DIS – Direct Institutional Subsidies
 TA – Training and Technical Assistance
 FE – Facilities and Equipment
 FIRS – Fellowships, Internships, Recruitment, Intergovernmental Personnel Arrangements
 R&D – Research and Development
 STA – Student Tuition Assistance, Scholarships and other Aid
 ECON – Economic Development
 PSI – Private Sector Involvement
 TPA – Third-Party Awards
 PE – Program Evaluation
 AI – Administrative Infrastructure

Integrated Postsecondary Education Data System

In an effort to verify the resources provided to the TCUs, as reported by federal agencies, this report includes additional data submitted to the federal government from the TCUs themselves. This provides a tool for tracking revenues and expenditures of federal resources and helps to verify agency-reported data. The IPEDS is established as the core postsecondary education data collection program at the National Center for Education Statistics, which is part of ED's Institute of Education Sciences. IPEDS comprises a system of surveys designed to collect data from all primary providers of postsecondary education.

IPEDS financial data for FY 2005 was available for 30 TCUs.¹⁴ Federal appropriations, federal operating grants and contracts, and federal non-operating grants variables were examined for each reporting TCU and compared with agency-reported data. Total TCU federal funding reported to IPEDS in FY 2005 was \$217.7 million,

compared with \$198.0 million reported to WHITCU by the agencies. However, agencies reported \$3.6 million in awards to the Other non-TCU category and \$2.5 million in awards to the American Indian Higher Education Consortium (AIHEC). When those figures are subtracted from the agency-reported total, the total IPEDS figure of \$217.7 million compares with an agency-reported figure of \$191.9 million. These data suggest under-reporting by federal agencies to WHITCU of \$25.8 million.

A comparison of IPEDS and agency-reported data for individual TCUs also suggests under-reporting. Agency under-reporting was calculated at \$38.0 million or -21.1 percent of the IPEDS total. Some TCU data show agency over-reporting while the majority of cases indicate agency under-reporting (Table 4).

Audits of States, Local Governments, and Non-Profit Organizations

Pursuant to the *Single Audit Act of 1984* (P.L. 98-502) and the *Single Audit Act Amendments of 1996* (P.L. 104-156), Circular A-133 sets forth standards for obtaining consistency and uniformity among federal agencies for the audit of states, local governments, and non-profit organizations regarding the expenditure of federal awards. The Federal Audit Clearinghouse reports expenditures, not revenue, so only general comparisons can be made to agency-reported revenue. Also, fiscal year

Table 4. FY 2005 TCU funding, by agency-reported data and IPEDS.

TCUs	Agency-Reported Total \$	IPEDS Total \$	Difference \$	Difference %
TCU04	3,112,482	9,695,618	-6,583,136	-212%
TCU15	3,888,363	7,235,004	-3,346,641	-86%
TCU06	1,319,955	2,314,980	-995,025	-75%
TCU19	10,773,665	18,092,008	-7,318,343	-68%
TCU23	7,211,979	11,831,378	-4,619,399	-64%
TCU22	2,449,518	3,717,735	-1,268,217	-52%
TCU17	11,565,849	17,075,884	-5,510,035	-48%
TCU01	7,479,786	10,772,084	-3,292,298	-44%
TCU29	5,860,150	8,299,641	-2,439,491	-42%
TCU33	12,820,035	18,076,496	-5,256,461	-41%
TCU24	3,993,272	5,629,620	-1,636,348	-41%
TCU08	4,851,765	6,612,974	-1,761,209	-36%
TCU27	3,620,812	4,917,965	-1,297,153	-36%
TCU20	6,036,333	8,062,540	-2,026,207	-34%
TCU02	1,137,681	1,463,009	-325,328	-29%
TCU07	5,734,574	7,358,113	-1,623,539	-28%
TCU11	3,286,344	4,020,422	-734,078	-22%
TCU14	1,204,950	1,335,499	-130,549	-11%
TCU30	5,576,610	5,605,055	-28,445	-1%
TCU16	13,012,008	13,027,825	-15,817	0%
TCU10	10,167,302	9,852,024	315,278	3%
TCU28	3,335,828	3,089,627	246,201	7%
TCU18	7,428,710	6,666,857	761,853	10%
TCU25	5,665,428	4,970,988	694,440	12%
TCU13	19,549,497	16,202,529	3,346,968	17%
TCU09	3,986,843	2,978,816	1,008,027	25%
TCU32	6,203,596	4,623,649	1,579,947	25%
TCU26	732,067	498,394	233,673	32%
TCU31	4,029,582	1,955,000	2,074,582	51%
TCU03	3,644,703	1,670,399	1,974,304	54%
TOTALS	179,679,687	217,652,133	-37,972,446	-21.1%

reporting periods vary among TCUs, so comparisons among the TCUs should be made with caution. Audits from 25 TCUs for FY 2005 were available for review from the Federal Audit Clearinghouse.¹⁵ Table 5 shows a comparison of federal agency data reported to WHITCU and federal audit data, which shows agency under-reporting to be about -24.5 percent (\$138.2 million vs. \$172.0 million). The difference between agency-reported data and federal audit data for individual TCUs varies, ranging from -107.9 percent to 35.5 percent.

Three-year Trends From FY 2003 to FY 2005

Federal Revenue. Table 6 shows IPEDS-reported federal revenue from FY 2003 to FY 2005. Overall, it shows 6.8 percent median growth in federal revenue for all TCUs over

three years, and an average of 7.1 percent. Total overall revenue growth, including non-federal sources, was at an average of 4.2 percent and a median of 5.0 percent.

Student Enrollment. Table B.3 in Appendix B reflects IPEDS data on TCU student enrollment¹⁶ from fall 2003 to fall 2005. Overall, there was a -1.3 percent decrease in the median student enrollment reported for all TCUs over the three years, ranging from an individual TCU high of 40.1 percent growth to a low of -21.8 percent. Total student enrollment for all TCUs in fall 2005 was 16,889, for an average of 545 students enrolled per TCU.

State appropriations that support student enrollments at public colleges and universities can be a significant source of revenue. In FY 2005, state and local support

Table 5. FY 2005 agency-reported data vs. A-133 Federal Audit data, by TCU.

TCUs	Agency-reported \$	Federal AUDIT \$	Difference \$	Difference %
TCU33	12,820,035	26,653,001	-13,832,966	-107.9%
TCU24	3,993,272	8,052,838	-4,059,566	-101.7%
TCU15	3,888,363	7,263,575	-4,814,057	-86.8%
TCU27	3,620,812	6,725,565	-2,837,202	-85.7%
TCU22	2,449,518	4,277,752	-656,940	-74.6%
TCU07	5,734,574	8,843,241	-3,108,667	-54.2%
TCU23	7,211,979	10,832,976	-3,620,997	-50.2%
TCU17	11,565,849	17,075,614	-5,509,765	-47.6%
TCU06	1,319,955	1,933,680	-613,725	-46.5%
TCU29	5,860,150	8,497,538	-2,637,388	-45.0%
TCU11	3,286,344	4,441,046	-1,154,702	-35.1%
TCU02	1,137,681	1,515,234	1,597,248	-33.2%
TCU04	3,112,482	3,932,441	-2,727,491	-26.3%
TCU14	1,204,950	1,335,497	4,241,113	-10.8%
TCU30	5,576,610	5,995,034	7,016,974	-7.5%
TCU16	13,012,008	13,523,551	-11,528,504	-3.9%
TCU01	1,995,047	1,802,486	5,626,224	9.7%
TCU18	7,428,710	6,666,857	-463,261	10.3%
TCU32	6,203,596	4,988,947	-1,002,104	19.6%
TCU09	3,986,843	3,191,054	16,358,443	20.0%
TCU13	19,549,497	15,194,112	-11,549,409	22.3%
TCU03	3,644,703	2,823,879	-1,686,198	22.5%
TCU08	4,851,765	3,368,495	1,483,270	30.6%
TCU26	732,067	506,723	225,344	30.8%
TCU31	4,029,582	2,599,386	1,430,196	35.5%
TOTALS	138,216,617	172,040,522	-33,824,130	-24.5%

for higher education totaled \$72 billion, which equated to \$5,825 per student Full-Time Equivalent (FTE), of which 90.3 percent was from states.¹⁷ State support varies widely among institutional types, so state appropriations were examined for an institutional group that was most comparable to TCUs. State appropriations per student FTE for small, rural, public, two-year degree-granting institutions¹⁸ were examined for FY 2005. Data were found for 103 comparable institutions, and state appropriations per student FTE was calculated to average \$6,070 in FY 2005.¹⁹

However, most TCUs do not receive any state support for their students. Instead, TCUs receive support for students from the federal government under P.L. 95-471, although this funding provides no support for non-Indian students. In FY 2005, 26 TCUs received \$40.8 million under P.L. 95-471, which represented \$4,448 per Indian Student Count,²⁰ about 76 percent of the nationwide state and local support level and 73 percent of the aforementioned comparison group level.

Table 6. IPEDS-reported revenue, FY 2003 to FY 2005, by TCU.

TCUs	FY03 \$	FY04 \$	FY05 \$	Avg. % Change FY03-05
TCU14	125,594	4,101,911	1,335,499	1549.3%
TCU02	363,942	734,562	1,463,009	100.5%
TCU27	1,954,135	2,584,629	4,917,965	61.3%
TCU25	2,057,573	2,057,573	4,970,988	70.8%
TCU04	4,315,795	4,176,728	9,695,618	64.5%
TCU08	3,048,264	5,960,049	6,612,974	53.2%
TCU10	5,569,503	7,977,013	9,852,024	33.4%
TCU31	1,298,388	2,138,681	1,955,000	28.1%
TCU28	2,125,928	5,692,811	3,089,627	61.0%
TCU20	6,025,447	8,045,683	8,062,540	16.9%
TCU06	1,860,355	2,101,337	2,314,980	11.6%
TCU22	3,179,968	3,366,538	3,717,735	8.1%
TCU32	3,998,901	4,101,911	4,623,649	7.6%
TCU33	15,641,354	14,316,644	18,076,496	8.9%
TCU01	9,371,449	11,309,452	10,772,084	8.0%
TCU07	6,645,317	6,171,069	7,358,113	6.0%
TCU11	3,656,153	3,469,261	4,020,422	5.4%
TCU13	14,871,872	17,356,249	16,202,529	5.0%
TCU17	15,948,000	16,094,202	17,075,884	3.5%
TCU19	17,085,947	21,396,637	18,092,008	4.9%
TCU09	2,892,590	3,152,720	2,978,816	1.7%
TCU15	7,061,674	5,763,028	7,235,004	3.6%
TCU23	11,664,537	13,332,237	11,831,378	1.5%
TCU18	6,964,078	6,966,868	6,666,857	-2.1%
TCU29	8,817,336	8,147,978	8,299,641	-2.9%
TCU16	13,883,695	13,770,222	13,027,825	-3.1%
TCU24	6,814,808	6,766,954	5,629,620	-8.8%
TCU30	8,737,274	5,606,055	5,605,055	-17.9%
TCU03	3,022,960	3,962,927	1,670,399	-13.4%
TCU26	904,580	928,754	498,394	-21.8%
TOTALS	189,907,417	211,550,683	217,652,133	
MEDIAN TCU	4,942,649	5,727,920	6,121,297	6.8%
AVERAGE TCU	6,330,247	7,051,689	7,255,071	7.1%

The aforementioned discussion suggests that funding for TCU students may be inadequate, and examining costs per student highlights an additional burden. About 20 percent of TCU students are non-Indian and are considered “non-beneficiary.”²¹ TCUs receive no federal or state support for the enrollment of this group of students, except to the extent those non-beneficiary students may have received federal student financial assistance. The total costs, or expenditures, incurred in supporting non-beneficiary students at TCUs are significant. In FY 2005, the costs per TCU student FTE for instructional, academic support, and student services expenses averaged \$11,504, which did not take into account expenses for facilities maintenance, institutional support, research, and other operating costs.²² Assuming that 20 percent of the TCU student enrollment is non-beneficiary, TCUs do not receive federal or state support for about 79 non-beneficiary student FTEs per TCU.²³ That equates to \$908,816 per TCU per fiscal year in instructional, academic support, and student services expenses for non-beneficiary students that are not supported by federal or state appropriations.

Level student enrollment at TCUs from 2003 to 2005 indicates an area of opportunity for federal support. The 2000 U.S. Census showed that Indian Country is younger than the general U.S. population—the median age of Native Americans was 28.5 years, compared with the median age of 35.4 years for the U.S. population. A third of all Native Americans (33.3 percent) were below the age of 18. Helping young citizens, both tribal and non-tribal, become prepared and motivated to pursue higher education represents a tremendous opportunity for the TCU-federal partnership. The federal government should fully support TCUs for AI/AN students as part of its federal trust responsibility. There is also an obligation to provide support for non-beneficiary students due to the lack of state support.

Comparative Analysis

To help determine if certain types of TCUs have particular characteristics or patterns of interest, a classification of TCUs was developed based on agency-reported federal awards to TCUs in FY 2005 (Table 7).

TCUs were categorized into five groups: Category I TCUs received more than \$10.0 million in agency-reported awards in FY 2005; Category II TCUs received between \$6.0 million and \$10.0 million; Category III TCUs received between \$4.0 million and \$6.0 million; Category IV TCUs received between \$3.0 million and \$4.0 million; and Category V TCUs received less than \$3.0 million.²⁴

Table 7. Number and percentage of TCUs, by amount of agency-reported federal awards to TCUs in FY 2005.

TCU Category	No. TCUs	% of All TCUs	Total \$	% of Total
I (>\$10M)	5	15%	67,721,054	37.9%
II (\$6-\$10M)	5	15%	34,360,404	19.3%
III (\$4-\$6M)	8	24%	40,119,004	22.5%
IV (\$3-\$4M)	8	24%	28,868,647	16.2%
V (<\$3M)	7	21%	7,386,522	2.8%

Category I includes five TCUs with reported federal revenue in excess of \$10.0 million in FY 2005 (Table 8). Total awards to individual TCUs ranged from \$19.5 million to \$10.8 million, for an average of \$13.5 million, which is \$8.1 million more than the TCU average of \$5.4 million. Federal revenue growth over a three-year period ranged from 8.9 percent to -3.1 percent, for a median of 4.9 percent.²⁵ This is less than the overall median TCU growth of 6.8 percent.

Table 8. Category I TCUs.

TCUs	Total FY 05 Fed Awards (\$)	% FY 03-05 Fed Revenue Growth	% Revenue From Fed	Age (yrs)	Student Fall 05	Student 03-05 Growth
TCU13	19,549,497	5.0%	86%	35	1,302	-4.5%
TCU16	13,012,008	-3.1%	51%	29	1,142	1.9%
TCU33	12,820,035	8.9%	93%	38	1,825	-1.3%
TCU17	11,565,849	3.5%	72%	35	885	40.1%
TCU19	10,773,665	4.9%	58%	36	918	0.0%
MEDIAN	12,820,035	4.9%	72%	35.0	1,142	0.0%
ALL TCU MEDIAN	4,167,302	6.8%	69%	27.0	406	-1.3%
AVERAGE	13,544,211	3.8%	72%	34.6	1,214	7.2%
ALL TCU AVERAGE	5,407,746	7.1%	63%	25.6	545	-1.4%

Category I TCUs on average received 72.0 percent of their total revenue from federal sources, which was 9.0 percent higher than the average for all TCUs. They were on average nine years older than all TCUs, with an average of 34.6 years since they were chartered. Total student enrollment ranged from 1,825 to 885, with an average of 1,214, more than two times that of the overall TCU average of 545. The median three-year student enrollment growth was a 0.0 percent compared to the overall TCU median of -1.3 percent. In sum, the five TCUs in Category I, which garnered 37.9 percent of all federal dollars awarded to TCUs in FY 2005, had lower federal revenue growth compared to all TCUs, were older institutions, had a substantially larger student base, and experienced flat student growth over a three-year period.

Category II includes five TCUs with reported federal revenue of between the range of \$6.0 million and \$10.0 million in FY 2005 (Table 9). Revenue ranged from \$7.5 million to \$6.0 million, for an average of \$6.9 million, which is about \$1.5 million more than the overall TCU average. Federal revenue growth over a three-year period ranged from 16.9 percent to -2.1 percent, with a median of 7.6 percent. This is slightly greater than the overall TCU median of 6.8 percent.

Category II TCUs were about average among all TCUs in the percentage of revenue they received from federal sources, and were on average about four years older than all TCUs, with an average of 29.8 years since they were chartered. Student enrollment ranged from 1,123 to 175 with an average of 604, higher by 59 than the overall TCU average of 545. The median three-year student enrollment growth median

was -12.0 percent compared to the overall TCU median of -1.3 percent. These five TCUs, which garnered 19.3 percent of all federal revenue awarded to TCUs, were above the median in revenue growth, were a bit above the average in age, had a slightly larger student base, and experienced negative student growth.

Table 9. Category II TCUs.

TCUs	Total FY 05 Fed Awards (\$)	% FY 03-05 Fed Revenue Growth	% Revenue From Fed	Age (yrs)	Student Fall 05	Student 03-05 Growth
TCU01	7,479,786	8.0%	81%	35	614	-19.0%
TCU18	7,428,710	-2.1%	82%	23	495	-12.0%
TCU23	7,211,979	1.5%	58%	34	615	-19.9%
TCU32	6,203,596	7.6%	59%	22	175	-6.2%
TCU20	6,036,333	16.9%	42%	35	1,123	6.5%
MEDIAN	7,211,979	7.6%	59%	34.0	614	-12.0%
ALL TCU MEDIAN	4,167,302	6.8%	69%	27.0	406	-1.3%
AVERAGE	6,872,081	6.4%	64%	29.8	604	-10.1%
ALL TCU AVERAGE	5,407,746	7.1%	63%	25.6	545	-1.4%

Category III includes eight TCUs with reported federal revenue of between \$4.0 million and \$6.0 million in FY 2005 (Table 10). Revenue ranged from \$4.0 million to \$5.9 million, for an average of \$5.0 million, which is about a half-million less than the overall TCU average. Federal revenue growth over a three-year period ranged from 70.8 percent to -17.9 percent, with a median of 28.1 percent. This is over four times the overall TCU revenue growth median of 6.8 percent.

Table 10. Category III TCUs.

TCUs	Total FY 05 Fed Awards (\$)	% FY 03-05 Fed Revenue Growth	% Revenue From Fed	Age (yrs)	Student Fall 05	Student 03-05 Growth
TCU29	5,860,150	-2.9%	84%	28	408	0.6%
TCU07	5,734,574	6.0%	61%	27	485	-5.4%
TCU25	5,665,428	70.8%	87%	32	241	-5.7%
TCU30	5,576,610	-17.9%	40%	27	333	5.4%
TCU08	4,851,765	53.2%	47%	26	259	-18.6%
TCU12*	4,233,593			32		
TCU10	4,167,302	33.4%	95%	18	113	-10.8%
TCU31	4,029,582	28.1%	24%	19	1,981	7.0%
MEDIAN	5,214,188	28.1%	61%	27.0	333	-5.4%
ALL TCU MEDIAN	4,167,302	6.8%	69%	27.0	406	-1.3%
AVERAGE	5,014,876	24.4%	63%	26.1	546	-3.9%
ALL TCU AVERAGE	5,407,746	7.1%	63%	25.6	545	-1.4%

*Some data unavailable.

Category III TCUs were about average in reliance on federal sources for revenue, and on average a half-year older than all TCUs, with 26.1 years since they were chartered. Total student enrollment ranged from 1,981 to 113, with an average of 546, about the same as the overall TCU average. Median student enrollment of 333 was lower than the median of 406 for all TCUs. The median three-year student growth was -5.4 percent compared to the overall TCU median of -1.3 percent. In sum, the eight TCUs, which received 22.5 percent of all federal revenue awarded to TCUs, had strong revenue growth, were approximately average in age, had a smaller student base, and had negative student growth.

Category IV includes eight TCUs with reported federal revenue of between \$3.0 million and \$4.0 million in FY 2005 (Table 11). Revenue ranged from \$3.1 million to just under \$4.0 million, for an average of \$3.6 million, which is \$1.8 million less than the overall TCU average. Federal revenue growth over a three-year period ranged from 64.5 percent to -13.4 percent, with a median of 4.5 percent, less than the overall TCU median of 6.8 percent.

Table 11. Category IV TCUs.

TCUs	Total FY 05 Fed Awards (\$)	% FY 03-05 Fed Revenue Growth	% Revenue From Fed	Age (yrs)	Student Fall 05	Student 03-05 Growth
TCU24	3,993,272	-8.8%	69%	33	287	-4.8%
TCU09	3,986,843	1.7%	52%	22	406	2.6%
TCU15	3,888,363	3.6%	75%	22	344	-10.5%
TCU03	3,644,703	-13.4%	38%	16	189	8.6%
TCU27	3,620,812	61.3%	72%	13	532	3.3%
TCU28	3,335,828	61.0%	86%	27	290	0.5%
TCU11	3,286,344	5.4%	85%	24	505	-4.1%
TCU04	3,112,482	64.5%	98%	28	554	18.1%
MEDIAN	3,632,758	4.5%	74%	23.0	375	1.6%
ALL TCU MEDIAN	4,167,302	6.8%	69%	27.0	406	-1.3%
AVERAGE	3,608,581	21.9%	72%	23.1	388	1.7%
ALL TCU AVERAGE	5,407,746	7.1%	63%	25.6	545	-1.4%

Category IV TCUs were slightly more dependent on federal sources of revenue than all TCUs, and were on average 2.5 years younger than all TCUs, with 23.1 years since they were chartered. Total student enrollment ranged from 554 to 189 with an average of 388, less than the overall TCU average of 545. Their median three-year student growth was 1.6 percent compared to the overall TCU median of -1.3 percent. These eight TCUs, which garnered 16.2 percent of all federal revenue awarded to TCUs, had lower revenue growth, were slightly younger than all TCUs, and had a lower student population base and modest student growth.

Category V includes seven TCUs with reported federal revenue of less than \$3.0 million in FY 2005 (Table 12). Revenue ranged from \$0.1 million to just under \$2.5

million, for an average of \$1.1 million, which is about \$4.3 million less than the overall TCU average. Federal revenue growth over a three-year period ranged from 1,549.3 percent to -21.8 percent, for a median of 11.6 percent, about one-and-a-half times the overall TCU median of 6.8 percent.

Federal sources of funding averaged 42.0 percent of the revenue base, the lowest proportion among TCUs. On average, Category V TCUs were 7.2 years younger than all TCUs, with 18.4 years since they were chartered. Total student population ranged from 270 to 61, with an average of 145, about four times less than the overall TCU average of 545. Their median three-year student growth was -1.7 percent compared to the overall TCU median of -1.3 percent. In sum, these seven TCUs, which garnered only 2.8 percent of all federal revenue awarded to TCUs, had strong overall revenue growth, were younger than all TCUs, had notably smaller student bases, and had flat student growth.

Table 12. Category V TCUs.

TCUs	Total FY 05 Fed Awards (\$)	% FY 03-05 Fed Revenue Growth	% Revenue From Fed	Age (yrs)	Student Fall 05	Student 03-05 Growth
TCU22	2,449,518	8.1%	85%	32	198	2.1%
TCU06	1,319,955	11.6%	70%	10	109	-5.4%
TCU14	1,204,950	1549.3%	38%	27	107	-21.8%
TCU02	1,137,681	100.5%	22%	8	270	26.6%
TCU26	732,067	-21.8%	36%	9	61	-13.1%
TCU21*	445,660		0%	8	123	39.0%
TCU05*	96,691			35		
MEDIAN	1,137,681	11.6%	37%	10.0	116	-1.7%
ALL TCU MEDIAN	4,167,302	6.8%	69%	27.0	406	-1.3%
AVERAGE	1,055,217	329.5%	42%	18.4	145	4.6%
ALL TCU AVERAGE	5,407,746	7.1%	63%	25.6	545	-1.4%

*Some data unavailable.

The five categories of TCUs were analyzed for characteristics and patterns. Table 13 shows summary data of selected variables for the five TCU categories, as well as the average or median for all TCUs. Each category is discussed in the following pages.

Category I TCUs. These TCUs report stable capacity with steady, modest revenue growth and large student population bases. These are mature organizations with strong federal relationships that provide substantial support. Student population growth was flat between fall 2003 and fall 2005. At four of the five TCUs, total revenue growth (from all sources including non-federal) outpaced federal revenue growth, suggesting diversified revenue portfolios. For example, TCU16 reported the lowest federal revenue growth of the group at -3.1 percent, but actually experienced positive

total revenue growth of 2.4 percent when accounting for non-federal sources. Non-federal sources of revenue include tribal, state, local, non-profit, and private entities. Federal sources of revenue accounted for 51 percent of its total revenue in FY 2005. Likewise, TCU17 reported 3.5 percent federal revenue growth but had 6.9 overall percent revenue growth.

Table 13. TCU summary data, by category of TCU.

	Category I TCUs	Category II TCUs	Category III TCUs	Category IV TCUs	Category V TCUs	All TCUs
Number of TCUs	5	5	8	8	7	31
% of federal funds to TCUs*	37.9%	19.3%	22.5%	16.2%	2.8%	100.0%
Average FY05 federal revenue	13,544,211	6,872,081	5,014,876	3,608,581	1,055,217	5,407,746
Median 3 yr. revenue growth	4.9%	7.6%	28.1%	4.5%	11.6%	6.8%
Average % government revenue	72%	64%	63%	72%	42%	63%
Average age (yrs. since chartered)	34.6	29.8	26.1	23.1	18.4	25.6
Average fall 2005 students	1,214	604	546	388	145	545
Median 3 yr. student growth	0.0%	-12.0%	-5.4%	1.6%	-1.7%	-1.3%

*Does not total 100% due to rounding.

Category II TCUs. This group reports more fluctuation in federal revenue growth and has above average student population bases. They are experiencing negative student population growth, yet are reporting good revenue growth, suggesting that their student base is not driving revenue growth. For example TCU23 reported -19.9 percent student growth, 1.5 percent federal revenue growth, and a 9.7 percent overall revenue growth rate. Because this TCU receives P.L. 95-471 funding on a per AI/AN student basis, its federal revenue growth rate, despite falling student enrollments, is even more notable. In this case, much of its growth was reflected in a jump in revenue from FY 2003 to FY 2004 of about \$1 million, a 17.4 percent increase in its revenue base. This growth is explained in large part by ED's awards of \$2.6 million in FY 2004, which constituted 40 percent of TCU23's entire federal revenue for that year.

Category III TCUs. These TCUs have very strong but widely varying revenue growth together with negative student growth. When the total revenue base of a TCU is modest, federal awards can have a strong effect on growth from year-to-year. For example, TCU08 reported a 53.2 percent three-year federal revenue growth rate, which primarily reflects a 41.5 percent increase in funding from FY 2003 to FY 2004. TCU08 realized a \$2.5 million federal award in that year, which accounted for 38 percent of its total revenue base. Alternatively, TCU25's federal revenue grew by 70.8 percent because it tapped a diverse set of federal sources in FY 2005: \$2.4 million from ED, \$0.1 million from HHS, \$0.2 million from USDA, \$0.5 million from DOD, \$1.5 million from DOI, and \$0.5 from NSF.

Category IV TCUs. This group reported modest revenue growth, with large fluctuation among the group. These institutions are younger and have smaller revenue and student bases with which to support operations. Five of the eight TCUs reported stronger federal revenue growth compared to total overall revenue growth, suggesting

that federal support is an important growth factor at these TCUs: 72 percent on average, as a percentage of total revenue, compared to 63 percent for all TCUs.

Category V TCUs. These TCUs have low revenue and student bases, but report good revenue growth. For the most part, these are young organizations that have had the least time to develop long-term federal relationships. This group shows the widest fluctuation in revenue growth, reflecting the lack of institutional capacity needed for stable operations. For instance, TCU14 reported three-year revenue growth of 1,549.3 percent, but this is more a reflection of revenue instability than growth. From FY 2003 through FY 2005, TCU14 reported total annual federal revenue of \$0.1 million, \$4.1 million, and \$1.3 million respectively. In cases like these, federal agencies could help build institutional stability with a commitment to sustained support.

In summary, Table 13 shows that TCUs' longevity, student enrollment, and revenue appear to be correlated. Although causal relationships among those factors cannot be definitively stated, it is reasonable to surmise that time is needed for a college or university to build a large student population and funding base. Because the TCU movement is relatively young and many TCUs have been in operation for only a short period, simply persisting as institutions may be a sound strategy to increase funding bases and student enrollments. If that is the case, then federal agencies should develop long-term strategies to support the continued operation of TCUs.

FY 2004 AGENCY REPORTS

This section provides FY 2004 summary data from federal agency reports submitted to WHITCU. The tables show the amount of federal funding for TCUs and the percentage of total funding that represents, by agency and by category of support. Analysis of FY 2004 data is limited by the relatively low level of agency participation in the reporting process for that year.

Requests for the FY 2004 annual report were sent to 39 federal agencies and departments. A dozen federal departments representing the president's Cabinet²⁶ and nine other federal agencies²⁷ submitted reports to WHITCU for FY 2004. Total federal support to all IHEs in FY 2004 was reported as \$96.8 billion.²⁸ Total federal support to all TCUs in FY 2004 was reported as \$163.4 million, accounting for 0.1 percent of all reported IHE federal funding.

DOI reported the largest percentage of IHE federal funding to TCUs in FY 2004, at 60.3 percent, with most support to TCUs mandated under P.L. 95-471. HUD and USDA followed at 9.8 percent and 2.0 percent respectively. Looking specifically at funding provided to the TCUs, ED reported the most at \$52.4 million, followed by DOI at \$49.3 million and USDA at \$26.6 million (Table 14). ED distributed 32.1 percent of total federal funds reported to TCUs in FY 2004, while DOI represented 30.2 percent and USDA 16.3 percent of reported total funding.

Federal funding to TCUs in FY 2004 was also reported by category of support (Table 15). Direct Institutional Subsidies (DIS)²⁹ constituted 32.5 percent of all federal

Table 14. Agency-reported awards to TCUs in FY 2004, by agency.

Agency	Total TCU \$	% of Total
ED	52,410,903	32.1%
DOI	49,343,448	30.2%
USDA	26,588,554	16.3%
HHS	12,033,471	7.4%
NSF	9,744,560	6.0%
NASA	3,636,371	2.2%
HUD	2,982,300	1.8%
DOD	2,800,000	1.7%
VA	1,820,656	1.1%
DOE	866,112	0.5%
DOC	551,143	0.3%
DOT	252,198	0.2%
NSA	247,947	0.2%
EPA	57,314	0.0%
SSA	50,579	0.0%
STATE	2,500	0.0%
Total	163,388,056	100.0%

Table 15. Categories of support reported to TCUs in FY 2004.

Category	Total TCU \$	% of Total
DIS	52,118,049	32.5%
AI	31,790,647	19.8%
TA	27,142,773	16.9%
FIRS	13,983,384	8.7%
FE	10,797,288	6.7%
R&D	10,245,379	6.4%
ECON	6,153,371	3.8%
OTHER	5,413,673	3.4%
STA	2,093,419	1.3%
TPA	478,700	0.3%
PSI	259,273	0.2%
PE	112,100	0.1%
Total	160,588,056	100%

TCU funding reported in FY 2004, at \$52.1 million, followed by Administrative Infrastructure (AI) at 19.8 percent (\$31.8 million) and by Training and Technical Assistance (TA) at 16.9 percent (\$27.1 million).

Awards of total federal support to individual TCUs could not be compiled and analyzed due to incomplete data for FY 2004.

IMPACTS OF FEDERAL AGENCY SUPPORT

This section of the report is based on qualitative narratives provided by the federal agencies and is supplemented with secondary data from TCUs, the *Tribal College Journal of American Indian Higher Education*, and various public reports and documents. The discussion seeks to develop the theme of TCUs as economic engines for their local communities, along with their federal partners. The source material is organized by six topics that describe the impact of federal support to TCUs. These are: develop human capital through student success, providing a financial foundation for Native entrepreneurs, contributing directly to the local economy, fostering tribal economic development, developing job readiness, and improving health and wellness as an economic development strategy.

Building Human Capital through Student Success

Human capital development helps build successful economies. Student success in school helps develop human capital. There are many factors involved in student success in college, but perhaps the most important one is that students be adequately prepared for college-level scholarship. There is strong evidence that students are increasingly under-prepared to enter college and that two-year postsecondary institutions are being especially challenged. Over 40 percent of first-time students entering two-year public colleges took remedial courses in 2000, as compared to 20 percent at four-year public institutions.³⁰ Among racial/ethnic groups, AI/AN students scored lower than the national average in National Assessment of Educational Progress (NAEP) reading, mathematics and science assessments. In eighth-grade reading proficiency, 43 percent of AI/AN students tested below the basic level compared to 26 percent overall in 2003. In mathematics, 48 percent of AI/AN students were below basic eighth- grade proficiency compared to 32 percent overall, and in science, 61 percent of AI/AN 8th graders were below basic proficiency compared with 39 percent overall.³¹

The consequences of this low-performance are reflected in the placement of first-time entering students at TCUs: 39 percent were placed in remedial reading courses in the 2004-05 academic year, 65 percent were placed in remedial mathematics courses, and 55 percent of students were placed in remedial writing-composition courses.³² With open enrollment policies at nearly all TCUs, college entrance scores are usually not required. One TCU, Haskell Indian Nations University, does require ACT³³ scores of all students who apply for admission, and this policy provides some insight into the first-time entering TCU student. In fall 2005, the 25th percentile composite ACT score submitted by students applying for admission at Haskell was 14, while the 75th percentile score was 19.³⁴ This means that 25 percent of students who submitted ACT composite scores to Haskell scored 14 or lower, and that 75 percent scored 19 or lower. Nationally, a score of 14 was at the eighth percentile, and a score of 19 was at the 41st percentile, meaning that only 8 percent scored 14 or lower and 41 percent scored 19 or lower.³⁵

To better prepare its students for success, Little Big Horn College (LBHC) in Crow Agency, Mont., received a commitment of \$2.5 million from NSF in FY 2004 to support a science, technology, engineering, and math (STEM) program of curriculum development and reform, undergraduate research and community service, student recruitment, technology infusion, and faculty development. The program included a six-week math and science residential academy for incoming freshmen designed to introduce them to college-level work, as well as to their historical and cultural roots in the STEM fields.

As Program Director Alden Big Man, Jr. said in the Summer 2004 issue of *Tribal College Journal of American Indian Higher Education*:

I think that we as an entire population think STEM fields were introduced by Europeans, and that is not true at all. We had to have knowledge in these areas in order for our ancestors to survive out here. The tipi is a perfect example of the knowledge of mathematics Plains Indians demonstrated. Plains Tribes had to estimate the number of buffalo hides needed for the tipi covering and how to sew them together to make them fit around the conically shaped lodge.³⁶

The NSF cooperative agreement, a Tribal Colleges and Universities Program (TCUP) implementation grant,³⁷ represents the most recent commitment of the agency's Directorate for Education and Human Resources to better prepare TCU students for college success. In 2000, LBHC and NSF worked together on the Rural Systemic Initiative Program, an innovative reform effort in STEM education for K-12 schools on, or adjacent to, the Crow Reservation. In 2002, a TCUP Planning Grant was awarded to LBHC that laid the foundation for its STEM program implementation. In 2003, a Course, Curriculum and Laboratory Improvement (CCLI) Educational Materials Development grant supported the infusion of traditional ecological knowledge into LBHC's STEM curriculum. Finally, in FY 2004, a TCUP implementation grant was awarded that is supporting LBHC in its STEM education development through 2008.

The impact of this commitment to students is multifaceted. The NSF partnership supports LBHC students in the pursuit of careers in STEM fields. LBHC graduates have doubled the number of Crow tribal professionals in natural resources, environmental science, and information technology fields.³⁸ Another benefit of the partnership is that NSF is supporting an institution with a history of making major contributions to the Crow economy, where per capita income rose from \$5,729 in 1990 to \$9,440 in 1999, and unemployment dropped from an official rate of 67 percent in 1989 to 38.8 percent of the labor force in 1999.^{39 40} In economic development terminology, the LBHC-NSF commitment to students is building the Crow Tribe's human capital—the development of tribal members to increase their ability to earn a living, strengthen communities and families, build economies, improve health, and ultimately sustain tribal nations.⁴¹

The goal of human capital development is that future TCU graduates will become scientists, business professionals, entrepreneurs, tribal leaders, and productive citizens

who give back to their tribal communities and to the nation. This future productivity represents an excellent investment for the federal government. In a survey of tribal college graduates, 91 percent indicated that they were either working or furthering their education.⁴² A 2002 survey of TCU AICF scholarship recipients reported that 82 percent were either employed or pursuing further education after graduation.⁴³ Students' educational achievement is critical to the economic development goal for tribal communities, and that requires that students be well-prepared and motivated for college-level education.

Building Native Entrepreneurship Through Financial Education

Limited data exist on the role of entrepreneurship in promoting economic development in Native communities, but some studies have shown that the potential is great. For instance, one study found that the 2001 Santa Fe Indian Market (a two-day event) generated more than \$19 million in revenue. In 1997, the U.S. Indian Arts and Crafts Board found that the industry was generating over \$100 billion annually. Census data from the 1997 Survey of Minority-Owned Business Enterprises found that between 1992 and 1997, the number of Native-owned businesses grew by 84 percent to a total of 197,300 and that their receipts increased by 179 percent. These data indicate that, by comparison, Native businesses grew at three times the rate of the U.S. business community, and that Native receipts more than doubled during that period. The survey also found that in 1997, these businesses generated \$34.3 billion in revenues and employed almost 300,000 individuals.^{44 45} A 2002 report by First Nations Development Institute estimated that there were 170,083 reservation-based micro-entrepreneurs, but that training and technical assistance represented the greatest barrier to further growth.⁴⁶

Although the aforementioned business successes cannot be directly attributed to education, successful entrepreneurship starts with basic financial literacy and, thus, financial education plays an important role. TCUs have been active in financial education by exchanging information, forging partnerships, implementing strategies for outreach and training, and identifying gaps in information about financial skills in Indian Country. Several TCUs have been especially active in financial education with impressive results. For example, at Lac Courte Oreilles Ojibwa Community College (LCOOCC) in Hayward, Wisc., financial education is incorporated into introductory courses that give students the financial skills needed to succeed in college. The college believes that students who can manage their finances well are less likely to drop out of college. Chief Dull Knife College (CDKC) in Lame Deer, Mont., offers a comprehensive package of educational services, including financial training, tax assistance, business development, job readiness, strategic planning, youth entrepreneurship, and nonprofit management.⁴⁷ Southwestern Indian Polytechnic Institute (SIPI) in Albuquerque, N.M., provides financial education to tribal communities with an emphasis on families and youths in the southwestern region of the country.

The USDA Cooperative State Research, Education and Extension Service (CSREES) has long been supportive of financial education programs through its Tribal

College Extension programs, as part of its land grant mission.⁴⁸ In FY 2004 and FY 2005, CSREES provided support to LCOOCC, CDKC, and SIPI financial education programs that totaled \$510,000 in Increasing Capacity grants. In FY 2005, it provided an additional \$100,000 Special Emphasis grant to support the development of a national tribal financial education extension curriculum so that other TCUs could benefit from the successful experiences of their colleagues.

The impact of this federal support can be found in the growth and development of individuals, families, and tribal communities that create the financial wellness that is the foundation for entrepreneurial success. For example, CDKC's Volunteer Income Tax Assistance program increased tax refunds to participants on average by 30 percent.⁴⁹ On the Northern Cheyenne Reservation where CDKC is located, these refunds could make a dramatic impact in the lives of tribal members who live where there is an annual per capita income of \$7,736 and where 46 percent of individuals live below the poverty line. In 2005, CDKC's Reaching Financial Dreams in Indian Country program trained 27 college students, 47 home buyers, 56 high school and middle school students, and 20 assistance program recipients.⁵⁰

There are many examples of successful Native entrepreneurs who have been assisted by TCU business degrees, technical assistance, and outreach. For instance, Fred Matt, who recently sold his successful rafting business on the Flathead Reservation in Montana, credits Salish Kootenai College (SKC) in Pablo, Mont., with providing the financial training necessary for his success:

Salish Kootenai College was a big help. It's there to provide support and research for tribal people who are going into business. They can go in there and get some ideas about who[m] they should see or where they should go for assistance. When I was unsure of what I should be asking, what I should be looking at, they really helped. Some of this is beyond my experience, especially the financial end of it ... It sure paid off for us.⁵¹

Another successful Native entrepreneur who operates an upholstery, embroidery, and tipi-making business spoke of the critical ongoing role that TCUs play in supporting small businesses:

The college is my crutch sometimes. I still use them. I just call them. If there is a seminar coming up, or if there is training, that's what I want to do. When you get the right people working with you, understanding your goals, that's when you can succeed.⁵²

Direct Contributions to Economic Development

A 2000 study on the economic impact of TCUs to local economies found that, in FY 1996, each TCU spent an average of \$2.1 million for employee salaries and benefits, and that in 1995 they employed an average of 81 full-time faculty and staff.⁵³ IPEDS data for FY 2005 showed that 31 TCUs reported total expenditures of \$281.7

million, including spending for instruction, research, public service, student services and aid, operations and maintenance, institutional support, and auxiliary services. Employees at all TCUs totaled 3,799, for an average of 123 employees per TCU. Employee salaries, wages and benefits totaled \$133.6 million, for an average of \$4.3 million per TCU reporting.

The direct economic impact of TCUs is even more compelling when considering the local context. For example, in 2005, Oglala Lakota College (OLC) on the Pine Ridge Reservation in South Dakota reported employing 406 individuals and serving over 1,300 students. It reported employee salaries, wages and benefits of \$9.3 million, and total operating expenses of \$19.6 million.⁵⁴ The 2000 U.S. census showed that residents of the Pine Ridge Reservation had an annual per capita income of \$8,476, that 44.3 percent of those over the age of 16 were not in the labor force, and that 46.6 percent of residents lived below the poverty level. Likewise, Diné College, serving the Navajo Nation in Arizona and New Mexico, reported employing 253 individuals and serving over 1,800 students. It reported employee salaries, wages and benefits of \$11.4 million, and total expenses of \$26.9 million. The 2000 U.S. census showed that residents identified as Navajo had an annual per capita income of \$8,536, that 46.9 percent of those over the age of 16 were not in the labor force, and that 37.0 percent of residents lived below the poverty level.

Direct jobs, payments to employees, and purchases of goods and services by TCUs create other jobs and services as their “multiplier effect” ripples through the local economy. Precise economic multipliers are difficult to come by, and multipliers for TCUs and Native American reservations are especially scarce. But a review of selected sources can provide some guidance. A study of the impact of Minnesota State Colleges, including Fond du Lac Tribal and Community College, used a conservative multiplier of 1.8, meaning that each dollar spent added an additional 80 cents of indirect spending.⁵⁵ A study of the economic impact of the Cow Creek Umpqua Tribe in Oregon found that for every 10 Tribal employees on the payroll, approximately 12 new jobs were created in other sectors of the local economy, which could not have occurred without the tribe.⁵⁶ In a study of the economic impact of the Pechanga Band of Luiseño Indians in California, 2.8 other jobs were created for every tribal job, 1.8 additional dollars were generated for every dollar payment to individuals, and 2.3 extra dollars were generated for every dollar spent in tribal purchases.⁵⁷ Regarding TCUs, in a report to the Montana State Board of Regents, President Joseph McDonald of SKC showed that dollars earned by tribal college graduates will turn over 5-7 times in the local community.⁵⁸

If the most conservative expenditure multiplier from the above studies is used, 1.8 in the Minnesota study, and applied to the total federal awards reported to WHITCU in FY 2005 (\$198.0 million), a potential economic impact to the local economies that TCUs serve would be calculated as an additional \$158.4 million in expenditures. Likewise, if the Cow Creek Umpqua’s 1.2 job multiplier were applied, then the TCUs’ 3,799 jobs in 2005 would create another estimated 4,449 local jobs. Thus the direct

impact of federal funding to TCUs has considerable potential in terms of tribal employment, payment to individuals, and the purchasing of local products and services.

Tribal Economic Development

Developing tribal economies involves supporting the development of tribal institutions that can effectively plan for economic development. With support from the Department of Commerce's (DOC) Economic Development Administration (EDA), UTTC and the nonprofit Heartland Center developed a training program in sustainable economic development for tribal planners within the EDA Denver region (North Dakota, South Dakota, Montana, Wyoming, Colorado, Utah, Nebraska, Kansas, Iowa, and Missouri). The curriculum is based on studies in four reservation communities—Turtle Mountain Band of Chippewa Indians of North Dakota; the Rosebud Sioux Tribe of South Dakota; the Salish and Kootenai Tribes in Montana; and the Wind River Reservation (Northern Arapahoe and Eastern Shoshone) in Wyoming. This training program, supported by a three-year EDA commitment (\$150,218 in FY 2005), highlighted economic development successes and best practices among tribes in the region. A list of 25 characteristics of sustainable economic development found on reservations was then developed.⁵⁹

UTTC's economic development center, called the University Center, conducts tribal economic development research, provides technical assistance, and delivers education services. Its primary mission is to act as a catalyst for economic research and development for tribal institutions, building their capacity to develop economic strategies that are culturally and geographically appropriate. The objectives of the University Center include providing consultation and training seminars, delivering technical assistance in specific economic projects, assessing technology transfer within tribal communities, and serving as an information clearinghouse for tribes within their EDA region.⁶⁰

Determining the impacts of the UTTC/EDA initiative will require long-term evaluation studies, but some short-term outcomes are already being realized. Two dozen tribal economic planners attended the Tribal Planners Certification Training Program, Oct. 23-27, 2006, at UTTC. It is the only formal training program in the country designed specifically for economic planners in a tribal setting. In a UTTC press release, Barbara Schmitt, the University Center's director, explained how the unique economic conditions of tribal communities create the need for the UTTC initiative. Most tribal communities lack existing business or community infrastructure, and access to capital can be difficult. There are also numerous guidelines, regulations and reporting requirements involved in working in tribal, county, state, federal, nonprofit, and private sectors. "As a tribal planner you're not just dealing with planning questions," said Kenneth Greywater Sr., a planner with the Spirit Lake Nation in Fort Totten, N.D. "You're involved in grant writing, construction, administration, and a whole lot of other things."⁶¹ The UTTC/EDA partnership is providing the comprehensive support that will enable tribal economic planners like Greywater Sr. to help build their tribal economies.

Developing Job Readiness

Preparing a qualified labor force is critical for economic investment and development in tribal communities. Crownpoint Institute of Technology (CIT), located in Crownpoint, N.M., serves the vocational needs of the 180,000 residents of the Navajo Nation, 168,000 of whom are enrolled tribal members. Recognizing that the Navajo population is relatively young with a median age of 22.5 years,⁶² CIT works with ED's Office of Vocational and Adult Education (OVAE) through the Carl D. Perkins Vocational and Applied Technology Education Act (P.L. 101-392) to provide a broad array of vocational instruction tailored to the needs of the Navajo Nation. With ED funding (in FY 2005, OVAE provided \$3.1 million), CIT provides Associate of Science degrees, Associate of Arts degrees, and numerous technical certificates.⁶³ CIT also offers vocational certificates in alternative energy, applied computer technology, automotive technology, bookkeeping, carpentry, computer-aided drafting, construction technology, culinary arts, early childhood multicultural education, electrical trades, environmental science and natural resources, graphical information systems, and small business management and development. It also offers certificates to nursing and professional assistants.

CIT has an annual enrollment of approximately 400 students, about 98 percent of whom are Native American, with a majority being Navajo. In 2005, there were 185 total graduates at CIT, of whom 83 found immediate employment upon graduation and 71 decided to continue their higher education.⁶⁴ The average employment placement rate of students graduating from CIT is an impressive 83 percent.⁶⁵

UTTC also received OVAE funding of \$4.4 million in FY 2005 under the Carl Perkins authority. UTTC provides vocational training in art-art marketing, automotive service technology, computer information technology, construction technology, criminal justice, early childhood education, elementary education, health information technology, injury prevention, nutrition and food service, office technology, practical nursing, small business management, tribal management, and tribal tourism. UTTC has produced over 10,000 graduates in its 34-year history. In 2003, United Tribes Technical College (UTTC) conducted a cost-benefit analysis comparing its operating budget with projected earnings by its graduates, the college's 88 percent job placement rate, and the difference in earnings if students had remained unskilled laborers on their reservations. With average reservation unemployment calculated at 57 percent, the study also subtracted what the individuals would have cost in Temporary Assistance to Needy Families and Bureau of Indian Affairs General Assistance programs. The study found that the net gain to taxpayers for the graduating class was \$65.8 million dollars, representing a return-on-investment ratio of 11-to-1, over a 1,000 percent return in lifetime earnings. The study projected that its 2003 graduates will earn an estimated \$85.5 million over their working lifetimes.⁶⁶ Because the college is experiencing rapid growth—enrollment was up 25 percent during the 2003 spring semester—the study predicted an ever-increasing economic impact on the nation.

Improving Health and Wellness as an Economic Development Strategy

Individuals' health and wellness have a direct impact on the economic development potential of a community—a healthy labor force increases worker productivity and lowers health costs for employers. Health and wellness are particularly important components of economic development in Native American communities where obesity, heart disease, diabetes, and other diseases are widespread. In FY 2005, HHS provided \$13.1 million to 27 TCUs to help reduce disparities in health care, advance medical research, protect children, and prevent diseases.

A study conducted in 2000 showed that only 0.3 percent of all registered nurses in the U.S. were American Indian, a percentage that had not changed in the previous decade. Similarly, the federal government's 2000 National Sample Survey of Registered Nurses (RN) indicated that only 0.5 percent of the RN population was AI/AN, a proportion that had remained unchanged since the previous survey in 1996.⁶⁷ HHS support included a Nurse Education Practice and Retention Program at Sisseton Wahpeton College (SWC) in South Dakota, which received \$126,951 in total HHS funds in FY 2005. This program from HHS' Health Resources and Services Administration administered a comprehensive nursing career path program to increase the number of AI/AN nurses, including a Licensed Practical Nursing certificate program and a Student Nurses Association that provides student peer support.⁶⁸

Two TCUs offer degrees in nursing. On the Pine Ridge Reservation in South Dakota, half of all nurses working at hospitals and clinics are graduates of OLC's nursing program, which receives substantial support from ED, HHS, and private donors.⁶⁹ Almost all OLC nursing graduates work in underserved areas—nearly 60 percent serve Native American populations on or near Indian reservations, while about 40 percent are working in other rural communities. OLC nursing graduates have advanced to become researchers, health educators, and hospital administrators, while others have pursued advanced graduate studies.⁷⁰ At SKC, nursing students participate in health fairs on the Flathead Reservation, women's mammogram and cervical cancer screenings, health education for K-12 students in local schools, group homes for developmentally disabled adults, and day centers for chronic mental health clients. Since 2000, approximately 60 Associate of Science and 40 Bachelor of Science nursing degrees have been awarded at SKC, with 95 percent of nursing graduates practicing in Montana, and 85 percent serving on or near American Indian reservations. Since opening its doors in 1989, SKC's nursing school has graduated over 350 Indian nurses.⁷¹

Nursing students are not the only students benefiting from the TCU/federal partnership. The Center for Disease Control (CDC) works with Turtle Mountain Community College in North Dakota to increase the number of AI/AN students enrolled in their environmental public health program, and it helped Diné College establish the first TCU Associate of Science degree program in Public Health. Diné requires its public health students to take courses in Navajo language and culture, as they are

expected to work in the Navajo language and many public health materials are presented in Navajo. Faculty member Edward Garrison, Ph.D., who also has a Master's Degree in Public Health, stated that, "our success is almost overwhelming us now." The degree program has become the preferred academic credential for hiring in the Community Health Representative outreach program, which employs over 160 people.⁷²

Combating diabetes and other diet-related diseases is a major priority of TCUs and their federal partners. CDC's National Center for Chronic Disease Prevention and Health Promotion collaborated with eight TCUs to develop and disseminate a Diabetes Wellness Talking Circles K-12 training program. The Talking Circle technique was highly effective in providing information on type II diabetes through culturally appropriate community interaction.⁷³ The National Institute of Diabetes and Digestive and Kidney Diseases provided funding to eight TCUs, where TCU researchers manage programs that develop diabetes-focused educational programs to be included in science curricula in tribal elementary, middle and high schools. The goal of this partnership is to encourage young American Indians to enter biomedical professions and lead tribal communities to better health.⁷⁴ Haskell Indian Nations University's (Lawrence, Kansas), Diabetes Based Science Education in Tribal Schools program is helping K-6 teachers at local elementary schools in and near the Potawatomi Indian Reservation to increase the understanding of health and diabetes in their classrooms.⁷⁵

USDA Tribal College Extension programs have supported researchers at SWC, who discovered that traditional foods are now being prepared in a less healthful way than in the past. At Fort Belknap College in Montana, 225 people participated in a demonstration on how to grow and cook fresh vegetables. OLC encouraged 76 people to grow their own fresh food in gardens on the Pine Ridge Reservation in South Dakota, with almost 90 percent of gardeners continuing to grow vegetables after the project ended. SIPI produced a video titled "Native Americans and Diabetes" and distributed it to 26 child care sites in tribal communities in New Mexico.⁷⁶

In sum, the federal government's support to TCUs represents a broad set of strategies to improve health and wellness in Native communities. The programs from agencies such as HHS, ED, and USDA show that federal efforts can be combined to provide powerful tools to TCUs to promote health and wellness. By working with traditional college students, K-12 students, and lifelong learners in the community, these TCU programs pursue the ultimate goal of promoting physical and emotional wellness—all precursors to economic health and well being.

TCUs: Education as the Engine for Economic Development in Indian Country

As the aforementioned discussions show, there is compelling evidence that TCUs act as engines for economic development within their communities. Federal partnerships are crucial to helping TCUs meet their goals, providing fiscal stability, building institutional capacity, and providing leverage for other types of support. For example, the Rural Community College Initiative (RCCI) supported by the Ford

Foundation assisted TCUs' efforts in economic development in rural areas. One of the TCUs involved was Fort Peck Community College (Poplar, Mont.), which leveraged a modest amount of RCCI support with a USDA Tribal Colleges Extension Program and a Small Business Administration Tribal Business Information Center in order to operate its Business Assistance Center. In four years, the center helped reservation communities start 40 new businesses, developing 77 new business plans, packaging 67 requests for financing, serving 1,440 clients, delivering 2,366 hours of counseling, and conducting 98 workshops.⁷⁷

Students remain the cornerstone of the TCUs' mission to develop tribal economies, whether they are traditional students entering from high school, older individuals seeking higher education to enhance their careers, or community members who need specific training. Developing the human capital of tribal communities requires a nuanced strategy that meets the needs of a diverse set of learners. Traditional students in rural reservation communities often need remediation so that they are adequately prepared and motivated to succeed in college. Older working students need flexible and creative delivery methods that can fit within their demanding personal and professional lives. Community members want non-formal training and outreach that meet their specific needs for lifelong learning. Federal support can help TCUs meet these challenges by helping to strengthen academic programs through curriculum enhancement, student enrichment, remediation, tutoring services, and faculty development.

Finally, the above discussions show that economic development requires a multifaceted approach that includes health and wellness, workforce training, economic planning, direct contributions, entrepreneurial activity, human capital development, student success, and much more. The type of comprehensive services required cannot be delivered by a TCU without the support of federal programs and services. Thus, federal support must be multi-dimensional, including all of the federal government's agencies and departments, and utilizing the full spectrum of its programs, services, and expertise. To the extent that agencies can cooperate and share resources, TCUs will benefit by having more efficient and coordinated federal assistance, while agencies will benefit by leveraging resources and building stronger inter-agency working relationships.

FEDERAL AGENCY THREE-YEAR PLANS, FY 2004 TO FY 2006

As required by EO 13270, federal agencies are to submit to WHITCU three-year plans of the agencies' efforts to fulfill the mandates of the EO. These three-year plans are required to include annual performance measures and objectives for the agencies. Agencies are then required to report annually their performance compared to the objectives contained in their three-year plan. This section summarizes the agencies' objectives set forth in their three-year plans and highlights commonalities that indicate areas of interagency cooperation and resource-sharing. Additionally, it suggests potential areas of agency collaboration for the future.

Each agency three-year plan provides important benchmarks for determining whether an agency's partnership with the TCUs is meeting the intent of the EO. The three-year plans should reflect agency-wide objectives related to the TCUs that are measurable and actionable, and that meet the relevant issues highlighted in the EO. The plans also include projected levels of agency support with respect to programs, services, and funding. The planning goals and objectives must then mesh with the agencies' annual performance, including programs and services delivered, as reflected in its annual report. Thus, each agency's three-year planning process and annual performance reporting are critical to forming the foundation for the coordinated federal response to EO 13270. The impact of the final annual report to the president, based on reports from the agencies and as developed by WHITCU, is based in large part on the quality of the agencies' three-year planning and annual reporting processes.

For the FY 2004 to FY 2006 time period, 10 departments and five agencies submitted three-year plans to WHITCU.⁷⁸ Agency three-year plans highlighted 61 total objectives that targeted TCUs, and these were analyzed for common goals and areas that complement one other. Agency objectives were coded into categories, tallied, and collapsed where appropriate.

Three major themes of commonality emerged among the various agency objectives: academic programming, outreach, and institutional capacity building. Academic programming included curriculum development, distance education delivery methods, and student preparation and success. Outreach included agency efforts to raise the awareness among TCUs of agency programs and services, as well as to increase participation in grants, contracts, cooperative agreements and other programs. Institutional capacity building included delivering technical assistance, providing resources for basic operations, and building supportive partnerships. These objectives show agreement among federal agencies, and suggest areas of interagency cooperation and resource-sharing. Working toward common goals, agencies can deliver more efficient and coordinated programs and services to TCUs, leverage their resources for greater impact and cost-efficiencies, and foster stronger working relationships within the federal government.

Agency objectives seek to strengthen academic programs at TCUs, develop stronger outreach programs to TCUs, and help build the TCU's institutional capacity,

which are consistent with the functions of PBATCU as set forth in EO 13270. The EO provides advice to help TCUs meet “high standards of educational achievement,” to “expand and complement Federal education initiatives,” and to “develop institutional capacity.” These areas of focus will remain appropriate and fruitful in the future and should continue to be priorities as the agencies develop their subsequent three-year plans.

RECOMMENDATIONS FOR ACTION

This report has highlighted several important areas for action that can strengthen the implementation of EO 13270. The six recommendations set forth below are based on FY 2005 performance reports provided by the agencies, their three-year FY 2004 to FY 2006 plans, and supplemental data from other governmental and non-governmental sources. The recommendations are as follows:

Recommendation One: Enhance student success through remediation programs, K–16 bridging, and student tutoring services.

EO 13270 directs agencies to emphasize “high-quality educational opportunities for economically disadvantaged Indian students, consistent with requirements of the No Child Left Behind Act of 2001,” and “innovative approaches to better link tribal colleges with early childhood, elementary, and secondary education programs.” Section 3(c)(5) of the EO directs PBATCU to provide recommendations to the president, through the secretary of education, on ways the federal government can help tribal colleges “help implement the *No Child Left Behind Act of 2001* and meet other high standards of educational achievement.” Federal support that helps TCUs enhance student success through remediation programs, K–16 bridging, and student tutoring services is consistent with EO 13270 and section 3(c)(5).

Well-prepared and motivated college students are critical to the educational achievement goals of the TCUs and the nation. A recent report commissioned by Secretary of Education Margaret Spellings found that 90 percent of the fastest-growing jobs will require a college education, and recommended that every effort be made to improve student preparation and persistence.⁷⁹ Successful TCU graduates become productive economic contributors in their tribal communities, as well as our nation, and are a good investment for the federal government.

There is some indication that student enrollment has remained level in recent years, so TCUs and their federal partners must multiply their efforts to help every student access higher education opportunities. This effort must be implemented at all education levels and in all manners. Student success remains a very significant challenge for TCUs, and support is needed to strengthen remediation programs that help students become adequately prepared for college. Recommendation One directs agencies to ***enhance student success through remediation programs, K–16 bridging, and student tutoring services.***

Steps to implement this recommendation include providing more federal support for programs and services that help students become better prepared for college-level work. These implementations may include remediation programs in high school, student enrichment, faculty development, curriculum enhancement, bridging programs, and after-school activities. Additionally, student tutoring services provide an opportunity for public-private partnerships that can make a direct impact on student achievement. Community learning centers, as described in Title IV, Part B of P.L. 107-110

(*Elementary and Secondary Act*, as amended by the *No Child Left Behind Act of 2001*), may provide opportunities for this type of federal support.

Student programs must be culturally appropriate and must honor American Indian traditions that emphasize cultural identity, and family and community ties. Federal agencies bear a responsibility to ensure that programs do not create unintended negative consequences. For example, while student recruitment for government jobs can provide rich experiences for Indian students, they must not encourage “brain drain,” where tribal members leave their families and communities for professional pursuits, thereby depleting tribal nations of critical human capital. For this reason, government internships and job placements should be locally based to the fullest extent possible.

Recommendation Two: Expand public-private TCU partnerships in support of economic development.

EO 13270 directs WHITCU to “encourage the private sector to assist tribal colleges” and PBATCU to make recommendations on ways the federal government can help TCUs acquire private-sector funding support. Specifically, section 3(c)(2) of the EO directs PBATCU to provide recommendations to the president, through the secretary of education, on ways the federal government can help tribal colleges “obtain private-sector funding support.” Federal assistance that helps TCUs expand public-private partnerships in support of economic development is consistent with EO 13270 and section 3(c)(2).

Private partnerships and investments represent critical, yet largely untapped contributions to the implementation of EO 13270. Federal agencies and others can act as a catalyst for new public-private ventures that support TCU efforts to develop their local economies. Thus, Recommendation Two directs all parties responsible for the implementation of EO 13270 to ***expand public-private TCU partnerships in support of economic development.***

Steps to implement this recommendation include delivering more outreach to the Native American business leadership to promote TCUs as attractive and effective economic partners. Associations such as the American Indian Business Leaders and the National Indian Business Association represent a strong presence in the nation’s economy. These organizations provide resource-rich ties within the Native American business community but also linkages to the larger national business community. PBATCU and other liaisons to the business sector can also help forge public-private partnerships through their own rich stocks of social capital. Federal agencies can link TCUs with private service providers to the federal government through sub-contracting, cooperative agreements, and other innovative ways.

Recommendation Three: Develop economic measures that track the impact of TCUs within their local economies and that will attract private investment to Indian Country.

The EO 13270 directives mentioned above, to “encourage the private sector to assist tribal colleges” and to acquire private-sector funding support, can be supported by developing economic measures and data that show TCUs are attractive and effective engines for economic development. Specifically, section 3(c)(2) of the EO directs PBATCU to provide recommendations to the president, through the secretary of education, on ways the federal government can help tribal colleges “obtain private-sector funding support.” Federal assistance that helps TCUs develop economic measures that track their impact within their local economies and that will attract private investment to Indian Country is consistent with EO 13270 and section 3(c)(2).

Although evidence of TCUs’ economic impact in this report is compelling, it could be strengthened by economic studies that quantify the economic drivers that TCUs represent. Significant private investment in Indian Country will not occur until sound business opportunities can be demonstrated. Thus, Recommendation Three directs agencies to ***develop economic measures that track the impact of TCUs within their local economies and that will attract private investment to Indian Country.***

Steps to implement this recommendation include providing expertise and technical assistance from appropriate agencies for developing economic measures and capturing data. Federal economists, sociologists, demographers, and rural development practitioners can work to highlight TCUs’ successes and potential for private investment. A coordinated interagency pilot study, working with the leadership of the TCUs, could provide a model of economic study that could be replicated on a larger scale in the future. Agencies could then develop dissemination plans to targeted audiences, including private investors and the Native American business community.

Recommendation Four: Improve financial security of TCUs by providing consistent federal funding and technical assistance to ensure strong institutional viability.

EO 13270 sections 3(c)(1) and (2) directs PBATCU to provide advice on ways the federal government can “use long-term development, endowment building, and planning to strengthen institutional viability,” and “improve financial management and security,” respectively. Federal assistance that helps TCUs improve their financial security through sustained federal funding and technical assistance to ensure institutional viability is consistent with EO 13270 and sections 3(c)(1) and (2).

A long-term, consistent federal commitment to TCUs is consistent with the federal government’s trust responsibility to tribes, and is required to build their institutional viability and financial sustainability. Participation in federal programs and services has been critical for the TCUs’ success, yet this report shows that TCUs remain vulnerable to inconsistent support. Furthermore, TCUs must be fully supported for AI/AN students as part of the federal trust responsibility and for non-beneficiary students due to the lack of state support. Recommendation Four directs agencies to

improve financial security of TCUs by providing consistent federal funding and technical assistance to ensure strong institutional viability.

Steps to implement this recommendation include forward funding of all appropriated federal programs. It is especially appropriate to forward fund P.L. 95-471, which would enable TCUs to exercise sound fiscal planning and management based on a positive cash flow account. The current implementation of P.L. 95-471 provides funding after annual appropriations are enacted, is subject to frequent delay, and is often not distributed until late into the academic year. With limited financial reserves, many TCUs cannot operate in a negative cash flow environment and they must access short-term loans with burdensome interest payments that cannot be reimbursed with federal funding.

It is also critical that contributions to federal endowments for TCUs be maintained and expanded to provide a consistent, long-term funding base that enables TCUs to provide essential services to tribal communities. Programs such as USDA's Tribal Colleges Endowment Program (P.L. 103-382) and the DOI's Tribally Controlled Community College Endowment Program (P.L. 99-428) represent a sustained commitment by the federal government to the TCUs. Agencies can complement these endowments by providing more federal resources that help bring technical support and professional development services to TCU fiscal managers and business offices. For example, several agencies work through third-party business centers. These resources could be provided, not only as the agency's standard package of programs and services, but also as special in-kind consultative services to TCU program staff on best management practices. Strong institutional viability of TCUs will require a comprehensive strategy that includes states, tribes, local, non-profit and private entities working with federal agencies. States, in particular, are well-positioned to leverage federal support.

Recommendation Five: Provide more accurate and timely data by improving agency reporting processes.

EO 13270 directs each agency to "develop and implement a Three-Year Plan of the agency's efforts to fulfill the purposes of this order." Section 3(c)(1) of the EO directs PBATCU to provide recommendations to the president, through the secretary of education, on ways the federal government can help tribal colleges "use long-term development, endowment building, and planning to strengthen institutional viability." Long-term progress in implementing EO 13270 to strengthen the institutional viability of TCUs can be determined only by accurate and consistent reporting over time. The FY 2005 performance data reported by agencies represents a strong baseline which can be improved upon in the future. Recommendation Five directs agencies to ***improve their reporting processes to provide more accurate and timely data.***

Steps to implement this recommendation include assigning administrative responsibilities for planning, collecting, and reporting data throughout agency units with specific timetables, holding those responsible accountable by linking duties with

employee performance plans. When appropriate, training should be implemented in quantitative and qualitative data collection and analysis, including the sharing of best practices. Communications within agencies, with the WHITCU agency liaison, and with the WHITCU office must be streamlined—especially by converting all reporting of agency data to electronic formats. Finally, a direct objective-by-objective match between an agency’s annual performance report and its three-year plans must be clearly presented annually.

Recommendation Six: Strengthen research, supported by corporate America, that examines the capacity, needs, and priorities of TCUs.

EO 13270 directs PBATCU to “provide advice and consultation on tribal colleges and relevant Federal and private-sector activities.” Section 3(c)(2) of the EO directs PBATCU to provide recommendations to the president, through the secretary of education, on ways the federal government can help tribal colleges “obtain private-sector funding support, and expand and complement Federal education initiatives.” Federal assistance that helps TCUs strengthen research that examines their capacity, needs and priorities through commitment from corporate America is consistent with EO 13270 and section 3(c)(2).

Effective advice and consultation must be based on complete, timely and accurate data that reflect the current capacity, needs and priorities of the TCUs. Such data are lacking and are beyond the scope of the Annual Performance Report, where WHITCU is charged to “review and combine” agency reports into a single annual report. Current research efforts to clarify the situation of TCUs are under-funded and incomplete. Recommendation Six directs all parties responsible for the implementation of EO 13270 to ***strengthen research, through a commitment from corporate America, that examines the capacity, needs, and priorities of TCUs.***

Steps to implement this recommendation include providing federal and private-sector resources that leverage support for cooperative research involving TCUs, WHITCU, corporate and private foundations, federal agencies, and independent research institutions. PBATCU, WHITCU, and TCUs can help identify the appropriate research questions concerning institutional capacities and needs with respect to student remediation and success, academic programs, student services, facilities, and economic development. Comparative studies can better illuminate the financial differences between state-supported public institutions and TCUs. Finally, improved research could help TCUs meet the recommendations for performance-based accountability and transparency set forth by the recent report of the Secretary’s Commission on the Future of Higher Education.⁸⁰

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- ⁷ Non-federal sources of revenue include tribal, state, local, non-profit, and private entities.
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- ¹⁰ Central Intelligence Agency, Environmental Protection Agency, National Aeronautics and Space Administration, National Endowment on the Arts, National Endowment on the Humanities, National Science Foundation, National Security Agency, Nuclear Regulatory Commission, Office of Personnel Management, Peace Corps, Small Business Administration, Smithsonian Institution, Social Security Administration, and U.S. Agency of International Development.
- ¹¹ Although reports were submitted, zero TCU funding was reported by the Department of Treasury, Central Intelligence Agency, Environmental Protection Agency, National Endowment for the Arts, Nuclear Regulatory Commission, Office of Personnel Management, Peace Corps, Small Business Administration, and Smithsonian Institution. Thus, these agencies' data do not appear in the report.
- ¹² Some agency-reported data are adjusted using FY 2005 appropriations data.
- ¹³ Definitions of categories are in Appendix A.
- ¹⁴ The purpose of using IPEDS data is to make general comparisons with WHITCU agency-reported data. Ten TCUs reported as private not-for-profit institutions using FASB (Financial Accounting Standards Board) standards while 20 TCUs reported as public institutions using GASB (Governmental Accounting Standards Board) standards. There is no direct comparison between FASB and GASB, although general comparisons can be made with care. For more details, see: <http://nces.ed.gov/ipeds/web2000/gasbfasb.asp>. Also, fiscal year reporting periods vary among TCUs.
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- ¹⁶ "Total student enrollment" from IPEDS is defined as the total men and women enrolled for credit in the fall of the academic year. Credit is the recognition of attendance or performance in an instructional activity (course or program) that can be applied by a recipient toward the requirements for a degree, diploma, certificate, or other formal award. IPEDS enrollment reported is of the institution's official fall reporting date or Oct. 15. Note: this calculation is different from the Indian Student Count (ISC) used under the *Tribally Controlled College or University Assistance Act of 1978* (PL 95-471). For more information on how ISC is calculated, see: http://www.law.cornell.edu/uscode/25/usc_sec_25_00001801----000-.html.
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- ²⁰ See endnote 16 above for discussion on ISC. Source of per ISC amount is American Indian Higher Education Consortium. Retrieved January 2, 2007, from http://www.aihec.org/documents/PDFS/Legislative%20Docs/FY07%20Interior%20Requests_allTCUs.pdf.
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- ²⁵ The use of median more accurately reflects the distribution of values and is especially useful when outlying data points strongly skew the average.
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- ²⁷ Consumer Product Safety Commission, Environmental Protection Agency, National Aeronautics and Space Administration, National Endowment on the Arts, National Science Foundation, National Security Agency, National Security Agency, Peace Corps, and Social Security Administration.
- ²⁸ Because of incomplete agency reporting in FY 2004, all totals in this section reflect missing data and should be viewed with caution. Some agency-reported data are adjusted using FY 2004 appropriations data.
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- ⁷⁸ Requests for three-year plans were sent to 39 federal agencies and departments.
- ⁷⁹ U.S. Department of Education. (2006). *A Test of Leadership: Charting the Future of U.S. Higher Education. A Report of the Commission Appointed by Secretary of Education Margaret Spellings*. Washington, DC: U.S. Department of Education. Retrieved January 30, 2007, from <http://www.ed.gov/about/bdscomm/list/hiedfuture/reports/final-report.pdf>.
- ⁸⁰ Ibid.

APPENDIX A

DEFINITION OF TERMS, CATEGORIES, AND ACRONYMS

- AA:** Associate of Arts degree.
- AI:** Administrative Infrastructure. Federal assistance to strengthen the management and administrative framework of an institution of higher education. An example of AI is when agency personnel participate in the planning required to strengthen a research or teaching project or library collections, including attendance at planning sessions regarding administration of the institutional programs and missions.
- AI/AN:** American Indian and Alaska Native.
- AICF:** American Indian College Fund.
- AIHEC:** American Indian Higher Education Consortium. Consortium representing TCUs.
- Agency:** All executive departments, establishments, and agencies of the federal government.
- Award:** Funds that an agency provides to an institution of higher education under a grant, contract, or other assistance. This includes the costs of salaries, benefits and expenses of federal personnel who are assigned to an institution as a liaison or work on the campus of an institution (whether in a Center of Excellence, a laboratory, or an office setting) to provide technical assistance, program planning guidance, etc. This also includes the costs to support these individuals on site.
- CCLI:** Course, Curriculum and Laboratory Improvement. An NSF-administered program.
- CDC:** Centers for Disease Control. An HHS agency.
- CDKC:** Chief Dull Knife College. A TCU located in Lama Deer, Mont., on the Northern Cheyenne Reservation.
- CIT:** Crownpoint Institute of Technology. A TCU located in Crownpoint, N.M., on the Navajo Nation.
- Contract:** A legal instrument reflecting a relationship between a federal agency and an institution of higher education where the principal purpose is to acquire goods or services by purchase, lease, or barter.
- CSREES:** Cooperative State Research, Education and Extension Service. A USDA agency.
- DHS:** U.S. Department of Homeland Security.

- DIS:** Direct Institutional Subsidies. Federal financial support to institutions of higher education for education and general expenses where the federal government either places no restrictions on the uses to which the funds may be put, or where the federal government provides a broad range of allowable activities within which the institution has discretion to use the funds.
- DOC:** U.S. Department of Commerce.
- DOD:** U.S. Department of Defense.
- DOE:** U.S. Department of Energy.
- DOI:** U.S. Department of the Interior.
- DOJ:** U.S. Department of Justice.
- DOL:** U.S. Department of Labor.
- DOT:** U.S. Department of Transportation.
- ECON:** Economic Development. Awards provided to support the creation of new businesses or jobs, or expand existing businesses in order to create new markets.
- ED:** U.S. Department of Education.
- EDA:** Economic Development Agency. A DOC agency.
- EO:** Executive Order.
- EPA:** Environmental Protection Agency.
- FE:** Facilities and Equipment. Structures, works, fixed equipment, major repairs, or alterations to: structures, works, fixed equipment, facilities, or land for use by an institution of higher education. Also included are major repairs and alterations to these sites. This category includes construction, the building or erecting of new or replacement buildings and facilities to be used as educational facilities by institutions of higher education. Also included in this category is equipment that provides hardware support to strengthen the capabilities of technology and communications at institutions of higher education (e.g., broadband).
- FIRS:** Fellowships, Internships, Recruitment, Traineeships, and Arrangements under the *Intergovernmental Personnel Act* (IPA). Cooperative education, student and faculty internships, visiting professorships, and personnel and student recruitment at institutions of higher education. Costs include salaries and expenses for student workers paid through a private organization, costs of career fair booths, and salaries and expenses for agency employees who are recruiting. Also includes costs for student fellows and interns, and the costs for employee training on how to mentor students.
- FTE:** Full-Time Equivalent. A measurement equal to one student enrolled full-time for one academic year. Total FTE enrollment includes full-time plus

the calculated equivalent of the part-time enrollment. The full-time equivalent of the part-time students can be estimated using different factors depending on the type and control of institution and level of student.

- FY:** Fiscal Year.
- Grant:** The method of transferring property, money, services, or anything of value to a recipient in order to accomplish a public purpose authorized by statute when the agency is not anticipated to be substantially involved in performing the activity.
- HHS:** U.S. Department of Health and Human Services.
- HUD:** U.S. Department of Housing and Urban Development.
- IHE:** Institution of Higher Education. Any postsecondary education institution in the United States or its territories that offers at least two years of college-level studies. Qualified institutions can be located by searching data published by the National Center for Education Statistics at <http://nces.ed.gov/globallocator> under "School, College and Library Search."
- IPEDS:** Integrated Postsecondary Education Data System. A data system of the National Center for Education Statistics of ED.
- LBHC:** Little Big Horn College. A tribal college located in Crow Agency, Mont., on the Crow Indian Reservation.
- LCOOCC:** Lac Courte Oreilles Ojibwa Community College. A tribal college located in Hayward, Wisc., on the reservation of the Lac Courte Oreilles Band of Lake Superior Chippewa.
- Measurable Objectives:** Agency activities or support for TCUs that can be quantitatively measured in dollar amounts or in discrete, non-financial units of measure.
- NASA:** National Aeronautics and Space Administration.
- NEH:** National Endowment for the Humanities.
- NSA:** National Security Agency.
- NSF:** National Science Foundation.
- OLC:** Oglala Lakota College. A tribal college located in Kyle, S. D., on the Pine Ridge Sioux Reservation.
- OMB:** Office of Management and Budget.
- OVAE:** Office of Vocational and Adult Education. An office of the U.S. Department of Education.
- PBATCU:** President's Board of Advisors on Tribal Colleges and Universities.
- PE:** Program Evaluation. Actions to assess the effectiveness of institutional programs and activities, as well as the effectiveness of federal programs

and activities. In many cases, program evaluation activities are conducted on a continuous basis and are frequently included as salaries or other budgetary expenses. Costs to be captured may include those for non-teaching activities, contractual services for testing (i.e. laboratory) or evaluation of ongoing programs (on-site reviews).

- PSI:** Private Sector Involvement. Activities funded in part or in whole by corporate sponsorship. An example would be if a medical student were provided work experience at a federal laboratory, and paid by a corporation instead of by the federal agency.
- RCCI:** Rural Community College Initiative. A Ford Foundation funded program.
- R&D:** Research and Development. Studies, observations, and other activities concerned with the identification, description, experimental investigation, and theoretical explanation of social, physical, and behavioral phenomena. Implementation activities also are included in R&D.
- RN:** Registered Nurse.
- SIPI:** Southwestern Indian Polytechnic Institute. A tribal college located in Albuquerque, N.M.
- SKC:** Salish Kootenai College. A tribal college located in Pablo, Mont., on the Flathead Indian Reservation.
- SSA:** Social Security Administration.
- STA:** Student Tuition Assistance, Scholarships, and Other Aid. Federal funds awarded to an institution of higher education for students or awarded directly to students for payment of such charges as tuition and room and board.
- STATE:** U.S. Department of State.
- STEM:** Science, technology, engineering, and mathematics.
- SWC:** Sisseton Wahpeton College. A tribal college located in Sisseton, S.D., on the Lake Traverse Reservation.
- TA:** Training and Technical Assistance. Direct help or services to institutions of higher education in key areas such as writing proposals, negotiating awards, and managing programs and finances. For applicable agencies, this includes scientific and-or technical support. Examples of such activities include: funding of programs that provide technical assistance (many through agency outreach staff) and development of curricula for colleges and universities.

Note: Under section 438 of the *General Education Provisions Act*, the Department of Education is prohibited from exercising any direction, supervision, or control over the curriculum, program of instruction, administration, or personnel of any education institution, school, or school system.

- TCUs:** Tribal Colleges and Universities. Those institutions defined in Section 1 of Executive Order 13270, specifically: institutions cited in section 532 of the *Equity in Educational Land-Grant Status Act of 1994* (7 U.S.C. 301 note), any other institution that qualifies for funding under the *Tribally Controlled College or University Assistance Act of 1978*, (25 U.S.C. 1801 *et seq.*, as amended), and Dine College, authorized in the *Navajo Community College Assistance Act of 1978*, Public Law 95-471, title II (25 U.S.C. 640a note).
- TCUP:** Tribal colleges and universities program. An NSF-administered grants program.
- TPA:** Third-Party Awards. Organizations or other entities receiving federal awards on behalf of one or more colleges or universities. Examples of such entities include: the National Association for Equal Opportunity in Higher Education (NAFEO); American Indian Higher Education Consortium (AIHEC); American Indian Science and Engineering Society (AISES); National Laboratories, such as Los Alamos or Lawrence Livermore; and various foundations and associations.
- Training:** Using professional personnel (federal and nonfederal) to acquire or enhance knowledge or skills at an institution.
- USAID:** U.S. Agency for International Development.
- USDA:** U.S. Department of Agriculture.
- UTTC:** United Tribes Technical College. A tribal college located in Bismarck, N.D. Chartered by five Indian tribes in North Dakota.
- VA:** U.S. Department of Veterans Affairs.
- WHITCU:** White House Initiative on Tribal Colleges and Universities.

APPENDIX B

DATA TABLES

Table B.1. FY 2005 agency-reported funding to TCUs, by TCU and percentage of total.

TCUs*	Total \$	% of Total
TCU13	19,549,497	11%
TCU16	13,012,008	7%
TCU33	12,820,035	7%
TCU17	11,565,849	6%
TCU19	10,773,665	6%
TCU01	7,479,786	4%
TCU18	7,428,710	4%
TCU23	7,211,979	4%
TCU32	6,203,596	3%
TCU20	6,036,333	3%
TCU29	5,860,150	3%
TCU07	5,734,574	3%
TCU25	5,665,428	3%
TCU30	5,576,610	3%
TCU08	4,851,765	3%
TCU12	4,233,593	2%
TCU10	4,167,302	2%
TCU31	4,029,582	2%
TCU24	3,993,272	2%
TCU09	3,986,843	2%
TCU15	3,888,363	2%
TCU03	3,644,703	2%
TCU27	3,620,812	2%
TCU28	3,335,828	2%
TCU11	3,286,344	2%
TCU04	3,112,482	2%
TCU22	2,449,518	1%
TCU06	1,319,955	1%
TCU14	1,204,950	1%
TCU02	1,137,681	1%
TCU26	732,067	0%
TCU21	445,660	0%
TCU05	96,691	0%
	178,455,631	100%

Table B.2. FY 2005 agency-reported funding received by Other Unidentified, Non-accredited, and Non-TCU entities, by entity and percentage of total.

Entity	Total \$	% of Total
OTHER (UNIDENTIFIED TCUS)	2,892,864	42%
AMERICAN INDIAN HIGHER ED. CONSORTIUM	2,537,035	36%
COMANCHE NATION COLLEGE	480,192	7%
KEWEENAW BAY OJIBWA COMMUNITY COLLEGE	340,815	5%
TRIBAL COLLEGE FORUM	230,000	3%
NASA RESEARCH & EDUCATION SUPPORT SVCS. (NRESS)	217,643	3%
NORTH DAKOTA ASSOC. OF TRIBAL COLLEGES (NDATC)	120,000	2%
EDUTECH LTD.	40,800	1%
AMERICAN INDIAN COLLEGE FUND	39,985	1%
AMERICAN COUNCIL ON EDUCATION	33,000	0%
SCIENCE SYSTEMS AND APPLICATIONS, INC. (SSAI)	21,000	0%
MINORITY BUSINESS DEVELOPMENT AGENCY	9,000	0%
AISES	1,750	0%
WIND RIVER TRIBAL COLLEGE	225	0%
TOTALS	6,964,309	100%

Note: Percentages are rounded.

Note: Percentages are rounded to one decimal point.

*To protect the anonymity of TCUs, randomly assigned identifiers are used.

Table B.3. IPEDS-reported student enrollment at TCUs, fall 2003 to fall 2005, and percentage growth, by TCU.

TCUs*	03 TOTAL	04 TOTAL	05 TOTAL	% growth
TCU17	466	536	885	40.1%
TCU21	66	109	123	39.0%
TCU02	181	169	270	26.6%
TCU04	442	356	554	18.1%
TCU03	162	195	189	8.6%
TCU31	1735	1775	1981	7.0%
TCU20	1055	1400	1123	6.5%
TCU30	300	306	333	5.4%
TCU27	499	507	532	3.3%
TCU09	386	401	406	2.6%
TCU22	190	197	198	2.1%
TCU16	1100	1130	1142	1.9%
TCU29	419	504	408	0.6%
TCU28	287	287	290	0.5%
TCU19	918	928	918	0.0%
TCU33	1878	1935	1825	-1.3%
TCU11	561	460	505	-4.1%
TCU13	1441	1501	1302	-4.5%
TCU24	317	289	287	-4.8%
TCU06	130	154	109	-5.4%
TCU07	546	561	485	-5.4%
TCU25	274	285	241	-5.7%
TCU32	215	257	175	-6.2%
TCU15	434	347	344	-10.5%
TCU10	154	176	113	-10.8%
TCU18	643	519	495	-12.0%
TCU26	81	67	61	-13.1%
TCU08	394	291	259	-18.6%
TCU01	936	772	614	-19.0%
TCU23	959	787	615	-19.9%
TCU14	190	190	107	-21.8%
TOTAL	17,359	17,391	16,889	
MEDIAN	419	356	406	-1.3%
AVERAGE	560	561	545	-1.4%

Note: Percentages are rounded to one decimal point.

*To protect the anonymity of TCUs, randomly assigned identifiers are used.

APPENDIX C

PRESIDENT'S BOARD OF ADVISORS ON TRIBAL COLLEGES AND UNIVERSITIES

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APPENDIX D

LIST OF TRIBAL COLLEGES AND UNIVERSITIES*

Bay Mills Community College

12214 West Lakeshore Dr.
Brimley, MI 49715

Blackfeet Community College

P.O. Box 819
Browning, MT 59417

Cankdeska Cikana Community College

P.O. Box 269
Fort Totten, ND 58335

Chief Dull Knife College

P.O. Box 98
Lame Deer, MT 59043

College of Menominee Nation

P.O. Box 1179
Keshena, WI 54135

Crownpoint Institute of Technology

P.O. Box 849
Crownpoint, NM 87313

D-Q University

P.O. Box 409
Davis, CA 95617

Diné College

P.O. Box 126
Tsaile, AZ 86556

Fond du Lac Tribal & Community College

2101 14th Street
Cloquet, MN 55720-2964

Fort Belknap College

P.O. Box 159
Harlem, MT 59526

Fort Berthold Community College

P.O. Box 490
New Town, ND 58763

Fort Peck Community College

P.O. Box 398
Poplar, MT 59255

Haskell Indian Nations University

155 Indian Avenue
Lawrence, KS 66046-4800

Institute of American Indian Arts

83 Avan Nu Po Road
Santa Fe, NM 87508

Lac Courte Oreilles Ojibwa Community College

13466 W. Trepania Road
Hayward, WI 54843

Leech Lake Tribal College

P.O. Box 180
Cass Lake, MN 56633

Little Big Horn College

P.O. Box 370
Crow Agency, MT 59022

Little Priest Tribal College

P.O. Box 270
Winnebago, NE 68071

Nebraska Indian Community College

P.O. Box 428
Macy, NE 68039

Northwest Indian College

2522 Kwina Road
Bellingham, WA 98226

Oglala Lakota College
490 Piya Wiconi Road
Kyle, SD 57752

Saginaw Chippewa Tribal College
2274 Enterprise Drive
Mount Pleasant, MI 48858

Salish Kootenai College
P.O. Box 70
Pablo, MT 59855

Sinte Gleska University
P.O. Box 105
Mission, SD 57555

Sisseton Wahpeton College
P.O. Box 689
Sisseton, SD 57262

Si Tanka University
P.O. Box 220
Eagle Butte, SD 57625

Sitting Bull College
1341 92nd Street
Fort Yates, ND 58538

**Southwestern Indian Polytechnic
Institute**
9169 Coors Road, N.W.
Albuquerque, NM 87184

Stone Child College
RR 1, Box 1082
Box Elder, MT 59521

Tohono O'odham Community College
P.O. Box 3129
Sells, AZ 85634

Turtle Mountain Community College
P.O. Box 340
Belcourt, ND 58316

United Tribes Technical College
3315 University Drive
Bismarck, ND 58504

**White Earth Tribal & Community
College**
P.O. Box 8300, 533 Ethete Road
Mahnomen, MN 56557

*In operation in FY 2005.



*White House Initiative on
Tribal Colleges and Universities*



Executive Order Tribal Colleges and Universities 13270

By the authority vested in me as President by the Constitution and the laws of the United States of America, it is hereby ordered as follows:

Section 1. Policy. There is a unique relationship between the United States and Indian tribes, and a special relationship between the United States and Alaska Native entities. It is the policy of the Federal Government that this Nation's commitment to educational excellence and opportunity must extend as well to the tribal colleges and universities (tribal colleges) that serve Indian tribes and Alaska Native entities. The President's Board of Advisors on Tribal Colleges and Universities (the "Board") and the White House Initiative on Tribal Colleges and Universities (WHITCU) established by this order shall ensure that this national policy regarding tribal colleges is carried out with direct accountability at the highest levels of the Federal Government.

Tribal colleges are both integral and essential to their communities. Often they are the only postsecondary institutions within some of our Nation's poorest rural areas. They fulfill a vital role: in maintaining and preserving irreplaceable languages and cultural traditions; in offering a high-quality college education to younger students; and in providing job training and other career-building programs to adults and senior citizens. Tribal colleges provide crucial services in communities that continue to suffer high rates of unemployment and the resulting social and economic distress.

The Federal Government's commitment to tribal colleges is reaffirmed and the private sector can and should contribute to the colleges' educational and cultural missions.

Finally, postsecondary institutions can play a vital role in promoting excellence in early childhood, elementary, and secondary education. The Federal Government will therefore work to implement the innovations and reforms of the No Child Left Behind Act of 2001 (Public Law 107-110) in partnership with tribal colleges and their American Indian and Alaska Native communities.

Sec. 2. Definition of Tribal Colleges and Universities. Tribal colleges are those institutions cited in section 532 of the Equity in Educational Land-Grant Status Act of 1994 (7 U.S.C. 301 note), any other institution that qualifies for funding under the Tribally Controlled Community College Assistance Act of 1978 (25 U.S.C. 1801 et seq.), and Dine' College, authorized in the Navajo Community College Assistance Act of 1978, Public Law 95-471, title II (25 U.S.C. 640a note).

Sec. 3. Board of Advisors.

- (a) **Establishment.** There shall be established in the Department of Education a Presidential advisory committee entitled the President's Board of Advisors on Tribal Colleges and Universities (the "Board").
- (b) **Membership.** The Board shall consist of not more than 15 members who shall be appointed by the President, one of whom shall be designated by the President as Chair. The Board shall include representatives of tribal colleges and may also include representatives of the higher, early childhood, elementary, and secondary education communities; tribal officials; health, business, and financial institutions; private foundations; and such other persons as the President deems appropriate.
- (c) **Functions.** The Board shall provide advice regarding the progress made by Federal agencies toward fulfilling the purposes and objectives of this order. The Board also shall provide recommendations to the President, through the Secretary of Education (Secretary), on ways the Federal Government can help tribal colleges:

 - (1) use long-term development, endowment building, and planning to strengthen institutional viability;
 - (2) improve financial management and security, obtain private-sector funding support, and expand and complement Federal education initiatives;
 - (3) develop institutional capacity through the use of new and emerging technologies offered by both the Federal and private sectors;
 - (4) enhance physical infrastructure to facilitate more efficient operation and effective recruitment and retention of students and faculty; and
 - (5) help implement the No Child Left Behind Act of 2001 and meet other high standards of educational achievement.
- (d) **Meetings.** The Board shall meet at least annually, at the request of the Secretary, to provide advice and consultation on tribal colleges and relevant Federal and private-sector activities, and to transmit reports and present recommendations.

Sec. 4. White House Initiative on Tribal Colleges and Universities. There shall be established in the Department of Education, Office of the Secretary, the White House Initiative on Tribal Colleges and Universities (WHITCU). The WHITCU shall:

- (a) provide the staff support for the Board;
- (b) assist the Secretary in the role of liaison between the executive branch and tribal colleges; and
- (c) serve the Secretary in carrying out the Secretary's responsibilities under this order.

Sec. 5. Department and Agency Participation. Each participating executive department and agency (agency), as determined by the Secretary, shall appoint a senior official who is a full-time officer of the Federal Government and who is responsible for management or program administration. The official shall report directly to the agency head, or to the agency head's designee, on agency activity under this order and serve as liaison to the WHITCU. To the extent permitted by law and regulation, each agency shall provide appropriate information as requested by the WHITCU staff pursuant to this order.

Sec. 6. Three-Year Federal Plan.

- (a) **Content.** Each agency identified by the Secretary shall develop and implement a Three-Year Plan of the agency's efforts to fulfill the purposes of this order. These Three-Year Plans shall include annual performance indicators and appropriate measurable objectives for the agency. Among other relevant issues, the plans shall address how the agency intends to increase the capacity of tribal colleges to compete effectively for any available grants, contracts, cooperative agreements, and any other Federal resources, and to encourage tribal colleges to participate in Federal programs. The plans also may emphasize access to high-quality educational opportunities for economically disadvantaged Indian students, consistent with requirements of the No Child Left Behind Act of 2001; the preservation and revitalization of tribal languages and cultural traditions; and innovative approaches to better link tribal colleges with early childhood, elementary, and secondary education programs. The agency's performance indicators and objectives should be clearly reflected in the agency's annual budget submission to the Office of Management and Budget. To facilitate the attainment of these performance indicators and objectives, the head of each agency identified by the Secretary, shall provide, as appropriate, technical assistance and information to tribal colleges regarding the program activities of the agency and the preparation of applications or proposals for grants, contracts, or cooperative agreements.
- (b) **Submission.** Each agency shall submit its Three-Year Plan to the WHITCU. In consultation with the Board, the WHITCU shall then review these Three-Year Plans and develop an integrated Three-Year Plan for Assistance to Tribal Colleges, which the Secretary shall review and submit to the President. Agencies may revise their Three-Year Plans within the three-year period.
- (c) **Annual Performance Reports.** Each agency shall submit to the WHITCU an Annual Performance Report that measures the agency's performance against the objectives set forth in its Three-Year Plan. In consultation with the Board, the WHITCU shall review and combine Annual Performance Reports into one annual report, which shall be submitted to the Secretary for review, in consultation with the Office of Management and Budget.

Sec. 7. Private Sector. In cooperation with the Board, the WHITCU shall encourage the private sector to assist tribal colleges through increased use of such strategies as:

- (a) matching funds to support increased endowments;

- (b) developing expertise and more effective ways to manage finances, improve information systems, build facilities, and improve course offerings; and
- (c) increasing resources for and training of faculty.

Sec. 8. Termination. The Board shall terminate 2 years after the date of this order unless the Board is renewed by the President prior to the end of that 2-year period.

Sec. 9. Administration.

- (a) **Compensation.** Members of the Board shall serve without compensation, but shall be allowed travel expenses, including per diem in lieu of subsistence, as authorized by law for persons serving intermittently in Government service (5 U.S.C. 5701-5707).
- (b) **Funding.** The Board and the WHITCU shall be funded by the Department of Education.
- (c) **Administrative Support.** The Department of Education shall provide appropriate administrative services and staff support for the Board and the WHITCU. With the consent of the Department of Education, other agencies participating in the WHITCU shall provide administrative support (including detailees) to the WHITCU consistent with statutory authority. The Board and the WHITCU each shall have a staff and shall be supported at appropriate levels commensurate with that of similar White House Initiative Offices.
- (d) **General Provisions.** Insofar as the Federal Advisory Committee Act, as amended (5 U.S.C. App.) (the "Act"), may apply to the administration of any portion of this order, any functions of the President under the Act, except that of reporting to the Congress, shall be performed by the Secretary of Education in accordance with the guidelines issued by the Administrator of General Services.

Sec. 10. Revocation. Executive Order 13021 of October 19, 1996, as amended, is revoked.

GEORGE W. BUSH
THE WHITE HOUSE,
July 3, 2002.



**White House Initiative on
Tribal Colleges and Universities**

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