

REPORT OF THE  
20<sup>TH</sup>

ARIZONA INDIAN TOWN HALL

June 20-21, 2000



*"Tribal-State Partnerships:  
Assuring Success in  
Indian Education"*

*Hosted by:  
Arizona Commission of Indian Affairs*

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*(cover: Hopi Head Start Dancers, featured performers at the Arizona Indian Town Hall)*

**REPORT OF THE TWENTIETH ARIZONA INDIAN TOWN HALL**

**"TRIBAL-STATE PARTNERSHIPS:  
ASSURING SUCCESS IN INDIAN EDUCATION"**

Phoenix, Arizona  
June 20-21, 2000

**INTRODUCTION**

Arizona's Native American communities are seriously concerned about the quality of their children's education. Although Federal, state and local governments, in general, do not give education the priority that it deserves, Indian education suffers the greatest neglect.

In the past two years, tribal and community leaders have confronted the imposition of new academic standards, a proposed initiative which would mandate the implementation of English-only instruction, and the recent legislative debates over education funding.

In addition to Arizona's new standards, parents want their younger generations to learn their native language and culture. Cultural knowledge is embedded in language, and is a major factor in tribal survival.

In light of the demands of the New Economy and life in the 21<sup>st</sup> Century, Native American students should be prepared to meet life with both a firm grounding in their culture, language and traditions, and an excellent academic education. Research shows that Indian students who retain strong cultural and traditional ties to their tribes attain greater academic achievement than those who do not; therefore, it is imperative that Native American students receive both cultural and academic education.

In this context, the 20<sup>th</sup> Arizona Indian Town Hall met on June 20 and 21, 2000, to consider and discuss the vital issues of cultural and language instruction, and the impact of the new state standards, as measured by the Arizona's Instrument to Measure Standards (AIMS)

test. Nearly 100 participants, representing 17 tribes, state officials, educators, school boards, parents and students contributed their time and efforts to develop ideas and recommendations to this year's Town Hall. This is their report.

### *ASSURING SUCCESS IN CULTURAL AND LANGUAGE INSTRUCTION*

Participants agreed that tribal communities need to take proactive steps to achieve local control of cultural and language instruction in their schools. They feel that schools' current curriculum consists of math, English and sports. This curriculum neglects the vital factors that keep tribal cultures vibrant and thriving: language and culture instruction.

Therefore, Town Hall participants strongly recommend that the 21 Tribes/Nations of Arizona take the lead in determining their communities' needs. They also recommend that tribes and the state provide seed funding for programs needed to initiate and continue cultural and language instruction. Participants recommend that tribal and state funds be provided to continue these programs. This will enable local schools to develop or improve culturally and historically accurate curricula, and incorporate them into Arizona schools<sup>1</sup>.

Also, it is recommended that the Arizona Department of Education (ADE) and the Arizona state government grant waivers for tribal elders and other community members to teach specific culture and/or language courses. These courses would be offered for academic credit. Participants also recommend that formal accreditation be sought for tribal language and culture courses.

Another recommendation is that the state adopt an additional teaching endorsement consisting of 9-15 credit hours as part of the social studies curriculum. Teachers who are currently certified would also obtain additional training and be endorsed to teach tribal

<sup>1</sup> For example, charter schools in the Salt River Indian Community and the Rough Rock Demonstration School incorporate culture and language instruction in their curricula.

cultural history, treaties, sovereignty and current Indian law<sup>2</sup>. All teachers in Arizona schools would be required to be certified in these topics.

The participants recommend that the tribes and state join together to make an assessment of current resources, best practices, and cultural/language instruction models. This assessment could be used to craft new state cultural and language instruction standards. Tribes could request partnerships with local educational resources, community colleges, the three state universities, and other higher educational institutions to develop effective models for cultural and language instruction, which could be adapted by each tribe to best facilitate this instruction.

In order to achieve more local control, Town Hall participants recommend that more tribal members run for and/or become involved in their local school boards, in order to achieve more local control. It is also recommended that parents be given more opportunities to become involved in their children's education.

Better communication is needed between school districts and local communities. Communities and school boards must engage in honest dialogue and genuine discussion, and craft agreements to enhance their children's education. Town Hall participants strongly recommend that cultural and language instruction begin in early childhood, and that families and schools be encouraged to teach their children their native languages.

Language immersion programs, such as those used in Hawaii<sup>3</sup>, should be utilized to ensure that tribal children become fluent in their first language. The tribes should work together with the Arizona Department of Education (ADE) and the Arizona Legislature to

<sup>2</sup> Major Indian laws include but are not limited to: Native American Graves Protection and Repatriation Act (NAGPRA), Indian Child Welfare Act (ICWA), Indian Self-Determination and Education Assistance Act of 1975 (PL 93-638; 88 Stat. 2203; 42 USC 450-458)

<sup>3</sup> Aha Punana Leo, "nest of voices" or language nest, a program incorporated by Native Hawaiians in 1983; the program has grown to include over 2000 children who are immersed in Hawaiian language and culture.

develop policies ensuring that culture and language be incorporated in community schools<sup>4</sup> that lack such curricula. The state universities should fund scholarships to teachers to offset the cost of cultural competency training.

Town Hall participants recognize that the importance of cultural and history instruction is not limited to Indian communities.

#### ASSURING SUCCESS IN ARIZONA'S INSTRUMENT TO MEASURE STANDARDS (AIMS)

Arizona Indian Town Hall participants support the new state academic standards, but recommend that the AIMS graduation requirement be delayed until 2013, when the current kindergarten class reaches high school. One participant noted that requiring students to pass a test with inadequate instruction is like "putting the cart before the horse." During this period, students should continue with AIMS testing, but without the high-stakes component, until tribes satisfactorily complete research into the ability of the test to accurately assess the academic achievement of Indian students.

Although many participants seek ways to aid their students to pass the test, others are strongly concerned about the very idea of a high-stakes test. Some felt that, with no funding to provide the curriculum needed to pass, along with the barriers faced by Indian students in poorly-funded schools, Indian children are being set up to fail. Participants feel that the bureaucracy that developed the test did not adequately involve tribal members in the standards discussions.

Participants are very concerned that Indian students are not sufficiently prepared to pass the test. Parents want their children to have a positive educational experience, and want to ensure that their children are not exposed to negative educational experiences, such as occurred in Indian boarding schools in the early 20<sup>th</sup> Century<sup>5</sup>. Concern was voiced that the long-term effects of failure to meet the

<sup>4</sup> All on-reservation, off-reservation, rural, urban and charter schools attended by Indian children.

<sup>5</sup> For more information, please read one of the many books written on Indian boarding schools, one of which is *Indian School: Teaching the White Man's Way* by Michael L. Cooper, Houghton Mifflin Co, 1999.

standards will have a negative impact on the self-esteem and/or future higher education potential of Indian children.

Indian Town Hall participants strongly recommend that each tribal community work with local school boards to ensure that schools teach Indian students in a culturally relevant manner and methodology. They feel that such teaching methods will give students the best possible chance to pass the state standards test. To facilitate better learning on the part of Indian students, Town Hall participants strongly recommend that students be given culturally relevant instruction and/or summer school or after-school programs. Town Hall participants also recommend that the curriculum taught in public schools be developed to meet the new state academic standards, as measured by the AIMS test.

Town Hall participants recommend that parents and students receive instruction on the standards, and that parents do not react to the standards in a crisis mode. Participants recommend that teachers also receive extra training to help them teach to the standards.

Town Hall participants also agree that both Arizona public schools and BIA schools are grossly underfunded, and that funding options do not fulfill the state government's responsibility for the education of all children<sup>6</sup>. They therefore recommend that the new Arizona academic standards be used as the basis to lobby the U.S. Congress to increase funding for BIA schools, Titles V, VII<sup>7</sup>, and IX<sup>8</sup>, and Johnson O'Malley<sup>9</sup> programs. Existing education associations, such as the Arizona Indian Education Consortium, could be utilized to

<sup>6</sup> Article 11, Section 1 of the Arizona Constitution states: "The legislature shall enact such laws as shall provide for the establishment and maintenance of a general and uniform public school system."

<sup>7</sup> Title V of P.L. 92-318 provides formula-based supplemental funding for Indian students in public, BIA and BIA grant schools.

<sup>8</sup> Title VII of the Elementary and Secondary Education Act (ESEA) provides funding for bilingual instruction.

<sup>9</sup> Title IX of ESEA provides impact funding for Indian education to tribes and state public schools.

<sup>10</sup> The Johnson O'Malley Act of 1934 provides federal funding for formula-based supplemental education to tribes and state public schools for Indian educational needs.

help lobby Congress for extra funding. Also, Title I<sup>11</sup>, which provides funds for socioeconomically disadvantaged (SED) students, is a heavily-funded program which is poorly accessed by Indian education programs. Based on ADE statistics that indicate the poor performance of Native American SED students, Title I pass-through funds need to be made more available to Indian students.

The participants note that, although the standards are set by the state, local districts should continue to determine how best to teach to these standards. Creative methodologies used by some districts to teach to the new standards could be used as models. Some of these programs are:

- Indian Honor Roll Program, Yavapai-Apache Tribe
- Dilkon Community School Newspaper
- Dilkon school library and computer classes are available in evenings

Town Hall participants strongly recommend that tribes develop their own academic standards to reflect their culture and traditions while holding to a rigorous academic standard in line with state standards. In order to ensure that tribal schools have curricula and assessments aligned with current standards, tribes should consider the development and/or enhancement of tribal education departments.

Town Hall participants feel that the standards have not been in place long enough to adequately address the problem of students who will not be able to pass the AIMS test, and prefer to address strategies to help students achieve the standards and pass the test.

Town Hall participants feel that meeting the standards needs to be a community project. Existing support programs used by other minority groups, such as Hispanics, should be evaluated for possible adoption by Indian communities. Programs, such as the American Indian Science and Education Society (AISES), Native American Honors Program, and the Hoop of Learning, which give extra assistance and instruction to Indian high schools students, should be used as models to give students the extra instruction to help them

<sup>11</sup> Title I of ESEA provides formula-based funding for supplemental education for socioeconomically disadvantaged students

achieve the standards. Mentorships could be utilized to aid students in learning more effectively.

The participants feel that the extended family can play a role in the improvement of academic performance and positive reinforcement by providing support to students and encouraging them to achieve high academic standards. Career Days and graduation ceremonies provide examples of opportunities parents and family members can use to show support for their children.

To obtain more support for all schools, tribal members and governments need to bring the issue of Indian students' low test scores to the attention of the Legislature, to obtain more support for all schools. Participants recommend that Native Americans be encouraged to apply for appointment to the Arizona Board of Education and other state education commissions and boards. The state should expand its efforts to recruit Indians for boards and commissions.

Many participants feel that parents are intimidated by past experiences with the education system and its attendant bureaucracy, and therefore do not feel any sense of ownership for their schools.

They also recommend that teachers and school staff become 'parent friendly,' and show family members respect. Teachers need to be more aware of the role that extended families play in their students' education. All schools should make use of tribal elders and other community members to enhance children's education. Parent appreciation dinners and a "Parent of the Month" program could also reinforce parent involvement. Community members should be allowed to use school facilities for community events.

They also recommend parent workshops to encourage greater involvement in their children's education. These workshops could include education on the roles of school staff members and teachers.

In addition, Indian Town Hall participants remarked that considerably more resources are allocated to correctional facilities than to our schools. It was noted that correctional facilities are better funded than schools, and occupy state-of-the-art facilities.

Also, participants recommend that the tribes and state work together to develop teacher retention policies to attract and keep the best, highly-trained teachers in tribal and rural communities. These policies could include pay and other incentives tied to student performance, and/or other policies to keep teachers in tribal communities. Participants noted that, although mandated by state law, teacher housing is limited or non-existent on reservations.<sup>12</sup>

The Town Hall participants recommend that the position of Director of the Indian Education Division at ADE, currently vacant, be filled and its new occupant become more visible and more active in his or her dealings with tribal student issues. It is recommended that the Arizona Commission of Indian Affairs and/or the Inter-Tribal Council of Arizona identify candidates for this position to Superintendent of Public Instruction Lisa Graham Keegan.

#### SUMMARY

Educating Arizona children to face the challenges of the 21<sup>st</sup> Century is of vital concern to all parents, educators, and tribal and state officials. No matter where an Indian student lives and attends school, he or she still must overcome the same barriers of inadequate funding, lack of experienced teachers, and little understanding of the unique cultures of Indian Country<sup>13</sup> in order to obtain an education.

Education is a prime factor in overcoming poverty and other social ills encountered by Indian families wherever they live. Whether Native American children live in remote reservation towns or Central Phoenix, they need and deserve the finest education the citizens of Arizona can give them.

Indian people see their children as their future; tribal and cultural survival depends on Indian children learning what they need to know

<sup>12</sup> ARS Title 15, Chapter, Section 15-905, provides for teacher housing at remote reservation schools.

<sup>13</sup> The definition of "Indian country" has changed over history, but the term generally is used today to collectively describe Indian territory throughout the United States. Congress has defined "Indian country" as land inside the boundaries of Indian reservations, communities made up mainly of Indians, and Indian trust and restricted land. (18 USC § 1151)

Indian Town Hall participants recommend that tribes develop methods to track their tribal members through all the various educational levels (kindergarten through graduate studies).

Indian Town Hall participants recommend that tribal communities utilize student exchange programs. Participants also note that academic standards are tied to students' self-esteem.

Some programs proven to increase students' self-esteem include:

- *Fort McDowell AAA Program*—Attendance, attitude and academics achievement by students are recognized quarterly; students who perform well all year are rewarded with a trip
  - *Hopi Tribe's Head Start/Shining Star Program*—Each student is made a "shining star" for one week; parents participate in preparing a lesson plan for that week
  - *Rough Rock Navajo Studies Program*—students learn Navajo language and traditional culture as part of the curriculum
  - *Dilcon Sweat Lodge Program*—students build a sweat lodge, and learn Navajo language and traditional values and culture
- Participants agree that recognizing students' achievement is paramount to academic enhancement. Some methods which schools may utilize include publishing a school paper for the community, a Hall of Fame for graduates, and a payroll deduction program to purchase home computers. Tribes could also incorporate an honor roll program. Other communities encourage and may even require students to participate in science fairs and other academic activities.

Indian Town Hall participants recommend that the state release truancy information to tribal education officials to help combat the dropout problem. Another recommendation is to initiate a joint tribal-state public relations campaign to promote educational issues.

In addition, an intertribal caucus could be developed to: (1) help the Arizona Legislature understand the issues faced by Indian children in obtaining an education, (2) educate communities on AIMS standards, and (3) encourage parental and family involvement in schools. This group could also work with ADE to facilitate and promote their existing education and public relations program.

to become the leaders, doctors, scientists, and artists of the future. The participants of the Arizona Indian Town Hall stress that the state must do more to prepare Native American children for the future, and urge communities, parents, school boards, tribal and state governments to work closely together to ensure that Indian children achieve success in their educational goals.

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### "Tribal-State Partnerships: Cooperating to Improve Indian Education"

A Paper prepared for the National Congress of American Indians  
by the Native American Rights Fund and a consortium of tribes  
Mid-Year Session  
June 25 - 28, 2000  
Juneau, Alaska

#### THE MUTUAL INTEREST: TRIBAL STUDENTS

##### 1. THE JURISDICTIONAL QUESTIONS: TRIBES AND STATES

Prior to contact with non-Indians, tribes had complete and effective control of the education of their members. See Raymond Cross, *American Indian Education: The Terror of History and the Nation's Debt to the Indian Peoples*, 21 U. Ark. Little Rock L. Rev. 941, 945-949 (1999). Since the founding of the United States of America, federal law and policy has transferred *governance* of Indian education – meaning primary and actual authority for formal education – from tribal to federal to state sovereigns. *Id.* at 959-694.

But what about *jurisdiction*? Who has legal authority over tribal students and the public schools that are on reservations or in other Indian country? Do Tribes, because the students are tribal members and the schools are on-reservation? Or do States, because school districts are their political entities whose location on-reservation has been sanctioned by federal law? Or, at least in some instances, perhaps where public school students are both tribal and non-Indian, do Tribes and States have concurrent authority?

These questions have not been conclusively resolved. The few courts that have addressed them are reaching various results. Compare *Glacier County Sch. Dist. v. Galbreath*, 47 F.Supp.2d 1167, 1171 (D.Mont. 1997) (under the "direct effect" test of *Montana v. United States*, 450 U.S. 544 (1981), as applied to the facts of *Glacier County*, a tribe could not regulate the administration and operation of a public school located on non-Indian fee land within a reservation) with *Lewis County v. Allen*, No. 93-0382, Slip Op. at 28 (D.Idaho June 7, 1994) ("it may very well be that by creating a school district and constructing and operating schools within the reservation, ... [a state] create[s] a "consensual relationship" with the tribe under the first *Montana* exception."), *aff'd on other grounds, County of Lewis v. Allen*, 163 F.3d 509 (9<sup>th</sup> Cir. 1998) (*en banc*); see also *Meyers v. Board of Educ.*, 905 F. Supp. 1544, 1578 (D.Utah 1995) ("all of the entities involved in this case – the District, the State, the United States, and the Navajo Nation – each has a duty to educate the children of Navajo Mountain. The duty of one does not relieve any other of its own obligation. The precise scope of that duty may depend on facts that have yet to be developed.")

Taking these issues to court could consume enormous resources, including the expense of delaying or denying improvement of education for tribal students. Rather than litigating the issues, some tribes, states, and their political entities such as public school districts, are choosing to enter into mutual agreements to advance

Indian education. See generally Affiliated Tribes of Northwest Indians and The Northwest Regional Assistance Center of the Northwest Regional Education Laboratory, Draft Report of Findings and Criteria for Design of Training and Technical Assistance, *Models for Collaboration: Relationships Between Tribes and School Districts in the Northwest* (Apr. 28, 2000); see also John E. Silverman, *The Miner's Canary: Tribal Control of American Indian Education and the First Amendment*, 19 Fordham Urb. L. J. 1019, 1021(1992) ("This Note concludes that the key to Native American educational success lies with the encouragement of parental involvement, and the establishment of state-tribal compacts and tribal education departments and codes.").

## 2. COLLABORATIVE EFFORTS: PROCESSES AND RESULTS

### A. Processes

In some instances, the law may dictate or guide the process by which Tribes and States may reach and enter into collaborative efforts. *E.g.*, Pub. L. No. 81-874, 64 Stat. 1100, as amended by Pub. L. No. 95-561, 92 Stat. 2315, requires school districts, as a condition of getting Impact Aid funding, to consult with Indian parents and tribes regarding school programs and activities. 20 U.S.C. § 7704(a); see also Colo. Rev. Stat. § 22-32-122 (2000) (authorizing school districts to contract with, among other entities, Indian tribes for services, equipment, and supplies, and requiring certain provisions in such contracts).

In absence of or as a complement to applicable law, the preparers of this Paper have found the following process steps useful, if not critical, to successful collaboration:

- communications / introductions / meetings among parties;
- preparation and sharing of information, data, needs, plans, and goals;
- sharing research on other models / best practices / examples of cooperative agreements and efforts;
- identification of and agreement on mutual interests, needs, goals, and priorities;
- identification of available resources and contributions of each party to carry out goals and priorities;
- identification of and, where appropriate, sharing of and plans for addressing possible obstacles to reaching agreement (*i.e.*, legal impediments, confidentiality matters, opposing factions, fear of change, concerns about loss of or changes in employment, roles, and responsibilities);
- agreements on commitments to agreement;
- willingness of both parties to be open and honest;
- agreements on the scope of negotiations and of the proposed agreement;
- joint development of a negotiations process, including the possible use of third parties as facilitators or resources;
- joint development of rules for negotiations (this may include, for example, agreements to disagree on certain points, but not to dwell on or even raise these);
- development of a networking process to get input and involvement of constituencies / stakeholders / those most affected by the proposed agreement;
- joint development of written background materials & supporting documents for the agreement;

- holding joint public meetings / hearings that allow reasonable input and sharing;
- identification and assignment of roles and responsibilities in the negotiations and networking processes;
- planning and actual negotiations;
- drafting, re-drafting, and at least some joint review of the same;
- development of joint strategies of flexibility, options, and overcoming obstacles.

Many of these steps are set forth in more detail in the Native American Rights Fund, Indian Education Legal Support Project, "*Presentation / Workshop Materials*" (1993, updated 1995); and, the Native American Rights Fund, Indian Education Legal Support Project, *Draft Materials for Tribal Governance in Education* (1994).

### B. Results

#### 1. Cooperative agreements for education funding, data, and services

Several tribes have agreements with public schools that serve their members. The Skokomish Tribe in Washington has a Memorandum of Agreement (MOA) with the Hood Canal School District and the State Superintendent of Public Instruction to operate a project to increase tribal student reading achievement and community and family involvement. Under this project, tribal employees can volunteer one hour a week to help students with reading and other school subjects. Summer and after school curricula integrate computer technology, physical activities, and tribal language and culture. A copy of this MOA is appended with permission to this Paper in the Affiliated Tribes of Northwest Indians and The Northwest Regional Assistance Center of the Northwest Regional Education Laboratory, Draft Report of Findings and Criteria for Design of Training and Technical Assistance, *Models for Collaboration: Relationships Between Tribes and School Districts in the Northwest* (Apr. 28, 2000).

The Swinomish Tribal Community in Washington has a Cooperative Agreement with the LaConner Public School District and the Skagit Islands Head Start Program for the collaborative funding and provision of early childhood intervention services for pre-school children and their families. A copy of this Agreement is appended with permission to this Paper as part of the Affiliated Tribes of Northwest Indians and The Northwest Regional Assistance Center of the Northwest Regional Education Laboratory, Draft Report of Findings and Criteria for Design of Training and Technical Assistance, *Models for Collaboration: Relationships Between Tribes and School Districts in the Northwest* (Apr. 28, 2000).

Nation have reached agreements with States and public school districts whereby the Tribes receive needed data kept by the States and schools on tribal students. This is despite ambiguity in the Family Educational and Privacy Rights Act of 1974, Pub. L. No. 90-247, 88 Stat. 571 (FERPA). FERPA generally prohibits public schools from releasing student data without prior parental consent. 20 U.S.C. § 1232g. Exceptions are made for data requested by the federal and state governments, but it is unclear whether Tribes are entitled to this exception, as well.



Under the Tribally Controlled Schools Act of 1988, Pub. L. No. 100-297, 102 Stat. 385, tribes can operate by grants schools formerly run by the BIA. See 25 U.S.C. §§ 2501-2511. At least two tribal grant schools have cooperative agreements with public school districts.

The Lummi Tribal Schools in Washington have an agreement with the Ferndale School District that addresses funding and provision of education for grant school students. By enrolling the grant school students in the public school district, the school district receives state funding for those students. The school district then apportions that funding to the grant school in exchange for the grant school's provision of educational services for the students. A copy of this agreement is reprinted with permission in the Native American Rights Fund, Indian Education Legal Support Project, *Cooperative Agreements in Indian Education* 59-68 (October 1998).

The Cherokee Central Schools in North Carolina have an agreement with the Swain County School District by which the boards of each school jointly approve the use of the school district's Impact Aid and state funds. The school district must use some of these funds for the tribal grant school. For example, the school district provides Driver Education, test scoring services, and teachers to the grant school. In exchange, the grant school provides the school district with tribal language and culture curriculum for tribal students attending the public school. A copy of this agreement is appended with permission to this Paper.

## 2. Co-Governance in truancy, Impact Aid funding, JOM programs, and schools

The Stockbridge-Munsee Community Band of Mohican Indians in Wisconsin has an arrangement with the Bowler School District to address truancy. The Tribe and the School District agreed that additional staffing was needed to handle tribal student truancy. The Tribe paid the entire first-year salary of a Home School Coordinator. For subsequent years the Tribe and the School District have split the costs of this staff position. Federal law generally allows state compulsory school attendance laws to apply on Indian reservations only with the consent of the tribe. 25 U.S.C. § 231. In this instance, the Tribe has its own Truancy Ordinance. Rather than debate issues of which sovereign's truancy laws governed which children and where, the Home School Coordinator is charged with enforcing both the Tribal Truancy Ordinance and the State Compulsory Attendance Law.

The Rosebud Sioux Tribe operates a Truancy Intervention Program (TIP) and funds it annually with over \$100,000 from the Tribe's Tribal Priority Allocation grant under the Indian Self-Determination and Education Assistance Act of 1975, Pub. L. No. 93-638, 88 Stat. 2203. See *also* 25 U.S.C. § 2010(c). Under the TIP, two Truancy Intervention Officers work to increase attendance in both the tribal grant school and the public schools. The TIP is an award-winning program that has been independently evaluated as an effective means of reducing tribal student truancy in both tribal and public schools. See Harvard University, *Honoring Nation's Program: Finalists* (1999); RJS & Associates, Inc., *External Evaluation Final Report: Rosebud Sioux Tribal Education Department and Tribal Education Code* (1999). A copy of the Rosebud Sioux TIP Budget Request Proposal for FY 2000 is appended with permission to this Paper.

The Rosebud Sioux Tribe also has an arrangement with the Todd County School District to co-manage the School District's Impact Aid funds. The School District's Impact Aid "Indian Policies and Procedures" put the Tribe's Education Department on a level equal with the School District regarding the application for, use of, and accountability for Impact Aid funding. There is no federal law requiring the School District to do so. The School District amended its Indian Policies and Procedures after the Tribe enacted its Tribal Education Code in 1991. The Indian Policies and Procedures recognize the Tribe's Education Code as the basis for the arrangement, along with the parties' mutual desire "to ensure a cooperative working relationship...." A copy of the Todd County School District's Indian Policies and Procedures are appended with permission to this Paper.

The Johnson O'Malley Act of 1934, 48 Stat. 596 (JOM), authorizes the BIA to contract with states and their political subdivisions for, among other things, Indian education. 25 U.S.C. §§ 452-457. Under the Indian Self-Determination and Education Assistance Act of 1975, Pub. L. No. 93-638, 88 Stat. 2203, many tribes contract the operation of JOM programs. 25 U.S.C. §§ 450-450n. This in turn leads to JOM contracts between tribes and public schools. Indeed, JOM contracts probably represent the majority of Tribal-State Partnerships in Indian education. See *Affiliated Tribes of Northwest Indians and The Northwest Regional Assistance Center of the Northwest Regional Education Laboratory, Draft Report of Findings and Criteria for Design of Training and Technical Assistance, Models for Collaboration: Relationships Between Tribes and School Districts in the Northwest at 7-11* (Apr. 28, 2000). At present the Navajo Nation has multi-year JOM contracts with thirty-five public school districts, many of which as a matter of tribal law require instruction in tribal language as a contract condition.

Under the Indian Education Act of 1978, Pub. L. No. 95-561, 92 Stat. 2316, as amended, tribes may select or elect school boards for BIA schools. 25 U.S.C. § 2026(10). At least three BIA schools have agreements with public school districts on school governance. Two of these BIA schools are located on the Turtle Mountain Band of Chippewa Indians Reservation in North Dakota. They have agreements to co-govern the BIA schools and the public schools. See the Native American Rights Fund, Indian Education Legal Support Project, *Cooperative Agreements in Indian Education* 23-34 (October 1998). Under the Cheyenne-Eagle Butte School Cooperative School Agreement, a BIA boarding school located on the Cheyenne River Sioux Reservation in South Dakota and a public school have established a Combined School Board to address matters of budget and finance, personnel, curriculum, transportation, and student rights. *Id.* at 11-22.

## 3. Other interactions in school governance and curriculum

Montana is the only state in the Union that constitutionally recognizes the importance of Indian education. "The state recognizes the distinct and unique cultural heritage of the American Indians and is committed in its educational goals to the preservation of their cultural integrity." Mont. Const. art. X, § 1(2). Recent legislation - H.B. 528 - helps clarify the intent of this constitutional language. H.B. No. 528, 56th Leg., Reg. Sess. (Mont. 1999). Among other things, H.B. 528 requires every educational agency and all educational personnel to work cooperatively with Montana tribes when providing instruction, implementing educational goals, and adopting education rules. H.B. No. 528, Sec. 1(b). The

Montana Board of Education has issued a Report and Recommendations to implement H.B. 528. The Recommendations "encourage tribal-state cooperative agreements .. that will allow for state and local education leadership and tribal governments to work together to determine appropriate and culturally responsive educational goals for citizens of the Montana reservation communities." A copy of H.B. 528 and the Report and Recommendations are appended to this Paper.

Several states have provided by state law for tribes to serve as school boards. See, e.g., Fla. Stat. ch. § 285.18 (2000) (designating Seminole and Miccosukee Tribes as governing bodies of special improvement districts under state law, and authorizing them to contract with adjoining school districts for education services and programs); Minn. Stat. § 128B.011 (2000) (vesting the "care, management, and control of Pine Point [public] school" in the Tribal Council of the White Earth Reservation, and confirming that the "council has the same powers and duties as a school board...."). On the Mandan, Hidatsa, and Arikara Nation's Reservation in North Dakota, three tribal grant schools also receive funding and operate as public school districts under state law.

As provided in its Education Code, the Rosebud Sioux Tribe has developed tribal education standards in Lakota Studies for grades K-12. Standards development occurred through a collaborative process among the Tribal Education Department, the tribal college, Sinte Gleska University, and the Todd County School District. In 1997, the School District finalized and adopted these standards. In 1998, the School District began integrating the standards into its regular curriculum. See RJS & Associates, Inc., *External Evaluation Final Report: Rosebud Sioux Tribal Education Department and Tribal Education Code* at 14 (1999).

The Kalispel Tribe in Washington and the Cusick Public School District have together created a high school class called "Intro to Indian Studies." It has been so successful as a one semester elective class that plans are underway to develop it into a K-12 curriculum and to expand it to include a tribal language component. This initiative is discussed in Affiliated Tribes of Northwest Indians and The Northwest Regional Assistance Center of the Northwest Regional Education Laboratory, Draft Report of Findings and Criteria for Design of Training and Technical Assistance, *Models for Collaboration: Relationships Between Tribes and School Districts in the Northwest* at 14 (Apr. 28, 2000), appended with permission to this Paper.

Some tribes such as the Rosebud Sioux, the Navajo Nation, the Chippewa-Gree Tribe of the Rocky Boy's Reservation in Montana, and the Confederated Tribes of the Grand Ronde Reservation in Oregon work with their states, school districts, tribal colleges, and state universities in areas of teacher training, school accreditation, youth leadership programs, and parental, family, and community involvement programs.

#### IV. SUSTAINABILITY: THE FUTURE

The preparers of this Paper have found that the following factors contribute to successful sustainment of collaborative efforts in Indian education:

- a good communications system among the parties to the agreement;
- the "buy-in" input and involvement of constituencies / stakeholders / those affected most by agreement;

- a focus on long term benefits (such as learning and teaching), not short-term crisis management;
- a well-crafted plan for step-by-step or gradual implementation upon which trust and success can be built;
- built-in joint reporting, monitoring / enforcement, and accountability means / systems (this includes the establishment of joint boards and the use of joint contact persons, coordinators, resource persons, etc.);
- conducting joint training and technical assistance sessions on implementation of agreement;
- continual education of each parties' political leadership about the agreement;
- putting the agreement in writing and formal approval / enactment of agreement into law of tribe / state;
- jointly publicizing / making the collaborative effort available to the public;
- jointly educating and communicating to the general public about agreement;
- jointly meeting on a regular basis to review, evaluate, and revise or endorse the agreement for future use.

#### CONCLUSION

Tribes are increasingly exercising their sovereignty over education, including over public schools that serve tribal children. The exercise of tribal sovereignty over schools and education can improve learning and teaching for tribal students. Cooperative agreements and intergovernmental collaboration are a valid means of exercising tribal sovereignty. They do not in and of themselves compromise tribal sovereignty.

"[P]ositive political relationships between tribes and state[s] ... are important to students' self-image and success in school." *Indian Nations at Risk* at 20; see also Affiliated Tribes of Northwest Indians and The Northwest Regional Assistance Center of the Northwest Regional Education Laboratory, Draft Report of Findings and Criteria for Design of Training and Technical Assistance, *Models for Collaboration: Relationships Between Tribes and School Districts in the Northwest* at 9 (Apr. 28, 2000) ("where there was a hostile relationship ... educational services for Indian students suffer ..."). For Indian education to continue to improve, more – and more effective – Tribal-State Partnerships are needed. Finally, those Partnerships that already exist are unfortunately not always readily available to others by normal research means, and thus we commend the National Congress of American Indians for this opportunity to share this information.

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**THE WHITE HOUSE**

*Office of the Press Secretary  
August 6, 1998*

**EXECUTIVE ORDER 13096****AMERICAN INDIAN AND ALASKA NATIVE EDUCATION**

By the authority vested in me as President by the Constitution and the laws of the United States of America, in affirmation of the unique political and legal relationship of the Federal Government with tribal governments, and in recognition of the unique educational and culturally related academic needs of American Indian and Alaska Native students, it is hereby ordered as follows:

Section 1. Goals. The Federal Government has a special, historic responsibility for the education of American Indian and Alaska Native students. Improving educational achievement and academic progress for American Indian and Alaska Native students is vital to the national goal of preparing every student for responsible citizenship, continued learning, and productive employment. The Federal Government is committed to improving the academic performance and reducing the dropout rate of American Indian and Alaska Native students. To help fulfill this commitment in a manner consistent with tribal traditions and cultures, Federal agencies need to focus special attention on six goals: (1) improving reading and mathematics; (2) increasing high school completion and postsecondary attendance rates; (3) reducing the influence of long-standing factors that impede educational performance, such as poverty and substance abuse; (4) creating strong, safe, and drug-free school environments; (5) improving science education; and (6) expanding the use of educational technology.

Sec. 2. Strategy. In order to meet the six goals of this order, a comprehensive Federal response is needed to address the fragmentation of government services available to American Indian and Alaska Native students and the complexity of inter-governmental relationships affecting the education of those students. The purpose of the Federal activities described in this order is to develop a long-term, comprehensive Federal Indian education policy that will accomplish those goals.

## (a) Interagency Task Force.

There is established an Interagency Task Force on American Indian and Alaska Native Education (Task Force) to oversee the planning and implementation of this order. The Task Force shall confer with the National Advisory Council on Indian Education (NACIE) in carrying out activities under this order. The Task Force shall consult with representatives of American Indian and Alaska Native tribes and organizations, including the National Indian Education Association (NIEA) and the National Congress of American Indians (NCAI), to gather advice on implementation of the activities called for in this order.

## (b) Composition of the Task Force.

(1) The membership of the Task Force shall include representatives of the Departments of the Treasury, Defense, Justice, the Interior, Agriculture, Commerce, Labor, Health and Human Services, Housing and Urban Development, Transportation, Energy, and Education, as well as the Environmental Protection Agency, the Corporation for National and Community Service, and the National Science Foundation. With the agreement of the Secretaries of Education and the Interior, other agencies may participate in the activities of the Task Force.

(2) Within 30 days of the date of this order, the head of each participating agency shall designate a senior official who is responsible for management or program administration to serve as a member of the Task Force. The official shall report directly to the agency head on the agency's activities under this order.

(3) The Assistant Secretary for Elementary and Secondary Education of the Department of Education and the Assistant Secretary for Indian Affairs of the Department of the Interior shall co-chair the Task Force.

## (c) Interagency plan.

The Task Force shall, within 90 days of the date of this order, develop a Federal interagency plan with recommendations identifying initiatives, strategies, and ideas for future interagency action supportive of the goals of this order.

## (d) Agency participation.

To the extent consistent with law and agency priorities, each participating agency shall adopt and implement strategies to maximize the availability of the agency's education-related programs, activities, resources, information, and technical assistance to American Indian and Alaska Native students. In keeping with the spirit of the Executive Memorandum of April 29, 1994, on Government-to-Government Relations with Native American Tribal Governments and Executive Order 13084 of May 14, 1998, each participating agency shall consult with tribal governments on their education-related needs and priorities, and on how the agency can better accomplish the goals of this order. Within 6 months, each participating agency shall report to the Task Force regarding the strategies it has developed to ensure such consultation.

## (e) Interagency resource guide.

The Task Force shall identify, within participating Federal agencies, all education-related programs and resources that support the goals of this order. Within 12 months, the Task Force, in conjunction with the Department of Education, shall develop, publish, and widely distribute a guide that describes those programs and resources and how American Indians and Alaska Natives can benefit from them.

## (f) Research.

The Secretary of Education, through the Office of Educational Research and Improvement and the Office of Indian Education, and in consultation with NACIE

and participating agencies, shall develop and implement a comprehensive Federal research agenda to:

- (1) establish baseline data on academic achievement and retention of American Indian and Alaska Native students in order to monitor improvements;
  - (2) evaluate promising practices used with those students; and
  - (3) evaluate the role of native language and culture in the development of educational strategies. Within 1 year, the Secretary of Education shall submit the research agenda, including proposed timelines, to the Task Force.
- (g) Comprehensive Federal Indian education policy.
- (1) The Task Force shall, within 2 years of the date of this order, develop a comprehensive Federal Indian education policy to support the accomplishment of the goals of this order. The policy shall be designed to:
    - (A) improve Federal interagency cooperation;
    - (B) promote intergovernmental collaboration; and
    - (C) assist tribal governments in meeting the unique educational needs of their children, including the need to preserve, revitalize, and use native languages and cultural traditions.
  - (2) In developing the policy, the Task Force shall consider ideas in the Comprehensive Federal Indian Education Policy Statement proposal developed by the NIEA and the NCAL.
  - (3) The Task Force shall develop recommendations to implement the policy, including ideas for future interagency action.
  - (4) As appropriate, participating agencies may develop memoranda of agreement with one another to enable and enhance the ability of tribes and schools to provide, and to coordinate the delivery of, Federal, tribal, State, and local resources and services, including social and health-related services, to meet the educational needs of American Indian and Alaska Native students.
  - (h) Reports. The Task Force co-chairs shall submit the comprehensive Federal Indian education policy, and report annually on the agencies' activities, accomplishments, and progress toward meeting the goals of this order, to the Director of the Office of Management and Budget.

Sec. 3. Regional partnership forums. The Departments of Education and the Interior, in collaboration with the Task Force and Federal, tribal, State, and local government representatives, shall jointly convene, within 18 months, a series of regional forums to identify promising practices and approaches on how to share information, provide assistance to schools, develop partnerships, and coordinate intergovernmental strategies supportive of accomplishing the goals of this order. The Departments of Education and the Interior shall submit a report on the forums to

the Task Force, which may include recommendations relating to intergovernmental relations.

Sec. 4. School pilot sites. The Departments of Education and the Interior shall identify a reasonable number of schools funded by the Bureau of Indian Affairs (BIA) and public schools that can serve as a model for schools with American Indian and Alaska Native students, and provide them with comprehensive technical assistance in support of the goals of this order. A special team of technical assistance providers, including Federal staff, shall provide assistance to these schools. Special attention shall be given, where appropriate, to assistance in implementing comprehensive school reform demonstration programs that meet the criteria for those programs established by the Departments of Labor, Health and Human Services, and Education, and Related Agencies Appropriations Act, 1998 (Public Law 105-78), and to providing comprehensive service delivery that connects and uses diverse Federal agency resources. The team shall disseminate effective and promising practices of the school pilot sites to other local educational agencies. The team shall report to the Task Force on its accomplishments and its recommendations for improving technical support to local educational agencies and schools funded by the BIA.

Sec. 5. Administration. The Department of Education shall provide appropriate administrative services and staff support to the Task Force. With the consent of the Department of Education, other participating agencies may provide administrative support to the Task Force, consistent with their statutory authority, and may detail agency employees to the Department of Education, to the extent permitted by law.

Sec. 6. Termination. The Task Force established under section 2 of this order shall terminate not later than 5 years from the date of this order.

Sec. 7. General provisions. This order is intended only to improve the internal management of the executive branch and is not intended to, and does not, create any right or benefit, substantive or procedural, enforceable at law or equity by a party against the United States, its agencies or instrumentalities, its officers or employees, or any other person. This order is not intended to preclude, supersede, replace, or otherwise dilute any other Executive order relating to American Indian and Alaska Native education.

WILLIAM J. CLINTON

THE WHITE HOUSE,

August 6, 1998.

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## THE ARIZONA COMMISSION OF INDIAN AFFAIRS

*Our Mission: "Build partnerships to enhance tribal-state partnerships and economic prosperity for the 21 Indian Tribes/Nations of Arizona."*

The Arizona State Legislature established the Arizona Commission of Indian Affairs (ACIA) in 1953 to "consider and study conditions among the Indians residing within the state." The Legislature changed this mission in 1986, by requiring ACIA to serve as the State's liaison with Indian tribes. Arizona Revised Statutes 41-541 to 543 charge ACIA with gathering and disseminating facts that tribal, state, and federal agencies need to work together effectively; assisting the State in its responsibilities to tribes; and working for a greater understanding between Indians and non-Indians.

ACIA coordinates frequent, structured, government-to-government communication between the state and tribes so that jurisdictional and other important issues can be discussed and resolved. ACIA accomplishes its mission by conducting the Arizona Indian Town Hall, facilitating post-Indian Town Hall/Legislative Process workshops and meetings between tribal and state stakeholders, publishing a Resource Directory and Newsletter, maintaining a Web site, tracking legislative bills, and other similar activities.

The Commission consists of nine board members, including seven Indian and two non-Indian members appointed by the Governor. Eight ex-officio members serve by virtue of their office, including the Governor, Attorney General, Superintendent of Public Instruction and the directors of the Department of Health Services, Transportation, Economic Security, Department of Commerce, and the Office of Tourism, or their representatives. The statute requires that the Commission meet on a quarterly basis on the second Thursday of the first month of each quarter and may hold additional meetings upon the call of the Chairman.

Staff members include an Executive Director appointed by the Governor, a Business Development Representative, a Project Specialist and an Administrative Secretary.