INDIAN EDUCATION

HEARING

BEFORE THE

COMMITTEE ON INDIAN AFFAIRS
UNITED STATES SENATE

ONE HUNDRED NINTH CONGRESS

SECOND SESSION

ON

OVERSIGHT HEARING ON THE STATUS OF INDIAN EDUCATION

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THURSDAY, MAY 25, 2006

U.S. SENATE,
COMMITTEE ON INDIAN AFFAIRS,
Washington, DC.

The committee met, pursuant to notice, at 9:30 a.m. in room 485 Senate Russell Office Building, Hon. John McCain (chairman of the committee) presiding.

Present: Senators McCain, Akaka, Dorgan, and Murkowski.

STATEMENT OF HON. JOHN McCAIN, U.S. SENATOR FROM ARIZONA, CHAIRMAN, COMMITTEE ON INDIAN AFFAIRS

The CHAIRMAN. Good morning and welcome to the oversight hearing on Indian education. One of the most important issues facing our Nation continues to be the education of our children. Providing a quality education for every child is critical not only to the prosperity of our Nation, but to ensuring that each child reaches his or her full potential.

However, these obligations appear to go unfulfilled for Indian children. According to the 2005 National Assessment of Education Progress report issued this week, only 18 percent of Indian fourth graders scored at or above the proficient level in reading; 52 percent scored below basic levels. For Indian eighth graders, only 14 percent were at or above proficiency in math, with 47 percent below basic levels and 17 percent at or above proficient in reading; 41 percent scored below basic levels.

Last summer, we held an oversight hearing on the same topic and were informed that many developments were in the works to improve Indian education. The committee was concerned that the academic achievement of Indian children fell behind their non-Indian peers, but was pleased to hear the commitment from the Administration in changing those results.

I look forward to hearing what has been achieved since last summer, and welcome the witnesses.

Senator Dorgan.

STATEMENT OF HON. BYRON L. DORGAN, U.S. SENATOR FROM NORTH DAKOTA, VICE CHAIRMAN, COMMITTEE ON INDIAN AFFAIRS

Senator DORGAN. Mr. Chairman, thank you very much, and thanks for holding this hearing.

About 2 months ago, this committee and myself held a listening session on youth and education issues at the Standing Rock High

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School in Fort Yates, ND. We were joined by tribal leaders from throughout the entire region, and we heard from a good many people who spend nearly every hour of every working day with Indian children. These were school administrators, child psychologists, teachers, members of school boards, and members of the community.

I started that day in Fort Yates, in fact, Mr. Chairman, with about 1 dozen students and a 1-hour conversation with no one else present, just myself and 1 dozen students at the Fort Yates school. It was a fascinating discussion to talk about their lives and the issues they face.

Those students and their fellow students throughout Indian country are our best guides on how to provide the tools for them to succeed. One of the things that is important is that we do need new textbooks and new classrooms. Those things are important, but more than that, for many children on Indian reservations, sometimes it is as basic as finding a bed to sleep in at night, having a drug and alcohol free environment in which to live, and healthy food to eat.

The young basketball player on the Fort Yates basketball team was homeless, sleeping in different houses every night, just finding places to stay, and yet he was a basketball player on their high school basketball team. Those are the kinds of things they confront.

I am really pleased today that the witnesses are a good cross-section of folks who will discuss many education issues to reflect from the youngest to the oldest students. I have been a big fan of tribal colleges, as you know, Mr. Chairman. So we have a lot to do with respect to Indian education.

I want to tell you, you and I have had schedule issues in recent hearings. The Energy Committee is holding a hearing at 10 o'clock that I had requested be held on railroad rates and captive shippers, so I have to go over to the Energy Committee. I apologize for that.

But one of the witnesses today was someone I had asked to join us, and Mr. Chairman, thank you for your consent. He is Dr. David Gipp. Dr. David Gipp has committed his life to education. He is one of the premier education leaders in our country. He is the president of the United Tribes Technical College in Bismarck, ND, a really extraordinary institution. He is going to be on the second panel. If Dr. Gipp would stand up just so that we all recognize Dr. David Gipp. Thank you for being with us.

I don't know whether I will be back from the Energy Committee by the second panel, but I do want to give special recognition to education excellence. We recognize it when we see it, and I certainly see it in Dr. Gipp and what is happening at the United Tribes Technical College.

Again, the three key issues for us are always education, health care and housing. Mr. Chairman, you have scheduled hearings in a range of areas on all of these issues. Thank you for that leadership. Today, education is front and center and I appreciate all the witnesses who will come and testify.

The CHAIRMAN. Thank you very much, Senator Dorgan. We appreciate Mr. Gipp being here.

Senator Akaka.

STATEMENT OF HON. DANIEL K. AKAKA, U.S. SENATOR FROM HAWAII

Senator AKAKA. Thank you, Mr. Chairman, and thank you for holding this important hearing.

As a former educator and principal in the State of Hawaii, I have witnessed how the quality of education shapes not only our youth, but also our communities. By holding this hearing, the committee is taking a necessary step and leadership role in addressing a range of issues associated with American Indian, Alaska Native and Native Hawaiian education.

It is our responsibility as Government leaders to provide our youth with the resources and tools they need to become productive citizens and to fulfill their personal goals and ambitions. I am pleased that the U.S. Department of Education has reported gains in academic achievement of Native students. However, there is so much more that needs to be done to better meet the needs of BIA and tribal schools, especially regarding the recruitment and retention of highly qualified teachers, improvement of high school graduation rates, and the implementation of Native language and cultural programs.

As we develop solutions, we must be mindful of the unique challenges confronting our educators and our Native youth. Action and investment in the preservation of Native languages is needed. Last month, I introduced S. 2674 to promote the rights and freedoms of Native Americans to use, practice and develop Native American languages in order to ensure that children across the country are given the opportunity to develop their Native language skills.

Language is the primary means by which a culture's traditions and shared values are conveyed and preserved. It is imperative that we encourage our children to explore the uniqueness of their culture and identity, while developing an understanding of the world around them.

Language preservation requires partnerships to be forged that link young and elderly and strengthen their sense of pride and community. While I am unable to stay, Mr. Chairman, to hear testimony from our witnesses, I look forward to continuing to work with all of you to better meet the educational needs of our youth.

Thank you very much, Mr. Chairman.

The CHAIRMAN. Thank you, Senator Akaka.

Our first panel is James Cason, associate deputy secretary of the Department of the Interior. He is accompanied by Kevin Skenandore; and Darla Marburger, who is deputy assistant secretary for Policy, Office of Elementary and Secondary Education at the Department of Education. She is accompanied by Cathie Corothers, the acting director of the Office of Indian Education, and Thomas Corwin, who is the director of the Division of Elementary, Secondary and Vocational Analysis Budget Service.

Welcome, Mr. Cason. Please proceed. Welcome to the witnesses.

STATEMENT OF JAMES E. CASON, ASSOCIATE DEPUTY SECRETARY, DEPARTMENT OF THE INTERIOR, ACCOMPANIED BY KEVIN SKENANDORE, ACTING DIRECTOR, OFFICE OF INDIAN EDUCATION PROGRAMS

Mr. CASON. Thank you, Mr. Chairman.

I would like to take just a second and let Kevin introduce himself and tell a little bit about him. This is his first opportunity to testify in front of the Senate. He is currently the acting director of Indian Education.

The CHAIRMAN. Welcome.

Mr. SKENANDORE. Thank you, Mr. Chairman, members of the committee. Just a quick introduction. My name is Kevin Skenandore. I am a third generation Bureau of Indian Affairs [BIA] employee. My grandfather, Eli, was a carpenter. My father was an administrative officer; 30 years ago, I went to the Intermountain Intertribal School to take a look at their school, and I walked out with a job as a door maid. I worked through our system in 30 years. I bring that perspective. It is an honor for me to testify and to share the activities that are currently taking place in the Office of Indian Education Programs.

I do think we have some interesting information that you would like to hear about what we are doing in our Reading First programs, our FACE programs, and some of the programs that are identified in our testimony.

Thank you.

The CHAIRMAN. Thank you very much.

Mr. CASON. Good morning, Mr. Chairman and members of the committee. My name is Jim Cason. I am the associate deputy secretary of the Department of the Interior, exercising the responsibilities of the assistant secretary for Indian Affairs. I am pleased to be here to speak on behalf of the department and our Indian education programs.

With me, as you know, is Kevin Skenandore, who is currently the acting director of the Office of Indian Education Programs [OIEP] until Tom Dowd joins us as the director of OIEP on June 11. Kevin comes from the field, as you know, and he is the education line officer at Fort Apache. He has been instrumental in helping us design the management structures to improve our Indian education program.

As indicated in previous testimony, a comprehensive review of the BIA educational system was conducted with a determination that several changes needed to be made in order to improve the effectiveness of our educational services and programs provided by our BIA-funded school system, and in order to ensure that no child was left behind.

Based on this comprehensive review, it was clear to me that we needed to make some major changes in the way that we structured our OIEP leadership. The overall objective of our improved management structures changed the current organizational structure to reflect today's educational policies and the critical emphasis on improving student academic achievement, to reduce the span of control at the director and deputy director level, and to improve accountability. The improved management structure will provide some enhanced senior leadership and accountability in BIA education programs.

Basically, what is involved there is to add a senior level of leadership in the program. Right now, there is basically none. And then to stabilize our education line officer layer, and that is the closest to the field management structure in the program.

In response to the changing management responsibilities, OIEP worked with tribes and tribal school boards to develop the Program Improvement and Accountability Plan [PIAP] to improve the effectiveness of education services provided in bureau-funded school systems. The PIAP is basically an MBO process where we lay out clearly the goals, objectives, tasks, and sub-tasks and make assignments and put them on a schedule so that we can actually very deliberately pursue improvements in the program.

The purpose of the PIAP is to structure OIEP's approach to meeting six critical educational objectives. Objective 1, is to achieve adequate yearly progress at all BIA-funded schools. Objective 2, is ensure safe and secure schools. Objective 3, is provide free and appropriate public education for all eligible students. Objective 4, is improve administrative organizational management capability. Objective 5, is improve program financial accountability. And then objective 6, is improve communications.

Overall, our intentions are to provide improved communications and coordination between all of the parties who must contribute to the success of our Indian education programs. The improved management structure is intended to improve the management accountability of the education program. I firmly believe that the implementation of the improved management structure at OIEP, and the final transition in the fall of the opportunity for change and improvement and accountability in BIA's Indian education programs has begun.

I am confident that with the changes, the enhancement of academic achievement in Indian students will take place. We are looking forward to working with the Department of Education, the tribes, and this committee on Indian education.

Thank you for the opportunity to be here today to testify on these important issues. I would be happy to answer any questions you have.

[Prepared statement of Mr. Cason appears in appendix.]

The CHAIRMAN. Thank you very much, Mr. Cason. It is good to have you back.

Mr. CASON. Thank you.

The CHAIRMAN. Ms. Marburger, welcome to the committee.

STATEMENT OF DARLA MARBURGER, DEPUTY ASSISTANT SECRETARY FOR POLICY, OFFICE OF ELEMENTARY AND SECONDARY EDUCATION, DEPARTMENT OF EDUCATION, ACCOMPANIED BY CATHIE CAROTHERS, ACTING DIRECTOR OF THE OFFICE OF INDIAN EDUCATION; AND THOMAS CORWIN, DIRECTOR, DIVISION OF ELEMENTARY, SECONDARY AND VOCATIONAL ANALYSIS, BUDGET SERVICE

Ms. MARBURGER. Thank you.

Mr. Chairman and members, on behalf of Secretary Spellings, let me thank you for this opportunity to appear before you and to discuss the current status of Indian education. My name is Darla Marburger. I am the deputy assistant secretary for policy in the Office of Elementary and Secondary Education. I am joined today by Cathie Carothers, the acting director of our Office of Indian Education and Thomas Corwin, the director of the Division of Elementary, Secondary and Vocational Analysis, in our Budget Service.

The CHAIRMAN. Welcome to both.

Ms. MARBURGER. Your request for the department to testify on the matter of Indian education is very timely, with this week's announcements from the department's National Center for Education Statistics. We released the first report of the National Indian Education Study or NIES. This report contains new information for us on the educational progress of Indian students relative to that of students of other major student populations.

Today I would like to share briefly with you the findings of that study and some specific steps that we are taking to improve the academic achievement of American Indian and Alaska Native students.

First, I would like to point out that the National Indian Education Study is a two-part study to provide information on the condition of American Indian and Alaska Native education. This information can then be used by educational agencies, schools, parents, and others to develop education programs to improve the educational performance of Alaska Native and American Indian students.

The first part of the study, which was just released this week, reports results from the department's over-sampling of American Indian students on the 2005 National Assessment of Educational Progress [NAEP]. This was intended to generate adequate representation of Indian students in the NAEP. Without that, our sample is really too small to draw conclusive results.

The study provides us with the most reliable and complete data on Indian students' performance at the national level in reading and mathematics to date. It includes students from public schools, private schools, Department of Defense schools, and BIA schools.

The second part of the study, which will be completed and released this fall, consists of an in-depth survey that gathers information from American Indian and Alaska Native students and their teachers, and it covers demographic factors, school culture and climate, the use of traditional language and culture in the home, and teacher qualifications.

The results of part one of the study allow us to compare the academic achievement of Indian students to other students and to examine the achievement of these students over time and by region.

Data from the 2005 NAEP reading and mathematics show a consistent pattern of achievement results for American Indian and Alaska Native students. While comparisons between Indian students and other students show that Indian students tend to score lower than students in general, comparisons among racial and ethnic sub-groups show that Indian students generally achieved at a level comparable to that of Hispanic students, and somewhat above the level for African American students. The performance of all three of these sub-groups tends to trail that of white and Asian American-Pacific Islander students.

Our data also showed a small increase in the reading and mathematics achievement of Indian students between the 2003 and 2005 NAEP. While this is encouraging, we believe that most of these improvements are not statistically significant.

Other analyses document the continued achievement gap between Indian students and other students. The 2005 NAEP reading

data showed that among students who are eligible for free and reduced price lunches, Indian students scored lower on average than all other students who were eligible for this benefit.

I should mention as well that the study allows us to look at performance by region in the Nation. The study compared Indian student performance in three different types of locations: Central city, urban fringe or large town, and rural or small town. Those data showed that at grade four, Indian students in central city locations and in urban fringe or large town locations scored higher in reading and math on average than their Indian counterparts in rural or small town settings. We had similar results at the eighth-grade level in mathematics.

This is significant in comparison to our non-Indian students. In those cases, reading performance was higher in urban fringe or large town locations and rural or small town locations than in central cities.

The study provides comparisons in Indian student performance across five national regions, as well as a picture of Indian student achievement at the State level for seven States, which have at least 5 percent of the State student population as Indian students. Almost 50 percent of Indian students in the Nation reside in those seven States, which happen to be Alaska, Arizona, Montana, New Mexico, North Dakota, Oklahoma, and South Dakota.

The data allows us to see these comparisons. For example, they showed that Indian students in the north central region had a higher average score than Indian students in the Nation in both fourth-and eight-grade reading, and that, for example, Indian students in Oklahoma had a higher average score than Indian students in the Nation in both fourth-grade and eighth-grade reading.

There are greater details to the study and also greater details in the steps that we are taking to improve student education, but it will be submitted in the official written testimony.

At this time, my colleagues and I will be happy to answer any questions you may have.

[Prepared statement of Ms. Marburger appears in appendix.]

The CHAIRMAN. Thank you very much, Ms. Marburger. I read your written statement last night and I appreciate it. Both written statements will be made part of the record.

What is the degree of coordination between you and the BIA, in your view?

Ms. MARBURGER. We have really taken steps to increase the level of coordination, especially in the past year. We are having monthly conference calls and are in the midst right now of planning a technical assistance conference that we expect will take place this fall.

That technical assistance conference has included additional planning where we are together working on what content will be covered and what is most needed by the BIA schools.

The CHAIRMAN. If you regard the level of Indian education where I talk about it in my opening statement and a recent report, it seems to me that this is a squeaky wheel. I would urge you to make it a pretty high priority.

I understand that Native Americans are a small percentage of students throughout America and you have large responsibilities,

but where they are ranking by almost any determinant, they need a lot of attention and help.

Something that puzzled me a bit about the NAEP report. It shows that fourth-grade Indian students in rural areas and small town locations did worse in reading and math than those in central city or urban fringe areas. You point out that this is different than the pattern for non-Indian students, who scored lowest in central city locations. How do you explain this anomaly?

Ms. MARBURGER. I think part two of our study will help us with that because it is going to give us more specific information regarding educators. I do have some ideas.

The CHAIRMAN. Give me one.

Ms. MARBURGER. I think a lot of it has to do with the quality of the preparation of our educators in those rural areas and the quality of professional development in those areas.

The CHAIRMAN. In other words, what you are saying is they have difficulty recruiting teachers for BIA schools? Translation?

Ms. MARBURGER. All of our rural schools have that challenge in general.

The CHAIRMAN. Do you want to say something, sir?

Mr. CORWIN. Just to point out, most of the rural schools that are educating Indians are not in the BIA system. But out on the reservation or areas around reservations, those are very challenging environments in which to produce a quality education.

The CHAIRMAN. There are challenging environments in the inner cities, too.

Mr. CORWIN. Yes; but I think what we might tease out, just to guess about these new data, is that in the Native American context the rural areas may provide some particular challenges that we are not finding in other areas. It is new data to us. We clearly have to take a more careful look at it.

The CHAIRMAN. Well, take a more careful look at it and report to us as soon as you finish the careful look. I think it is an issue that we need to try to pay more attention to.

Mr. Cason, as you know, this committee, thanks to the leadership of Senator Dorgan, has really been concerned about this youth suicide issue. What are you doing on that issue?

Mr. CASON. Mr. Chairman, we are also very concerned about it. We have been coupling together our law enforcement program. We are scheduled to meet with the IHS Director, Dr. Grim, this afternoon to talk about that.

What we are trying to do is take a look at the causal factors that might lead to suicide, particularly in our education system, and then in the broader Indian community, and looking to identify causal factors and looking at identifying what we can do about it.

I think, Mr. Chairman, it is reasonably fair to say that there are some pretty difficult conditions on a lot of Indian reservations, high unemployment, lack of infrastructure, lack of jobs, general economic poor conditions that lead to suicides at a higher rate.

The CHAIRMAN. I am sorry for interrupting, but I agree with everything you say, but that has always been the case. Now we are seeing an increase in youth suicide. Go ahead.

Mr. CASON. That is fine. I was basically just saying that we do recognize the same thing and we are looking into what might be

possible causal factors. There has been a long term situation on Indian reservations that is conducive to a high rate of suicide, and we are seeing if there is any incremental events. It hasn't come to my attention yet that there is an incremental event, but we are looking.

The CHAIRMAN. The indicators we have is it is on the rise. One of the things I want you to, and I think it is obvious, but one of the things I think you ought to look at is this connection between youth suicide on Indian reservations and the increased proliferation of methamphetamines.

Mr. CASON. That is one of the causal factors we are looking at.

The CHAIRMAN. All right. Thank you.

Senator Dorgan.

Senator DORGAN. Mr. Chairman, thank you.

Ms. Marburger, you have given us the description of the reports, the two part study. I have read through this. You indicate that Indian education is struggling in some areas. You have just described to Senator McCain some issues with respect to rural schools. The report seems to me to say that young Indian students are lagging behind all students generally in achievement. Is that correct?

Ms. MARBURGER. That is correct.

Senator DORGAN. And they are, however, generally on a par with students from other ethnic groups, perhaps who are living in areas of greater poverty in this country. Is that also correct?

Ms. MARBURGER. Yes, sir; at the same level, and in some cases above.

Senator DORGAN. Mr. Cason, you have seen all the studies. In fact, I had the GAO do an investigation of the condition of Indian schools, particularly BIA-owned schools. They are generally in tougher shape, less good repair than other schools across the country. Do you feel that that has an impact on Indian education and is contributing at least in some part to these lower scores?

Mr. CASON. Yes.

Senator DORGAN. And what is being done about that? I ask you the question with respect to BIA schools, but I recognize that the gentleman, what is your name, sir?

Mr. CORWIN. Tom Corwin.

Senator DORGAN. His comment about other schools that are not BIA, but nonetheless rural schools with predominant Indian students living near reservations, have very little property base, and therefore not much of a funding base for the schools. I recognize those schools are also in trouble. I have been in schools with 150 kids, 1 water fountain and 2 bathrooms. The kids are sitting in classrooms with desks 1 inch apart, a building that is 100 years old, portions of it condemned.

I have seen these schools and you ask yourself, is a little kid, a third or fourth grade kid in that school getting the same opportunity for education than a kid is getting in a shining new elementary school in another area? The answer is no.

So what are we doing about this? We know the problem exists. We have known that now for some years. What are we doing about it?

Mr. CASON. Well, Senator, as you know from other testimony we made in the context of appropriations, our Indian education system

contains almost 2,000 buildings of one sort or another, associated with 184 schools or dormitory facilities. If you take a look at the 2,000 buildings we have a pretty wide range of condition of them. Some of them are newly built and in very nice condition. Some of them are very old and in decrepit condition.

Over the course of the last 5 years, the Administration with the support of Congress has basically invested about $1.5 billion in renovating the system. So there has been material improvement over time for the system as a whole. However, there is still need that has not been fulfilled yet and we still do have a number of our buildings, somewhere on the order of 30 percent, that are still in pretty poor condition and that continue to need improvement.

Senator DORGAN. Mr. Cason, do you have an evaluation of what kind of investment is needed to bring BIA-owned schools up to par? And if so what that would take year by year? And what percentage of that we are now meeting with the President's budget request?

Mr. CASON. I don't have a specific figure, Senator. I know that we have invested about $1.5 billion and we are on the order of about 70 percent of the schools and facilities are at good or better condition. I have not placed an estimate on what it takes to get the other one-third.

Senator DORGAN. Shouldn't we do that, though?

Mr. CASON. That sounds reasonable.

Senator DORGAN. A $1.5 billion expenditure, I understand that number. What I don't understand is what is not being done.

Mr. CASON. Okay. We would be happy to look into that and get you an answer.

Senator DORGAN. If we had the money or if this was considered a priority, for example, a bigger priority than repealing the estate tax, just as an example, if we considered this a priority, what kind of funding would be required to bring these schools up to par in what period of time? How much per year are we underfunding that?

So I think the committee would benefit from that and understand, then, what the shortfall is.

One other question. There is a great deal of unhappiness as you know in Indian country about the BIA's proposal to realign its education functions. That reorganization was something that was a prominent part of the discussion at the listening session I held in Fort Yates. Can you tell us what you are doing and why you are doing it? I understand an injunction has been filed, I believe it was yesterday, by some of the tribes in the northern Great Plains.

Mr. CASON. Yes.

Senator DORGAN. What is it that has persuaded you to do this? Why are you doing it and what will you accomplish?

Mr. CASON. Okay. That is a great question, Senator. I would be happy to talk about it.

Overall, what we did in looking at the Indian education program is look at all the various components of it. One of the issues is management. I would like to start off this answer with, there is no one single bullet to address all of the ills that we have in our Indian education program to achieve success.

Right now, as an overall matter, two-thirds of our schools are failing to meet AYP and that is clear that that is not the kind of

success rate that Congress or the Administration will find acceptable. So we started looking at all of the components of the Indian education program to figure out what needed to be done.

Part of what we have done is produce the PIAP, the Improvement Accountability Plan and an MBO for making improvements. One of the elements we looked at was management structure. In looking at Indian education, one of the things that was abundantly clear is there was a lack of senior management attention. We have about 5,000 employees in this organization, and we had a total of 1 sitting senior executive. If you look at the Department of Energy, they have about 1 senior executive for every 30 employees. In the Department of the Interior, as an average, we have 1 for every 250 employees.

So on average, I was about 20 senior executives short in the Indian education program. So what we did is went to the Secretary and to the Office of Personnel Management and asked for seven new SESers as opposed to 20 to at least bring some senor management help into this program.

We also looked at a director's position when shopping for a new director. We have selected a person, Tom Dowd. He will be in in about 2 weeks to start his leadership in the program. That was an important element.

On the Education Line Officer layer, which is associated with the lawsuit you just talked about and the complaints that you received in the Dakotas, we have had extensive consultation with Indian tribes in the Dakotas. Their consultation has gone over the period of the last couple of years before we end up making decisions about what to do.

On that education line officer layer, basically what we did is looked at the number of dollars we thought we had available for that layer; looked at what we needed across the country; basically made decisions about relative staffing and workload associated for each ELO office and what they needed for critical mass of technical skills in an office, and then apportioned in a very objective, rational way how much resources we had available for each set of schools we had across the country.

Where we ended up is we originally had 22 education line officers with about 100 staff people. We ended up with 19 education line offices with about 100 people, and what we are looking to do is reconfigure somewhat, and in my opinion it is not a large reconfiguring, but reconfigure somewhat the location fo the ELOs, what their tasks are. We are upgrading the staff to get higher level people with more knowledge and more experience into the system. We are moving toward the direction of having people that can provide technical assistance, rather than staff.

So that is basically what we are doing.

Senator DORGAN. Mr. Cason, that was everything I wanted to know and more, a long description of what I am sure is something you have put a lot of time on. I have to tell you that I am a little bit perplexed when I hear that what we need to fix the system is more senior executive management staffing. I mean, in fact I think there is probably an inverse relationship between effectiveness on the one hand and senior executives on the other in the Federal Government, just because of the way bureaucracy works.

But having said all that, the reason I asked the question is the concern about the line education function and what seems to me to be a constant and an inevitable desire to centralize, rather than decentralize. Particularly in our area and I am sure in other areas as well, as they centralize more and more of these things and more and more of these functions, you get farther away from the role of educating.

But I will send you a list of questions, if I might, about this because I am curious about its impact and its effect. The tribes tell me there was precious little consultation, but I will ask you some questions about that as well.

Mr. CASON. We would be happy to answer all those questions.

Senator DORGAN. At the end of the day, the chairman and I are interested in one thing: How do you effectively deliver the education that is needed by the students who desperately want to be educated out there across the country? We have a responsibility. We run schools on military reservations. I go to those schools on air bases. We run those schools. Those schools are in good shape by and large, and we run them well.

And then we have responsibility for another set of schools, the BIA schools, and I am distressed that years after the GAO has said that those schools are in miserable shape, by and large, one-third of them are in miserable shape, that we have not really done the things we should have done as trustees and as those responsible for the education of these children. So I hope we can do more and accomplish more.

Mr. Chairman, as I indicated, I have to go to the Energy Committee for a hearing that I had requested. I apologize that I have to leave, but thank you for calling this hearing.

The CHAIRMAN. Thank you, Senator Dorgan.

Senator Murkowski.

Senator MURKOWSKI. Thank you, Mr. Chairman.

I am sorry that I missed the testimony here this morning. I was actually wearing my mother hat and taking care of my son's enrollment for next year and buying the books.

The CHAIRMAN. A worthy cause.

Senator MURKOWSKI. A worthy cause.

Ms. Marburger, it is good to see you again. You probably know where I am going to go with my question. I am going to again repeat my invitation that the Secretary of Education, Secretary Spellings, come to Alaska. We have in the State, we have the highest proportion of indigenous people. As compared to any other State out there, our statistics as they relate to achievement are not something to be proud of right now. We know we have some challenges.

We also know that we have made some successes in certain areas when given the flexibility. I know that you have had an opportunity to come to the State and experience first hand some of the challenges that we face out in the more rural schools in our villages. Again, I would repeat that invitation to the Secretary through you to take the time to come up and see what we are dealing with.

I can't stress enough the importance of that field trip. We will continue to try to work with her schedule, but I would like you to personally deliver that message back to her.

The question that I have for you this morning is how we can within what we have before us, with No Child Left Behind, how we can continue what I believe are the very important cultural immersion language programs that we have up north for our Yupik and Inupiaq students.

We are seeing great success in some of these models in terms of capturing the children's attention for education. We are making education more relevant, I believe, through use of their cultural heritage languages, but No Child Left Behind put some limitations on that.

I would like to hear your perspective in terms of what we can do in the State to work with the department, work with the Alaska Department of Education, to still boost those academic scores and meet the standards so that we know that our kids out in the rural villages are getting the education that they need, while at the same time being able to focus through their Native cultural languages. Can you speak to that for just 1 moment?

Ms. MARBURGER. Sure, I would be happy to. In the area of working with the Native languages and being able to still at the same time monitor student achievement of the academic content standards, there needs to be some way of measuring that achievement. We feel through our conversations with the various State officials that the best way to do that at this time, given the various tools available, is via accommodations to the regular test since there is not an assessment currently available in the Native language.

While that is an option, I understand that is one that the State has not chosen to pursue developing such an assessment, which is difficult whenever you don't have a lot of the tools available to be able to develop that assessment.

So the next option available to us really is working on using accommodations and making sure that your teachers know those accommodations and are teaching with those accommodations for purposes of assessing. Those accommodations need to be done in a manner that doesn't invalidate the assessments of those students.

We are more than happy to have conversations and provide technical assistance in that area, to the State.

Senator MURKOWSKI. How can we facilitate that? Is that something where somebody from the department here in Washington needs to come up to Alaska and work with the State Department of Education, work with the teachers out in the areas. How do they know what it is that they can do?

Ms. MARBURGER. I would need to be something that would be initiated by the State Department of Education. They would request the assistance from us. We would be happy to come and to provide that, and to work with them on being able to more thoroughly address the issue of assessing students who are being instructed in their Native language.

Senator MURKOWSKI. Are there other Native immersion schools within the BIA-administered schools, where you are trying to incorporate the immersion language, Native cultural languages as well?

Ms. MARBURGER. I will defer to my colleagues from BIA for that answer.

Mr. SKENANDORE. There are. There is one particularly in Navajo, Rough Rock Demonstration School.

Senator MURKOWSKI. Can you tell me how that school is doing in terms of meeting the academic standards that have been put out?

Mr. SKENANDORE. We can extract that information and submit that to you. As a matter of fact, the most recent annual report from the school will be due June 2.

Senator MURKOWSKI. I would look forward to that. One of the challenges that I think we have faced with our Alaska Native students is this educational relevance. How is this geometry lesson, how does it relate to the world of subsistence hunting and fishing? For a lot of these kids, it is not making sense. It is making sense when they have an opportunity to discuss these concepts in their heritage languages and utilize them in their day to day world.

So I would be curious to know if any other pilot projects out there are working and perhaps what tools and techniques they are utilizing.

Mr. SKENANDORE. Could I add an additional response to that, Mr. Chairman?

The CHAIRMAN. Sure.

Mr. SKENANDORE. We just completed a study called Improving the Performance of Indian Schools. The study was just completed yesterday. It ranked our top five achieving schools, our lowest five, and also the Hopi schools, which all made adequate yearly progress. It speaks to your concerns, Senator Murkowski. We can deliver that product to you. It just became available today.

Senator MURKOWSKI. Great. Thank you very much.

Thank you, Mr. Chairman.

The CHAIRMAN. Thank you very much.

I thank the witnesses. We look forward to continuing our work with you on this very important issue. Thank you for appearing today.

Panel 2 is Ryan Wilson, who is the president of the National Indian Education Association; Ivan Small, who is the board secretary of the National Association of Federally Impacted Schools, and he is also the Superintendent of the Fort Peck School District in Poplar, Montana; and Beth Kirsch, who is a Series Producer Between the Lions, WGBH, Boston, MA. Ms. Kirsch is accompanied by Bernie Teba, who is the Native American Liaison, New Mexico Children, Youth and Families Department in Santa Fe, NM. And David Gipp, who is the president of the United Tribes Technical College in Bismarck, ND.

I would like to mention to the witnesses that, with my apologies, we are about to have a vote. Senator Murkowski and I will have to go in a few minutes. In fact, Senator Murkowski, maybe if you would want to go vote and then come back and take over for me once the vote starts. Would that be agreeable?

I thank you very much. That way we won't have to interrupt the hearing.

Mr. Wilson, welcome and thank you for your good work, and thank you for being here.

STATEMENT OF RYAN WILSON, PRESIDENT, NATIONAL INDIAN EDUCATION ASSOCIATION

Mr. WILSON. Thank you, Chairman McCain. Good morning to you.

My written testimony provides a comprehensive overview of the issues that are affecting Indian education. I would also like to ask your permission to submit some other documents for the record as well.

The CHAIRMAN. Without objection, those documents will be made part of the record, and all the written testimony will be made part of the record, of all the witnesses. Thank you.

Mr. WILSON. Thank you. I appreciate that.

[Referenced documents appear in Mr. Wilson's prepared statement in the appendix.]

Mr. WILSON. I would like to give you and the committee a panoramic overview briefly in these brief statements. Senator Murkowski expressed concern over immersion programs, as has Senator Dorgan. Language revitalization is dear to our hearts.

The National Congress of American Indians, as well as the National Indian Education Association, has made it our number one priority in education this year for the simple fact that our window of opportunity is rapidly closing. At lightning speed, we are losing our repository of language speakers, of fluent speakers, and once that is gone, there will never be an ability again to reclaim or revitalize our languages.

As I said, at lightning speed we are losing them. Meanwhile, at horse and buggy pace, we are making attempts to reclaim them that are just not trading any kind of impact. We believe through our research, through scientifically based research and best practices, that not only does language revitalization engender the sense of cultural identity and resilience in our young people, but it also elevates their academic success. We want to express a little bit about that today, Mr. Chairman.

I want to take you on a mental flight, so to speak, maybe starting in Alaska. As she said, the Inupiaq people and their immersion programs. We are so very proud of what they are doing over there as well. We also have a school named Ya Ne Dah Ah. It is run by the Athabascan people in the village of Chickaloon. These students have graduated out of eighth grade over there and they are performing substantially better than all of their counterparts that are going to school just 60 miles south of them in the city of Anchorage, where they are receiving what we consider mainstream education.

Going on down to your great State of Arizona, we look at the Rough Rock Community School there, which was the first contracted school by a tribe in America here, a 638. Our colleague, Mr. Skinadore from the BIA, will get you that data, but I could tell you now those students are doing better than their Navajo counterparts as well on those mainstream tests.

As is the Navajo students that are Fort Defiance in the immersion school there, which is actually a public school on Navajo land. If we can go on north up to Browning, MT, our great leader in this movement of revitalization, Darrell Kipp and the Piegan Institute has also sent many, many students on into Browning school system, the Browning High School over there, and they as well have

achieved substantially better than their counterparts, the Blackfeet students that are going there.

Let's go on over to the great State of New York, the Akwesasne Freedom School, which recently won a major award by Harvard University, Mr. Chairman, just for the incredible impact that they have made on their community. We have a young girl there that we are also very proud of, named Curry Ramson, who just received a Gates Millennium scholarship and will be attending college as well.

So not only are these schools being acknowledged by some of the elite universities across America, also some of the most innovative funders in the philanthropy world have taken a great interest in them as well. What they have found is that this is a great commitment and this is a great investment.

What we have seen throughout Indian country is that these innovative approaches are outpacing that which has been achieved by the Department of Education and the BIA. What we would like to see is the Congress take hold of this and invest and really make a substantial impact on these schools.

We are so very pleased that Senator Akaka introduced S. 2674, the Native American Language Act Amendments. We would also like to thank the cosponsors of that, Senator Inouye, Senator Baucus, Senator Johnson, and of course Senator Dorgan. We believe in 1992 when Congress created that Native American Language Act and enacted it, it ushered in joyous daybreak to a long, long dark night of apathy when it came to revitalizing these languages. This particular bill, we ask for a markup as soon as possible and we also hope for swift passage of it because we believe it will really do something and etch across the pages of history in Indian education really a new day.

It is going to give us the tools that need to not only carry on our sacred heritage and our way of life, but elevate academic achievement. Right now, Senator, all the education research, and you have just seen it by the report that was released, and you are going to see it by the BIA report. I haven't reviewed that yet, but when it comes out you are going to see what we have been doing isn't working. It has been a commitment to mediocrity.

We want a commitment to excellence and we believe this is the way forward on that.

Thank you, Mr. Chairman.

[Prepared statement of Mr. Wilson appears in appendix.]

The CHAIRMAN. It hasn't been working for a long time, has it?

Mr. WILSON. Absolutely, it hasn't.

The CHAIRMAN. Thank you, sir.

Mr. Small, welcome.

STATEMENT OF IVAN SMALL, BOARD SECRETARY, NATIONAL ASSOCIATION OF FEDERALLY IMPACTED SCHOOLS, AND SUPERINTENDENT, FORT PECK SCHOOL DISTRICT, POPLAR, MT

Mr. SMALL. Thank you.

Good morning, Mr. Chairman and members of the committee. My name is Ivan Small and I am the Superintendent of the Poplar Public School District in Poplar, MT. I thank the committee for in-

viting me to testify, and I have submitted my complete testimony to the committee for consideration.

I currently serve as the Secretary of the National Association of Federally Impacted Schools. NAFIS represents the needs of children in Federally connected school districts. I also represent over 120,000 Native American children as president of the National Indian Impacted Schools Association.

My purpose is to share with you the issues faced by federally impacted public schools proudly serving 120,000 American Indian children. The Impact Aid Program provides the lifeblood for public school districts that, like Poplar, have a high percentage of students who reside on land we cannot tax. Without impact aid funding, our district would not open its doors.

Our students face four challenges: First, meeting the standards of No Child Left Behind; second, our overwhelming facility needs; third, the impact of State equalization; and fourth, the effect of the changing demographics of the Impact Aid Program.

So how well are we helping the Indian child meet the challenges of No Child Left Behind? It is important to first note that, although the BIA school remains the most visible symbol of Indian education, 93 percent of American Indian students attend public or private schools.

We are grateful today for the opportunity to give our children a voice. The Indian student's potential is not being realized. Though he develops cognitive skills similar to other children, he achieves below the national norm tests. In addition to generational poverty, geographical isolation, and a myriad of community problems, he often attends a rural school deficient in resources and unattractive to highly qualified teachers.

Additionally, large numbers of Indian students alternate between BIA and public schools, much as military-dependent children alternate between the Department of Defense and public schools. The Department of Defense, at the insistence of Congress and with the support of many members of this committee, has made considerable progress toward addressing this issue. It is time we also establish a formal partnership between the public schools and the BIA schools serving the same children. This one Indian child concept will help the Indian child navigate two totally separate and different systems.

Mr. Chairman, the second issue is the deplorable condition of many of our buildings, primarily due to a negligible tax base. Last year, the entire impact aid community—to protect basic impact aid funds—suggested to the House and Senate that they redistribute $27 million from construction to basic operations, barely maintaining a stable funding stream.

Much like the Significant Facilities Report done by the Department of Defense in the late 1980's, called the Dole Report, a similar study of our facilities by the GAO would illustrate to this committee, Members of Congress, and the American public the stark reality our students face daily in their halls, cafeterias, playgrounds, and in their classrooms.

Issue number three is equalization. Section 8009 of the Impact Aid Program allows a State to credit a district's impact aid payments against their State aid receipts. Currently, New Mexico,

Alaska, and Kansas meet the section 8009 criteria. The problem, Mr. Chairman, is that in these States, equalization is more a matter of equalizing down, holding down State aid and penalizing our children, while equalized impact aid payments can keep tax rates down for shopping centers and golf courses.

We hope that this committee, sometime before the reauthorization of the Elementary and Secondary Education Act, would hold at least one hearing on this subject.

Finally, we are deeply concerned about the changing demographics of the Impact Aid Program. Mr. Chairman, all 1,400 impact aid school districts receive money from the same pool. Thus, when changes occur to one category of districts, causing a drain on program resources, all districts are affected.

As the nature of the U.S. military quickly changes, the demographics of the Impact Aid Program will change dramatically.

Due to three ongoing Department of Defense initiatives, impact aid will be forced to absorb tens of thousands of military-dependent children, a fact ignored by the Administration's fiscal year 2007 budget. One such initiative is global re-basing. Over 70,000 uniformed service personnel will return stateside from bases overseas, with an estimated 32,000 to 42,000 school-age children. Impact aid will have to absorb the cost of these children, reducing basic support payments to all.

Because of these initiatives, NAFIS projects an annual increase of $36 million to $46 million for five years just to maintain basic payments. Mr. Chairman, this will penalize all federally impacted districts. Our challenges are sizable and will require significant efforts by everyone. We can honor our commitment to our children by providing them the highest quality education possible, and we at NAFIS and NIISA are committed to this goal.

Thank you, Mr. Chairman.

[Prepared statement of Mr. Small appears in appendix.]

The CHAIRMAN. Thank you very much.

There are only 3 minutes left to go in the vote, so Senator Murkowski has been able to go vote. So we will have to come back, so we will have a very brief recess. I know that she is on her way back, and then we will go to Ms. Kirsch.

Thank you for being here. Thank you for your testimony. She should be here in just 1 minute.

The committee stands in recess for a few minutes until the arrival of the Senator from Alaska.

[Recess.]

Senator Murkowski [Presiding]. All right. We will be back on record.

I again apologize for the jack in the box routine that we do around here. I know that so many of you come from relatively far distances and I know you have a lot to say. Please do know that we do listen, sometimes in not the most consecutive order, but we do appreciate your being here.

I understand, Mr. Small, that you had finished your testimony.

Mr. SMALL. Yes.

Senator MURKOWSKI. With that, then we would go to Ms. Kirsch. Welcome.

STATEMENT OF BETH KIRSCH, SERIES PRODUCER—BETWEEN THE LIONS, WGBH BOSTON, ACCOMPANIED BY BERNIE TEBA, NATIVE AMERICAN LIAISON, NEW MEXICO CHILDREN, YOUTH AND FAMILIES DEPARTMENT

Ms. KIRSCH. My name is Beth Kirsch, and I thank you for the opportunity to speak before the committee today about the American Indian Head Start Literacy Initiative that we have done with Between the Lions. I am the Series Producer for Between the Lions, which is an award-winning PBS children's series that was created specifically to help children learn to read.

In addition to broadcasting the series, we have a very strong commitment to reaching those children who are most at risk for reading failure. We began our efforts in Mississippi, which as many of you know, has among the lowest literacy rates in the country. We are now working with American Indian tribes in New Mexico and Montana.

We decided to reach out to New Mexico because we saw a need based on reading scores, which you heard a bit about today. We also saw it as an opportunity to work with many different tribes, and we felt that would be ideal for creating a model that could then be offered to other tribes outside New Mexico.

We also decided to focus our efforts on preschool because so many children enter kindergarten well behind their peers in vocabulary and letter knowledge, and even such basic concepts of how do you hold a book and know when to turn the pages and reading from left to right. When kids start out so far behind, it is just very, very hard for them to catch up.

To start this project, we invited Head Start directors to an initial meeting in New Mexico, and there was great enthusiasm for what we hoped to do because they saw the importance of increasing literacy among their kids. They also expressed a very strong interest in helping to shape the materials that we planned to offer so that they would be culturally sensitive and would succeed in their classrooms.

Eleven tribes agreed to participate. At the beginning of the project, we spent time with directors, with teachers and with cultural specialists from the tribes to get their input on the content and the approach of all the materials. At their suggestion, with our partner KNME, we created several new segments of Between the Lions that featured American Indian children, so that the kids would see themselves and their environment reflected in the materials that they would be using in their preschool centers.

The tribes also gave us significant input on the research design and the measures, again so that they would be culturally relevant.

What we provided to each Head Start classroom that participated was a set of three DVDs, which had 16 of our nationally broadcast shows edited specifically for preschool age children. We provided a DVD player. We provided a teacher's guide, which has extensive lessons that are also tried to Federal Head Start outcomes; a classroom set of 32 children's books. These books are just a sampling, but again, we made a focus on including authentic American Indian literature, stories set in the Southwest, as well as popular children's books.

They also got a bin of classroom materials, which included alphabet strips, bins of letters, poems, songs, et cetera, and then we provided training and ongoing support throughout the school year.

I want to just show a sample from the DVD segment. Each of the DVDs has Five to six of our edited shows. They can watch the whole episode. They can do scene by scene, so after they have watched a show, if they want to repeat a song or focus on a specific skill, they can do that. What I would like to show is one of the segments we filmed in New Mexico, which we filmed in the Cochiti and Ysleta Pueblos.

[DVD presentation.]

Ms. KIRSCH. The project also has a research study as part of it. We will be announcing the full results in a meeting in New Mexico next week. What we have seen are very significant gains in key literacy areas, including letter knowledge, picture naming, which is a measure of oral language and vocabulary, and phonemic awareness, which is a very important foundational skill in literacy, how you blend the sounds together to make words.

But perhaps the most promising funding, especially in contrast to some of the other dismal statistics we have heard earlier today, is that as a result of the project, the number of children at risk for reading failure based on a tool called the Get Ready to Read screener, decreased from 39 percent to 12 percent, and the number of children scoring above average increased from 23 percent to 64 percent.

We are interested in expanding these materials. Right now, we have 16 lessons. We would like to expand it to 32 for use in the full school year. We want to expand the use both in New Mexico and with tribes nationwide.

The success of this project has benefitted greatly from the support of Native American leaders in the State, and the key person who helped make the project a success is Bernie Teba, so I would like to turn it over to Bernie Teba for a few remarks.

[Prepared statement of Ms. Kirsch appears in appendix.]

Mr. TEBA. Thank you, Madam Chair.

My name is Bernie Teba. I am the Native American Liaison for the New Mexico Children, Youth and Families Department. I have been working with tribes and tribal organizations for over 20 years. I did submit written testimony for the record, so I am not going to repeat that, but the New Mexico No Child Left Behind data shows that American Indian children are at the bottom in terms of reading, math and science scores.

I have seen the enthusiasm of kindergarten and first graders. Because they don't have literacy skills, they start falling behind and become frustrated, and either drop out or fall further behind. So I strongly believe that early English literacy intervention is a critically needed step in the education of our Indian children.

Our data shows that this program does work. We provide the tools to a community-based program. Head Start is basically our flagship for early childhood development at the community level. So I strongly urge this Committee to provide the resources to continue programs like this and strengthen programs like this. So Head Start should be a priority, especially tribal Head Start, be-

cause again it is the first learning step for our Native American children.

I would finally like to publicly thank Senator Domenici for his initial sponsorship of the appropriation that made this project possible, and also the communities that we are working with, the 11 tribes that we are working with. It is an evidence-based program and because I do work in the State of New Mexico, we have a pre-K program.

This past legislative session, the legislature provided 150 percent increase for pre-K funding. Unfortunately, none of our tribes submitted under pre-K, so that is one of the things that I will be working on. It is to get programs like this funded by State government. But it is a Federal trust responsibility, so I again urge the Committee to consider funding programs like this.

Head Start is within the Department of Health and Human Services. I am not sure if the BIA or the Department of Education is talking to Head Start, but it is a critical component for education of our Indian children.

Thank you.

[Prepared statement of Mr. Teba appears in appendix.]

Senator MURKOWSKI. I will finally go to Dr. Gipp.

STATEMENT OF DAVID GIPP, PRESIDENT, UNITED TRIBES TECHNICAL COLLEGE

Mr. GIPP. Thank you, Madam Chair.

I appreciate the opportunity to be here on behalf of tribal higher education and United Tribes Technical College, of course, in Bismarck, ND.

I also want to commend our chair and our vice chairman, Senator Dorgan from North Dakota, for allowing us to be here.

I will summarize my remarks and ask that our record statement be placed in the record, if that is at all possible.

Senator MURKOWSKI. The full statement will be included in the record.

Mr. GIPP. Thank you very much.

Let me focus, then, on some of the summary remarks that are in that testimony, and a lot of the statistics and data that I am going to talk about in general are in that testimony as well.

I just want to point out that culturally appropriate higher education by and for American Indians and Alaska Natives really works. It is important that we make this a part of our policy in tribal higher education throughout America.

It is deserving of the full support of Congress and the executive branch. Indian people and Alaska Natives today want quality, culturally appropriate higher education as never before. We are busy building that through the 35 different tribal colleges and universities that we have had since the early 1970's.

United Tribes Technical College has been operating since 1969. We are a campus-based institution that is on an old military fort. We have two early childhood centers and a K through 8 elementary school on that campus. We serve over 1,100 students and we have grown about three times in the past 4 years to those 1,100 students and 500 children.

I look at this total number of students that we serve across America, the 35 different tribal colleges serving close to 35,000 students of the 180,000 or 175,000 American Indians that are attending various colleges and universities across the Nation.

We know that we are the fastest growing population when it comes to this area in terms of service. It is very, very critical, then, that Congress takes a hard look at how we can be assuredly provided the resources to give those opportunities to our various kinds of students that are up and coming.

Our college educated Indian population is contributing to our national and tribal economies as well. When I look at this kind of thing, we have many different kinds of programs, both at the certificate, the two year and the four year levels, as well as some graduate programs that are coming up through all of these institutions.

It is very important to look at the 2000 census and see that the percentage of the Indian population that had college degrees was less than that of the national average. When you look at the 25 percent or 27 percent that have college degrees in the United States, we only see about 11.8 percent the Native Americans that have completed.

And so it is very important that we deal with this unacceptable set of statistics. The tremendous growth of higher education has its price, and we know that the tribal colleges and universities are only funded at about 75 percent of the authorized amount in the Tribally Controlled Community College Assistance Act. In the case of United Tribes, we have been left out of the budget for four times, five times coming up with the upcoming fiscal year, and so it is the same case with the Crownpoint Institute of Technology.

And yet we have the data and the statistics to show that we do a good job. We have 90 percent placement rates. We have about an 80-82 percent retention rate. We have good data and statistics to show and prove the Office of Management and Budget and the Department of the Interior that we are doing a great job when it comes to the challenges of meeting the educational needs of our students.

This assistance is very, very vital for all of us. So we ask that the Congress take a hard look at what kind of policy needs to be in place, as well as the appropriate kinds of appropriations.

I have attended just yesterday and the day before the National Indian Budget Task Force, or advisory board, that includes tribally elected officials and the BIA about things like the 2008 budget. I have attended these and I have met with the Office of Management and Budget. We know that we meet the data requirements that are part of what they call PART.

We also heard that the BIA plans to cut higher education scholarships by 100 percent in the year 2008 in its upcoming plans. We know that they are going to cut higher education scholarships in fiscal year 2007. We know that they are not going to include United Tribes and Crownpoint in fiscal year 2007.

So we ask to assure that the Congress make sure that these funds are there if we are going to have any kind of viability for tribal students who attend any of the tribal colleges, as well as

mainstream universities and colleges throughout the United States.

We particularly want to point out the programs that are available not only through the BIA scholarships, but also through the Pell Grants, the Department of Labor's Workforce Investment Act, the Carl Perkins Programs under section 116 and 117 of the Vocational Education Programs, as well as the TRIO Programs and the higher education programs enabled under the Higher Education Act that go through the Department of Education.

We believe that we need to be a major part of what is going to be happening in 21st century learning when we talk about the need for better facilities, institutional financial stability, and the use of technology and the access to that technology for learning purposes. We know that the return on investment is about a 20 to 1 return when we talk about all of these kinds of things.

We also would urge that Congress take a hard look at the Executive Order passed or put into place by President Bush. We believe that many of the Federal agencies that participate under the White House Executive order on Tribal Colleges and Universities needs to be better, better implemented. We believe that there are existing resources that do not need to have to cost additional dollars that could be done more efficiently. We urge that Congress urge the Administration to use these resources and these tools more effectively in dealing with Indian country.

I want to thank you very much for the opportunity to be here, and we appreciate this time.

[Prepared statement of Mr. Gipp appears in appendix.]

Senator MURKOWSKI. Thank you, Dr. Gipp, and thank you to all of the panelists that have joined us here this morning.

I think the common theme, at least from those that I have heard from this morning and in reading the testimony of the other two gentlemen, it is all about how we make education relevant to our American Indian and our Alaska Native children, to encourage that learning so that they rise up through the academic ladder and hopefully ultimately in some of the colleges that are available to them.

Mr. Wilson, I appreciate your being here and all the good, good work that you do on behalf of the National Indian Education Association. I am sorry that I missed your comments, particularly recognizing the efforts that we are making in Alaska with the immersion programs.

I had an opportunity to go out to Chickaloon and go into a very small school, but an opportunity to talk with and meet the young students there who were, it was not a complete immersion program, but speaking in their Native cultural language, and an enthusiasm about school and about being there. You can tell when a child, particularly when they hit about fifth or sixth grade, if they are not enthused about school, it shows in their whole body. It shows in how they conduct themselves in the classroom.

These kids were genuinely happy to be in school. There was a love for what they were doing that was just very transparent. I would agree with you that Congress does need to look at how we can facilitate such immersion programs, such language programs to get that love for learning across to the children.

Ms. Kirsch, I so appreciate what you are doing at the early stage in preparing the children for school, kind of instilling in them the love for learning, but really to be ready to learn. I could not agree with you more that it is these programs that get the kids excited about what they are doing and comfortable with school, that are a predictor of how they are going to feel about school.

We have good Head Start programs in Alaska. I had an opportunity to visit an Even Start program out in Hoonah, a small Native village down in Southeastern Alaska, where I learned that it is not enough to just deal with the, I guess you would call it the pre-literacy or the early learning literacy, but to help the parents with their literacy skills as well. Because what we were finding was that many of these parents could not read to their children.

So we can encourage the children all we want to read at home, have your parents read, but if the parents are not literate themselves, so what I learned through this Even Start program was that if we can provide for the literacy for the adults to work with their children, it kind of empowers the kids, too, to be helping their parents, but it also helps them with economic opportunities and jobs.

The question that I have for you, Ms. Kirsch, recognizing that up in Alaska we have literacy rates among our Alaska Native preschool children is very, very low right now. Do you have any plans with Between the Lions to work with Alaska Head Start directors to kind of replicate this program. Are you more situated down in the South/Southwest, or do you have opportunities elsewhere?

Ms. KIRSCH. Well, we went to New Mexico really as a pilot. Right now, we are very interested in working with other tribes. We started working with the Cree Tribe at the Rocky Boy Reservation in Montana. There is an American Indian Head Start Directors Conference in Washington, DC in June, and we are hosting a luncheon and inviting Head Start directors from those States that have large American Indian populations in Head Start.

So we are very interested in working with other States. We feel now that we have had the research, we have a sense that this can really work and it makes a difference not just for the kids, but for the teachers themselves, when they find that the material helps them organize their day, gives them a way to plan and conduct literacy activities.

The teachers have also said that there has been a lot more parent involvement as a result of them doing the project. One of the teachers gave us an example of a parent picking up a child one day and the child saying to their dad, "You are big and I am little." And the dad says, "Oh, how do you know that?" And he says, "We have been learning about big and little today. We watched Little Big Mouse and a lion is big and the mouse is little."

And so the parents became interested in what they were doing in the program, and so there has been a lot more conversation about it. What we found in the work that we are doing in Mississippi is that many of the teachers there are not literate. It is not just the parents. It is the teachers. We didn't come across that in New Mexico as much as in Mississippi. And the teachers themselves are learning more about reading and the sounds the letters make and strategies for becoming good readers themselves.

Senator MURKOWSKI. I will throw this out to any of you here at the panel. How important is it, at the same time that we are trying to encourage literacy and academic achievement, how important is it that we have the parental involvement in terms of coaching with the homework or just being supportive at all about approaching school? Mr. Wilson?

Mr. WILSON. Yes, Senator; if I may. It is imperative. It is critical. What we see in the schools is that, and you heard it from the Department of Education today and from the Bureau of Indian Affairs, that the environmental conditions are inextricably linked to academic success. We know those problems and issues in the home don't just stay in the home, and they don't stay on the school bus. When those children get off of that school bus, they come into the schools.

But there have been so many historical barriers to inclusiveness with parents in Indian education, and that is what we are trying to remove as well, those barriers. A lot of that goes into local control, tribal control, functional school boards, and parental outreach into the communities, strong after school programs that engage parents. All those factors you see in mainstream communities have not been replicated in tribal communities because of a lot of these barriers. A lot of them, unfortunately, have been driven by Federal Indian policy and education policy as well. But we have to attack that and really remove that and not use it as an excuse.

But those children in their homes, and if their parents are not there, it just isn't going to work. There is going to be a disconnect.

Mr. TEBA. Madam Chair, I can speak from personal experience. I have five children. Four of them are grown. With our youngest child, she is currently in the sixth grade. We did things a little more differently. We got involved as parents. My child is in the sixth grade. She was tested at the 12.3 reading level. It was because of parental support, us getting involved. We didn't do that much with our older children. They struggled. So it does make a difference to have parents involve.

Senator MURKOWSKI. Mr. Gipp, did you want to make a comment?

Mr. GIPP. Yes; I was just going to point out that that is the kind of model we use at the United Tribes Technical College, is the family model, if you will, and all of the issues that relate to both learning, education, counseling, all of those things. In other words, we are basically educating the child in the early childhood centers, in the case of elementary schools, and the adult attending post- secondary classes.

But also providing the supportive services, both for adults and children, so that the whole family can really begin to learn how to interact appropriately and become supportive of each other as they learn both academically, socially and vocationally, and building a model that includes a wraparound system of bringing the resources to the family so they can pick and choose and learn how to do that in more effective constructive ways.

That is the kind of thing that we really employ when we talk about education, as well as learning.

Senator MURKOWSKI. How do we disseminate the information? You can identify some best practices. You can identify things that

need to be done, but how do you get that out? For instance within the National Indian Education Association, how do you use that as a forum, Mr. Wilson, to advance the ideas, the best practices, whether it is out to the teachers or out to the local school board in an area?

Mr. WILSON. Well, part of the problem with that is the standard best practices that we have all been looking at have been non-Indian models. So there has always been a difficulty in implementing those in tribal communities.

What we do at our convention is, you know, we get anywhere from 3,000 to 5,000 people coming to it. We do create a venue there for tribal best practices to be disseminated at that convention. The constituency that we represent deals with virtually all the 600,000 Native American children in America here that are going to school. There is really serious jurisdictional issues between tribal grant schools, Bureau of Indian Affairs schools, public schools, our friend here, Mr. Small, who deals with impact aid schools, and tribal lands and all of those.

So what we are interested in is, wow, and I think the Department of Education will be addressing this, their Office of Indian Education, with their own best practices. We do want to advance those. We do want to get those out there.

Senator MURKOWSKI. Let me ask you about that, though. You have identified some best practices, but you recognize that it is not necessarily consistent with the model that is currently being used for other schools across the country, that don't deal primarily with American Indian or Native children. Do you get pushback from the Department of Education saying your model doesn't replicate what we envision coming from the Department of Education?

Mr. WILSON. I am glad you asked that, Senator, because the actual truth is there is a huge effort to only advance scientifically based research. What we are saying is, we still need time, they need research dollars. I am specifically talking about those immersion schools and what they have created and how they do longitudinal studies in tracking those young people as well.

But what we have seen is an all out effort to really, through this methodology that only acknowledges reading and math and adequate yearly progress and what that means, which is just geared toward these tests. Now what has happened is there is this proliferation of just coaching the test, teaching the test.

There has been a national alignment of curriculum, regardless of what schools they are, to meet those State standards and that information which is on the test. That is not, I repeat, it is not allowing for innovative and creative approaches, or acknowledging in tribal communities those best practices that really incorporate cultural integrity in education. I am specifically talking about these immersion schools.

Senator MURKOWSKI. Does the department say, well, there is flexibility within the regulations, we can figure it out; or is it, no, it just doesn't fit because your scores obviously indicate that your school is not meeting AYP?

Mr. WILSON. You could actually ask that question better than myself, because what you have done with Secretary Spellings and prior to that Secretary Paige, you have negotiated with them; you

have worked with them to create flexibility. As a U.S. Senator, that could huge effort. Imagine little tribal communities trying to navigate just these incredible obstacle and bureaucracy in doing so. It is very cumbersome. It is very difficult.

We were told that. We were also several years ago, there was even money appropriated by the Department of Education, I believe $10 million, to help work with tribes to create their own benchmarks and assessments, and through negotiated rulemaking with the Bureau of Indian Affairs, to really have an assessment that would meet those unique needs.

Unfortunately, that effort failed. That never came to light. What was adopted eventually was the State standards at the Bureau of Indian Affairs schools. We really believe we are at a point with our capabilities that we should be able to in tribal communities, specifically those that have a critical mass of tribal learners, create their own assessments and their own tools and their own measurement.

So again, I am going to use that word, there is a disconnect between the letter of the law and that flexibility that is written in there, versus actual reality. There is a gap between that promise and fulfillment in reaching that.

Senator MURKOWSKI. Ms. Kirsch.

Ms. KIRSCH. I just want to speak a little bit to the research. One of the efforts that we made with this project was in developing the materials to make sure they were culturally relevant.

But we also made an effort on the research for some of these very reasons. Just for example, if you are trying to measure a child's mastery of vocabulary and their language skills, if you use a standardized test like the Peabody Picture Vocabulary Test, and you have a picture of a typical house that most people in this room would recognize as a house, a child in Cochiti Pueblo might not recognize that as a house. So they are not going to say that that is a house. It will show that their language skills are in deficit.

One of the things that we did is we sat down with all the research measures that we were contemplating using, with representatives from the tribes, and looked at all the pictures. If something is a hat, but it is called a cap, or vice versa, we really tried to select pictures that were going to be culturally relevant. There were certain tribes where their children cannot point to certain animals. So even if that is the right answer on the test, they are not going to point to that.

So I think there is also an issue with the research measures themselves and how culturally relevant those measures are and are they really capturing all of the skills, particularly in literacy, that the children do have at that age.

I think the challenge even in creating these materials, the tribes that we worked with at the end were very, very grateful to have had the opportunity to help create them, because what they said is generally they are handed materials, whether it is from Head Start or elsewhere, here is the curriculum to use, and they haven't had any hand in what those materials are going to feel like and look like, and how they can anticipate them being used in their classrooms.

So I think that is just another important thing to look at overall in terms of best practices on materials or even the assessments that are being done.

Senator MURKOWSKI. It is such a key point. I think perhaps those that are not familiar with very distinct ethnic groups that have unique aspects to them. I am thinking specifically of our Alaska Natives. When I go into the classroom in some of the villages, and you look at the little alphabet board up there that has the animal attached to the letter ″A,″ it is a very different series of pictures than what I experienced as a kid growing up in a more urban setting. It is pictures that these kids can relate to, whether it is the berries or the animals or the whale, or whatever. But they can relate to them instead of having it be some foreign thing that the do not understand.

When you get into a standardized test and it is asking a question that uses the word "sidewalk," and you are a child that has never seen a sidewalk, doesn't have any idea what it is, you might be able to get to solving the story problem, but your mind gets hung up on what is a sidewalk. And these are things that we do need to take into account as we are talking about how we assess the children; how we provide for a meaningful measure.

This, I think, gets to your point, Mr. Wilson, about having some flexibility. It is difficult to take a Federal standard like we have with No Child Left Behind, and just evenly apply it across 50 States and say, "this is how we test our children."

My kids, both of my boys were part of a two-way Spanish immersion program from the time they were in kindergarten through the time they left the school. It is one of those where you kind of hold your breath for the first couple of years because, quite honestly, it doesn't seem like they are doing as well in their English testing as you would like them to be. As a parent, you are concerned that you might be jeopardizing that academic opportunity.

But about midway through third grade, the statistics show that that child is evenly matched up in the Native language, the language that you speak at home, and the language that you are learning there. After that, the kids blast off the charts in terms of their academic proficiency in two languages.

We talk a lot here in Congress about how we need to encourage our kids in science and math and technology. That is a huge part of being a competitor in a global society. But equally advantageous to us is when we can speak multiple languages. If a multiple language includes your Native cultural heritage language, that again, expansion fo the mind, the brain, I only see it as a win.

But it is a struggle. In my son's school, we had to fight every year for continued funding because it was a pilot program. People thought we were experimenting with our children's education. And it wasn't until they got through about six years of the program and students were achieving and doing very well, that the school board finally said maybe this is a program that we want to keep around. What they have done is they have expanded it, and the waiting list to get into this public school is year after year. It draws students.

So the successes are there with immersion programs in languages such as Spanish. We have Japanese, we have Russian now in the Anchorage school district. So it ought not to be such a strug-

gle to get immersion programs within our Native cultural languages. And yet it seems that it is that way, that it is still being viewed as pilot and too experimental.

I would like to think that we have the research back there. That is why I was interested in Mr. Cason's studies to understand how other immersion schools are doing.

I am talking too much. I ask if any of you have any final comments that you would like to make this afternoon?

Mr. GIPP. Madam Chair, the only thing I would like to reiterate is the need for the Committee to look at the issues of higher education, particularly in the area of, you mentioned research, and then the research that is ongoing through some of our tribal colleges and universities. Some of those include the issue of language, culture and those kinds of things.

While I can't go into them here because of a lack of time, we are doing significant things when it comes to language and culture and history, and the restoration of those things back to communities through the tribal colleges and universities.

The second part, of course, is research in academia itself, in things like food and nutrition. We are doing a lot of work in the area of food and nutrition, as are other tribal colleges, because of the issues such as diabetes and because of the issues of health and those dire circumstances that we have all heard about out in Indian Country.

There is a very, very critical role for tribal colleges and universities in this arena, and there is a whole list of things that are ongoing right now that can be, and I think need to be amplified in terms of resources available to them.

To do that I think is also essential to assure that higher education scholarships and technical training resources are available to students to do this kind of work, to enable them to learn better.

Right now, we have seen really a loss in terms of the priority by the Federal government, particularly the Bureau of Indian Affairs, in this arena. I mentioned that they are planning to wipe out higher education in the year 2008. The endowments for tribal colleges are scheduled to be eliminated 100 percent by next year. I have already mentioned these other cases.

Senator MURKOWSKI. Is that the President's budget then?

Mr. GIPP. This is the President's budget incoming from the Department of Interior. We need to assure that these resources stay in place and in some cases need to be amplified.

I have students today, I was talking to one last night, a White Mountain Apache student who is not getting the resources to attend summer school, for example, right now at our college. Our answer is, you keep on going, we will find the resources somehow, so that you can have the scholarships to go on. This thing is immediate.

I have seen so many GS-15s come in and talk to us at OMB and at the Department of Interior, and the parade of speeches the last two days. Give me 1.5 GS-15 FTE positions, and I will fund 200 students for eight weeks, Madam Chair.

Senator MURKOWSKI. Thank you. I appreciate your comments. I don't know which GS-15 is going to volunteer back here.

Mr. Wilson?

Mr. WILSON. Madam Chair, again thank you for your time. Like yourself, I am a parent of three children in a school system. My one daughter goes to Mescalero Tribal School in New Mexico. While she is not a Mescalero, I always say she is a captive down there, and I am always worried about her, but they go to such a beautiful school.

And then my son is in Seattle public schools where I reside. And my youngest daughter is in a Native American Montessori School in Portland, Oregon that is funded by the Department of Education. So it is an interesting experience. I share your concerns as a parent.

I want to thank you for carrying on the commitment of your father as well, who was a pioneer in this immersion effort and this revitalization effort. We don't like to use the word "preservation." It is like we want to put our languages out there and make them dynamic and living, not in a jar or on a shelf somewhere in a museum or anything like that. We want them living and real. Your family has really had that commitment.

The sad, tragic truth of this whole matter is that tribal America, we are the only people really subjected to Federal policies to quash their languages, to kill these languages. We have an opportunity here. As I said earlier before you came in, it is closing rapidly. We are in the last, last minute, the 59th minute of the last hour, I should say, if we are going to do this and change this. We really have to reward, as you said earlier, contextual learning, experiential learning and expeditionary learning that reaches the same goals that we are all desirous of. So I applaud you on that.

Prior to you coming in as well, Senator Dorgan and Chairman McCain had issues with the report that came out about rural schools and how our young people were doing there. We asked the Committee on Indian Affairs to look into that, because the simple truth is there are very few incentives now for highly qualified teachers to come out into our communities, to come out into these rural areas.

As you know, our Nation's highways and roads carry people far away from where we actually live. They never see these conditions. It is unfortunate, but what is facing those young people there, they don't have after-school educational opportunities. They don't have high quality libraries. They don't have these state of the art facilities and technology. They don't even have housing for teachers.

As you said so many times, you have places in Alaska where you have teachers residing in closets on campus. This shouldn't be, and this is part of the lack of equal opportunity that is facing our young people.

What was also mentioned was this issue with the brick and mortar and the BIA school construction. I would urge the committee to form a commission to look into this because the tribes keep blaming the BIA for dragging their feet on the brick and mortar, and the BIA keeps saying that the tribes aren't ready with their impact studies; they are not ready with their blueprints; they are not ready with these things.

In the meantime, the cost of construction is going up exponentially every day. Every hour it is getting higher. If we don't solve this now, it is never going to get solved in a proper manner and

we are going to be having this same discussion year in and year out. The priority list keeps changing. As we are building these new ones, other buildings are crumbling and we are going to be spending more and more money on that.

Chairman McCain asked, what would it take; what would that investment take to fix these schools now? I urge you guys to form that commission to look into that because right now everybody is pointing fingers and nobody is coming up with those solutions for how we need to keep moving on that backlog.

Finally, it was mentioned about suicide before you came in as well, and this epidemic. This is not an epidemic, what is happening now. This is a continuation of something that has been very sad and tragic in our country, only now there is more media on it; there is more attention on it, because the Committee on Indian Affairs has taken a serious interest in it.

Where my mentor, Dr. Gipp, is from, they had an epidemic outbreak there back in 1997 and 1998. Assistant Secretary Glover tried to address it at that time. Here we are, all these years later, Mr. Cason is expressing concern on that as well. But what have we actually done? What is the safety net that we have created for these children?

I will tell you, there is a finality in hanging yourself or shooting yourself, but there is also a slow death in alcoholism and drug use and these other things. It is just the same. It is suicide.

What we have to do is get back to this culture, our languages, and this whole sense of resiliency, and bicultural competence and bilingualism creates the healthiest minds. The best that we have in Indian country comes from those people that can fluctuate smoothly between these both worlds.

So I would just leave you with that final note. I thank you for your time, your commitment. We appreciate it.

Senator MURKOWSKI. Thank you.

Mr. Small, just very briefly because we are going to have to conclude.

Mr. SMALL. The National Association of Federally Impacted Schools and the National Association of Indian Impacted Schools, also support the S. 2674 of language survival. It is a proven fact that children do learn, just as you say, in two languages. Window Rock, AZ, under Superintendent Deborah Dennison, last year made AYP and they had a full immersion school, and have done very well. She has since moved on to another school.

We talk about facilities. Mr. Wilson has asked about taking a look at the facilities in the BIA schools. We serve 93 percent of the Indian children in the public schools. Our facilities are in need also. Along with that study, just as I say in my testimony, we really need a GAO study on that issue, and especially the issue of equalization of our impact aid funds.

Senator MURKOWSKI. Thank you.

Mr. SMALL. Thank you.

Senator MURKOWSKI. Ladies and gentlemen, thank you. I appreciate your testimony this afternoon.

With that, we stand adjourned.

[Whereupon, at 11:20 a.m., the committee was adjourned, to reconvene at the call of the Chair.]

APPENDIX

ADDITIONAL MATERIAL SUBMITTED FOR THE RECORD

PREPARED STATEMENT OF BETH KIRSCH, SERIES PRODUCER, BETWEEN THE LIONS

Hello, my name is Beth Kirsch, and I'd like to thank you for the opportunity to speak before this committee. I am the series producer for Between the Lions, the award-winning PBS children's show created specifically to help children learn to read.

In addition to the broadcast series, which reaches 4 million weekly viewers nationwide, Between the Lions is committed to reaching those children most at risk for reading failure. We began with a project in Mississippi, which has the lowest literacy rates in the country, and most recently have been working with American Indian tribes in New Mexico and Montana. The results so far have been very encouraging, and I will tell you more about the work we've done in a minute. First I'd like to give you a little more background about Between the Lions.

The television series premiered in April 2000 and airs daily on PBS stations around the country. To date, we have produced 90 episodes, all focused on building children's love of reading and improving key literacy skills, such as phonemic awareness, phonics, vocabulary, comprehension, and fluency. The series is produced by WGBH—the public television station in Boston, along with Sirius Thinking in New York, and Mississippi Public Broadcasting.

Between the Lions was created with reading experts from around the country, and every character and segment of the show draws on scientific research about how children learn to read. Scientifically based research has also demonstrated that children who view the series gain more literacy skills and at a faster rate than children who don't watch the show. Between the Lions was one of the first new PBS series supported by Ready To Learn funding, and we are very grateful to Congress for continuing to support the Ready To Learn program.

Through our initial work with two communities in Mississippi, we learned three important lessons:

No. 1. It is essential to focus attention on preschool literacy, because so many children enter kindergarten well behind their peers—in vocabulary, letter knowledge, and even such basic skills as knowing how to handle a book. When you start out so far behind, it is very, very difficult to catch up.

No. 2. Preschool teachers often have little or no early childhood education or training in how to teach literacy. In fact, many are not even aware of the critical role they play in helping children become good readers once they enter kindergarten.

No. 3. Preschool teachers need easy-to-use, sequenced materials that help them plan and carry out literacy activities.

With all this in mind, we decided to create a project for American Indian children in New Mexico, because we saw a tremendous need based on national reading scores, and because we would have the opportunity to develop our materials with the input of many different American Indian tribes. We saw this as a pilot that, if successful, could then be offered to other American Indian Head Start programs.

When we first presented the idea to tribal Head Start directors we were greeted with much enthusiasm as well as a strong interest in helping us shape the materials so that they would be culturally appropriate to each of the tribes. In partnership with KNME, the public television station in Albuquerque, we spent considerable time with directors, teachers, and cultural specialists from the tribal Head Start programs, getting their input on the content and approach for all the materials we provided. In fact, at their suggestion, with KNME we filmed several new segments featuring American Indian children, so they would see kids like themselves in familiar landscapes reflected in the materials they viewed. The tribes also gave us significant input on the design of the research study and the measures that were used, again to make sure they were culturally sensitive.

For example:

- A typical drawing of a house would be instantly recognizable to anyone here, but that's not what a house looks like in Cochiti Pueblo. So, a standardized test might show that that child doesn't know the meaning of the word "house."
- Some tribes have prohibitions against children pointing to pictures of certain animals, so a child won't point to that picture even if it's the right answer. We avoided pictures of any animals that fell into this category.

Eleven tribes agreed to participate in the project, which began in fall 2004, with Federal funding that Senator Domenici helped secure. For each of their Head Start classrooms we provided:

- A set of 3 DVDs, with 16 of our episodes edited so that they were better suited for preschool children.
- A DVD player.
- A teacher's guide, with extensive lessons designed to meet Head Start literacy outcomes and state preschool standards.
- A companion set of 32 children's books, 2 per lesson, carefully selected to feature many authentic American Indian stories based in the Southwest.
- A bin of classroom materials, including alphabet strips, poem charts, songs, magnetic letters, word cards, flannel boards, et cetera.

We also provided considerable training for the Head Start teachers, to familiarize them with the materials and how to carryout the lessons. KNME and WGBH provided follow-up support and visited the classrooms throughout the school year.

Dr. Deborah Linebarger, assistant professor at the University of Pennsylvania, conducted a research study to determine whether this intervention improved the children's early literacy skills. She will be presenting her full findings at a meeting with the tribes in New Mexico at the end of this month. The initial findings are very positive, with the participating children making statistically significant gains in several key areas of literacy, such as:

- Letter knowledge.
- Picture naming: Oral language/vocabulary.
- Phonemic awareness: blending sounds to make words.

Perhaps the most impressive finding is that the number of children at risk for reading failure decreased from 39 percent to 12 percent, and the number of children scoring above average increased from 23 percent to 64 percent, based on the Get Ready to Read screening tool.

The Head Start teachers have told us that they have seen a real difference since they began using the Between the Lions materials. The children use more complex and expressive language, they're enthusiastic about what they're learning, and the teachers find it easier to plan and organize their day.

We are seeking to expand the materials from 16 lessons to 32, to cover a full school year. We are also interested in expanding the project within New Mexico, and to other American Indian tribes nationwide. Already we have begun working with the Cree Tribe at the Rocky Boy Reservation in Montana.

Since the beginning of the project, we have benefited from the support of Native American leaders in the state. One of the people who has helped make the project a success is Bernie Teba, who will talk more about the impact of this Between the Lions American Indian Head Start Literacy Initiative in New Mexico.

Thank you for your interest.

TESTIMONY
OF
JAMES E. CASON
ASSOCIATE DEPUTY SECRETARY
DEPARTMENT OF THE INTERIOR
AT THE HEARING
ON
INDIAN EDUCATION
BEFORE THE
COMMITTEE ON INDIAN AFFAIRS
UNITED STATES SENATE

May 25, 2006

Good morning, Mr. Chairman and Members of the Committee. My name is Jim Cason, and I am the Associate Deputy Secretary for the Department of the Interior, exercising the responsibilities of the Assistant Secretary - Indian Affairs. I am pleased to be here today to speak on behalf of the Department about Indian Education Programs. With me is Mr. Kevin Skenandore, currently the Acting Director for the Office of Indian Education Programs until Mr. Tom Dowd joins our management team as the Director on June 11. Mr. Skenandore comes to us from the field, as the Education Line Officer at Ft. Apache, Arizona and has been instrumental in the development and implementation of the improved management structure, which he and I will address later and provide a status report on the overall restructure.

Background

The Bureau of Indian Affairs (BIA), Office of Indian Education Programs (OIEP) provides education programs in 184 elementary, secondary schools and dormitories to federally recognized tribes. The BIA operates 62 schools and dormitories with the remaining 122 operated by the tribes through contracts or grants. These schools are located on 63 reservations in 23 states. The BIA has the functions of a State Educational Agency (SEA) for this nationwide school system.

During the 2005-2006 school year, BIA-funded schools served approximately 47,700 Indian students and residential boarders; however, less than 10% of all American Indian students in the United States attend BIA-funded schools. Approximately 5,000 teachers, professional staff, principals and/or school administrators and support personnel work within our BIA-operated schools.

OIEP also administers operating grants to 24 Tribal Colleges and Universities. Collectively, these Tribal Colleges and Universities offer more than 350 degree programs and 180 vocational programs. In addition, OIEP operates Haskell Indian Nations University, an accredited university serving approximately 1,800 students during the 2005-06 academic year, and Southwestern Indian Polytechnic Institute serving approximately 1,600 students.

Comprehensive Review of OIEP Follow Up

As indicated in previous testimony, a comprehensive review of the BIA Education System was conducted with the determination that several changes must be made in order to improve the effectiveness of the education services and programs provided in our BIA-funded school system and in order to ensure no American Indian child is left behind. Based on this comprehensive review, it was clear to me that one of our major risks is lack of consistent OIEP leadership and a functional management structure.

Today, I would like to discuss with you our progress, challenges and future plans for Indian Education in the following four focus areas:

1. Status of Improved Management Structure
2. Educational Leadership and Instructional Management
3. The Road Map - Program Improvement and Accountability Plan (PIAP)
4. Changing Role of Division of Compliance, Monitoring and Accountability (DCMA)

Status of Improved Management Structure

The overall objective of the Improved Management Structure is to change the current organizational structure to reflect today's educational policies and the critical emphasis on improving student academic achievement, to reduce the span of control at the Director and Deputy Director level, and to improve accountability. The Improved Management Structure will provide enhanced senior leadership and accountability to the BIA education programs.

During August 2003, the Director, OIEP conducted 11 regional Tribal consultation meetings on a proposal to realign the current education line offices (ELOs). Based on comments and suggestions received from the consultation meetings, a revised proposal was distributed to Indian Country in March 2004 for comment. The proposal in Fiscal Year 2004 included the concept of consolidating the current 23 ELOs into nine regional education offices. For those communities directly affected by the realignment of the ELOs, the Director conducted additional open-forum meetings during April and May 2004. Based on a careful review of all comments made on the proposals, the Director, OIEP revised the proposal to create an improved management and functional structure for OIEP. Functionally, discussed in my final section, the OIEP reorganized its Center for School Improvement (CSI) dividing and absorbing its functions between a new division of Compliance, Monitoring, and Accountability and the ELOs.

Faced with the current and future changes, OIEP is committed to meeting the needs of the families and students attending Bureau-funded schools. The proposed improved management structure is intended to increase and elevate the senior management positions to: (1) improve accountability; (2) improve the span of control at the Director and Deputy Director level; (3) separate the administrative and instructional leadership responsibilities; (4) provide delineation of Public Law 100-297 and Public Law 95-561 as amended by Public Law 107-110, management authorities; and (5) align the organization to meet state requirements for achieving Adequate Yearly Progress (AYP).

Educational Leadership and Instructional Management

The improved management structure synchronizes the operational program functions of OIEP. It refocuses attention on the importance of instructional leadership and addresses the span of control at the Director and Deputy Director level. Also addressed is the accountability in the field offices by adding Education Specialists to serve as additional resources. Education Specialists will provide more guidance in instruction aligned with curriculum, state content standards and assessments. Simultaneously, all services provided will address the Program Improvement Accountability Plan (PIAP) at the local level focused on the improvement and accountability.

Under the improved management structure, OIEP is headed by a Director, who oversees the Division Chief- Compliance, Monitoring and Accountability, Deputy Director- Policy and Evaluation and Post Secondary, Associate Deputy Director-Division of Post Secondary Education, Deputy Director- School Operations, Associate Deputy Directors and Assistant Deputy Director- Administration (ADDA). The ADDA will oversee the budget, finance, acquisition, property, policy, performance management, records management, human resources, construction, facilities operations and maintenance, environmental, cultural and safety programs and equal opportunity as well as the Public Law 93-638 Contract process and the Public Law 100-297 Grant process. With the establishment of the ADDA to provide the administration oversight, the Education Line Officers will be able to focus their efforts on instructional leadership, which is paramount to addressing student achievement and meeting AYP requirements in the "No Child Left Behind Act" (NCLBA).

The technical assistance function of the CSI has been moved to the ELOs from its centralized location to the new regional structure. This puts the assistance closer to those who need it.

The Road Map – Program Improvement and Accountability Plan (PIAP)

In response to changing management responsibilities, the OIEP worked with Tribes and tribal school boards to develop a PIAP to improve the effectiveness of the education services provided in the Bureau-funded school system. The purpose of the PIAP is to structure OIEP's approach to meeting its six critical educational objectives: (1) Achieve Adequate Yearly Progress at All BIA-funded Schools; (2) Ensure Safe and Secure Schools; (3) Provide Free Appropriate Public Education for All Eligible Students; (4) Improve Administrative, Organizational and Management Capability; (5) Improve Program and Financial Accountability; and (6) Improve Communication.

This plan is designed to guide the OIEP at each level: the schools, the education line offices, and the national offices. Every Education Line Officer has completed a subsidiary PIAP for their agency office. Each administrator of a Bureau-operated school has completed a school PIAP as well. All these plans are inter-linked to ensure completion on all project activities at all three levels.

OIEP is committed to greatly improving its success rate in meeting the milestones listed in the PIAP. OIEP is also committed to improving communication on the PIAP and to making it our central guiding document. Finally, our goals used in the Government Performance and Results Act (GPRA) process and the Department's Strategic Plan are being realigned with the PIAP.

Changing Role in the Division of Compliance, Monitoring and Accountability

The Division of Compliance, Monitoring, and Accountability (DCMA) functions in the role of the State Educational Agency providing technical support to Bureau-funded schools as required by Public Law 107-110, "No Child Left Behind Act" and the reauthorization of Public Law 108-446, The Individuals with Disabilities Education Improvement Act (IDEA). The functions of DCMA were previously done by the Center for School Improvement.

With the reauthorization of the Elementary and Secondary Education Act (ESEA), the focus changed from not only holding schools and states accountable for the programs provided to high poverty students to also holding schools accountable for the these students' academic gains. In reauthorization of ESEA in 2001, the "No Child Left Behind Act" emphasized accountability for results in improving the academic success of students served by these programs. The statute required schools receiving Title I funds to achieve Adequate Yearly Progress (AYP) based on annual targets towards the goal of all students achieving academic proficiency in reading and mathematics by school year 2013-2014. Under the statute, a school achievement of its annual AYP targets is based primarily on student assessment results broken out by race and ethnicity, poverty, disability status, and limited English proficiency status.

The statute has also established the mandatory integration of "scientifically researched based" instructional strategies and challenging academic content into the design of school-wide plans that are focused upon specific targets in the school environment that will directly result in student academic achievement. OIEP has established guidelines that require schools in school improvement, corrective action, or restructuring status to develop improvement plans to address specific causes for a school's low performance. The statute requires the State Education Agencies to review and approve a plan for all schools in their respective State's jurisdiction. OIEP's DCMA will conduct this process.

Requirements under the reauthorized IDEA have also changed the role of the State Educational Agency. The state level general supervision has changed to focus on the monitoring of schools to ensure their compliance in the following areas.

1. Free and Appropriate Education Program (FAPE)
2. Least Restrictive Environment (LRE)
3. Procedural Safe Guards
4. Appropriate Use of Funds
5. Equitable and appropriate distribution of funds to meet the needs of students determined eligible for Special Education services.
6. The Special Education Advisory board
7. The Eligibility Document

8. The Coordinated Services Delivery Plan
9. The State Performance Plan

The changing role of the Education Line Officers to that of Instructional Leaders as opposed to General Administrators for federal programs will transfer the responsibility for development of elementary and secondary programs, training, and much of the technical support that was provided by the then Center for School Improvement to the Education Line Officers and their staff.

The DCMA is organized into four units that are designed to provide oversight for Supplemental and Special Education programs at the school level. The units that have been established as: the Branch of Supplemental Education Programs that includes Title I, Title II-Parts A and D, and Title IV-Parts A and B; the Branch of Special Education Programs that includes all Special Education state supervisory responsibilities; the Branch of Data that is responsible for all state level data acquisition and management, including the computation of AYP determinations for all BIA-funded schools; and the Branch of Monitoring that is responsible for all School-wide and Special Education monitoring, reporting, as well as the development of action plans to address school level findings and to provide corrective actions. Determination of rewards and sanctions are also included as part of the Title I functions and responsibilities at DCMA.

The DCMA under this configuration can address the responsibility for state supervision and insure statutory compliance. Monitoring and follow up for actions plans at the school level is critical for BIA schools to experience improvement and success. The redistribution and clarification of responsibilities for the DCMA will greatly benefit the schools under the improved management structure. This configuration not only serves our schools it enables the improved management structure to develop strong responsible relationships with the Department of Education, The Office of Special Education Programs, and State Educational Agencies in the 23 states in which our schools are located. Additionally, DCMA will be responsible for monitoring of Indian School Equalization Programs (ISEP) requirements.

Conclusion

Overall, our intentions are to provide improved communications and coordination between all of the parties who must contribute to the success of our Indian education programs. The improved management structure is intended to improve the management and accountability of the education program. I firmly believe that with the implementation of the improved management structure of OIEP, and with final transition in the fall, the opportunity for change and improvement and accountability in the BIA's Indian Education Programs has begun. I am confident that with the change, the enhancement of the academic achievement of Indian students will take place. We look forward to working with the Department of Education, the Tribes, and this Committee on Indian Education.

Thank you for the opportunity to be here today to testify on these important issues. I would be happy to answer any questions that you may have.

United States Department of the Interior

OFFICE OF THE SECRETARY
Washington, DC 20240

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AUG **2 1 2006**

The Honorable John McCain
Chairman, Committee on Indian Affairs
United States Senate
Washington, DC 20510-6450

Dear Mr. Chairman:

I am pleased to provide the responses to the questions submitted by Senator Pete Domenici following the May 25, 2006, Committee on Indian Affairs oversight hearing on Indian Education.

Should you have any questions, please contact the Bureau of Indian Affairs Congressional Office at (202) 208-5706.

Sincerely,

Jane M. Lyder
Legislative Counsel
Office of Congressional and
Legislative Affairs

Enclosure

cc: The Honorable Pete V. Domenici
       Committee on Indian Affairs

ISSUE

The Santa Fe Indian School in Santa Fe, New Mexico received an appropriation through the Department of the Interior in the amount of $38.5 million. This appropriation was intended to support much needed construction projects. This project was divided into three phases over three years.

Phase I and Phase II of the project have been funded and completed. The total dollar amount allocated for these projects was $28.5 million.

On June 4, 2002, a letter of commitment for $8.2 million to complete Phase III of the project was received. However, a second letter, dated September 18, 2002, cancelled that commitment. It is now estimated that in order to complete Phase III, Santa Fe Indian School will need $13 million. This increase is due to inflation as well as the increased costs of construction related materials.

QUESTION 1: Why was the Phase III money commitment cancelled and the promised money removed from the FY 2004 budget formulation?

> ANSWER: The Fiscal Year 2002 authorization and appropriation bills provided $23.2 million for Phase I of the Santa Fe Indian School Replacement project. The work included replacement of the high school's dormitory and classroom buildings, site preparation, athletic fields and utility services. The work was completed in August, 2004. The total project cost including planning, design and construction totaled approximately $25.8 million. Funds for the planning and design work were funded from the Advance Planning and Design budget.
>
> The Fiscal Year 2003 authorization and appropriation bills provided approximately $15.3 million for Phase II work including a student life center, middle school dormitory, and middle school classroom building. Work was completed in October 2005. The total project cost was approximately $16.3 million which included a construction cost increase of $471,500 and design cost of $574,000. Funds to cover the construction cost increase were reprogrammed from cost savings from other projects and the design was funded by advance planning and design funds.
>
> The total cost expended in accomplishing the first two phases of construction work was $42,176,705.
>
> In the process of budget formulation for the FY 2004, there was a review of all replacement school projects across Indian Country. The criteria for projects to be selected for inclusion in the 2004 budget and beyond included consideration of severity of need based on academic and physical condition of existing school facilities. Phase III of the Santa Fe Indian School project was included in the selection consideration process. In formulation of the FY 2004 budget and the ensuing five year plan, fourteen projects were announced as the next schools to be replaced. Phase III of the Santa Fe Indian

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School was not among the fourteen schools which were considered to be in the worst condition. The notice to the school that funding support for Phase III was being withdrawn was published at that time.

The work included in Phase III includes administrative office space, maintenance building, two gymnasiums and additional landscaping.

In addition to the Phase I and II work, there has been additional work accomplished at the Santa Fe Indian School. Old buildings that were replaced were demolished at a cost of $497,108, there have been improvements and repair projects for the gymnasiums and infrastructure that was to be replaced in Phase III accomplished at a cost of $675,155, there have been emergency repairs made at a cost of $93,096 and there has been hazardous material clean up and removal accomplished at a cost of $97,247.

In total new construction, improvements and repairs at Santa Fe Indian School total $43,539,311 since FY 2002.

QUESTION 2: Will the Office of Indian Education Programs commit to including the outstanding $13 million in their budget formulation so that this important project can be completed?

> **ANSWER:** The Office of Indian Education Programs budget formulation does not include construction funding. The Facilities and Construction budget formulation does include dollars for construction funding, however, in a review of pending school construction projects, Phase III of the Santa Fe Indian School was not as high a priority as other schools on our school construction priority list.

**Testimony of
Leonard Chee, Chairman
Navajo Nation Council
Education Committee
Before the Senate Committee on Indian Affairs
May 25, 2006**

"Leave No Native Child Behind"

Introduction. The No Child Left Behind Act established high standards and great expectations. Unfortunately, on the Navajo Nation, those standards have not been met and those expectations have been dashed. For example, of the 65 BIA-funded schools on the Navajo Nation, only seven (7) made adequate yearly progress in the 2004-2005 school year. Similar results are found in the public school system. The Navajo Head Start program has recently been suspended. If Navajo schools and Navajo students are to have a fair chance at meeting NCLB standards, the Federal government must establish a supportive legal framework and provide sufficient funding adequate to meet the need.

Overcoming great challenges. Navajo students face extraordinary challenges not common to other communities. Unemployment on the Navajo Nation hovers around 40%, much higher than the national unemployment rate during the Great Depression. With limited economic opportunity on the reservation, a high crime rate, and a rapid increase in gang activity as well as in the use of such devastating drugs as methamphetamine, the typical Navajo student must be firmly grounded to not fall prey to discouragement or temptation. In the midst of these conditions, Navajo schools are staffed by dedicated professionals seeking to create a supportive environment for their students.

The Navajo government takes the ongoing crisis in Navajo education very seriously. Our schools have struggled to provide culturally appropriate curriculum while meeting academic standards principally established by non-Indian communities. We want our children to know who they are and to be rooted in their identity as Diné (Navajo). We also want them to excel in mainstream society. Indeed, we strongly believe that most will only excel if firmly rooted in Diné language and culture. In a major effort to improve the performance of our schools, the Navajo Nation established in 2005 a Navajo Department of Education with responsibility for ensuring a culturally supportive, high-standard education for all Navajo students. We are seeking to take more responsibility and gain more control over the education of our young. We need the Federal government to support this effort.

The United States committed by treaty to the education of Navajo children. A Federal commitment to the education of Navajo children was a key provision in the U.S. – Navajo Treaty of 1868:

> **"ARTICLE 6.** In order to insure the civilization of the [Navajo] Indians entering into this treaty, the necessity of education is admitted, especially of such of them as may be

settled on said agricultural parts of this reservation, and they therefore pledge themselves to compel their children, male and female, between the ages of six and sixteen years, to attend school; and it is hereby made the duty of the agent for said Indians to see that this stipulation is strictly complied with; and the United States agrees that, for every thirty children between said ages who can be induced or compelled to attend school, a house shall be provided, and a teacher competent to teach the elementary branches of an English education shall be furnished, who will reside among said Indians, and faithfully discharge his or her duties as a teacher...."

The BIA-funded and public school systems on the Navajo Nation today are the direct result of this treaty provision (as well as other commitments made by the United States).

The Federal government should support local control of Native education by funding tribal education departments. The NCLB Act, as well as other federal laws, authorizes funding for the development and operation of tribal departments of education. Through such departments tribes can properly assume control over education in a manner that will produce better results. Unfortunately, the Federal government has never funded tribal education departments. In the funding chart below, you will see that the Navajo Nation is requesting $2 million for tribal education departments and also supports an increase in the authorizing language from $2 to $5 million.

BIA education reorganization needs close Congressional scrutiny. The BIA is reorganizing its education programs, providing for large funding increases for BIA management, while the programs themselves are desperate for funds. The Navajo Nation has been critical of the nature of the reorganization and asks that Congress examine closely the BIA's plan and its funding proposals in this regard.

Since the passage of the NCLB Act, the BIA has been mandated by statute to restructure itself to ensure that all support services personnel are supervised by the Office of Indian Education Programs (OIEP). Rather than comply with this sensible reorganization mandate, the Bureau launched its own restructuring where additional support services have actually been moved out of OIEP. This is having a negative impact on the education programs. Now, yet another OIEP realignment is proposed, dramatically changing the long established locations and responsibilities of line offices. This reorganization is very expensive, but the Navajo Nation is not convinced that it will increase technical assistance and other services to schools. In fact, OIEP is stating that it is not going to be involved with providing technical assistance to schools! This is in spite of mandates in the statute and from the U.S. Department of Education that this is OIEP's function under NCLB Act. The Navajo Nation does not understand what OIEP is doing or why!

The Nation has confirmed that the Bureau is planning to convert all agency level positions from the Education Personnel System, established specifically for OIEP "educators" under PL 95-561 (25 USC 2012) to the old Civil Service system (Title 5). The old Title 5 system did not work well in the past and it won't work in the future. This conversion is ill advised and illegal. (25 USC 2012 (o) (1)(B) defines "Education Position" as being responsible for functions that "are

performed at the agency level of the Bureau and involve the implementation of education-related programs other than the position of agency superintendent for education.")

The Nation has also confirmed that the Bureau intends to eliminate agency school boards, which are authorized and established under both federal and Navajo Nation law. Again this action is both unwise and illegal. (25 USC 2021 (1) provides the definition for "Agency School Board" and other sections of the statute give these boards specific duties.)

The Congress needs to scrutinize the Education Management funding proposals and take appropriate action. There are several points which are very questionable legally and unwise programmatically.

The Federal Government's funding for Indian Education must achieve "adequate yearly progress" if Navajo schools are to meet the NCLB standards. Given the extraordinary challenges we face it is simply not possible for our schools, on the whole, to meet the standards of the No Child Left Behind Act, without substantial increases in federal funding for Indian education. Our schools start at a deficit compared to most other schools in America. Our administrators and teachers are making heroic efforts to overcome that deficit, but sheer heroism is not enough.

Funding must increase by substantially more than the inflation rate. According to USA Today, the inflation rate is currently running at 3.4%. Much of that is due to energy costs, which tend to be substantially higher in Indian Country. Therefore, it is likely that the inflation rate in Indian country is substantially higher than 3.4%. To maintain current services funding must increase by greater than 3.4%, although even that does not take into account population growth, which is very high in the Indian population. Of course, just maintaining current service levels is not sufficient, since Native education programs are generally unable to achieve NCLB standards at current resource levels.

Specific Navajo Nation Funding Recommendations range from keeping programs at their FY 2006 level, to increasing program funding by nearly 100%. For the sake of brevity, the Navajo Nation's funding recommendations are set forth in the charts immediately below. Additional information on each of the line items is available in the Nation's FY 2007 budget testimony available from the Navajo Nation Education Committee, P.O. Box 3390 Window Rock, AZ 86515, 928-871-7171/7254.

BIA INDIAN EDUCATION PROGRAMS

PROGRAM NAME	FY 2006 FUNDING	PRESIDENT'S REQUEST - FY 2007	NAVAJO NATION REC. FOR FY 2007	Navajo Nation Proposed % Increase over FY 2006
Indian School Equalization Program	350,062,000	354,868,000	372,000,000	+6.3
Early Childhood Education	12,128,000	12,184,000	13,628,000	+12.4
Student Transportation	42,738,000	43,059,000	50,000,000	+17

Therapeutic Residential Model	3,253,000	0	**3,253,000**	0
Facilities Operation	55,812,000	56,445,000	**70,000,000**	+25.4
Admin. Cost Grants	44,553,000	44,060,000	**60,000,000**	+34.7
New Admin. Cost Grants	465,000	0	**Opposes cut- 3 schools planning to convert**	0
Education Management	6,700,000	9,200,000	**Additional funds may be wasted**	0
Tribal College Operating Grants	55,545,000	54,721,000	**55,545,000**	0
Tribal Depts. of Education	0	0	**2,000,000**	0
Facilities Construction- Education	206,787,000	157,441,000	**206,787,000**	0
TPA – Scholarships	29,932,000	29,494,000	**35,932,000**	+20
TPA – Johnson O'Malley	16,371,000	0	**24,000,000**	+47
Spec. Programs & Pooled Overhead (CIT)	1,300,000	0	**1,300,000**	0
Employee Displacement Fund	221,000	0	**Need sufficient funding to cover severance costs**	0

U.S. DEPARTMENT OF EDUCATION PROGRAMS

PROGRAM NAME	FY 2006 FUNDING	PRESIDENT'S REQUEST - FY 2007	NAVAJO NATION REC. FOR FY 2007	Navajo Nation Proposed % Increase over FY 2006
Indian Education	118,690,000	118,700,000	**122,725,460**	+3.4
Title I, Part A	12,700,000	12,700,000	**25 Billion**	+98
Reading First	1.029 billion	1.029 billion	**Navajo supports but there should be some increase**	
Early Reading First	103.1 million	103.1 million	**Navajo supports Pres. Request**	
High School Intervention	0	1.475 billion	**Navajo supports Pres. request**	
Improving Teacher Quality	1.45 billion	1.45 billion	**Navajo supports but there should be some increase**	
English Language Acquisition	669 million	669 million	**Navajo supports a substantial increase**	
21st Century Learning Centers	981.2 million	981.2 million	**1.2 billion**	+22.3%

Special Education	10.58 billion	10.68 billion	**Navajo supports a substantial increase**	
Vocational Rehabilitation	2.71 billion	2.837 billion	**2.837 billion**	0
Vocational and Technical Education	1.182 billion	0	**1.182 billion**	
Impact Aid	1.092 billion	1.092 billion	**1.129 billion**	+3.4
Higher Education Tribal Colleges	23,570,000	23,570,000	**24,371,000**	+3.4
Pell Grants	n/a	12.74 billion	**Navajo supports**	

DEPARTMENT OF HEALTH AND HUMAN SERVICES
HEAD START PROGRAM

PROGRAM NAME	FY 2006 FUNDING	PRESIDENT'S REQUEST - FY 2007	NAVAJO NATION REC. FOR FY 2007	Navajo Nation Proposed % Increase over FY 2006
Head Start	6.84 billion	6.78 billion	**7 billion**	+2.4

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UNITED STATES SENATE

SENATE COMMITTEE ON INDIAN AFFAIRS

OVERSIGHT HEARING ON INDIAN EDUCATION

TESTIMONY OF DAVID M. GIPP
President, United Tribes Technical College
3315 University Drive
Bismarck, ND 58504

701-255-3285

May 25, 2006

SUMMARY OF NEEDS AND FEDERAL APPROPRIATION
RECOMMENDATIONS FOR HIGHER EDUCATION
OF AMERICAN INDIANS AND ALASKA NATIVES
INCLUDING TRIBAL COLLEGES AND UNIVERSITIES

Background

New Opportunities and Funding Disparities

Chairman McCain, Vice Chairman Dorgan, members of the Senate Committee on Indian Affairs, Tribal leaders and distinguished guests, thank you for inviting me to testify today about the needs of Indian Country with regard to higher education.

My name is David M. Gipp. I am an enrolled member of the Standing Rock Sioux Tribe. I have been privileged to work with and for the Indian higher education community for almost 35 years. A few years after graduating from the University of North Dakota, I became the first executive director of the American Indian Higher Education Consortium (AIHEC), the organization representing the nation's tribally controlled colleges and universities. In 1977 I became the President of United Tribes Technical College (UTTC), which I have served ever since in that capacity. Throughout my tenure with UTTC, I have remained active with AIHEC, serving more than once as President of its Board of Directors, and have assisted AIHEC and Tribal colleges with development and passage of such measures as the Tribally Controlled College or University Assistance Act of 1978 and the Equity in Educational Land Grant Status Act of 1994. My

testimony, therefore, is on behalf of Tribal Colleges and Universities and AIHEC, higher education for American Indians and Alaska Natives, and UTTC.

You have asked me to comment briefly about the needs of higher education for American Indians and Alaska Natives. My message is simple: culturally appropriate higher education for Indian people works and is deserving of the support of Congress and the Executive Branch. Indian people today want quality, culturally appropriate, higher education as never before. Indian students are enrolling in and graduating from Tribal colleges, obtaining four year degrees and going on to receive graduate degrees in record numbers at many institutions of higher education.

Further, an investment in higher education pays big dividends, not just to the student, but also to our entire nation. A student who enrolls and graduates from United Tribes Technical College earns 20 times the amount invested by the federal government in that student's education during the student's lifetime. A copy of our most recent Return on Investment study is being provided to members of the Committee separately. Graduates are also returning in record numbers to their Tribal Nations to assist in developing tribal economies and improving the life of their people.

However, we still have a long way to go. The 2000 Census reports 11.5% of American Indians and Alaska Natives have a bachelor's degree. This compares with the 24.4 percent who are college graduates in the entire United States population. With the increasing population of American Indians and Alaska Natives and the continuing needs of that population, we must improve this percentage. More than 50% of our American Indian and Alaska Native population is under the age of 25. In North Dakota, the Indian population is the fastest growing segment of our state population. These young people will need more scholarships, facilities, faculty and newly developed curricula to meet their needs in the 21st century. There are many other statistics relating to Indian education contained in the report entitled "Status and Trends in the Education of American Indians and Alaska Natives", (NCES 2005-108) issued in August, 2005 by the Department of Education through the National Center for Education Statistics. I encourage the Committee to consider this report carefully.

The obligation of the United States to provide higher education for the indigenous population of the United States is deeply rooted in our history. Along with other colonial documents, the Charter of Harvard University, issued in 1650 by the colonial government of Massachusetts, mentions "Indian youth" among those who are to be educated there. Throughout the existence of the United States, many Indian treaties made it plain that education was a key promise made to our ancestors. These promises have been set down in statutes, such as the Indian Education Act (P.L. 100-297); the TCCCU Act mentioned above (Pub. L. 95-471; 25 U.S.C. Sections 1801 et seq.), the Tribally Controlled Schools Act of 1988 (25 U.S.C. Sections 2501 et seq.); the Higher Education Tribal Grant Authorization Act (P.L. 102-525 -- Title XIII, 25 U.S.C. Section 3301et seq.); throughout the various Education Acts passed by Congress; and in many places in the Higher Education Act of 1965, the reauthorization of which is still pending in this session of Congress. Significant conferences, such as the White House

Conference on Indian Education in 1992, have emphasized the need for higher education for American Indians and Alaska Natives.

Higher education is therefore not just another program. It is a fundamental obligation of our federal government to American Indians and Alaska Natives, rooted in our treaties and statutes. Providing higher education, and in fact, education in general, fulfills the moral and legal obligation of the United States to assist its indigenous population to recover from centuries of warfare and destruction, the failed policies of previous centuries.

In today's world, American Indian and Alaska Native students want and need the tools and the resources to address their needs. Moreover, these skills are vitally necessary to allow Tribal nations to rebuild their economies, long neglected and underserved by the United States. The skills learned in higher education help build infrastructure and establish vital tribal government services, as well as improve local economies and business institutions. In addition, they can also contribute greatly to our society as a whole. American Indian and Alaska Native citizens have a rich, diverse, culture and important knowledge to contribute to our educational development as a nation.

One of the keys to progress in higher education for American Indians and Alaska Natives is that of research. More of our Tribal colleges than ever are engaging in research about Indian people and issues that affect Indian people. For once, after more than five centuries of study of us by non-Indians, we are setting the protocols and establishing the methodologies for conducting this research by ourselves. At United Tribes, for example, we have several programs to study indigenous foods. We are developing nutritional diets to help our citizens combat record rates of diabetes and other diseases previously unknown to us – diseases caused in part by the introduction of non-traditional foods into our diets.

But it costs money to allow our schools to continue to expand, to conduct vital research and to obtain quality higher education costs money. At present, our Tribal colleges receive less than half the amount per student received by other public community colleges of similar size and scope. What makes this so difficult is that not only is our student population growing, but the Tribes that charter and support Tribal colleges do not have a property tax base from which further support can be obtained. Tribal colleges, including United Tribes Technical College, are mostly dependent on the Federal government for student support, as the students served come from the poorest, most under- and unemployed populations in the United States. Despite this, the base BIA funding for UTTC and Crownpoint Institute of Technology was again cut out of the President's proposed BIA budget for FY 2007. I am confident this committee will help correct this oversight.

United Tribes Technical College

I would like to point out some additional information about United Tribes Technical College. Attached is the appropriations testimony we submitted to this Committee

earlier this year, which contains a lot of information about our student and family services and which provides details about our funding needs.

UTTC is planning carefully to provide innovative and economically relevant programs and curricula that will provide Tribal members with training in a wide variety of disciplines, qualifying them for the jobs that are needed in the 21st century. But this will not happen without better facilities, more instructors, improved curricula and dependable support. This requires additional resources.

Our plans call for growth to meet the demand. We have more than doubled our student count within the past three years. Within five years from now, we will likely have over 2,000 students. Within 10 years, we hope to be able to accommodate over 6,000 students on our new campus.

Of course, we are seeking funds from a wide variety of sources for our ambitious goals: from foundations, Tribes, individuals and corporations. But, like other Tribal colleges, we still need federal funding. We have a small endowment (less than $150,000), but, as you know, the development of a substantial and effective endowment takes time, expertise, and the generosity of many to establish. We have real and immediate needs. The buildings on our UTTC campus, for example, are over 100 years old and in need of significant repair and renovation. We need funds to put infrastructure in place for our new campus.

In a larger sense, Congress needs to revitalize its efforts to assist in vocational and technical career training for Indian and Alaska Native youth, which is discussed further below. Despite the return on investment for federal funds spent on technical education and career training, appropriations for this purpose, including those in the BIA budget, have decreased in the last 25 years.

Perhaps the thinking is that such an investment can be better done by the private sector. The fact is, however, that the training provided by United Tribes Technical College, with its emphasis on educating the entire family with a wide variety of services, cannot be duplicated in the private sector. It is our learning environment which helps the vast majority of our students to complete their schooling and to go on to good jobs or for further higher education. We are constantly working to increase our private contributions and to increase our small endowment fund. We hope these efforts can eventually supplement and even supplant some federal funds in the future, but in the meantime, we need federal support for our efforts.

UTTC has always valued programs such as work-study and the Workforce Investment Act training programs that provide important work experience for our students. Recently, we have begun to supplement these programs with our own work program, entitled "Leadership Through Experience", modeled after the requirements of "work colleges" such as Berea College in Berea, Kentucky. Funds for the "work colleges", where every student is required to be employed in school-sponsored work programs while attending college, are authorized by Congress as a special part of the overall

Federal work-study grant programs (Section 448 of the Higher Education Act, 42 U.S.C. Section 2756b).

The value of the "work college" program is that each student gains valuable, relevant experience in the workplace, including leadership skills and increased self-esteem. Many of our students have not had previous work experience, and our work program allows them to demonstrate to future employers that they can be relied on in the workplace. UTTC has not had any lack of applicants for our program, and we would like to expand it to include all of our students.

As a result of our experience, UTTC requests this Committee to consider legislation that would add a separate section for Tribal colleges (including UTTC and Crownpoint) in the "work college" program, and that would separately authorize additional funding for this purpose. Initial funding could be granted on a pilot project basis, to allow Tribal colleges to further develop this important concept.

Our other Tribal colleges have much the same needs as United Tribes. They need better facilities, more housing, more instructors and more financial aid for their students. Their student population, like the student population at United Tribes, is growing. American Indians and Alaska Natives are interested in and desire higher education but do not always have the means to pay for it. That is where the Federal government can, and should step in to assist; there are simply not enough private sources to provide enough funding for all who want to improve themselves through higher education.

There are many benefits to providing higher education to American Indians and Alaska Natives, aside from fulfilling historical obligations. Instead of drawing welfare assistance, American Indian and Alaska Native graduates of institutions of higher education are contributing to the economy of the United States. Crime and suicide and unemployment rates go down, instead of up. Health is improved because of better earning power and better diets. The intellectual capacity and collective knowledge and wisdom of the United States are increased. The United States benefits enormously from this kind of social investment.

Specific Higher Education Needs for American Indians and Alaska Natives

Further recommendations and additional background about funding for Tribal colleges are provided further in this testimony. Below are some key issues, all equally important, regarding higher education for American Indians and Alaska Natives for this Committee to consider.

1) **Tribal Colleges and Universities Need Institutional Stability.** We cannot any longer be subject to yearly changes in budget priorities that have plagued our efforts to improve educational programs in the recent past. It is simply unfair to students not to know whether funding will be available year-to-year.

Congress also needs to reexamine and revitalize its commitment to vocational education, now often called "technical and career training", for American Indians and Alaska Natives. Funding for this purpose is authorized, in part, under 25 U.S.C. Sections 309 et seq. However, the authorization for funding under this section has not increased since 1968. This is unacceptable. Technical and career training funds allow Tribal citizens to help their communities to grow and prosper. They provide individuals tools to work with new technologies and to become part of a 21st century workforce, creating an incentive for businesses and industries to invest in Indian country. This not only aids Indian country, it assists the regions and states within which our Tribal Nations exist.

Institutional development grants for Tribal colleges under Title III of the Higher Education Act can also help promote institutional stability. Among other things, these grants assist Tribal colleges to develop alternative sources of funding and to focus on new curricula and techniques of education. This helps Tribal colleges become more relevant for their students in a constantly changing national economy. Title III of the Higher Education Act deserves additional funding for all Tribal colleges who need this kind of assistance.

2) **Tribal colleges need the best technology possible.** Technology is a window to the future. While cooperative arrangements with the private sector can provide for some of our needs, we need the commitment of the federal government that we will not be left out as technology advances. Tribal higher education institutions and Tribal citizens are certainly as important as other institutions of higher education and their students. As stated before, these efforts can produce great payoffs for our nation. We cannot continue to have our educational needs neglected by the Bureau of Indian Affairs and the Federal government in general.

3) **Facilities improvements.** Tribal colleges need the best facilities possible. Construction funds for basic educational needs, such as science buildings, residence halls and family quarters, among others facilities, have lagged far behind student growth. Sadly, we have not seen any fundamental commitment to meet these needs at Tribal colleges and universities from the present administration. While the private sector can assist with a part of those needs, the needs of growing population and desire for higher education must be met and the resources provided so that our students are not left out and do not lag behind.

4) **Fulfill President's Executive Orders.** As do many other Indian educators and Tribal leaders, I remain committed to assisting the executive branch to carry out the President's Executive Orders on Tribal colleges and universities, issued first by President Clinton in 1996 (EO 13021), and re-issued by President Bush in 2002 (EO 13270), along with the more recent Executive Order issued in 2004 on Indian Education generally (EO 13336). We need to

know that the executive branch is equally committed to fulfilling the initiatives stated in these Executive Orders.

Under EO 13270, for example, all executive branch agencies were to develop a plan for cooperating with Tribal colleges and universities. I have not seen those plans, as of yet.

Under EO 13336, the Executive Order on Indian Education, a Presidential task force on education in Indian country was supposed to be formed more than two years ago. Although attempts have been made to bring this to the attention of Secretary of Education Margaret Spellings, as of late February, our national Indian education organizations had not received any communication back about carrying out this important effort.

We also bring to your attention that the Executive Order on Indian Education calls for a multi-year study of American Indian and Alaska Native education with the purpose of improving Native students' ability to meet the standards of the No Child Left Behind Act. Under the Order, the study agenda is to include, but not be limited to:

- Compilation of comprehensive data on academic achievement and progress of Native students
- Identification and dissemination of research-based practices and "what works" in raising academic achievement and, in particular, reading achievement of Native students
- Impact and role of Native language and culture on the development of educational strategies to improve academic development
- Efforts to strengthen early childhood education so that Native students enter school ready to learn
- Efforts to increase high school graduation rates and develop pathways to college and the workplace for Native students.

These are important goals, and fulfillment of the Executive Orders can go a long way to improving the percentage of our American Indian and Alaska Native citizens who are college graduates. We appreciate any efforts this Committee can make to ensure that the initiatives of the Executive Orders move forward in a timely manner. These efforts will improve the quality of education generally, as well as higher education, and make it more likely that American Indians and Alaska Natives will be able to benefit from higher education.

5) **Full funding for student scholarship programs.** We remain concerned that the present administration does not fully support the financial assistance and scholarship programs, such as Pell grants, that so many of our students need for their education. As we have found at United Tribes, the investment in education of our students is returned to the national economy many times

over. We understand that other priorities exist, such as the war in Iraq. But the needs of Indian country cannot be allowed to be deferred, especially when we know that Indian people volunteer for the military at a rate higher than any other racial group in the United States.

6) **Full funding for Tribal elementary and high schools.** We must work to make sure that elementary and secondary schools and public schools serving American Indian and Alaska Native students are providing them with the training and tools they need to be successful in tribal and non-tribal postsecondary educational institutions. We know that our students need remedial help to succeed in our Tribal colleges because they did not receive the kind of education they have a right to expect at the elementary and secondary levels. We realize this is not solely a federal responsibility. But we do know that every Tribal college expends significant resources assisting incoming students to reach the level where they can begin postsecondary education. Primary and secondary schools must have the resources to do a better job to prepare students for college.

7) **Full funding for other programs assisting American Indians and Alaska Natives in higher education.** We also continue to be concerned about making sure that Tribal citizens are successful in non-Indian institutions of higher instruction. For example, I am a 1972 charter delegate and present Chairman of the Board of the Indians Into Medicine program (InMed) at the University of North Dakota. Yet, I understand that funding for that program is in jeopardy. Our program has assisted more than 60% of all Indian medical doctors in the United States to receive their degrees. This program must not be allowed to be discontinued, it is too vital a resource for Indian people throughout the United States. The death rate of our American Indian population from preventable and treatable diseases is unacceptably high.

8) **Reauthorize the Higher Education Act – funding for student services.** We must make sure that the Higher Education Act reauthorization effort goes forward as quickly as possible, and that the needs of Indian students are fully recognized and provided for in that Act. A key area in this regard is student services, commonly called TRIO, provided under Title IV, Part A, Subpart 2, of the Higher Education Act. This collection of very successful programs has never been adequately funded, and thus seeking funding for TRIO programs has become a highly competitive grant process.

The services that can be provided with TRIO program funds are vital for the success of students, who lack the funds to pay for these services themselves. These services include such things as counseling, tutoring, college preparation courses, academic assessments for course placement, and academic advising. These services are highly successful and often make the difference between a student graduating from a two-year institution and

possibly moving on to further their education, or dropping out of school altogether.

UTTC has not received TRIO funding for two years in a row, although we need those funds to address the needs of a growing college age population. The needs of all of the Tribal colleges in this area should be met.

9) **Expand opportunities for research by Tribal colleges.** Tribal colleges should be offered the opportunity to have funds set aside for vital research that benefits us that is conducted through grants made available through many different departments and agencies of the Federal government. This effort was highlighted as a specific goal of the President's Executive Order on Tribal Colleges and Universities issued in 2002 (EO 13270).

We need to develop more of our own scholars and professionals, including teachers, engineers, scientists, doctors and other professionals that will assist our communities to grow and prosper. AIHEC will soon be recommending legislation to provide set-asides for Tribal Colleges and Universities throughout the research programs funded through the Department of Health and Human Services. We urge your support for this legislative effort.

These are some of the issues that face higher education for American Indians and Alaska Natives today. The American Indian Higher Education Consortium has developed a set of specific recommendations for Tribal colleges for this upcoming fiscal year (FY 2007) and beyond, and their concerns, and some background about Tribal colleges, are stated in this testimony to indicate what they consider their most important needs and to provide further background regarding the points listed above.

Tribal Colleges and Universities

In 1972, six tribally controlled colleges established the American Indian Higher Education Consortium (AIHEC) to provide a support network for member institutions. Today, AIHEC represents 34 Tribal Colleges and Universities (TCUs) in 13 states, created specifically to serve the higher education needs of American Indians. Annually, they serve students from over 250 Federally recognized tribes.

The vast majority of TCUs are accredited by regional accreditation agencies and like all institutions of higher education, must undergo stringent performance reviews on a periodic basis to retain their accreditation status. In addition to college level programming, TCUs provide much needed high school completion (GED), basic remediation, job training, college preparatory courses, and adult basic education. Tribal colleges fulfill additional roles within their respective communities functioning as community centers, libraries, tribal archives, career and business centers, economic development centers, public meeting places, and childcare centers. An underlying goal of TCUs is to improve the lives of students through higher education and to move American Indians toward self sufficiency.

Title I of the Tribally Controlled College or University Assistance Act – or "Tribal College Act" authorizes funding for the basic institutional operating budget of one qualifying institution per Federally recognized tribe based on a full-time American Indian student enrollment formula. The Tribal College Act was first funded in 1981. Today, 25 years later and notwithstanding an increase of $2.5 million in FY06, these colleges are operating at $4,563 per full-time Indian student count (ISC), approximately 75 percent of their Congressionally authorized funding level of $6,000 per ISC. If the TCUs were to be fully funded at $6,000 per ISC today, when you consider inflation, they would not even have the same buying power as their initial FY1981 appropriations, which was $2,831 per ISC. While funding for the six TCUs' not funded under Title I of the Tribal College Act is not enrollment driven and therefore the disparity of funding is not as easily illustrated, they too suffer from a chronic lack of adequate institutional operations funding. This is not simply a matter of appropriations falling short of an authorization; it effectively impedes all tribal colleges from having the necessary resources to grow their programs in response to the changing needs of their students and the communities they serve.

AIHEC'S FY 2007 APPROPRIATIONS RECOMMENDATIONS

Department of the Interior: The tribal colleges funded under the Tribally Controlled College or University Assistance Act, respectfully request a total appropriation of $69.4 million for the programs authorized under the Act. The first priority within this request is for increased funding for the day-to-day operations of institutions funded under Titles I & II of the Act. Specifically, tribal colleges seek $66.9 million; of which, $49.2 million would be for Title I grants (funding 24 TCUs) and $17.7 to fund Title II (Diné College). This request is an increase of $7 million for Title I grants and a $6.3 million increase for Diné College, over FY06 levels and a total of $12.7 million over the President's FY07 budget request for institutional operations funding under the Act. Additionally, $500,000 is requested for the technical assistance contract under Sec. 105 of the Act, this is equal to the FY06 appropriation and the President's request. These funds will help address ever emerging technical assistance needs and to fund data collection and analysis necessary to comply with the Congressional requests for additional information on TCU funding and operations. Additionally, $2 million is sought for Title III of the Act, which helps tribal colleges to build endowments. The President's FY07 budget request eliminates this program.

Also eliminated in the President's FY07 budget request, despite unwavering Congressional support, is funding for the tribally controlled postsecondary vocational institutions: United Tribes Technical College, in Bismarck, ND and Crownpoint Institute of Technology, in Crownpoint, NM. AIHEC fully supports the requests of these two vital institutions for FY07 Interior Department funding: $4.5 million for United Tribes Technical College; and $2.5 million for Crownpoint Institute of Technology.

AIHEC's membership also includes three other TCUs funded under separate authorities funded under Interior Appropriations, namely: Haskell Indian Nations University;

Southwestern Indian Polytechnic Institute; and The Institute of American Indian Arts. AIHEC supports the independently submitted requests for institutional operations funding of these institutions.

LABOR-HHS, EDUCATION APPROPRIATIONS:

Department of Education

1)   HEA Title III Part A, § 316: The Higher Education Act Amendments of 1998 created a separate section within Title III, Part A, specifically for the nation's Tribal Colleges and Universities (Section 316). Titles III and V programs support institutions that enroll large proportions of financially disadvantaged students and have low per student expenditures. TCUs clearly fit this definition as they are among the most poorly funded institutions in America, yet they serve some of the most impoverished areas of the country. Despite a clear need of these truly developing institutions President's FY07 budget recommends level funding for this essential program. The tribal colleges request Title III section 316 be funded at $32 million, an increase of $8.2 million over FY06 and the President's request, and further ask that report language that has been included in prior years, be restated to clarify that funds in excess of those needed to support continuation grants or new planning or implementation grants be available for one-year facilities renovation and construction grants as has been the practice since FY 2001.

2)   Carl D. Perkins Vocational & Applied Technology Education Act - Tribally-Controlled Postsecondary Vocational Institutions: Section 117 of the Perkins Act provides basic operating funds for two AIHEC member institutions: United Tribes Technical College in Bismarck, North Dakota, and Crownpoint Institute of Technology in Crownpoint, New Mexico. AIHEC urges Congress to fund this program at $8.5 million. Included in both the House and Senate reauthorization bills, which are being considered in the 109th Congress is language waiving section 117 grantees from having to utilize a restricted indirect cost rate. Since the timeline for enactment of the reauthorizing legislation is uncertain, we ask that Congress reiterate the language that has been included in Labor-HHS appropriations measures since FY02 stating that Section 117 Perkins grantees need not utilize restricted indirect cost rate.

The President's FY07 budget once again proposes the elimination of vocational education programs including the Native American Program (Sec. 116), which reserves 1.25% of appropriated funding to support Indian vocational programs. The tribal colleges strongly urge Congress to restore and expand funding for vocational education including NAVTEP, which is vital to the survival of vocational education programs being offered at tribal colleges and universities.

3)   AMERICAN INDIAN ADULT AND BASIC EDUCATION: This section supports adult education programs for American Indians offered by TCUs, state

and local education agencies, Indian tribes, institutions, and agencies. Despite a lack of funding, TCUs must find a way to continue to provide basic adult education classes for those American Indians that the present K-12 Indian education system has failed. Before many individuals can even begin the course work needed to learn a productive skill, they first must earn a GED or, in some cases, learn to read. The number of students needing remedial educational programs before embarking on their degree programs is considerable at tribal colleges. There is a wide need for basic educational programs and TCUs need funding to support these indispensable activities.

Tribal colleges respectfully request that Congress appropriate $5 million in FY07 to meet the ever increasing demand for basic adult education and remediation program services.

AGRICULTURE APPROPRIATIONS:

Department of Agriculture: The 1994 Tribal College Land Grant Institutions respectfully request the following funding levels for FY07 for the 1994 Institutions' land grant programs established within the USDA Cooperative State Research, Education, and Extension Service (CSREES) and Rural Development mission areas. In CSREES, tribal colleges recommend: a $12 million payment into the Native American endowment fund; $3.1 million for the higher education equity grants; $5 million for the 1994 institutions' competitive extension grants program; $3 million for the 1994 Institutions' competitive research grants program; and in Rural Development Rural Community Advancement Program (RCAP), that $5 million be provided for each of the next five fiscal years for the tribal college community facilities grants program. RCAP grants help to address the critical facilities and infrastructure needs at tribal colleges that impede their ability to participate fully as land grant partners. The RCAP program requires a minimum 25 percent non-Federal match. Tribal colleges are chartered by their respective tribes, which enjoy a government-to-government relationship with the Federal government. Due to this relationship, tribal colleges have very limited access to non-Federal dollars making non-Federal matching requirements a significant barrier to competing for these much-needed funds. The 2002 Farm Security and Rural Investment Act, (Public Law 107-171) included language limiting the non-Federal match requirement for the Rural Cooperative Development Grants to no more than 5 percent in the case of a 1994 institution. The 1994 Institutions wish to have this same language apply to the RCAP community facilities grants for tribal colleges, which would open the door to more 1994 Institutions to be able to compete for these critical dollars.

Conclusions

Tribal colleges and universities provide quality higher education to thousands of American Indians who might otherwise not have access to such opportunities. The modest Federal investment in the tribal colleges and universities alone has paid and will continue to pay great dividends in terms of employment, education, and economic development. Continuation of this federal investment in American Indian and Alaska

Native youth makes sound moral and fiscal sense. Tribal colleges need your help if they are to sustain and grow their programs and achieve their missions.

I cannot emphasize enough how important higher education is to all American Indians and Alaska Natives, regardless of where they are educated. Not only does higher education work to improve the lives of Indian people, it also makes it possible for Tribal sovereignty to work, as studies by the Harvard Project on Economic Development in Indian Country have shown. I ask that you give your utmost attention to this issue. Highly educated American Indian and Alaska Native citizens have always been, and should continue to be, a vital part of the human resources of this great nation.

Mr. Chairman, Mr. Vice Chairman, and members of the Committee, thank you for your outstanding efforts on behalf of all American Indians and Alaska Natives. We appreciate your willingness to listen to our concerns, and the support you have given us to date. Thank you.

UNITED STATES SENATE
SENATE COMMITTEE ON INDIAN AFFAIRS

TESTIMONY OF FLORIAN TOM JOHNSON AND JENNIFER WILSON
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JUNE 08, 2006

Nizhóní dóó yá'át'ééh members of the Senate Committee on Indian Affairs. I am from the Tséhootsooí Diné Bi'ólta', a Diné language medium school under the Window Rock Unified School District No.8, on the Navajo Nation in Fort Defiance, Arizona. My name is Florian Tom Johnson and I am the Dual Language & Culture Director. I assist with the operation of the Diné language medium school as a language survival school. My testimony is in support of the bills that support native languages and is given from a practical perspective. I will do that by sharing the success of our language survival school. Jennifer Wilson, the Federal Projects Coordinator will provide her testimony in support of the same bills through the perspective of the analysis of current policy and its impact on native language survival schools.

Our school currently serves approximately 231 students in grades K through 8 from five communities surrounding the area around the capitol of the Navajo Nation totaling 637 square miles. The goals of the school is (1) to provide opportunities in revitalizing the Diné (Navajo) language for families who do not speak the Diné language in the home and, (2) maintain the Diné language for families who do speak the Diné language in the home. The revitalization effort began as a program using a kindergarten classroom within an English medium school in 1986 as a demonstration class. Now, it is a K-8 school with plans to expand the school to include grades 9-12.

Monolingual English speaking students enter kindergarten in August each year. Trained and experienced Diné medium teachers use language acquisition strategies to teach students academic content by emphasizing Diné oral language development. The content of instruction is based on the Diné culture and is integrated with the challenging state academic content standards. By October and November, young Navajo children begin to speak the Diné language. Oral language continues to be developed through culture based academic instruction all in the Diné language throughout kindergarten and 1st grade. Development of literacy skills in the Diné language is also established.

As a school, Tséhootsooí Diné Bi'ólta' provides a Diné language rich environment for students to obtain Diné language experiences. According to Thomas and Collier (1997), language acquisition in school is based on academic development, language development, and cognitive development centering on the social and cultural processes. The school model chosen to revitalize and maintain the Diné language reflects these developments and processes which are extended over a period of 8-13 years.

Students first receive academic instruction in the Diné language and then transfer those skills to English. Academic instruction continues in both the Diné and English languages. As academic content is taught, the Diné and English languages are further developed. Instructional content relating to the student's heritage language and culture provides for cognitive development in both languages as well. All of these developments simultaneously occur along with the social and cultural processes as the students interact with one another, with their teachers, with their parents and with community members. The people they interact with at that very young age of five and six, provide the social and cultural basis for identity which motivates the students by stimulating their natural ability to be curious, resulting in relevant learning.

At the beginning of 2nd grade, students receive 45 minutes of daily English instruction. An additional 45 minutes per grade level is added. By 6th grade, students are exposed to the Diné and English languages equally and are maintained through 8th grade. This will also be maintained for grades 9-12.

The success of the school can be observed by the proficiency level established by younger students currently in K-2. These students now have a higher proficiency level in Diné as compared to their peers at the same age level when the language survival school was a program within an English medium environment.

The curriculum established and implemented at Tséhootsooí Diné Bi'ólta' addresses the challenging state academic content standards in math, reading, writing, science and social studies. These standards are taught through rich content in Diné culture and language.

In assessing the students in the language survival school, the Curriculum Based Measures (CBMs) instruments are used as benchmark assessment in reading, writing and math. These assessments exist in both the Diné and English languages. A study of these assessment instruments determined that the teacher developed assessments in the heritage language are highly reliable and valid. Further, there is a high correlation between these assessments in Diné and English languages with the English medium state assessment, Arizona Instrument to Measure Standards (AIMS).

Through these state measures, students on average, in the Diné medium school (language survival school) do as well or better than their peers taught only English. This not only gives information about the students' academic skills in math, reading and writing, but also gives information about how the students develop their Diné language while their English language is enhanced as well.

With regards to culture based education, Tséhootsooí Diné Bi'ólta' emphasizes parent involvement. Parents enrolling their children in the school are expected to fully participate in their child's learning (education). This is in accordance to Navajo cultural heritage, which has been invalidated through assimilation efforts that exists in the history of Indian education. Nation wide, there is a huge deficit in parent participation in schools which is contrary to native cultures. By incorporating the child's heritage language and culture at Tséhootsooí Diné Bi'ólta', parents are become more responsive to their child's learning.

Parents and community members participate in the planning and implementation of the operation of the school which includes the curriculum used for instruction. The cultural and language content of instruction in the classroom is determined by teachers, parents and community members. Parents and community members now have a 'say-so' in what their children should know and be able to do. Because the Navajo Nation is widespread, language and cultural diversity among the Navajos exists. The involvement of parents and community members in curriculum allows the curriculum to reflect and honor the local language and cultural identity.

In the past three years, all students entering this language survival school were monolingual English speakers. Currently, only 7% of the student population (grades K-8) has Diné as their primary language. In comparison to a 1993 survey of students, about 33% of the students were speakers of Navajo. This is a decrease by 26% in the percentage of speakers of Navajo in 13 years. In comparison to the 1970 survey, this is a decrease by 88% when 95% were speakers of Navajo.

Navajo elders, parents and community members are concerned about the shift from Navajo to English. Since 1979, elders and parents from all communities on the Navajo Indian Reservation were asked, "What do you want your child to know and be able to do?" Overwhelmingly, community members and parents wanted the Diné language and culture to be part of the school program and curriculum. In 1989, a district consultant conducted a similar survey when a new facility was being requested. The same results were revalidated.

In 2005, the district conducted its survey on the significance of the Diné language and culture on the Diné society. An average of 75% of the district's 2,800 student population felt that the Diné language and culture was important and needed in the school, community, government and family structure. An average of 80% of parents and community members agree with the student's claim.

Sixty-three percent of the students feel that the Diné language is at risk of being lost. While only 8% of the students are fluent in the language, 87% of the students feel that it is important to transmit the language and want to participate in the language transmission process. A strong need exists for the young Navajo society to keep their language and culture to continue.

From the parent survey, more than half the parents claim that they are participating in the language transmission process. However, when the students returned surveys, it indicated that 8 out of 100 students actually are maintaining the language.

With a rapid shift from Diné to English evident, and the fact that our young Diné people want to continue the perpetuation of their heritage language and culture, opportunities need to be provided for these young people to fulfill their need and find their place in today's society. The bills introduced to amend the current policy on Native American languages preserves and protect those languages.

Members of the Senate Select Committee on Indian Affairs. My name is Jennifer Wilson. I am a parent of four children who attend the Navajo language medium school, Tséhootsooí Diné Bi'ólta', and I am the Federal Projects Coordinator for the Window Rock Unified School District. I am charged with coordinating the program development, monitoring, fiscal accountability, compliance and reporting aspects of our district's No Child Left Behind and Indian Education programs including Title I, II-A, II-D, III, IV, V, VII, and Johnson-O'Malley.

The purpose of my testimony is to provide information regarding the successes and challenges faced by our district in the effort to meet the goals of the No Child Left Behind Act, including the unique cultural and linguistic related educational needs of the 98% Native American Student population whom we serve. This desire is reflected in our district's vision:

> *'To be an exemplary student Centered learning organization reflecting the Dine values of life long learning'.*

Our district views the No Child Left Behind (NCLB) Act as an opportunity for accountability and improvement of the educational services we provide to the students through our standards based learning and teaching organization. We accepted the challenges outlined in NCLB and began our improvement effort in the SY 2002-2003 through the design and implementation of our reform effort entitled *"Embracing Change for Student Learning"*.

Our district has developed a 'Frame work for Exemplary Education' utilizing the local Navajo community philosophy of lifelong learning and the research based approach of the National Study of School Evaluation and Baldrige Model for Educational Excellence to create a six step process for continuous reform. In addition our district has developed a strategic plan called the Core Principles of Learning which includes action plans to align all district activities to the following:

- Core Principle I - Exemplary Curriculum, Instruction & Assessment
- Core Principle II - Exemplary Student Performance
- Core Principle III - Exemplary Staff Performance
- Core Principle IV - Strong Parental and Community Relations
- Core Principle V -Safe, Efficient & Supportive School Environment
- Core Principle VI - Efficient and Supportive Learning Operations

It is through the Framework for Exemplary Education and Core Principles of Learning that we work toward achieving our district Mission:

> *"We exist to ensure relevant Learning for all students to be successful in a multi cultural society"*

This reflects our belief that Navajo students should have a K-12 educational program that will provide them with the knowledge and skills to meet the academic and linguistic demands of higher education, enabling them to become productive members of both Diné and American society. Post-secondary education is critical to the advancement of the

Navajo Nation, and to its economic development.   It is true that education is a prerequisite to the economic and political survival. It is also true that knowledge of Diné (Navajo) language, culture, history and government is critical to the survival and continuation of the Navajo Nation.

If the purpose of education is to prepare young people to function effectively as adults in their communities and in the larger society, then we must insure that both goals are given equal attention in the education of Diné children.

Our district agrees with the NCLB goals for Native American students, including meeting the same challenging state academic standards as all students are expected to meet in the subject areas, and meeting high school graduation requirements.

This year all of the schools within the Window Rock Unified School District met Adequate Yearly Progress (AYP). This is evidence that the goals of NCLB are not incompatible with those of the Navajo community we serve, nor are our communities goals incompatible with NCLB. The fact is that society's educational goals for Navajo children can be achieved only by recognizing the validity of the Diné people's own educational needs. Needs which center on the survival and continuation of the Diné language and culture.

However, there are many challenges that the No Child Left Behind Act poses to our effort to continue providing a cultural and linguistic related educational program for the Native American students we serve through our language survival school. These issues include:

LOCAL CONTROL: The way in which local control is defined and implemented in NCLB actually refers to State Educational Agencies as the "local" entity. States create and submit NCLB plans to the US Department of Education outlining how the State will implement the components of the legislation. These plans lack the following:

1. Inclusion of the goals of Title VII – Indian Education Act in the overall planning and implementation of educational services to Native American students.

2. The state plans are not reviewed by the US Department of Education for alignment to the components of the Native American Languages Act (NALA).

The lack acknowledgment of the importance of the components of the Native American Languages Act (NALA) policy can be seen in state plans such as Arizona where the only program of instruction for English learners under Title III is Structured English immersion. This goes contrary to not only NALA, but the Title III policy in the Puerto Rico amendment which allows for teaching of Native languages regardless of a child's English language proficiency.

HIGHLY QUALIFIED TEACHER REQUIREMENTS: It is very difficult for school districts serving native communities to find teachers who are fluent speakers and can teach their native language and also meet the Highly Qualified requirements. For our

language survival school we currently serve grades K-8, with annual grade level expansion to finally encompass K-12. It is a small school and several teachers may teach more than one subject. For example an 8th grade teacher may teach Language Arts, Science and math all through Navajo as the language of instruction. Under the current requirements, this teacher would not only need the regular teacher certification but content endorsements in Language Arts, Science and Math. Each endorsement requires and additional twenty-four college credit hours or passing of a state exam.

STATE POLICIES THAT ARE CONTRARY TO THE NATIVE AMERICAN LANGUAGES ACT: The language survival school operated by our district is the only one of its kind on the Navajo Nation. Other communities and public school districts have the desire to revitalize and maintain the Navajo language, however contrary state policy hinders their ability to do so. The Diné medium school program in Fort Defiance will be in its 20th year of existence this August, operating for over a decade before the passage of Proposition 203. The program has enabled students to be proficient speakers of both Navajo and English. The programs students have a much higher rate of graduation and higher education success. Yet in our state we are required to have our children participate in Structured English Immersion (SEI) as the only program choice if they come from a home where the primary language is other than English. The only waivers from this policy requirement, which was put in place with the passage of Proposition 203 – English for the Children, are (1) if the child is over age 10, (2) If the child can pass the English proficiency exam, and (3) if the child has special learning needs.

This law is not only contrary to NALA, but even to the Puerto Rico provision of Title III in the No child Left Behind Act.

Policies such as proposition 203 devalue the learning of the Navajo language by our children. Its sends a message to Navajo parents that the only way their children can succeed in the educational system is through the English language. If knowing and speaking English were all that Navajo (and other Native American) children needed for literacy and academic development and success in higher education, then their educational performance would not be an issue today. Formalized 'English Only' education has been in place for Native children since the late 1800's, yet as far back as the Meriam Report in 1928 the decade after decade the same achievement gap issues continue to exist.

Given these facts, it is necessary that support be given to culturally appropriate school systems which provide the opportunity for our children to be proficient speaker and thinkers in their native language, a foundation which eventually leads to mastery of skills and subjects required through state content area standards

The bills being introduced to amend the Native American Languages Act will further support and enable native language survival schools to grow and develop.

However, there are changes that need to be made to the Elementary and Secondary Education Act if Native Language survival schools like TDB are to continue to exist and grow, or if other communities are to begin schools with similar goals for language revitalization and maintenance.

U.S. Department of Education

Statement of Darla Marburger,

Deputy Assistant Secretary for Elementary and Secondary Education

Hearing on the Status of Indian Education

Senate Committee on Indian Affairs

May 25, 2006

Mr. Chairman and Members of the Committee, on behalf of Secretary Spellings,

let me thank you for this opportunity to appear before you to discuss the current status of

Indian education. My name is Darla Marburger, and I am Deputy Assistant Secretary for

Policy in the Office of Elementary and Secondary Education. I am here with my

colleagues, Cathie Carothers, the Acting Director of the Office of Indian Education, and

Thomas Corwin, the Director of the Division of Elementary, Secondary, and Vocational

Analysis, Budget Service.

Your request for the Department to testify on the matter of Indian education is

very timely. Earlier this week, the Department's National Center for Education Statistics

(NCES) released the first report of the National Indian Education Study (NIES). This

report contains important new information on the educational progress of Indian students,

both federally recognized and not, relative to that of students in general and of other

major student populations.

The National Indian Education Study

The NIES is a two-part study designed to provide information on the condition of

American Indian and Alaska Native students. This information can then be used by

educational agencies, schools, and parents to develop education programs that enable American Indian and Alaska Native students to meet the same challenging academic standards as all other students in this country. The first part of the study reports the results from the Department's oversampling of American Indian students in the 2005 National Assessment of Educational Progress (NAEP), which was intended to generate adequate representation of Indian students in the NAEP. Although previous administrations of the NAEP have included American Indian and Alaska Native students in the sample of students assessed, an expanded sample provides more reliable data for this population.

This study provides us with the most reliable and complete data on Indian students' performance at the national level in reading and mathematics to date. It includes data from the national level NAEP, plus regional-level comparisons and State-level results for seven States. The national-level NAEP included a nationally representative sample of students from public schools, private schools, Department of Defense schools, and Bureau of Indian Affairs (BIA) schools. I would like to note that the study expanded significantly the number of Indian students attending BIA schools who were included in the sample, compared to the number included in previous administrations of NAEP.

The second part of the study consists of an in-depth survey that gathered information from American Indian and Alaska Native students and their teachers about demographic factors, school culture and climate, the use of traditional language and culture in the home, and teacher qualifications. We expect to publish the report on that survey this coming fall.

Racial/Ethnic Subgroup Comparisons for the 2005 NAEP in Reading and Mathematics

Data from the 2005 NAEP reading and math assessments show a consistent pattern of achievement results for American Indian and Alaska Native students: while comparisons between Indian students and all other students show that Indian students tend to score lower than students in general, comparisons among racial/ethnic subgroups show that Indian students generally achieved at a level comparable to that of Hispanic students and somewhat above the level for African-American students. The performance of all three of these groups continues to trail that of white and Asian-American/Pacific Islander students. Our data also show a small increase in the reading and mathematics achievement of Indian students between the 2003 and 2005 NAEP, although most of the improvements are not statistically significant.

For example, results from the NAEP 4th-grade reading assessment show that 48 percent of American Indian/Alaska Native students achieved a performance level of basic or above, compared to 76 percent for white students, 42 percent for black students, 46 percent for Hispanic students, and 73 percent for Asian/Pacific Islander students. The 8th-grade reading scores reflect a similar pattern. The percentages of students scoring at the basic level or above were 59 percent for Indian students, 82 percent for white students, 52 percent for black students, 56 percent for Hispanic students, and 80 percent for Asian/Pacific Islander students.

The new NAEP data also allow us to measure the achievement of Indian students over time. For example, the average "scale score" for Indians in 4th-grade reading was 202 in 2003 and 204 in 2005, and in 8th-grade reading it was 246 in 2003 and 249 in 2005. In the 2005 NAEP, 48 percent of Indian 4th-grade students achieved a performance

level of basic or above in reading (compared to 47 percent in 2003), and 59 percent of Indian 8th-graders did so (versus 57 percent in 2003). While we find it encouraging that the data show a small improvement in Indian students' reading achievement between 2003 and 2005, these changes were not statistically significant.

In the 4th-grade mathematics assessment, 68 percent of Indian students performed at the basic level or above, compared to 90 percent of white students, 60 percent of black students, 68 percent of Hispanic students, and 90 percent of Asian/Pacific Islander students. In the 8th-grade assessment, 53 percent of Indian students performed at the basic level or above, and the comparable numbers for white, black, Hispanic, and Asian/Pacific Islander students were 80 percent, 42 percent, 52 percent, and 81 percent, respectively.

Indian students' average mathematics scale scores also increased slightly between the 2003 and 2005 administrations. The average scale score for Indian 4th-graders was 223 in 2003 and 226 in 2005; for 8th-graders, it was 263 in 2003 and 264 in 2005. In the 2003 NAEP, 64 percent of Indian 4th-grade students achieved a performance level of basic or above in mathematics, and 52 percent of Indian 8th-grade students achieved at that level. The increase in 4th-grade scale scores was statistically significant, but the increase in 8th-grade scores was not.

Students Eligible for Free or Reduced Price Lunch

Other analyses document the continued achievement gap between Indian students and other students. The 2005 NAEP reading data show that among students who were eligible for free or reduced-price lunch, Indian students scored lower on average than all other students who are eligible for this benefit. While 40 percent of the 4th-grade Indian

students who were eligible for free or reduced price lunch scored at the basic level or above, 46 percent of all other students who were eligible met that threshold. Results from the 4th-grade mathematics assessment showed a similar picture; 62 percent of Indian 4th-graders who were eligible for free or reduced price lunch but 67 percent of all other students who were eligible scored at the basic level or above.

Performance by Location

The study compared Indian student performance in three different types of location: central-city, urban-fringe or large-town, and rural or small-town. Those data show that, at grade 4, Indian students in central-city locations and urban-fringe or large-town locations scored higher in reading, on average, than their Indian counterparts in rural or small-town locations. Fifty-one percent of Indian students scored at the basic level or above in central-city locations, compared to 58 percent in urban-fringe or large-town locations, and 42 percent in rural or small-town locations. In the 8th grade, there were no significant differences in the performance of Indian students across locations.

The mathematics assessments showed similar results. Seventy-three percent of Indian 4th-graders in central city locations, 72 percent in urban-fringe or large-town locations, and 65 percent in rural or small-town locations scored at or above the basic level in mathematics. In 8th grade, the numbers were 61 percent in central-city locations, 61 percent in urban-fringe or large-town locations, and 48 percent in rural or small-town locations.

The location comparisons showed a different pattern for non-Indian students. Reading performance was higher in urban-fringe or large-town locations and rural or

small-town locations than in central-cities for all other students in both 4th grade and 8th grade in reading and mathematics.

Parental Education and NAEP Performance

The study also examined the performance of students with different levels of parental education. These comparisons generally showed that Indian 8th-graders whose parents attained some education after high school had higher average scores than Indian students whose parents had less education. However, comparisons of Indian students and all other students in those parental education categories showed that, across parental levels, Indian students generally scored lower than all other students. The percentage of Indian students who scored at the basic level or above in 8th-grade reading was 49 percent for those whose parents had attained less than a high school education, 53 percent for those whose parents graduated from high school, 68 percent for those whose parents received some education after high school, and 68 percent for those whose parents graduated from college. For all other students, the proportions for those categories were 54 percent, 64 percent, 78 percent, and 82 percent. Eighth-grade mathematics results showed a similar trend.

Regional and State-Level NAEP Data

The study also provides comparisons in Indian student performance across five national regions, as well as a picture of Indian student achievement at the State level for States with the highest concentrations of Indian residents. While NAEP does not generally report data on Indian students on the State-level assessments or in regional comparisons, the study tested a sufficient number of Indian students in public schools and BIA schools to provide data on their academic achievement in five regions and in the

seven States in which Indian students are at least 5 percent of the State's student population. Almost 50 percent of Indian students in the Nation reside in those seven States: Alaska, Arizona, Montana, New Mexico, North Dakota, Oklahoma, and South Dakota. The next NIES, to be carried out in 2007, will provide State-level data for more States.

These data allow comparisons across the five regions and seven States as well as comparisons against the performance of Indian students at the national level. For example, they show that Indian students in the North Central region had a higher average score than Indian students in the Nation in both 4th- and 8th-grade reading, and that Indian students in Oklahoma had a higher average score than Indian students in the Nation in both 4th-grade and 8th-grade reading.

Part II Report

The report on Part 2 of the study, which the Department plans to release in the fall, will provide analysis of answers to surveys of Indian 4th- and 8th-grade students and their teachers. The student surveys included questions about the extent to which students use a traditional language at home, their academic goals, and their access to books and print materials. The teacher surveys asked questions about teaching experience and qualifications (for example, type of teaching certificate they hold, their college major and minor, and their graduate education), how teachers acquired knowledge and skills specific to teaching Indian students, and whether teachers speak and understand the traditional language of the community in which they teach. In addition, a school-level questionnaire requested information on the Federal funds that participating schools receive, whether local tribal representatives participated in school activities, whether the

school curriculum incorporated Indian perspectives, whether Indian students received

instruction about their native cultures, and the proportion of teachers and school staff in

the school who were Indian.

<div align="center">

Department of Education Support
for Improving the Educational Achievement of Indian Students

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The 2005 NAEP data that I have described show that Indian student academic

achievement generally increased slightly between 2003 and 2005. Although other

statistics that the Department has obtained and reported to this Committee (such as

statistics on postsecondary enrollment and attainment of the Indian population) show

more significant improvement, the clear message is that more needs to be done. The

No Child Left Behind Act and other Department initiatives and programs provide a

framework and support for raising the level of Indian student achievement and closing

the gap with other students. We are committed to improving services for Indian students,

and we back up our commitment with resources and assistance to the field. The

President's fiscal year 2007 budget provided approximately $1 billion in direct support

specifically for the education of Indians and Alaska Natives, in addition to significant

funds that are provided to Indian students who receive services through broader Federal

programs, such as ESEA Title I Grants to Local Educational Agencies and IDEA State

Grants.

Indian students will also benefit from our American Competitiveness Initiative

(ACI). Our activities under that initiative will include a focus on improving student

achievement in mathematics and science. Through the Math Now proposals in the

President's budget, we will invest both in identifying the best research on proven

strategies to teach mathematics and in implementing proven and research-based

instructional programs for students. The initiative will not only help all students, including Indian students, to achieve to high academic standards, but will also give elementary and middle school students the academic foundation necessary to succeed in rigorous math and science classes, such as Advanced Placement courses, in high school.

The ACI would also expand the Advanced Placement (AP) program. Currently, nearly forty percent of high schools offer no AP classes, and rural schools, which Indian students are much more likely than other students to attend, are less likely than schools in other locations to offer advanced courses in high school. We plan to expand incentives for training teachers and encouraging students, particularly in high-poverty schools, to take Advanced Placement and International Baccalaureate courses in math, science, and critical foreign languages.

Technical Assistance Activities

The Department also continues to provide technical assistance to the field to ensure that Indian students receive high-quality educational services. One of our challenges in this area is working with different agencies and stakeholders that play a role in educating Indian students. One of our strategies has been to work with a group of chief State school officers from States with the highest populations of Indian students. The purpose of the working group, co-chaired by the State superintendents from South Dakota and Montana, is to strengthen partnerships among these officers, the U.S. Department of Education, tribal education leaders, local school officials, national Indian organizations, institutions of higher education, and other stakeholders. Meetings are open to all chief State school officers and tribal leaders, and focus on enhancing collaboration

and communication on implementing the No Child Left Behind Act as it pertains to Indian students and their communities.

This coming fall, the Department and the Council of Chief State School Officers will hold a two-day symposium to discuss the findings of the two NIES reports. Attendees will include State superintendents of 15 States with the largest Indian student populations, Indian education coordinators from State departments of education, tribal leaders, and representatives from educational foundations (such as Gates and Lumina). Attendees will be asked to use the findings and data from the reports to develop State plans for improving the academic achievement of Indian students.

This week the Department also unveiled a website that incorporates data collected by the National Center for Education Statistics (NCES) on American Indians. This website will draw on data from many NCES data collections and studies, such as the Common Core of Data (CCD), the Early Childhood Longitudinal Study (ECLS), and the NIES. In preparation for that event, we held a training session for Indian education researchers on how to access and use NCES data sets last year, and we will conduct another session later this year.

<div align="center">Conclusion</div>

The NIES shows that achievement gaps between the Indian student population and the general population persist, although Indian students have made progress and, in some cases, outperform their peers from other ethnic or racial groups. The data we have obtained from the NIES also provide us an unprecedented picture about the difference in performance within different groups of Indian students. The availability of these data is the result of deliberate and strategic investments in data collection and studies, and this

information will allow us to better target policy and technical assistance to help ensure that all Indian students receive the educational services and resources they need so they can reach State standards. We are looking forward to the release of the next NIES report, which will provide us information on the contexts in which Indian students are educated. We expect to learn more about how we can provide the field with further help to ensure that no Indian child is left behind.

Thank you for this opportunity to discuss these recently released data on American Indian and Alaska Native students. I will be happy to answer any questions that you may have.

1) Title VII's purpose is to meet not only the basic elementary and secondary education needs of Native students but also the unique educational and culturally related academic needs of these students. We have been told that the Department of Education has been informing tribes and school districts with high Native populations that they should shift their Title VII funding from culture and history to reading and math. Is this the case? If this is the case, then we are concerned because this shift in funding would appear to violate Title VII. What are the Department of Education's policies and programs to meet the unique educational and culturally related academic needs of Native students under Title VII? Also, what are the Department of Education's criteria for how Title VII funding can be used?

The purpose of the Indian Education formula grant program is to help districts provide services to Indian students that address their unique educational and culturally related need and help Indian students meet challenging academic standards. While we encourage recipients to provide educational services that address students culturally related needs, Section 7111 of the statute clearly states that the purpose of the program is to improve Indian students' academic achievement. Thus, our policy is that grantees may not use program funds *solely* to conduct cultural activities; cultural components of local projects must be directly tied to the goal of improving Indian students' academic achievement. Other than that, there are few limitations in how the funds may be spent.

2) Language immersion programs have been proven to improve academic achievement, especially in Native communities where not much else is working. Would the Department of Education support the inclusion of immersion programs in its Title VII programs? If not, why?

Language immersion programs have been funded under Title VII, both under the formula grants and under the competitive Demonstration Grants for Indian Children program. Under the formula program, local educational agencies (LEAs) develop their program services based on a comprehensive assessment and prioritization of the educational and culturally related academic needs of their American Indian and Alaska Native students. A few LEAs have developed a component within their projects that includes a language immersion program. Additionally, the early childhood projects funded under Demonstration Grants for Indian Children often utilize language immersion within their instructional methodologies for preschool children.

MY NAME IS IVAN SMALL AND I AM THE SUPERINTENDENT OF
THE POPLAR SCHOOL DISTRICT. LOCATED IN POPLAR, MONTANA,
OUR DISTRICT SERVES THE FORT PECK AREA.

I ALSO SERVE AS THE SECRETARY OF THE NATIONAL
ASSOCIATION OF FEDERALLY IMPACTED SCHOOLS (NAFIS). NAFIS
REPRESENTS THE NEEDS OF ALL CATEGORIES OF FEDERALLY
CONNECTED SCHOOL DISTRICTS: THOSE SERVING CHILDREN OF OUR
UNIFORMED SERVICES PERSONNEL; CHILDREN RESIDING IN LOW-
RENT HOUSING PROJECTS; CHILDREN OF CIVILIAN GOVERNMENT
EMPLOYEES; SCHOOL DISTRICTS WITH LARGE PARCELS OF THEIR
LAND ACQUIRED BY THE FEDERAL GOVERNMENT; AND BY THOSE
DISTRICTS LIKE POPLAR THAT SERVE CHILDREN WHOSE PARENTS
RESIDE ON TRUST OR TREATY OR LAND CONVEYED UNDER THE
ALASKA CLAIMS SETTLEMENT ACT.

I AM ALSO CURRENTLY PRIVILEGED TO REPRESENT OVER
120,000 NATIVE AMERICAN CHILDREN AS PRESIDENT OF THE
NATIONAL INDIAN IMPACTED SCHOOLS ASSOCIATION (NIISA), A
SUBGROUP OF THE NAFIS ORGANIZATION.

MY ROLE TODAY IS TO SHARE WITH YOU THE ISSUES FACED BY
THOSE FEDERALLY IMPACTED PUBLIC SCHOOL DISTRICTS THAT

PROUDLY SERVE PRIMARILY AMERICAN INDIAN CHILDREN PRE-K
THROUGH GRADE 12. LET ME SAY AT THE OUTSET, MR. CHAIRMAN,
THAT THE IMPACT AID PROGRAM PROVIDES THE LIFE BLOOD FOR
THOSE PUBLIC SCHOOL DISTRICTS THAT, LIKE POPLAR, HAVE A HIGH
PERCENTAGE OF STUDENTS WHO RESIDE ON LAND THAT WE CANNOT
TAX. WITHOUT IMPACT AID FUNDING OUR DISTRICT WOULD NOT
OPEN ITS DOORS.

HAVING SAID THAT, PERMIT ME TO TOUCH ON FOUR (4) ISSUES:

1) THE CHALLENGES OUR DISTRICTS FACE AS WE WORK TOWARD
   MEETING THE STANDARDS SET BY THE REQUIREMENTS OF NO
   CHILD LEFT BEHIND (NCLB) – WHO IS THE INDIAN CHILD AND
   WHAT ARE THEIR NEEDS?

2) OUR FACILITY NEEDS

3) THE IMPACT OF STATE EQUALIZATION ON A SCHOOL DISTRICT'S
   ABILITY TO MEET THEIR EDUCATIONAL GOALS

4) THE CHANGING DEMOGRAPHICS OF THE IMPACT AID PROGRAM
   AND ITS IMPACT ON ALL FEDERALLY CONNECTED SCHOOL
   DISTRICTS.

ISSUE #1 – WHO IS THE INDIAN CHILD? WHAT ARE HIS NEEDS? AND
HOW WELL ARE WE, ALL OF US, HELPING HIM MEET THE
CHALLENGES OF NO CHILD LEFT BEHIND?

BEFORE WE ADDRESS THESE QUESTIONS, IT IS IMPORTANT TO FIRST NOTE THAT ALTHOUGH THE BIA SCHOOL REMAINS THE MOST VISIBLE SYMBOL OF INDIAN EDUCATION, 93% OF AMERICAN INDIAN STUDENTS ATTEND PUBLIC OR PRIVATE SCHOOLS. WE ARE GRATEFUL TO THE COMMITTEE FOR RECOGNIZING THIS AND GIVING OUR CHILDREN A VOICE IN TODAY'S HEARING.

WHO IS THE INDIAN STUDENT? LIKE ALL STUDENTS, THE INDIAN STUDENT IS FULLY CAPABLE AND STRIVES TO REALIZE HIS POTENTIAL. STUDIES SHOW THAT HE DEVELOPS EARLY MOTOR AND COGNITIVE SKILLS SIMILAR TO OTHER CHILDREN BUT ACHIEVES BELOW AVERAGE ON NATIONALLY NORMED TESTS IN READING, MATH, AND SCIENCE, INDICATING THAT THIS POTENTIAL IS NOT BEING REALIZED. THIS IS LARGELY DUE TO ENVIRONMENTAL VARIABLES, SUCH AS GENERATIONAL POVERTY, GEOGRAPHICAL ISOLATION, AND MYRIAD COMMUNITY PROBLEMS. THE RESULT IS THAT, STARTING FROM A DEFICIT IN PERSONAL GROWTH, HIS ONLY REASONABLE CHOICE IS OFTEN A RURAL SCHOOL DEFICIENT IN RESOURCES AND UNATTRACTIVE TO HIGHLY QUALIFIED TEACHERS. ALSO, AS THE PRESIDENT ACKNOWLEDGED IN EXECUTIVE ORDER 13336, THE INDIAN CHILD IS A MEMBER OF AN INDEPENDENTLY SOVEREIGN NATION AND THUS ROUTINELY FACES CULTURAL AND

LINGUISTIC CHALLENGES ADAPTING TO THE CURRICULUM,
INSTRUCTIONAL STRATEGIES, AND FORMAL SCHOOL STRUCTURE. WE
ALSO KNOW THAT, WHEN CALLED TO SERVE OUR COUNTRY, NATIVE
AMERICAN YOUTH HAVE THE HIGHEST MILITARY ENLISTMENT RATE
OF ANY ETHNIC DEMOGRAPHIC IN THE COUNTRY.

WHAT DOES THE INDIAN STUDENT NEED? AS WE KNOW, THE
INDIAN STUDENT DOES NOT LACK ABILITY OR DESIRE BUT SUFFERS
FROM, ABOVE ALL, DEFICIENT RESOURCES. TO ADDRESS THIS
PROBLEM, THE FEDERAL GOVERNMENT ESTABLISHED THE IMPACT
AID PROGRAM, AND OUR CHILDREN ARE TOTALLY DEPENDENT ON
THIS PROGRAM FOR BASIC EDUCATIONAL SERVICES. THE INDIAN
CHILD ALSO FACES DIFFICULTY WITH ASSIMILATION. ESSENTIALLY,
THIS "ONE INDIAN CHILD" OFTEN ENCOUNTERS TWO UNIQUE SCHOOL
SYSTEMS. LARGE NUMBERS OF INDIAN STUDENTS ALTERNATE
BETWEEN BIA AND PUBLIC SCHOOLS MUCH AS MILITARY DEPENDENT
CHILDREN ALTERNATE BETWEEN DEPARTMENT OF DEFENSE AND
PUBLIC SCHOOLS. IN BOTH INSTANCES WE HAVE TWO DISSIMILAR
EDUCATIONAL SYSTEMS SERVING THE SAME CHILD. AMERICA'S
FEDERALLY IMPACTED INDIAN SCHOOL SYSTEMS WOULD LIKE TO
CHANGE THIS.

THE MILITARY THROUGH THE MILITARY IMPACTED SCHOOLS ASSOCIATION (MISA) HAS DONE THIS BY LEVERAGING ADDITIONAL RESOURCES FROM THE DEPARTMENT OF DEFENSE, AND WE ARE NOT JUST TALKING ABOUT APPROPRIATIONS. THE MILITARY HAS MADE TREMENDOUS STRIDES IN ADDRESSING THIS PHENOMENON BY CREATING AN OFFICE WITHIN THE DEPARTMENT OF DEFENSE TO ASSIST THESE MILITARY DEPENDENT STUDENTS. IT IS TIME WE ALSO ESTABLISHED A STRONG FORMAL WORKING PARTNERSHIP BETWEEN THE PUBLIC SCHOOLS OF THE DEPARTMENT OF EDUCATION AND THE BIA SCHOOLS OF THE DEPARTMENT OF THE INTERIOR. AS WITH THE "ONE MILITARY CHILD" AWARENESS CAMPAIGN, THIS "ONE INDIAN CHILD" CONCEPT SEEKS TO ALLEVIATE THE PROBLEMS OF THE INDIAN CHILD NAVIGATING TWO TOTALLY SEPARATE AND DIFFERENT SYSTEMS, AND TO ACTUALLY HELP HIM CAPITALIZE ON THE STRENGTHS OF BOTH SYSTEMS.

THE REWARDS OF SENSIBLE POLICY CAN BE SEEN BY THE ASTONISHING SUCCESS OF THE LAPWAI SCHOOL DISTRICT IN IDAHO. THIS 85% INDIAN IMPACTED SCHOOL DISTRICT SECURED PRIVATE GRANTS FOR INVESTMENT IN PROFESSIONAL DEVELOPMENT, IMPLEMENTING RESEARCH PROVEN PRACTICES FOR CURRICULUM INSTRUCTION, HIRING BEHAVIOR MANAGEMENT STAFF TO ALLOW TEACHERS TO TEACH, AND THE ENGAGEMENT OF COMMUNITY

STAKEHOLDERS. USING PROACTIVE AND RESPONSIBLE INVESTMENT

DECISIONS WITH THE NECESSARY CAPITAL IN THE FORM OF A LARGE

CASH GRANT FROM THE ALBERTSONS FOUNDATION, THE CHILDREN

OF THE LAPWAI SCHOOL DISTRICT ACHIEVED ONCE UNTHINKABLE

GAINS. BEFORE THE IMPLEMENTATION OF THIS PROGRAM, 70% - 80%

OF THESE CHILDREN FAILED TO MEET STATE MATH AND READING

STANDARDS. BUT AFTER ONLY THREE YEARS, THESE NUMBERS WERE

TOTALLY REVERSED, WITH 80% OF THE STUDENTS MEETING THE

STATE TESTING STANDARDS, INCLUDING 100% PROFICIENCY IN MATH

AND 94% PROFICIENCY IN READING. THESE NUMBERS PROVE A

SIMPLE FACT: INVESTING IN OUR CHILDREN PRODUCES ROBUST

RETURNS FOR THE STUDENTS' FUTURE, FOR THE COMMUNITY, AND

FOR OUR COUNTRY.

ISSUE # 2 – OUR FACILITY NEEDS. MR. CHAIRMAN THE FACILITY

NEEDS OF OUR SCHOOLS ARE ENORMOUS. KEEP IN MIND THAT OUR

SCHOOLS HAVE, IN SOME INSTANCES, NO TAX BASE UPON WHICH TO

BOND FOR SCHOOL CONSTRUCTION. SOME DISTRICTS DO HAVE A

SMALL TAX BASE – USUALLY LESS THAN $75 MILLION IN ASSESSED

LAND VALUE WHICH LIMITS THEIR ABILITY TO ACQUIRE A BOND

RATING. "BETTER OFF" DISTRICTS HAVE USUALLY UTILIZED IN

EXCESS OF 75% OF THEIR BONDING CAPACITY ON PROJECTS THAT

ARE BAND AID ATTEMPTS AT FACILITY UPGRADES – JUST ENOUGH TO
KEEP THE DOORS OPEN.

A FEW YEARS AGO NIISA CONDUCTED A FACILITY SURVEY. IT
WAS A NON-SCIENTIFIC SURVEY BUT IT HIGHLIGHTED WHAT
EVERYONE IN THIS ROOM ALREADY KNOWS: MANY OF THESE
BUILDINGS OUR CHILDREN VISIT EVERY DAY ARE IN NOT JUST POOR
BUT OFTEN DEPLORABLE CONDITION. ALMOST EVERY SINGLE
DISTRICT SERVING FEDERALLY CONNECTED INDIAN CHILDREN
REPORTED A MAJOR NEED FOR FACILITY IMPROVEMENT. OVER 60%
OF THE DISTRICTS HAVE NOT PASSED A BOND ISSUE IN THE PAST
TWENTY YEARS.

MR. CHAIRMAN AND MEMBERS OF THE COMMITTEE, MOST OF
OUR SCHOOL BUILDINGS ARE IN SEVERE NEED OF REPAIR.
CONSTRUCTION FUNDING PROVIDED UNDER THE IMPACT AID
PROGRAM (SECTION 8007) WAS REDUCED LAST YEAR FROM $45
MILLION TO $18 MILLION. ALTHOUGH THE ADMINISTRATION DID NOT
PROPOSE THE REDUCTION, THE ENTIRE IMPACT AID COMMUNITY
(BOTH INDIAN LAND AND MILITARY), IN NEED OF PROTECTING THE
BASIC OPERATIONS PORTION OF IMPACT AID (SECTIONS 8002 AND
8003), WAS FORCED TO SUGGEST TO THE HOUSE AND SENATE
APPROPRIATIONS COMMITTEES THAT THEY REDISTRIBUTE MONEY

FROM CONSTRUCTION TO BASIC OPERATIONS. THIS WAS NECESSARY
TO MAINTAIN A STABLE GENERAL OPERATIONAL FUNDING STREAM
FOR ALL DISTRICTS, INDIAN AND MILITARY ALIKE. I DO NOT KNOW
WHAT THE ANSWER IS AS IMPACT AID, LIKE OTHER PROGRAMS, IS
BEING SQUEEZED BY THE LIMITED OR NO GROWTH FISCAL
ENVIRONMENT THAT MOST FEDERAL DISCRETIONARY PROGRAMS
HAVE FACED OVER THE LAST THREE YEARS. THE BOTTOM LINE,
HOWEVER, IS THAT FACILITIES WILL CONTINUE TO BE A CRITICAL
ISSUE IN INDIAN COUNTRY.

WE SUPPORT, AND WE ARE SEEKING SUPPORT FROM LEADERS IN
BOTH THE HOUSE AND SENATE, FOR AN EXTENSIVE STUDY OF
FACILITIES CONDITIONS IN OUR SCHOOL DISTRICTS BY THE GENERAL
ACCOUNTABILITY OFFICE (GAO). THE DEPARTMENT OF DEFENSE
RELEASED A FACILITIES SURVEY REPORT, CALLED THE "DOLE
REPORT", IN THE LATE 1980'S. IT WAS A HUGELY IMPORTANT
DOCUMENT WHICH WAS UTILIZED IN THE SCHOOL FACILITIES
DELIBERATIONS FOR YEARS. WE NEED A SIMILAR SURVEY, AND WE
NEED IT SOON. THIS WOULD IDENTIFY INDIVIDUAL DISTRICTS WITH
THE MOST SEVERE NEEDS. IT WOULD ILLUSTRATE TO THIS
COMMITTEE, MEMBERS OF CONGRESS, AND THE AMERICAN PUBLIC,
THE STARK REALITY OUR STUDENTS FACE DAILY IN THEIR HALLS,
CAFETERIAS, PLAYGROUNDS, AND IN THEIR CLASSROOMS.

ISSUE # 3 – EQUALIZATION. SECTION 8009 OF THE IMPACT AID
PROGRAM ALLOWS A STATE TO CREDIT IMPACT AID PAYMENTS
RECEIVED BY A SCHOOL DISTRICT AGAINST WHAT THEY WOULD
OTHERWISE RECEIVE IN STATE AID. CURRENTLY THERE ARE THREE
STATES THAT MEET THE CRITERIA ESTABLISHED IN SECTION 8009 OF
WHICH TWO ARE HEAVILY IMPACTED WITH INDIAN AND ALASKAN
NATIVE STUDENTS. THEY ARE NEW MEXICO AND ALASKA (THE OTHER
STATE BEING KANSAS).

EQUALIZATION BY DEFINITION SHOULD NOT BE HARMFUL TO
ANY SCHOOL DISTRICT IN A STATE THAT IS TRYING TO EQUALIZE PER
PUPIL SPENDING TO ALL SCHOOL DISTRICTS. THE PROBLEM, MR.
CHAIRMAN, IS THAT IN THOSE STATES CURRENTLY EQUALIZED
UNDER THE LAW, EQUALIZATION IS MORE A MATTER OF EQUALIZING
DOWN – HOLDING DOWN STATE AID – RATHER THAN TRYING TO
ACTUALLY INSURE THAT ALL DISTRICTS HAVE ADEQUATE DOLLARS
TO EDUCATE THEIR STUDENTS. THEY FAIL THE ADEQUACY TEST.

IN NEW MEXICO FOR EXAMPLE, FEDERALLY IMPACTED SCHOOL
DISTRICTS SERVING INDIAN LAND CHILDREN FIND IT EXTREMELY
DIFFICULT TO MEET THE REQUIRED STANDARDS ESTABLISHED UNDER
NCLB. YES, THEY HAVE HIGH PER PUPIL EXPENDITURES WHEN

COMPARED TO THE STATE AVERAGE, BUT THEY ALSO HAVE
CHALLENGES THAT REQUIRE A HIGH PER PUPIL SPEND OUT. WHILE
THESE DISTRICTS STRUGGLE, OTHER NON-IMPACTED DISTRICTS IN
THE STATE ENJOY THE LUXURY OF KEEPING THEIR OWN LOCAL TAX
BURDEN DOWN USING THE STATE'S INDIRECT IMPACT AID SUBSIDY
BECAUSE THEY CAN CREDIT IMPACT AID AS A FORM OF STATE
PAYMENT. SO, IN EFFECT, EQUALIZED IMPACT AID PAYMENTS CAN
KEEP TAX RATES DOWN FOR, SAY, SHOPPING MALLS BY PENALIZING
DISTRICTS EDUCATING NATIVE AMERICAN CHILDREN.

MR. CHAIRMAN, I AM NOT ASKING AT THIS TIME THAT THIS
COMMITTEE OR THE COMMITTEE ON HEALTH, EDUCATION, LABOR
AND PENSIONS (HELP) SUGGEST A SOLUTION, BUT I DO FEEL WITHOUT
QUESTION THAT THIS COMMITTEE SHOULD, SOME TIME BEFORE THE
REAUTHORIZATION OF THE ELEMENTARY AND SECONDARY
EDUCATION ACT, HOLD AT LEAST ONE HEARING ON THIS SUBJECT.
THE PROBLEM WE HAVE FACED OVER THE YEARS IS THAT NO ONE IN
A DECISION-MAKING CAPACITY AT THE FEDERAL LEVEL WANTS TO
ADDRESS THE ISSUE. TO DEFEND OUR STUDENTS, OUR DISTRICTS IN
NEW MEXICO HAVE BEEN FORCED TO SPEND THOUSANDS OF DOLLARS
IN FEDERAL COURT TRYING TO SEEK RELIEF FROM WHAT THEY
CONSIDER, AS DOES NAFIS, AN INCORRECT INTERPRETATION OF THE
REGULATIONS BY THE U.S. DEPARTMENT OF EDUCATION. THIS

AVOIDANCE MENTALITY MUST BE BROKEN – ALL WE ASK IS THAT
DATA BE COLLECTED THROUGH AN OBJECTIVE PROCESS AFTER
WHICH A DECISION CAN BE MADE. CONGRESS CAN EITHER LEAVE
THE PRESENT LANGUAGE FOUND IN SECTION 8009 ALONE OR
TOGETHER WE CAN SEEK A WAY TO FIX IT.

ITEM # 4 THE CHANGING DEMOGRAPHICS OF IMPACT AID – MR.
CHAIRMAN, I SAID AT THE OUTSET THAT IMPACT AID COVERS A WIDE
ASSORTMENT OF SCHOOL DISTRICTS; INDIAN LAND DISTRICTS,
MILITARY IMPACTED DISTRICTS, ETC. IT IS IMPORTANT TO KEEP IN
MIND THAT ALL 1,400 SCHOOL DISTRICTS ELIGIBLE FOR IMPACT AID
RECEIVE MONEY FROM THE SAME POT. THUS, WHEN SOMETHING
HAPPENS TO ONE CATEGORY OF DISTRICTS THAT WILL CAUSE A
DRAIN ON PROGRAM RESOURCES, ALL DISTRICTS WILL BE AFFECTED.

THIS IS PRESENTLY THE CASE AS THE IMPACT AID COMMUNITY
WATCHES THE CHANGING DEMOGRAPHICS OF THE PROGRAM AS THE
NATURE OF THE U.S. MILITARY CHANGES. THIS YEAR, AND PROBABLY
THE NEXT TWO TO THREE YEARS, IS NOT GOING TO BE NORMAL
YEARS FOR THE IMPACT AID PROGRAM. LET ME EXPLAIN THIS IN THE
CONTEXT OF THE IMPACT OF THESE CHANGES ON INDIAN EDUCATION.

DUE TO THREE DEPARTMENT OF DEFENSE INITIATIVES THAT
ARE ONGOING OR IN THE PRELIMINARY STATE OF IMPLEMENTATION,
THE IMPACT AID PROGRAM IS GOING TO HAVE TO ABSORB AN
ADDITIONAL 32,000 TO 40,000 MILITARY DEPENDENT CHILDREN. THE
BUDGET AS SUBMITTED BY THE ADMINISTRATION FOR FISCAL YEAR
2007 IGNORES THIS FACT. THE THREE INITIATIVES TO WHICH I REFER
INCLUDE:

1. GLOBAL REBASING – THIS ACTION BY THE DEPARTMENT OF
   DEFENSE WILL SOON BRING OVER 70,000 UNIFORMED SERVICE
   PERSONNEL BACK TO THE UNITED STATES FROM BASES IN
   EUROPE AND ASIA. ALONG WITH THEM WILL COME OVER
   100,000 MILITARY DEPENDENTS, OF WHICH AN ESTIMATED 32,000
   TO 40,000 WILL BE SCHOOL AGE CHILDREN. THE IMPACT AID
   PROGRAM WILL HAVE TO ABSORB THE COST OF THESE
   CHILDREN. BASIC SUPPORT PAYMENTS TO ALL SCHOOL
   DISTRICTS IMPACTED BY A FEDERAL PRESENCE, NO MATTER
   WHAT CATEGORY OF THEIR CHILDREN, WILL BE
   SIGNIFICANTLY REDUCED. AT THE SAME TIME, THE
   DEPARTMENT OF DEFENSE OVERSEAS SCHOOLS WILL REALIZE
   A MAJOR SAVINGS DUE TO A DROP IN MILITARY DEPENDENT
   ENROLLMENT.

2) ARMY MODULARIZATION – THIS ACTION MOVES TROOPS FROM BASE TO BASE WITHIN THE UNITED STATES. ALTHOUGH THE NUMBER OF TROOPS AND THEIR DEPENDENTS WILL REMAIN CONSTANT, THE FACT THAT SOME SCHOOL DISTRICTS WILL SEE SIGNIFICANT INCREASES IN STUDENTS WILL MEAN THEIR FORMULA PAYMENTS WILL BE INCREASED IN EXCESS OF THE PAYMENT REDUCTIONS TO THE SCHOOL DISTRICTS SENDING CHILDREN. IT IS A MATTER OF CONCENTRATION OF LARGE NUMBERS OF STUDENTS IN CERTAIN SCHOOL DISTRICTS THAT WILL CREATE LARGER PAYMENT CALCULATIONS RESULTING IN INCREASED PROGRAM COSTS. AGAIN, THE IMPACT ON THE TOTAL PROGRAM WILL BE DECREASED PAYMENTS. ADDITIONAL DOLLARS CAN AND WILL BE NEEDED TO ABSORB THE INCREASED PAYMENTS TO THE RECEIVING SCHOOL DISTRICTS. UNDER CURRENT LAW THEY WILL COME AT THE EXPENSE OF OTHER DISTRICTS, INCLUDING OURS SERVING INDIAN STUDENTS.

3) BASE REALIGNMENT AND CLOSURE (BRAC) – THIS, LIKE ARMY MODULARIZATION, WILL MEAN TROOP MOVEMENT WITHIN THE STATES AGAIN CAUSING MILITARY DEPENDENT CONCENTRATION IN CERTAIN DISTRICTS. THE RESULT WILL BE HIGHER PAYMENTS IN SELECTED DISTRICTS THAT ARE NOT

OFFSET BY AN EQUAL DROP IN PAYMENTS IN THE SENDING
DISTRICTS.

THE NATIONAL ASSOCIATION OF FEDERALLY IMPACTED
SCHOOLS PROJECTS THAT IT WILL REQUIRE AN AVERAGE INCREASE
IN BASIC SUPPORT PAYMENTS OF BETWEEN $36.5 MILLION AND $46.2
MILLION PER YEAR FOR FIVE YEARS JUST TO MAINTAIN PAYMENTS AT
THE SAME PERCENTAGE. MR. CHAIRMAN, THIS WILL PENALIZE ALL
FEDERALLY IMPACTED DISTRICTS. THE POTENTIAL DROP IN
PAYMENTS SHOULD THE PROGRAM NOT SEE THE RESOURCES NEEDED
TO MAINTAIN OUR PRESENT BUYING POWER WILL IMPACT OUR
DISTRICTS JUST AS THEY WILL ALL OTHER FEDERALLY CONNECTED
SCHOOL DISTRICTS WHETHER THEY PROVIDE AN EDUCATION TO
MILITARY DEPENDENT CHILDREN OR AMERICAN INDIAN STUDENTS.

ANYTHING THIS COMMITTEE CAN DO TO BRING THIS POINT TO
THE ADMINISTRATION, THE OFFICE OF MANAGEMENT AND BUDGET
(OMB), AND TO THE APPROPRIATIONS COMMITTEES WILL GREATLY
HELP OUR CAUSE TO INSURE THAT WE CAN MAINTAIN A QUALITY
EDUCATIONAL PROGRAM TO OUR STUDENTS.

MR. CHAIRMAN, THANK YOU AGAIN FOR THE OPPORTUNITY TO REPRESENT OUR CHILDREN TODAY BEFORE THIS COMMITTEE. WE APPRECIATE YOUR RECOGNITION OF THEIR NEEDS AND WE PLEDGE TO DO EVERYTHING POSSIBLE TO HELP EACH AND EVERY ONE REALIZE THEIR UNLIMITED POTENTIAL.

Testimony of Bernie Teba, Native American Liaison,
New Mexico Children, Youth and Families Department
To the Senate Committee on Indian Affairs

June 25, 2006

Good Morning Mr. Chairman and members of the Senate Committee on Indian Affairs.

My name is Bernie Teba, I am the Native American Liaison for the New Mexico Children, Youth and Families Department, Office of the Secretary.

I have been involved in the New Mexico Between the Lions - American Indian Literacy Initiative since 2002. I want to publicly extend my appreciation to Senator Pete V. Domenici for his sponsorship of the federal appropriation that made this project possible.

New Mexico Tribal Profile

New Mexico has 173,483 Indian citizens, who comprise nearly eleven percent of the state's entire population. There are twenty-two Indian tribes in New Mexico: nineteen Pueblos, two Apache tribes (Jicarilla Apache and Mescalero Apache), the Navajo Nation, and a large urban Indian population.

The nineteen pueblos in New Mexico include: Acoma, Cochiti, Isleta, Jemez, Laguna, Nambe, Ohkay Owingeh, Picuris, Pojoaque, San Felipe, San Ildefonso, Sandia, Santa Ana, Santa Clara, Santo Domingo, Taos, Tesuque, Zia, and Zuni. They are located in Bernalillo, Cibola, McKinley, Sandoval, Santa Fe, Rio Arriba, and Taos counties.

The Jicarilla Apache Nation is located in Northern New Mexico near the Colorado border. It has 2,755 tribal members who reside in Rio Arriba and Sandoval counties (Census 2000). The Mescalero Apache Nation is located in Otero County in southern New Mexico. There are over 3,300 enrolled members who reside on 463,000 acres of tribal lands between the White and Sacramento mountains.

The Navajo Nation has more than 298,000 members. About 107,000 members reside in New Mexico (Census 2000). The Navajo Nation includes approximately 27,000 square miles. Its boundaries extend from northwestern New Mexico into northeastern Arizona and southeastern Utah. Navajo tribal members in New Mexico

reside primarily in San Juan and McKinley Counties.

In addition, the City of Albuquerque is home to a large urban Indian population. Twenty-four thousand American Indians from New Mexico as well as many other Indian tribes from across the United States reside in Bernalillo County.

American Indians trail behind the rest of the country in terms of education, living conditions, family situations, and other socioeconomic indicators. According to the U.S. Census Bureau, 2.4 million Americans claim American Indian or Alaska Native heritage (U.S. Census, 2006). Of this number:

> • About one third of the American Indian population is under the age of eighteen, as compared to twenty-six percent of the total population.

> • Among all tribal groups, the Navajo and Lakota have the highest percentages of young people, each with almost thirty-nine percent.

> • Most American Indian households speak English as their only language at home. Navajo and Pueblo homes reported higher rates of Native language use.

> • Seventy-one percent of American Indians finish high school, compared to eighty percent of the general population.

> • Fewer American Indian men (sixty-six percent) participate in the workforce as compared to non-Indian men (seventy-one percent). In contrast, workforce participation of American Indian women is fifty-seven percent which is almost equal to the fifty-eight percent of non-Indian women.

> • Almost thirty-four percent of the total American Indian population resides on tribal lands.

Why English Literacy in American Indian Communities?

New Mexico has 89 school districts, of which 23 school districts have substantial Native American student enrollment (35,245). This comprises 97% of the total state Native American student enrollment (36,326).

According to the New Mexico Public Education Department, American Indian

students account for about eleven percent (11%) of the total public school enrollment. The highest concentration of American Indians is on or near reservation boundaries. Gallup-McKinley, Central Consolidated and Albuquerque public school districts have the highest enrollment of American Indian students. Navajo students make up the highest percentage of Indians in public schools with more than seven percent.

NM American Indian Student Achievement Data

In 2005, according to the National Assessment of Educational Progress (NAEP) report, New Mexico ranked near the bottom at 48th in 4th graders (49%, nearly half) who scored below basic reading level compared to the United States average of 38%.

As a part of No Child Left Behind requirements, the State of New Mexico assesses student achievement in Reading and Math for Grades 3-11 each year. The following provide a snapshot of American Indian Student Achievement in Grades 5 and 8 during the 2004-2005 Academic year (New Mexico Public Education Department, 2005).

- In 2004-2005, thirty-three (33%) percent of American Indian 5th Grade students scored at the proficient level or higher in reading; forty-three (43%) percent scored at the near proficient level; and fifteen (15%) percent were at the beginning proficient level. The remaining seven percent scored at the advanced proficient level. The data show that fifty-eight (58%) percent scored below proficient in reading; twenty-two percent were proficient or advanced proficient.

  In mathematics, fifteen percent scored proficient, sixty-one percent near proficient, and twenty-two percent beginning proficient. One percent scored advanced proficient. Eighty-three (83%) percent scored below proficiency; only fifteen (15%) percent scored at the proficient level or above.

- Achievement data for American Indian 8th Grades students show that in reading, sixteen percent scored as beginning proficient, forty-seven percent near proficient, and thirty-four percent proficient. Only one percent scored advanced proficient. Sixty-three (63%) percent of American Indian 8th graders are below proficiency.

- In mathematics, 34% of American Indian students scored as beginning proficient, another 53% scored as near proficient, and 10% scored as being proficient. Only 1% scored as being advance proficient. This data reveals

that approximately 87% of American Indian students in the 8th grade are underperforming in the area of Mathematics with 11% performing at proficient levels or above.

As the New Mexico Public Education Department data indicates, Indian children are at a significant educational disadvantage.

Reading is where it all starts. It is a cornerstone for developing writing, math, and science skills. Perhaps even more importantly, it is the cornerstone for leading a fruitful and rewarding life. Did you know that, - believe it or not -, illiteracy, not drugs, is the greatest common denominator among youth involved with our juvenile justice system.

In 1993, the National Adult Literacy Survey (NALS), a monumental study that remains the most comprehensive, statistically reliable source of data on literacy in the United States, interviewed nearly 26,000 adults who were then divided into five groups based on their literacy levels.

The findings were alarming, though we can't really claim to be surprised. Forty-three percent of adults at the lowest level were living in poverty, compared to 4 percent of those at the highest level. The likelihood of being on welfare goes up as literacy levels go down. Three out of four food stamp recipients performed in the two lowest literacy levels. Adults at the lowest level earned a median income of $240 per week, compared to $681 for those at the highest. Adults at the lowest level worked an average of 19 weeks per year, compared to 44 weeks per year for those at the highest. And seven in 10 prisoners performed in the lowest two literacy levels.

As our society and economy become increasingly competitive and technical, children who are unable to read proficiently, with comprehension, are at ever-greater risk for a lifetime of falling further behind.

In partnership with WGBH – Between the Lions, and KNME, we've embraced the American Indian Literacy Initiative to begin an early intervention English literacy program in order to begin to teach the skills needed to learn to read. This project is not necessarily teaching children to read but it provides an intervention at an age when children are beginning to learn to learn. The data will show that we have initiated a program that improves vocabulary, language, letter knowledge, phonemic awareness, blending sounds to make words and basic skills such as knowing how to handle a book.

Tribal Head Start

In New Mexico, Native Americans represent approximately 10% of our population, including approximately 9000 Native American children under 5 years of age.

Tribal Head Start is a successful comprehensive program, has been around for forty years, and has *always* been the flagship of early childhood Indian education. Head Start is the only federally funded early childhood program that has proven to meet the goals it was intended for: to provide comprehensive services for three to five year olds and their families so they are successful and self-sufficient in life.

Some of the successes of Head Start are that this program has proven to work; decisions are made locally in order to meet local needs and challenges. Head Start provides its children with physical and language development, social and emotional development, cognition and self-help skills, and a *vast* array of developmentally appropriate activities. Head Start also imparts onto its children health and nutrition services. Partnerships exist among other early childhood agencies in order for to provide these services for our children and families.

Early Childhood Education

In a recent study completed by *Voices for America's Children*, formerly known as the National Association of Child Advocates, the following findings were published:

- While 85% of a child's core brain structure is formed by age 3, less than 4% of public investments on education and development have occurred by that time.
- On a per child basis, public investments in education and development are more than seven times greater during the school aged years ($5410 per child) than during the early learning years ($740 per child).
- On a per child basis, public investments in education and development are nearly five times greater during the college-aged years ($3,664 per youth/young adult) than during the early learning years.
- For the very earliest and most formative years of life (the infant and toddler years 0-2) there is markedly less investment in young children, who represent our future than for older children who have already established their foundation learning potential.

As early as 1994, the *Carnegie Task Force on Meeting the Needs of Young Children, Starting Points*, found in their research the following facts:

- The brain development that takes place during the prenatal period and in the first year of life is more rapid and extensive than we previously realized.
- Brain development is much more vulnerable to environmental influence than we ever suspected.
- The influence of early environment on brain development is long lasting.
- The environment affects not only the number of brain cells and number of connections among them, but also the way these connections are "wired."

Studies have determined that there are 'critical periods' in development when the environment can influence how an individual's brain is wired for functions such as math, language, music and physical activity. Infants' early experiences provide the building blocks for intellectual competence and language comprehension. There are certain "windows" of time during a child's development in which he can best learn or refine particular abilities. When this window closes, it becomes much more difficult, sometimes impossible, for the child to learn the very same thing. It follows, then, that early exposure to the most basic of educational experiences can enrich the young child's later learning process, as well as guide them in their formal educational process when it begins in the elementary years.

Why This Program Works at the Tribal level

Incorporating the Between the Lions American Indian Literacy Initiative into eleven Tribal Head Start programs was a natural, community-based and supported educational fit.

Tribal Head Start programs provide the first exposure to a learning environment for very young Indian children as the brain is developing. This has a long term effect on the future educational success of Indian children. Learning the fundamentals of learning to read is critical during this phase of early childhood development.

Tribal governments and local teaching staff were involved in all aspects of project development including the research component.

BTL staff and Tribal Head Start staff collaborated on the development of resource materials, classroom schedules and training.

This project developed culturally appropriate or adapted materials such as pictures, symbols and content that American Indian children and parents could relate to.

The program was tribally sanctioned and supported.

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In summary, the data is showing that a program of this type to teach English literacy can and does work.

As the data shows, New Mexico tribes, and tribes in general, have a ways to go in improving the education of our children.

It is programs like the Between the Lions -American Indian Initiative that will begin to make a difference in the education of our Indian children. I am proud to be a small part of this effort.

Thank-you Mr. Chairman and Members of this Committee for allowing us to present information about our project.

NATIONAL INDIAN EDUCATION ASSOCIATION
"Keeping the Commitment to American Indians, Alaska Natives and
Native Hawaiians"

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Testimony of President Ryan Wilson
National Indian Education Association
Submitted to the
Senate Committee on Indian Affairs
for the Oversight Hearing on Indian Education
May 25, 2006

On behalf of the National Indian Education Association (NIEA), the oldest and largest
Native education organization representing American Indians, Alaska Natives, and
Native Hawaiian educators and students, thank you for the opportunity to submit
testimony to the Senate Committee on Indian Affairs on the importance of language and
culture in education for Native students.

Founded in 1969, NIEA is the largest organization in the nation dedicated to Native
education advocacy issues and embraces a membership of over 3,000 American Indian,
Alaska Native and Native Hawaiian educators, tribal leaders, school administrators,
teachers, parents, and students. NIEA advocates for the unique educational and
culturally-related academic needs of Native students and to ensure that the federal
government upholds its responsibility for the education of American Indians. The trust
relationship of the United States includes the responsibility to ensure educational quality
and access. NIEA works with all tribes supporting innovative educational approaches.

Tribal governments and Native educators have long supported the broad based principles
of the No Child Left Behind Act (NCLB). In particular, we laud the intentions of
sections 7101 and 7102 within Title VII, which provide for the unique educational and
culturally related academic needs of Native students. The purpose of Title VII[1] of NCLB
is to provide culturally based educational approaches for Native students. These
approaches have been proven to increase student performance and success as well as
awareness and knowledge of student cultures and histories. The comprehensive character
of Title VII to increase educational opportunity and to provide effective and meaningful
culturally based education approaches should be retained. Also, its influence upon the
operational aspects of the other titles within NCLB should be strengthened for Native
students. The funds for these programs are the **only** sources of funding that specifically
address the cultural, social, and linguistic needs of Indian students.

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[1] Title VII of NCLB incorporates the Indian Education Act of 1972.

Bureau of Indian Affairs Schools
There are only two education systems for which the Federal government has direct
responsibility: the Department of Defense Schools and Federally and Tribally operated
schools that serve American Indian students through the Bureau of Indian Affairs (BIA)
within the Department of the Interior. The federally supported Indian education system
includes 48,000 elementary and secondary students, 29 tribal colleges, universities and
post- secondary schools. Approximately 10% of Native children attend BIA schools;
while, the remaining 90% attend public schools supported through the Department of
Education.

BIA schools are subject to the requirements of NCLB. Only one third of the BIA funded
schools are achieving annual Adequate Yearly Progress (AYP), the method used to
determine student achievement and progress under NCLB. NIEA is concerned about the
applicability of state standards to Native children attending BIA schools. More often
than not, states develop the standards without consultation and inclusion of tribal
communities. Tribal communities are in the best position to determine the needs and the
appropriate assessment methods for Native students. NIEA strongly supports the
possibility of developing and applying alternative tribal standards to measure AYP for
students attending BIA schools.

Native Education Programs under the No Child Left Behind Act
NIEA is working diligently to prepare for reauthorization of NCLB, which includes
gathering data and recommendations from Native communities on the challenges and
successes under NCLB. At the end of last year, NIEA published its Preliminary Report
on No Child Left Behind in Indian Country. The Report is based upon 11 field hearings
throughout Indian Country. Recently, during its Legislative Summit in February, NIEA
issued its Draft Policy Recommendations on NCLB based upon its hearings. NIEA plans
to finalize its Policy Recommendations over the course of this year. The focus of NIEA's
efforts on reauthorization of NCLB will be on sharpening Title VII, whose purpose is to
provide for the educational and culturally related academic needs of Native students.
NIEA's goal is ensure that the reauthorization of NCLB provides for more effective
implementation of Title VII. If Title VII can be implemented more effectively, then there
can be more meaningful education programs, improvement of educational opportunities,
and enhancement of parental, familial, and community involvement in schools.

As part of its efforts on reauthorization, NIEA is performing as much outreach as
possible so that the Congress can better understand the needs of Native students, thereby
allowing student needs to be addressed during reauthorization of NCLB. We are
extremely appreciative of Representative George Miller's and Representative Stephanie
Herseth's recent tour of school conditions and meetings with students, teachers, and tribal
leaders at the Pine Ridge and Rosebud Reservations in South Dakota on March 22, 2006.
We are also very thankful that this Committee has made Indian education a top priority
by holding this important hearing today and when it held a Listening Session on Indian
education issues on the Standing Rock Sioux Reservation at Ft. Yates on March 23, 2006.
The Listening Session was productive. Students, teachers, and tribal leaders discussed
youth issues, the importance of language and culture in educational achievement, the

realignment of education at the BIA, problems in the implementation of NCLB, transportation, nutrition, and other education-related issues. We hope that there can continue to be more Congressional outreach to Indian Country, including a field hearing in the Southwest, so that the challenges and issues impacting Native students can be better understood.

There is widespread concern about the obstacles faced by Native students under the implementation of NCLB with regard to testing and standards that do not take into account the culture and environment in Native communities. Title VII of NCLB states:

> It is the policy of the United States to fulfill the Federal Government's unique and continuing trust relationship with and responsibility to the Indian people for the education of Indian children. The Federal Government will continue to work with local educational agencies, Indian tribes and organizations, postsecondary institutions, and other entities toward the goal of ensuring that programs that serve Indian children are of the highest quality and provide for **not only the basic elementary and secondary educational needs, but also the unique educational and culturally related academic needs of these children.** (NCLB, § 7101) (emphasis added).

This provision of NCLB reaffirms the federal government's trust responsibility to Indian people and demonstrates the United States' recognition that it must accommodate the unique educational and culturally related academic needs of Native children. Despite the clear intent of Title VII, the Department of Education has been advising Indian education programs receiving Title VII funding to shift their focus from the teaching of culture to math and reading. In fact, the Department of Education recently wrote a letter to the Superintendent of St. Paul schools in Minnesota directing that there be a "gradual shift of focus from history and culture to reading and math."[2] This shift in purposes under Title VII causes a great deal of concern for NIEA and our members. By law, Native children are required to have access to culturally relevant and appropriate curriculum that support their academic achievement so that they may meet the standards that all children are supposed to meet.

At each of the 11 hearings that NIEA held last year on NCLB, much of the discussion focused on the concern of the impact of NCLB upon culturally based education. The testimony gathered in the field indicated a diversity of ideas and opinions about the effects and the importance of culturally based education. Concern was highly focused on the significant narrowing of the curriculum given the emphasis on testing. Native languages and culture have not been well represented in school curricular programs. Another inter-related concern focused on the decrease in the use of culturally appropriate

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[2] Correspondence from Bernard Garcia, Group Leader, Office of Indian Education, U.S. Department of Education, to Patricia Harvey, Superintendent, St. Paul Public Schools, received on November 4, 2005. Members of NIEA from Minnesota raised this issue with Representative Betty McCollum and staff for Representative Dale Kildee during NIEA's Legislative Summit in February 2006.

teaching approaches known to be effective for Native students given the increased focus on testing and direct standardized instructional approaches. A third area of concern focused on the inappropriateness of the implementation of testing for unique Native language immersion and culturally focused schools for Native students.

NIEA is witnessing a broad-based reduction and diminishment of culturally based education in schools which provide an effective and meaningful education for Native students. In classrooms across Indian Country, Native languages and cultures are being used less and less in teaching Native students math, science, or reading because Indian children are drilled all day long on the materials contained on standardized tests. These teaching methods do not work when teaching Indian children. Generally speaking, our children see and order their world very differently from most other children due to their culture and ways of life, and, as a result, learn in different ways.

NIEA strongly believes that cultural education can be successfully integrated into the classroom in a manner that would provide Native students with instruction in the core subject areas based in cultural values and beliefs. Math, reading, language arts, history, science, physical education, music, and cultural arts can be taught in curriculum steeped in Native traditional and cultural concepts. Title VII provides for culturally relevant material to assist and inspire Native students to achieve academically. Many schools throughout Indian Country have found ways to integrate cultural curriculum to improve academic achievement. Below are descriptions of these programs that were provided by the membership of NIEA.

Yukon Title VII/Indian Education Program - Yukon, Oklahoma Arts and Craft Program and Library

> *With Funding from Title VII, Native American arts and crafts are purchased for teachers to use in the classroom as class projects when going over Native American lessons. Through these arts and crafts lessons, reading and math are incorporated. This makes it more exciting and gets the kids more involved to not only learn about a subject level (reading and math) but also to learn about sharing, helping one another, feelings etc. Teachers then provide the Title VII program with a report on how these crafts were used as a lesson and what was involved. The teachers have responded very well to this. It makes them get more involved when preparing lessons about Native Americans. Additionally, the Title VII program has helped each school (11 in all) update their libraries with close to 900 books with Native American content. This is an ongoing adventure.*

Anchorage School District, Anchorage, Alaska - Culturally Responsive Six Year Plan

> *Based on a survey published by the First Alaskans Institute, education is the second most important issue facing Alaska Natives; the surveyed population felt that culturally related solutions (more Native culture, more Native language, more Native teachers) were most commonly the reasons for improving schools for Alaska Natives. We currently report on reading, writing, mathematics, and the drop out rate. With this form of accountability, we are not focusing on what our parents, elders, students, research and community members know; more Native*

culture/language, Native teachers, culturally responsive teachers, more parental involvement and culturally responsive curriculum will increase Native student achievement. Title VII staff are able to incorporate culture directly through lessons and activities and indirectly by making lessons culturally relevant on a daily basis. Staff is also able to take the role of home/school liaison, assist with rural to urban transitions, refer students and families to appropriate programs to further assist with their success in the school system, create or request cultural resources, and empower students and staff to connect to one another's cultural background. One of the ways the district and Title VII is addressing the issue of getting all staff to be culturally responsive is by implementing a Culturally Responsive Six Year Plan. The six-year plan is an instructional plan to chart a course for closing the achievement gap while concurrently increasing achievement for all students through implementation of a Culturally Responsive Continuum.

Anadarko Public School District, Indian Education Program, Anadarko, Oklahoma - Academic and Cultural Enrichment, Elementary Art Program

The Anadarko Title VII program is achieving positive results in the academic enrichment component, within an elementary art component, and even within the minimally funded culture component. These projects are supplemented with other funding sources and volunteer hours to make them as effective and efficient as possible. The program assists in the logistics of the Anadarko Inter-tribal Dance Troupe, provides daily enrichment and assists with after-school enrichment. Through the formation of partnerships, we have attempted to form a systemic approach to our program providing student opportunities that would not be available via Title VII funds alone. The Title VII program provides a solid foundation for direct American Indian student instruction and assistance on comprehensive terms.

The elementary art program provides four elementary grades with the comprehensive skills, knowledge, and abilities necessary to succeed in our globalizing society. The balance of art, culture, sciences, and personal education are vital for our tribal youth to master. This is our long-term goal and what drives our program each day. The Title VII program provides the means to keep this vision alive and thriving.

It is unfortunate that many schools are being advised by the U.S. Department of Education to gradually shift from cultural curriculum to instruction that focuses on math and reading only. The push to narrow culturally relevant curriculum is having the limiting effect of "teaching to the test." NIEA strongly encourages this Committee and the Senate Health, Education, Labor, and Pensions Committee to continue supporting the intent of Title VII as written in the statute and to urge the Department of Education to fulfill the intent of Title VII by refraining from applying a narrow interpretation of NCLB that focuses solely on math and reading proficiency.

Native Language Immersion Programs

Innovative programs that have proven academic success in Indian Country incorporate language and culture. Specifically, Native language immersions programs have fostered higher academic achievement and interest in learning from American Indian, Alaska Native, and Native Hawaiian students. Studies have shown that, while Native American children and youth have exhibited stagnant educational achievement (and have the poorest achievement of all American ethnic groups), Native language immersion has demonstrated remarkable promise in educational achievement.[3] National studies on language learning and educational achievement indicate the more language learning, the higher the academic achievement. Solid data from the immersion school experience indicates that language immersion students experience greater success in school measured by consistent improvement on local and national measures of achievement.[4] For example, in Hawaii, there are twenty-two public schools either with immersion streams or with entire immersion curriculum. These schools have approximately 1700 students enrolled that outperform the average Native Hawaiian student in Hawaii public schools.[5] Additionally, culture and language curriculum and participation positively correlate with Native student retention rates.

Native language immersion programs provide a proven method to enable Native students to achieve academically in the areas of math, reading, and science as well as in the areas of arts and languages. For many Native students living in rural and isolated areas, subjects that are taught in non-cultural pedagogies and removed from a tribal perspective are often lost on Native students due to the non-relevance of the materials to their lives and identities. Below are a few examples of successful immersion schools where the students are doing better than their counterparts who are not in immersion programs.

> The Piegan Institute is located in Browning, MT, and serves students in grades K though 8 through instruction in the Blackfeet language. Piegan Institute programs provide an integrated approach that encompasses social, intellectual, academic, and linguistic dimensions. The focus throughout is on making connections across the various contexts of a learner's experience, the classroom, the family, the community and what language means for a learner in each of these contexts.

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[3] Pease – Pretty on Top, Janine. <u>Native American Language Immersion: Innovative Native Education for Children & Families.</u> American Indian College Fund: Denver, Colorado. 2003.

[4] McCarty, Teresa L. and Dick, Galena Sells. "Mother Tongue Literacy and Language Renewal: The Case of the Navajo." Proceedings of the 1996 World Conference on Literacy. University of Arizona: Tucson, AZ. 1996.

[5] Op. cit. Pease- Pretty on Top. 2003, p.16, Aha Punana Leo. "Our Language: e ola ka olelo Hawaii- the Hawaiian language shall live." Website, www.ahapunanaleo.org/HTML/OL.htm, p.6-7.

The Akwesasne Freedom School is located on the St. Lawrence River in upstate New York and is an independent elementary school for grades pre-K through 8 run by the Mohawk Nation. The school was founded in 1979 by Mohawk parents concerned that their language and culture would slowly die. In 1985, a Mohawk language immersion program was established. The Mohawk "Thanksgiving Address," which teaches gratitude to the earth and everything on it, is used as a curriculum base. Students study reading, writing, math, science, history and the Mohawk ceremonial cycle. The Akwesasne Freedom School combines solid academics with a strong foundation in Mohawk culture.

While data specific to Native American language immersions schools is continuing to be compiled, national studies from both the public and private sectors emphasize the positive impact of language studies on educational achievement.[6]

Several Native language immersion bills are pending in the 109th Congress that NIEA enthusiastically supports. These bills would provide much needed support for existing Native language immersion programs, such as the programs described above, and for the development of new Native language immersion programs. In the Senate, Senator Akaka introduced S. 2674, the Native American Languages Act Amendments Act of 2006, on April 27, 2006. The co-sponsors of S. 2674 are currently Senators Daniel Inouye, Max Baucus and Tim Johnson. S. 2674 has been referred to this Committee. NIEA urges the Committee to act favorably upon S. 2674 and to schedule a mark-up of the bill as quickly as possible. Time is of the essence. Across Indian Country, Native languages are in rapid decline. It is estimated that, without increased preservation efforts, only 20 Native languages will remain viable by the year 2050. Native culture itself is greatly threatened by this loss. The continuing loss of Native languages is tragic, especially considering the pivotal role that Native American languages and code talkers have played to defend our country in World War I and World War II. NIEA thanks Senator James Inhofe for introducing S. 1035, the Code Talkers Recognition Act, and requests that the Congress act swiftly on this bill also.

In the House of Representatives, there are currently two pending Native language immersion bills. H.R. 4766, Native American Languages Preservation Act of 2006, was introduced by Representatives Heather Wilson and Rick Renzi on February, 15, 2006. H.R. 5222, the Native American Languages Amendments Act of 2006, was introduced by Representative Ed Case on April 27, 2006. As with S. 2674, both House bills would provide support for Native language immersion programs. NIEA is working with the House Education and Workforce Committee to see if it can act quickly on these bills.

Additionally, NIEA is planning a Native Language Revitalization Summit on July 11, 2006 in Washington, DC. In honor of our languages and recognition of their value to not

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[6] Sugarmen, Julie and Howard, Liz. "Two Way Immersion Shows Promising Results: Findings of a New Study." Center for Applied Linguistics, ERIC/CLL Language Link. ERIC Clearinghouse on Language and Linguistics: Washington, DC. September 2001, p. 2-3.

just tribal communities, but our nation as a whole, Native Veteran Code Talkers from World War II will participate in the Summit, symbolizing the strength and historical significance of Native languages. NIEA encourages members from the Committee to attend the Summit and hold a hearing on the importance of Native American Languages at that time.

Funding

NIEA continues to be concerned with the inadequate funding in the Department of Education and the Department of Interior, Bureau of Indian Affairs, for Indian education programs and activities. We outlined our funding concerns in our testimony before this Committee in its oversight hearing on the President's FY 2007 budget on February 14, 2006, but take this opportunity to reiterate below some of NIEA's most pressing funding concerns for FY 2007:

- NIEA urges a $9.3 million increase over the FY 2006 enacted level of $186.5 million for Title VII of NCLB in the FY 2007 Labor, HHS, Education appropriations bill;
- NIEA urges a $6 million increase over the FY 2006 enacted level of $44 million for Native language immersion programs in the Administration for Native Americans (ANA), Administration for Children and Families, in the FY 2007 Labor, HHS, Education appropriations bill; and
- NIEA urges a $56.6 million increase over the FY 2006 enacted level of $206.8 million for Indian school construction and repair in the BIA in the FY 2007 Interior appropriations bill and restoration of the BIA's Johnson O'Malley (JOM) program to the FY 2006 enacted level of $16.4 million also in the FY 2007 Interior appropriations bill.

Due to the tight federal budget for this year, NIEA requests a moderate **5% increase of $9.3 million** for a total of $195.8 million in FY 2007 for NCLB Title VII funding for American Indian, Native Hawaiian, and Alaska Native education. Funding for Title VII in FY 2006 was $186.5 million. This funding is crucial for the reasons set forth above.

NIEA requests a **$6 million increase to $51 million** in FY 2007 to ANA to support: (1) existing Native American immersion schools and programs in SD, WY, MT, NY, HI, WI, AZ, AK; (2) a development effort for new immersion schools and programs; and (3) $400,000 to enable NIEA to have data collected and a study performed on the effectiveness of Native immersion schools. In FY 2006, ANA received $45 million but less than $4 million went toward Native language immersion programs.

The inadequacy of Indian education facilities is well-known. NIEA requests a **$56.6 million increase** from the FY 2006 enacted level of $206.8 million for a total of $263.4 million in FY 2007 for BIA for Indian school construction and repair. The FY 2007 budget request for school construction and repair is only $157.4 million; while, in FY 2006, the enacted level of funding for BIA Indian school construction and repair was $206.8 million despite the President's budget request in FY 2006 to significantly reduce this funding. In FY 2005, the enacted funding level was $263.4 million, which was instrumental in reducing the construction and repair backlog. NIEA seeks the $56.6

million increase from the FY 2006 enacted level to put funding back at the level from FY 2005 to make headway on the backlog. We were disappointed to learn that the FY 2007 Interior appropriations bill passed by the House of Representatives last week followed the President's budget request of only $157.4 million for school construction and repair. We request that the Senate increase this amount in its FY 2007 Interior appropriations bill to $263.4 million. Otherwise, the construction backlog will not decrease.

NIEA requests **restoration of JOM to at least the FY 2006 enacted level of $16.4 million.** The President's FY 2007 budget requests total elimination of JOM. The FY 2006 enacted level was $16.4 million, and the FY 2005 enacted level was $16.51 million. NIEA is pleased that the FY 2007 Interior appropriations bill passed by the House of Representatives last week restored JOM funding to the FY 2006 enacted level of $16.4 million. We are hopeful that the Senate can also restore this vital funding in its version of the FY 2007 Interior appropriations bill. JOM grants are the cornerstone for many Indian tribes, school districts, tribal organizations, and parent committees in meeting the unique and specialized educational needs of Indian students enrolled in public schools or non-sectarian schools. The purpose of JOM grants is to provide supplementary financial assistance for Indian students. Many Indian children live in rural or remote areas with high rates of poverty and unemployment, and funds from JOM have historically provided basic resources so that Indian students can participate in school like their non-Indian peers, which, in turn, gives them a chance to achieve academically and meet Annual Yearly Progress targets.

JOM funds helps to provide the following to Indian students: books and other reading materials, tutoring services, summer school, scholastic and testing fees, school supplies, youth leadership programs, musical instruments, student incentive programs, teacher aides, communication and transportation services, eyeglasses and contacts, resume counseling, college counseling, financial aid counseling, fees for athletic equipment and activities, caps and gowns, art and writing competitions, day care services for teen parents in school, field trips, elders in classrooms, Native language classes, awards ceremonies, computer labs, home visit counseling, Native academic competitions, teen outreach programs, internships, and choir, band, and cheerleading uniforms and equipment. These are services that neither NCLB or impact aid are allowed to fund.

Closing
NIEA is committed to accountability, high standards and rigorous education of our children; however, the implementation of NCLB by the federal government does not enable Native students to meet their academic potentials given the lack of consideration of their cultures, languages, backgrounds, and identities. Cultural identity and rigorous educational standards are compatible and complementary. We believe with good faith collaboration that we can provide our children with education that honors who they are as Indian children while preparing them for successful futures as they define it.

UNITED STATES DEPARTMENT OF EDUCATION

OFFICE OF ELEMENTARY AND SECONDARY EDUCATION

NOV 4   2005

Ms. Patricia Harvey
Superintendent
St. Paul Public Schools
360 Colborne Street
St. Paul, Minnesota 55102

PR#: E-160A050540

Dear Ms. Harvey:

The purpose of this letter is to update you on the status of your Fiscal year 2005 (school year 2005-2006) Formula Grant application under Title VII, Indian Education.

Based upon a review of the information submitted, your application has been approved. However, a gradual shift of focus from history/culture to reading and math should be reflected in the 2006 grant application. Please refer to the enclosure for guidance.

If you have questions or need assistance, please contact, Jean Hunt at (202) 260-13 8.

Sincerely,

Bernard Garcia
Group Leader
Office of Indian Education

c. Kathy Kenman-Wilke

400 MARYLAND AVE., S.W., WASHINGTON, D.C. 20202
www.ed.gov

Our mission is to ensure equal access to education and to promote educational excellence throughout the Nation.

State of Indian Education Address
February 13, 2006
National Press Club, Washington D.C.

INDIAN EDUCATION,

THE

CONSCIENCE

OF AMERICA

Ryan Wilson *(Oglala Lakota)*
President
National Indian Education
Association

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Indian Education, the Conscience of America

Ryan Wilson *(Oglala Lakota)*
President – National Indian Education Association

Indian Education, the conscience of America. The conscience of America can never be clear; the state of American education can never be strong, so long as Indian Country lives on a lonely island of educational poverty, amidst of vast ocean of wealth and educational opportunity for all Americans, except the first Americans.

In 1969, a great movement was born to advance the needs of Indian Country. The genesis of the National Indian Education Association was precipitated by a ground-breaking study, an investigation by the United States Senate, on the condition of Native children and on Indian Education.

A report titled, "Indian Education: A National Tragedy – A National Challenge", is also better known as the Robert Kennedy Report on Indian Education. This stinging critique of the conditions of Indian Country systematically chronicled the dire situation we were in at that time. For we ranked at the bottom of every social, health, economic, and yes, education indicator in America.

Thirty-seven years later, what is the state of Indian Education? Well today, my fellow Americans, I'm sad to report that Indian Education as a whole is very much in a state of crisis.

I will share with you today three areas of critical importance to Indian Education. And they are as follows:

First, what is this state of crisis? What are the indicators that point to the crisis? And what lies ahead in this challenge?

Secondly, why is Indian Education important, not just for Native Americans, but all Americans?

And third, we'll be presenting some of our solutions to these profound challenges that are ahead of us.

These are indicators of the crisis before us. Here is a clear picture of the environment that our Nation's 600,000 American Indian and Alaska Native children live and go to school in each and every day in America.

American Indian and Alaska Native children live in conditions that the rest of America would never accept. The poverty rate of our children is three times that of white children. The suicide rates of our children are more than double the national average.

Homicide rates in some tribal communities have risen by 80 per cent where they've declined in the last decade by 16 per cent nationwide.

Substance abuse and drug use, specifically methamphetamines, have reached epidemic proportions in Indian Country.

Healthcare expenditures for Native children are less than half of what our American government spends on its prisoners in the federal prison system.

Influenza, pneumonia, diabetes, and tuberculosis are a fact of every day life in Indian Country. Indian children are 280 per cent more likely to die in a car accident because reservation roads are the most dangerous in this country.

Native children are forced to live in overcrowded and unsafe housing conditions. Almost never having private rooms to concentrate, to read, to do their homework in some of these tribal areas.

The average Indian child will attend approximately 50 funerals for their loved ones and friends before they even graduate from high school.

All of these factors are impediments to academic success. These conditions are inextricably linked to academic success and academic progress. Over half of Indian children who enter kindergarten will never graduate from high school. Indian children attend the poorest conditioned schools in the Nation, and there is not a congressman or senator in this town who would send his own children or grandchildren to our schools.

This includes crumbling buildings and outdated structures that are ripe with lead in the pipes and mold on the walls. Indian children look in the face of educators and administrators every day who they know cannot wait to leave our reservation communities once that final school bell rings.

Indian schools are often treated like boot camps for teachers, and a continuous revolving door of people coming and going is what greets Native learners on a daily basis.

Indian children attend schools that are labeled failing, and they are told that their lack of abilities are the cause for this failing status. This has a debilitating effect on their self-esteem and community ownership of schools.

For those who do graduate from high school, precious few go on to institutions of higher learning. And nationwide, out of our total population, only 13 per cent of us hold degrees in higher education.

You have now heard of both America's and Indian Country's profound challenges. Now I want to share with you some of our great successes against all odds.

American investment in Indian Education, when it is substantial, when it is consistent, and done in a manner that empowers tribal communities, it works. When it is done in a manner where Indian families and parents have to take ownership of their educational destiny, it works.

The tribal college movement here in America, has produced more Native graduates in institutions of higher learning in the last 30 years than all of the mainstream universities across America combined.

The tribal colleges, when they're properly funded and when they are supported, they work. They have made the desert bloom with intellectual engagement throughout these communities.

Indian Head Start Programs have graduated thousands of Native American children who do remarkably better than their counterparts who have never had those opportunities to attend Head Start. Private and charter schools like Jemez Pueblo in New Mexico, and the Piegan Institute in Montana, are proving to educate Native children better than our public schools and our Bureau of Indian Affairs' schools. They are leading the way and advancing by culture competence.

We have produced more college graduates in the last 25 years than the previous 75 years combined. And we have proven scientifically that cultural excellence and academic excellence are not, and I repeat, not fundamentally incompatible.

We'd like to applaud the Dine' Nation, the great Navajo Nation, for asserting jurisdiction over the education of their young people through passing the Dine' Education Sovereignty Act. Not only does this elevate their assessments and benchmarks above the state level for Arizona and New Mexico, it creates a whole new era of bi-cultural competence, literacy, culture, and academics as equal status. And we congratulate the Navajos.

The construction of new schools across America as well has taken so very long, but those few that have been made on the Lummi Nation, the new school in Mescalero, New Mexico, the Santa Fe Indian School. This is what our kids deserve. We need these schools each and every day for our young people to walk through those doors.

The Indian story is far from a Shakespearean tragedy. It is a story of endurance, of survival, of adaptation, and creativity in the face of overwhelming obstacles. It is a record of enormous contributions to this Country, to its arts and culture, to its strength and spirit, and sense of history, and sense of purpose.

Let us remember that it was the Indian who gave America democracy through the Iroquois Confederacy. It was the Indian who gave America its greatest athlete in Jim Thorpe. It was the Indian who fed America and the world by introducing it to the potato, corn, squash, beans, and the tomato. It was the Indian who brought America its only gold medal in the history of 10,000 meters in the Olympics, when a boy from Pine Ridge, South Dakota, named Billy Mills, shocked the world in 1964.

We gave America one of its greatest astronauts in John Herrington. We gave America some of its greatest authors in Maya Angelou and Scott Momaday. And we gave America its greatest theologian in Vine Deloria Jr.

And finally, we gave America all that we had in war and time of military conflict. We fought for freedom and liberty for people throughout the world that we, as tribal people, did not even enjoy here in our native homelands.

From the trench warfare of World War I, all the way to the beaches of Normandy and Iwo Jima in World War II, to the freezing mountains of the Korean War. The Mekong Delta in Vietnam to the blistering desert heat in Iraq, where Indian Country gave their daughter as the first casualty, Lori Piestewa.

And it would surprise none of us when we leave that area that it will be the Indian who will be the last on the battlefield in this war on terror. This is our commitment, and we've stood for this flag time-and-time again. And we ask for this flag to stand for us now.

Why is Indian Education important to all Americans? The Nation's roads and interstates carry drivers far out of reach of tribal communities. And because of this, the common American never sees true reservation conditions. This is why we are America's forgotten people, why we are the invisible people here in America.

Today, we offer the citizens of this great country a road or a path, so to speak, into our hearts so that they may see us. We are here because we cherish our children, and we know we can make a difference. Not in some unforeseeable time in the future, but right now. This year, with this Congress, and this President, we can make a difference.

America has made a fundamental commitment in education to all Americans and a special commitment to its first people.

I stand before you today, speaking for Indian Country and declaring, as all our great leaders have, that America must uphold her promise to its first people.

The United States has a sacred trust responsibility to educate the Native American. And this sacred trust grew out of contractual agreements between Indian Nations and the United States in which sovereign Indian Nations gave up millions of acres of the richest land in the world in exchange for continued self-rule, continued inherent sovereignty, health, housing, and yes indeed, education.

America has failed in this solemn promise, especially in the arena of education. We must get serious on this matter. No longer is it acceptable in any circle to allow such massive educational inequalities to exist here in America.

No longer is it acceptable to allow, and even perpetuate a caste system in which we are segregated into second class citizenship and second class educational opportunities.

As I speak today, there are children who, instead of reaching for a book, are reaching for their first taste of alcohol. Instead of raising their hand to ask a question in class, they are raising it to smoke marijuana, crack, and methamphetamines for the first time.

They do so because they see in their lives no future, no hope, crushed dreams, lost identity, and broken spirits. This diminishing sense of nobodyness must end.

We are living in a period of great social change, and both the federal government and Indian Country must develop new attitudes, mental responses,

and strategies to rise to the challenge of delivering excellence in Indian Education.

The tax breaks, the ongoing war on terror, and the recent national disasters have proven to be formidable triplets. They are used to tell the Indian that, once again, he must wait. Once again, he is told that his turn to be served at the table of brotherhood and educational opportunity has not yet arrived. Well, we are here today to say, we will wait no more.

The tragedies that took place on Indian lands across America last year are symptomatic of a deeper malice in our society, and they will continue unabated until there is a massive act of consciousness from the American government to open its eyes and to look into the soul of Indian Country.

Now is the time to usher in a new day. Now is the time to adopt a new doctrine, a new covenant in Indian Education. And now is the time to make real the promise of equal opportunity for all Americans.

The federal government of the United States of America has a historical, moral, and special relationship with Native Americans. This unique relationship is based on hundreds of treaties, executive orders, judicial decrees, acts of Congress and federal statutes. This unique relationship must continue.

To the complete detriment of self-determination and self-reliance, this relationship has shifted and changed with each new Administration, with each new Congress, and this must end. True self-determination in any society of people, especially in Indian Country, is dependent upon education, which will ensure the development of qualified people to fulfill meaningful leadership roles. Parental and community control of the education process is of crucial importance to Indian People.

We call on Congress to once again declare that a major national goal of the United States is to provide the quantity and quality of educational services and opportunities, which will permit Native Children to compete and excel in the life areas of their choices, to ensure advanced cultural and academic literacy, and to achieve the measure of self-determination essential to our social, cultural, and economic well-being. Today, we call for a new doctrine in Indian Education, we call for a new covenant that respects the special relationship between Indians and the federal government and uses that political reality as a basis to usher in a new day of partnership as opposed to paternalism.

The Indian voice has been trampled by the ironclad feet of "No Child Left Behind" and its implementation. This unintended consequence of "No Child Left

Behind" has turned back 35 years of parental, tribal, community, and family involvement that was precipitated by the Indian Education Act of 1972.

While we support the goals of "No Child Left Behind", the time has come to decisively break with the past and create the conditions for a new era, in which the Indian's future is determined by Indian acts and Indian decisions.

As a matter of justice and a matter of enlightened social policy, the Indian must be empowered to share in his own educational destiny.

We applaud President Bush for advancing his executive order on Indian Education. And we extend our hand to President Bush in full partnership. We want to help him have a positive legacy, a lasting legacy in Indian Education, one that's meaningful.

We also want to help him close the achievement gap between government promises and government fulfillment. These services were to create living standards comparable to that of other Americans. This goal, of course, has never been achieved, but the special relationship between Indian tribes and the federal government, which arises from these agreements, continues to carry immense moral and legal force.

Some of the solutions we wish to advance include the following. Our friends in Congress need to provide equal opportunities for the unequally equipped. We need resources and federal investment on a scale that is commensurate with the extent of the adversity and challenges rather than the extent of the proposed budget.

The long deferred issues of second class citizenship has become our Nation's first class crisis. We can deal with it now, or we can drive Indian Country to a desperation it tried, it asked, and it hoped to avoid.

The new doctrine and the new covenant in Indian Education between the federal government and the 562 tribes and Indian Nations, needs to happen now.

We call upon the White House to convene a conference on Native American Children. And we wish to applaud as well, the First Lady, Laura Bush, for her initiative on helping America's youth, but it needs to be extended to the first Americans.

We call upon President Bush to swing open the doors of the White House and meet with Indian Education leaders and tribal leaders to discuss this new doctrine, this new covenant.

We call upon Congress to do a thorough and complete investigation of the conditions of Native Children and of Indian Education in this country.

We seek participation by Indian Country in the pending hearings on the re-authorization of the "No Child Left Behind Act" in both the U.S. House of Representatives and the United States Senate.

And we call for the first time in the history of America for joint field hearings between the Senate, Health, Education, Labor and Pension Committee, and the Senate Indian Affairs Committee out in Indian Country.

We'd like to thank and acknowledge Congresswoman Heather Wilson, from New Mexico, for she is to announce the introduction of a language immersion bill during the NIEA Legislative Summit this week.

We also call upon our dear friend, our champion, Senator Inouye. We call upon him to enshrine one last legacy of his, possibly his greatest in Indian Country. And we seek for him to reintroduce his Native Language Immersion Bill.

We call upon the reintroduction of this "language bill" because our languages are dying. We're down to a point now where only 20 languages are spoken by Indian children throughout America. And that is the true health of our languages. These languages helped save America. The Lakota Code Talkers, and the most famous, the Navajo Code Talkers, saved America as they defended this flag. Now we ask America to save these languages.

We call for swift passage of this bill, once it is introduced into Congress in this session, in the 109th Congress, we call for that now.

We respectfully submit our recommendations for the eventual re-authorization of the Elementary and Secondary Education Act. These include the following: Family, community, parental and tribal involvement, it's paramount. Alternative assessments and measurement tools that understand the unique needs of tribal learners. Capacity building for tribal education departments that elevate their statutory authority and their jurisdiction over Indian Country and Native learners.

A significant investment in human and political capital in our tribal communities. A commitment to fuel the tribal language revitalization movement, greater teacher support, flexibility and acknowledgment of the unique contexts of Native schools, and data collection, and research with culturally appropriate design models and methodologies.

We call again for a new doctrine, a new covenant in Indian Education that strengthens Indian Country's sense of autonomy as opposed to dependency, that invests in Indian Education as opposed to divesting in it, that rewards innovation and creativity as opposed to punishing it.

We need to become independent of federal control without being cut off from federal support. We do not desire a new and confusing list of initiatives and piecemeal legislation and reforms. We desire a new and coherent strategy. We desire a complimentary role with the federal government in shaping this new covenant.

The politics of despair will not enter into our hearts because we believe in America. We believe in the founders; we believe in the architects of this great constitution. The men who dug so very deep those wells of democracy, helped quench the thirst for freedom in people throughout the world.

Now let those very wells, irrigate the parched fields of tribal sovereignty and the parched landscape of Indian Education. Let them restore hope to Indian Country. Let them restore freedom and self-respect. Let them empower, once and for all, America's first people and elevate them from third world conditions to world class conditions.

We know we will win our epic struggle because the goal of America, is freedom, and however far she strays from it, we know she will return to these principles, and they will be afforded to the Native American as they have been to all Americans.

We know that if America is to ever capture its ultimate greatness, it must honor its sacred obligation to its Indian Nations. Education issues are human rights issues. We must have a place in the educational, political, and social fabric of present-day America.

America still needs Indian Country to legitimatize its expansion of federal domain, and Indian Country still needs America to uphold its sacred trust responsibility.

The Indian problem is not new. What is new, however, is that for the first time in American history, we know how to address it. We have the skills, the resources, the cooperation. All that we need is the will of this great Nation.

The question before us in this crucial hour is not whether the federal government has a responsibility to provide equal educational opportunities to the Indian. The real question is how that responsibility can be fulfilled.

The question before us in this profound time of need is not what will happen to the budget or the deficit if Indian Education and Indian children become a national priority. The real question is what will happen to Indian children if they are not made a national priority?

What will happen to their hopes, their dreams? What will happen to their communities, their families, and their tribes?

In conclusion, we demand a better way of life for our sacred children that promises them all of the academic riches, of state of the art facilities, the best teachers, integration of cultural integrity and curriculum, tribal, parental, community control of schools. Will America's legacy in Indian Education be meaningless chaos or will it be one of direct action with a coherent vision for what Indian Country needs?

Only through empowering and involving Indian Country can we overcome the great challenges of our time. We cannot deal with the challenges facing Indian Country indecisively. We must take bold and direct action now. This is the birthright of Native Children, and we will accept nothing less.
Finally, my friends, Indian Country submits with one collective voice, that no longer is it a question between culture and language and education and academic excellence. It is now cultural integrity in all aspects of education, or it is no education.

If we are to become equally educated or even the best educated people in the next 20 years here in America, if we are to march freely in the centuries to come as we have in those that have passed, we must cultivate, nourish, and support Native learners who have conquered the English language as opposed to Indian Children who have been conquered by the English language.

Thank you, Relatives.

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Policy Recommendations on Reauthorization
of No Child Left Behind

Improving the educational achievement and academic progress of Native children is vital to the national goal of preparing every student for responsible citizenship, continued learning, and productive lives. To this end, the National Indian Education Association (NIEA) remains committed to the No Child Left Behind Act (NCLB) but seeks to sharpen the focus Title VII of NCLB to ensure the development of meaningful and effective educational programs, improvement in educational opportunities, and enhancement of parental and family involvement in the schools educating Native Americans.

The purpose of Title VII of NCLB is to provide culturally based educational approaches for Native students. These approaches have been proven to increase student performance and success as well as awareness and knowledge of student cultures and histories. The comprehensive character of Title VII to increase educational opportunity and to provide and develop effective and meaningful culturally based education approaches should be retained and its influence upon the operational aspects of the other titles within NCLB strengthened for Native students.

The recommendations below are geared toward supporting traditional Native cultures, languages, and values so that Native learners can succeed in their communities and in life.

Implementing Title VII in Conjunction with the Rest of NCLB

- NIEA supports NCLB's emphasis on accountability and achievement for Native students. However, the goals of NCLB for accountability and school improvement should include the goals of Title VII to develop and enrich educational programs for Native students. Likewise, Title VII should operate seamlessly with the other Titles within NCLB so that consideration is given to the unique language and cultural needs of Native students.

- Title VII should provide a mechanism consistent with its purposes for comprehensively aligning the utilization of other Titles within NCLB to meet the comprehensive needs of Native students. Programmatic efforts supported by other Titles should not be supplanted by Title VII. Instead, the programmatic efforts of other Titles should be designed to be specifically effective and meaningful for Native students.

- The recognition that education is an aspect of the Federal Government's trustee relationship with Indian tribes and that the Federal Government seeks to develop cooperative relationships among Federal, State and Tribal Governments currently referenced in Title VII should have a place in the operational sections of NCLB.

Individual Progress Measurements

- NCLB's accountability system currently holds the students responsible for the success of that school and likewise for perceived failures due to heavy reliance on cookie cutter standardized tests. Instead, NCLB's accountability system should hold schools accountable based upon the rates of progress actually achieved by individual students. This type of accountability system would accommodate the fact that Native students live in unique environments and communities.

- Many of the methods for holding a school accountable for improvement do not recognize the federal government's trust responsibility for the education of students nor do they recognize the unique circumstances of the significant number of small, rural, and isolated schools serving Native students. The overall emphasis on accountability should be changed to investing in the improvement of Native education in a cooperative effort among Tribal, Federal, and State Governments.

Assessments

- Multi-year school improvement plans should be developed for Native education based upon the comprehensive (including cultural) assessment needs of Native students. These assessments should guide the long term development and alignment of programs to meet these needs.

- Assessments should recognize the unique cultural and educational needs of Native children. Assessments should also be culturally appropriate and executed in the language of instruction.

Teacher Support

- The definition of "highly qualified teacher" in NCLB should accommodate teaching skills and abilities appropriate for effective instruction of Native students. The definition should also take into account the limited supply of teachers in small school settings and the need for Native language and cultural experts in the curricular programs of schools.

- NCLB should also seek to stabilize the teacher force in Native communities through investments in training and professional development for educators of Native students.

Flexibility

- NCLB should recognize the unique school contexts in terms of size and location in which Native students experience and take these factors into consideration when determining adequate yearly progress.

- NCLB should allow for flexibility that recognizes unique instructional approaches designed for Native students, such as Native language immersion programs.

- Native immersion schools that are currently required to provide assessments in the English language, which subsequently are used to measure progress, should be allowed to use alternative measures to assess student achievement. Research shows that students in immersion programs perform substantially better on National tests than students who are not. Also, the students in immersion programs do not suffer in English proficiency after third grade.

Parental, Familial, and Community Involvement

- NCLB should enhance the involvement of Native parents, families, and communities in the development of educational programs for Native students. Additionally, NCLB should assist parents in supporting the education of their children through active consultation and inclusion of parent committees in the development of long term, multi-year Native education improvement plans that hold schools accountable.

- NCLB should encourage and provide resources for intercooperation and collaboration among States, Tribes, and the Federal Government to allow for opportunities for local involvement in the development of achievement and progress standards as well as the creation of innovative programs that meet the needs of Native students.

- Parental, familial and community involvement is especially lacking and, thus, needed in schools administered by the Bureau of Indian Affairs where these schools are increasingly defaulting to state standards for assessments and progress measurements without input from the affected Native communities.

- Assistance should be provided to enable tribes to develop standards and assessments systems appropriate to the education mission of their schools and the accomplishment of challenging academic standards comparable to other state standards.

Data and Research

- The Secretary of the Department of Education should report bi-annually on the status of Native student education, including information about the activities and programs that are funded by Title VII grants and the manner in which these grants meet the culturally related educational needs of Native students.

- NCLB should require federal agencies to document Native student and Native program performance, needs, and progress as well as require data collection, research, and analyses on Native educational needs and efforts. This research should be used as baselines for evaluating educational programs for Native students.

- NCLB should include specific Federal support for research into the implementation of effective culturally based pedagogy and curriculum development approaches for Native students.

Culture and Language

- Language and cultural-based instruction for Native students increase student performance and success as well as awareness and knowledge of their cultures and histories. The broad-based purposes of Title VII should align federal and local programs to meet the comprehensive educational needs of students, provide resources that will serve to create and develop effective instructional strategies, and promote curricular programs to enrich the educational experiences of Native students.

- Cultural and language programs funded under Title VII should act as catalysts in the development of curriculum and instruction that results in student achievement and success.

Funding

- Funding for NCLB, especially Titles I and VII, should be increased to the authorized levels in order to ensure that the needs of Native students are fully served and the purposes and intentions of NCLB can be achieved.

- Funding is especially critical for Native kids, who often live in remote, isolated, and economically disadvantaged communities. Without adequate resources, it is impossible for Native students to receive a quality education.

National Indian Education Association

National Forum on
Native American Language
Revitalization, Preservation, and Survival

ANALYSIS REPORT OF THE

LANGUAGE NEEDS SURVEY

2003 – 2004

Report prepared by
Indigenous Language Institute
May 2005

Survey Project funded by
Administration of Native Americans

PROJECT TITLE:

NIEA's National Forum on

Native American Language Revitalization, Preservation, and Survival

NIEA's OVERALL PROJECT GOAL:

NIEA was awarded the ANA Category I Language Planning Grant in 2003 to develop a comprehensive **Language Program Needs Survey**, compile a Survey Report, and create a support mechanism, such as a workshop series for Tribal schoolteachers and language practitioners. The goals of NIEA's survey project, as outlined for the ANA Grant Proposal (Attachment A), are as follows:

1. Develop and distribute a Language Program Needs Survey to NIEA membership

2. Prepare a Language Program Needs Survey Report

3. Provide tribes with the report and conduct follow-up interviews for editing and finalizing report

4. Increase NIEA's and partner organizations' database of information on existing language programs and their needs, and where resources are lacking

5. Provide wide distribution and access to the database through the Internet

6. Identify specific areas where more language program resources are needed

7. Create a workshop series to address specific needs outlined in Survey Report

ILI's PROJECT ACTIVITIES:

NIEA contracted the Indigenous Language Institute (ILI) as consultants to provide the following services:

1. Develop a survey instrument (Language Program Needs Survey)

2. Compile the data gathered through the Survey

3. Analyze the data gathered through the Survey

4. Prepare the Survey Analysis Report

5. Disseminate Report to reviewers for comments

6. Assist NIEA in establishing the workshop series

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PROCESS OF THE SURVEY

<u>Survey Instrument</u>

The survey instrument was developed by Professor Ofelia Zepeda, Linguist at University of Arizona and Professor Akira Yamamoto, Linguist at University of Kansas. Based on the objectives of NIEA as outlined in page one, they developed a survey for the NIEA membership that would examine language programs that are in place in the workplace, community and schools where their children attend. By assessing the current situations of these three environments, NIEA can determine whether there is a need for NIEA to provide assistance to its membership, and if so, what type of assistance.

<u>Assumptions</u>

There are several assumptions that were made:

1. Native language is the foundation and backbone of tribal sovereignty.

2. The majority of tribal communities is engaged in or is interested in language revitalization initiatives.

3. NIEA recognizes the importance of language revitalization in schools and communities.

4. Majority of the NIEA members is in the education field or is associated/affiliated with the education field.

5. NIEA is interested in providing services to its membership to enhance Native language initiatives across the country.

<u>Conducting the Survey</u>

NIEA conducted the survey at the NIEA National Conventions of November 2003 and October 2004.

2003 Survey

Cindy LaMarr, President of NIEA in 2003, announced the survey project I her address at the general session. Inée Slaughter, Executive Director of Indigenous Language Institute, explained at the general session the purpose and importance of participating in the survey. The information about NIEA's survey project that was funded by a grant from the Administration of Native Americans (ANA) was prominently included in the convention program as well as in the newsletters preceding the convention. The convention featured two workshops to describe the purpose for the survey and to assist interested participants in filling out the survey. A total of 55 people attended these workshops and filled out the survey.

800 copies of the survey instrument were distributed during the NIEA Annual Convention. Participation in the survey was voluntary. The participants were required to: a) pick them up at the registration area or at the workshops, b) drop off the completed survey at the registration desk in a prominently marked box, or c) mail the completed survey to NIEA.

The staff and volunteers of NIEA overseeing the distribution and collection of the survey noted that about 200 copies of the surveys were picked up. 68 surveys were returned, all of them during the convention. There were none that were mailed back to NIEA. NIEA forwarded the completed surveys to Indigenous Language Institute (ILI) for compiling. Dr. Tessie Naranjo was contracted by ILI to compile the survey results.

Because the return was lower than expected, NIEA requested ANA for (and was approved) an extension of the grant in order to conduct another survey at the October 2004 National Convention.

2004 Survey

At the 2004 convention, 700 copies of the survey were distributed. NIEA staff placed them at the registration desk for conference attendees to pick up voluntarily. They were also placed in several main breakout rooms. The drop-off boxes were placed at the registration area. Respondents were required to drop them off when completed or to mail them in to NIEA.

25 surveys were returned which NIEA forwarded to ILI for compiling. The staff at ILI compiled the survey results.

In total, 93 surveys were returned.

Analysis

Dr. William Demmert (Western Washington University, WA) was selected to do the analysis of the survey. Because the number of returns were so low, Dr. Demmert advised that rather than do an analysis in the conventional number-based method, it would be best to analyze the information in a narrative format, summarizing the small sampling of data and comments. Dr. Demmert's office suggested that ILI take on this task.

What follows are the analysis conducted by staff at ILI.

ANALYSIS OF THE SURVEY

The Return Rate

In total, 93 surveys were returned. Based on an average attendance of 1,500 members, this is a 7.75% return.

The following are possible reasons for the small return of the survey:

1. NIEA members attending the national conventions are not involved in language revitalization programs and initiatives.

2. NIEA members attending the national conventions are not aware of Native language endangerment and revitalization issues.

3. NIEA members attending the national conventions do not have/not allot time for filling out surveys during and after conventions.

4. NIEA members attending the national conventions are not interested in language revitalization issues in general.

5. NIEA members attending the national conventions did not get sufficient information regarding the language survey.

The number of people who participated in the language survey workshops a the 2003 convention (55) and the number of returns (68) indicate that those who were deeply interested or involved in language work were the ones who chose to participate in the survey. At the 2004 convention, there were no workshops featuring this survey, and the information was not available in the program.

The NIEA Board and Staff who have the information and insight into the organizational history and circumstances at those times must draw the final conclusions about the question of small return.

Pertinent Information Derived

From the small pool of respondents there is ample information that is pertinent to the purpose of the survey and intent of NIEA. The respondents were NIEA members who are very dedicated to the Native language teaching/learning for the overall goal of revitalizing the endangered languages of the tribal communities.

One such pertinent information from the small sampling of the NIEA membership is the data that points to the significant disconnect between the **goal of revitalizing endangered languages** in our communities and the **methods in which languages are "taught"**. In order for our Native languages to revive in our communities, these languages must be spoken and therefore, new

generations of speakers must be created, and current speakers must be conscientious about using the language as often as possible. In the majority of cases, the methods in which the languages are taught, especially in schools, are modeled after classes for foreign languages. This model generally introduces language as a subject but does not necessarily produce speakers. Although some form of language instruction is better than none, the urgency of the status of languages throughout the nation must prompt efficient and timely solutions of intervention so that "speakers" of the languages – of all ages – are borne before our elder speakers leave.

It would be important to address the gap by asking how one can unify the goals of school standards and community needs. What school-based language programs can accomplish (exceptions are private/charter/tribal schools) in terms of creating speakers is limited because of some factors:

> Education system regulations (such as need for certification to teach in classrooms)
> Lack of trained language teachers
> Lack of Native language teaching materials and culturally appropriate curriculum
> Lack of concern and support for Native language revitalization
> Lack of information about the overall benefits of Native language knowledge among Native children

Tribes and Professions of the Respondents

The total number of respondents was 93. In total, 45 tribes were represented in this survey. This does not include the two categories that some respondents designated themselves: Non-native (7) and Multi-tribal (1). (See Attachment C, *Tribes Represented in Survey* for details.)

The main categories of the jobs the respondents held were:
> Teacher
> Parent
> Administrator
> Student
> Elder
> Others (school board members, community officials, accountant, project coordinator, curriculum developer, counselor, security guard/firefighter)

(See Attachment D, *Jobs Represented in Survey* for details.)

Analysis of the Responses

In general, responses from the 93 participants of the survey evaluated their language programs to be ranging between "acceptable but could use improvement" to being "very unacceptable" in all areas of the program that were examined. The following were ranked highest in need:

> Appropriately trained language teachers
> Certified teachers

The **need for trained language teachers** can be addressed more readily by providing opportunities for teacher training to language speakers, rather than teach the Native language to a trained teacher who is a non-speaker. The process of language acquisition takes a long time in comparison to learning teaching techniques. It is therefore more efficient to focus on teacher training in order to build a larger corps of Native speakers qualified to "teach". With the limited window of opportunity to preserve and revitalize Native languages, it is paramount that there be an increase in the number of trained language teachers. For community-based language programs, there is no exception to this need.

The **need for certified language teachers** is a slightly more challenging issue. Not only is it difficult to learn the language well enough to teach it, the certification process in most states of the United States requires a college degree. Since most of the speakers are elders of the community who are not necessarily college-bound, possibility of certified teachers of the Native language becomes slim. Some states (New Mexico, Washington, South Dakota, etc.) have resolved this through a special agreement between the state and tribal governments to provide "licensure" for those whom the tribes assess and qualify as proficient in teaching the language in the school system. The license enables Native speakers/teachers to go into the classrooms and conduct instruction without the supervision of a certified teacher.

Although this is a huge positive step towards getting more teachers into classrooms, the need for training for teaching methods, curriculum development, etc. are still paramount. In order for the tribe to qualify the individuals, there still must be a standard that ensures proper delivery of content that will revitalize the language AND meet state standards.

The majority of the types of approaches were **language classes taught as subjects**. This means that the instruction about the Native language – its grammar, vocabulary, phrases, and culture -- is carried out in English[1]. Bilingual programs and partial immersion programs were the next most widely implemented approaches.

The majority ranked the **overall effectiveness of the language programs** as ADEQUATE. The exception was the evaluation of programs **in schools where their children/grandchildren attend**. The opinions were equally split between ADEQUATE and POOR. This is an issue that warrants close attention because: 1) the children are the future keepers of the language, and 2) language programs built on best practices must be implemented to effectively transmit language to the children.

It is interesting to note the shift in opinions of respondents about effectiveness of language programs when it came to their children's schools. In the other sections (School Where I Work and Community Where I Live/Work) that surveyed this question the rating was ADEQUATE. We interpret this to mean that parents/grandparents see firsthand how their children/grandchildren are doing with the language programs, and therefore, they can base the assessment on direct observation.

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[1] In language acquisition, this approach does not guarantee learners to become speakers, although they may become knowledgeable ABOUT the language. This survey does not assess or judge whether the goals of the language programs surveyed here are to "create speakers".

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The opinions of parents/grandparents towards the school-based language programs are important to monitor in order to recommend appropriate adjustments to language programs. The following are some of the comments regarding the needs in programs in children's schools:

"Parents need training to reinforce language skills and maintenance."

"A curriculum with entrance and exit requirements and ways to assess requirements yearly."

"Funding"

"Increased support by Elders"

"Native speaking elders in classrooms"

"Volunteers and parental involvement; home teaching settings"

The following section is a **SUMMARY OF THE SURVEY RESULTS** that provide ranking and numbers that were used for the analysis.

SUMMARY OF SURVEY RESULTS

SECTION I: Language Programs in the School Where You Work

NOTE: 71 of the 93 respondents filled out this section.

Type of Learning Institutions

Majority of the respondents who filled out this section worked in public schools (47), with tribally run schools coming in second (21). Some selected more than one type of institution that could be interpreted as: a) being in more than one type of school or b) an overlap of "type" (e.g., Tribally run school + Other: Charter).

Students' Grade Levels

Majority of the respondents' workplace spanned the K-8 grades (46-61).
Preschool ranked high at 38.

Type of Language Program in Place at the School(s) Where You Work

The following is the ranking by number of the types of language programs in place in the schools where the respondents work:

Language classes taught as subject	32
Bilingual program as mandated by federal or local policy	25
Partial immersion language program where some school content is in the Native language	23
After school language program activities	14
Full immersion language program where all school content is in the Native language	12
No language program in school	7
Others:	5

> These were listings of types of programs with
> no indication of the descriptions provided above

Some selected more than one type of language program if a) there were different types for different grade levels, and/or b) they work in more than one school.

The Evaluation of the Native Language Program

The respondents evaluated the following elements regarding the language program:

A. Level of administrative support
B. Level of staffing for the language program (i.e., "qualified" teachers, assistants)
C. Level of financial support from the school administration
D. Level of quality of the materials and curriculum used in the language program
E. Level of teacher interest and participation in the language program at the school
F. Level of student/parent/community interest and participation in the language program
G. Level of effectiveness of the language program in efforts toward language maintenance, revitalization, and promotion

The majority of those surveyed ranked these above elements as ADEQUATE and POOR. However, in second ranking the following categories were considered VERY GOOD:

> Level of teacher interest and participation in the language program (17)
> Level of administrative support (17)
> Level of student/parent/community interest & participation in the language
> program (12)

Overall Effectiveness of Language Program

ADEQUATE 42
POOR 12

COMMENTS:

> *"Needs to be more aggressive but lacks instructors and associated funding from both tribal and within K – 12 schools."*

Language Program Needs
(Ranked in priority with 1 – 5, 1 being the highest priority)

The majority (35) felt that the school language program **needed appropriately trained language teachers** as top priority.

Large number (30) felt that there was a need for (state) **certified teachers** as top priority.

There was a fairly even distribution of priority regarding the need for more **specially trained teachers, consultants, linguists** for the school language program.

The **quality of teaching materials and other materials in the Native languages** were second priority for a large number of respondents (21), followed closely by being top priority (18).

A large number (29) ranked as high priority the need for **increased support from the school administration, including the school board**, for their language program. 13 ranked this as second priority.

Nineteen (19) felt the need for **continued support from the school administration** is a high priority, followed closely with 13 who ranked this as second priority.

There was a fairly even distribution of priority for **improving physical facilities** and the **technology support** (computers, internet access).

Increasing support and participation by parents and/or community members was top priority for 26 respondents.

COMMENTS:

"Greater access to surviving Native Speakers."

"Need more staff in my office."

"Native speaking Elders in classroom".

"TIME to create a curriculum and to learn the language."

"Funding"

"Increased support and participation by DISTRICT staff members."

"Funding to pay Elder needed to continue this activity."

SECTION II: Language Programs
in the Community Where You Work

NOTE: 73 of the 93 respondents filled out his section.

Type of Learning Institutions

The following is ranking of types of learning programs in the communities:

Partial Immersion adult programs (17)

Partial Immersion proficiency-based programs (17)

English-based instruction after school children's programs (15)

Partial immersion after school children's program (13)

Partial Immersion language camps (14)

English-based instruction for adult program (12)

Partial immersion for mixed age group program (11)

English-based instruction for mixed age group program (11)

Partial immersion Others (11) include:

> Day Care, Head Start, tribal high school, age 1-2 classes, ages 3-4 classes, age 9-12 classes, university, pre-school, family-based program, college enrolled students, requirement for degree, school-based language/culture classes, program for Chief and Council, ceremonies and community activities, in-school E-based instruction.

Evaluation of Language Program

The respondents evaluated the following elements regarding the language program:
> A. Level of tribal/community support
> B. Level of staffing for the language program (i.e., "qualified" teachers, assistants)
> C. Level of financial support from the tribe
> D. Level of the quality of materials and curriculum used in the language program
> E. Level of community interest and participation in the language program
> F. Level of effectiveness of the language program in efforts toward language maintenance, revitalization, and promotion

For **tribal/community support, staffing,** and **quality of materials and curriculum,** large numbers of the respondents rated these categories as ADEQUATE.

For **financial support from the tribe** and **effectiveness of the program in language maintenance/revitalization/promotion,** large numbers of the respondents rated them POOR.

Community interest and participation ranked evenly between ADEQUATE and POOR with point differential of 1.

Overall Effectiveness of Language Program in the Community

Majority felt that the **overall effectiveness** of language programs in the community was ADEQUATE (35).

ADEQUATE   35
POOR   17
NOT ENOUGH INFO   12

COMMENTS:

"I feel we need more teachers and more class time."

Ranking the Needs of Language Programs in the Community
(Ranked in priority with 1 – 5, 1 being the highest priority)

A large number felt that the community language program needed **appropriately trained language teachers** (27) and **certified language teachers** (31).

A large number felt the need for **increased support from the Tribal leadership** (24).

A fair number felt the need for **increased support and participation by community elders** (20).

A fair number felt the need for **teaching and other materials in the Native language** (21). Equal number (21) felt this was second priority.

A fair number felt the need for **increased support and participation by general community members** (18) and **continued support from tribal leadership** (17).

Need for more **specially trained teachers/consultants/linguists, improved physical facilities, technology support,** were second or third priority for a fair number of respondents.

COMMENTS:

"Lower grade level highly needed; a language program needed at all tribal schools."

"A curriculum that guides teaching/staff/parents/community what skills should be concentrated on for each grade level with in and out requirements to go from one level to

another. Also, assessment methods and ways of recording accomplishments for those that need to retake a level."

"There is usually no interest in languages other than English, in an elementary school. Also, in spite of what we have been doing in Tuba City our children are still electing to only speak the English language. However they do respond in their Native language to their Native language instructors."

"A language program in the community for all members. The High School course is only for the students who attend the tribal school."

"Increase staffing"

"Improve/Establish economic base"

"Volunteers, parents involvement, home teaching settings"

"Native speaking Elders in the classroom "

"Planning to move immersion program forward in grade levels."

"Greater access to surviving Native speakers"

SECTION III: LANGUAGE PROGRAMS IN SCHOOLS WHERE YOUR CHILDREN / GRANDCHILDREN ATTEND

NOTE: 47 of the 93 respondents filled out this section.

Type of Institution

The majority had children/grandchildren attending public schools (49) with tribally run (12) and BIA schools (10) ranking second.

Student Grade Levels

Majority of the children/grandchildren grade levels spanned the K-8 (39-34). Preschool and Senior High School ranked at 29 and 28 respectively.

Type of Language Program in Place at the School(s)

The following is the ranking in numerical order of types of language programs in place in the schools where the children/grandchildren attend:

Language classes taught as subject	24
Partial immersion where part of school content is in the Native language	19
Bilingual program(s) as mandated by federal or local policy	18
None/No language program	13
Full immersion language programs where all school content is in the Native language	8
After school language program activities	7

Evaluation of the Native Language Program

The respondents evaluated the following elements regarding the language program:
A. Level of administrative support
B. Level of staffing for the language program (i.e., "qualified" teachers, assistants)
C. Level of financial support from the school administration
D. Level of quality of the materials and curriculum used in the language program

E. Level of teacher interest and participation in the language program at the school
F. Level of student/parent/community interest and participation in the language program
G. Level of effectiveness of the language program in efforts toward language maintenance, revitalization, and promotion

The majority of those surveyed ranked all of the above elements/categories as POOR. The two exceptions were the level of **administrative support** and level of **teacher interest and participation in the language program** that the majority ranked as ADEQUATE (with one point over the POOR rating). Of those that were rated POOR, the following three elements were notably high:

Level of financial support from the school administration (29)

Level of the quality of the materials and curriculum used in the language program (29)

Level of effectiveness of the language program in efforts toward language maintenance, revitalization and promotion (29)

Overall Effectiveness of Language Program

ADEQUATE   25
POOR   24

Language Program Needs
(Ranked in priority with 1 – 5, 1 being the highest priority)

The majority (30) felt that the school language program **needed appropriately trained language teachers.**

A large number (23) felt that there was a need for **increased support from the school administration.**

A fair number (19) felt that there were needs for **certified language teachers,** more **specially trained teachers/consultants/linguists, teaching and other materials in the Native language.**

A fair number (16) felt that there was need for **continued support from the school administration** and increased support and **participation from parents and community members.**

Improved physical facilities and **technology support** needs received 13 and 12 counts, respectively.

COMMENTS:

"Parents need training to reinforce language skills and maintenance."

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"A curriculum with entrance and exit requirements and ways to assess requirements yearly."

"Funding"

"Increased support by Elders"

"Just now introducing"

"Native speaking elders in classrooms"

"Volunteers and parental involvement; home teaching settings"

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GENERAL COMMENTS AT END OF SURVEY

These comments are extracted from the last page in the section "Survey Results" because of their pertinence to NIEA's next steps in planning.

"We need any direction you can provide. We are just beginning a Navajo bilingual program – selling the program, developing curriculum, finding materials, ordering textbooks, gaining support from tribal leadership & elders. The more partners we can find to help us in this endeavor, the better."

"Thank you for the interest… recommending positive results, positive involvement"

"Curriculum must be progressive, both in using available technology to teach and move beyond basics (numbers, animals). Most people know these things. The students get frustrated when they are not led to the next level in language learning."

"Youth certainly want language to be taught, however, elders have not given support to instruction outside of the home. Issues are that language is property of tribe and no one else. Distrust with the system and exploitation of property rights is the issue, i.e. Blue Lake battle 60 years before return to tribe (Taos Pueblo)."

"We had an excellent language program in the early 70's. We had several elders working in the schools developing material, writing and recording their stories. I would like to see these materials put in acid free folders and preserved the right way along with our videos and tapes."

"I am very interested in any workshop that will help me to teach my language to my community. i.e. technical assistance, training in using technology, multimedia."

"Language is taught more to the boys for traditional purposes than to the girls. Younger generation 39 on down may not understand because parents/elders never talk to them, only in English. Elders believe that it should be taught at home not at school, but if you can't talk how can you teach?"

"Native American language is part of Indian culture – It has different monotones, sounds, effectiveness (for) each tribe. I see it as a part of bringing back the spirituality that was lost when relocations, boarding schools, reservations were created. Just as Indian medicine powers are given down from generation to generation, learning your own language will help you decipher find (sic.) that spiritual spirit that will guide you to your Native American dream."

"I wish that my tribe would wake up and become involved in language revitalization. I have been trying to get a Native speaker in our school, which only has 40 students, with no success. We have tried to use our JOM money to partially fund a position but the teachers who "control" the JOM money feel it would be better spent on incentives for the kids. I was told if they want to learn Lakota they might as well learn German because the German language is more useful."

CONCLUSIONS AND RECOMMENDATIONS for

IMPLEMENTING LANGUAGE INITIATVE

IN NIEA'S PROGRAMMING

1.　**Advocacy: Emphasize Native language revitalization as one of NIEA's primary issues**

The language revitalization movement in the United States must recognize the urgency of the situation. There is probably less than 20 years window of opportunity to ensure that new speakers are created at similar rates that we are losing our elder speakers. Without this critical bridging between our Speakers and our Learners, we may stand to lose the "genuine knowledge" of the languages.

NIEA's role in advocating language even more emphatically could help influence Congress to allocate funding to ensure successful revitalization within this urgent timeframe.

The Native American Languages Act (NALA, 1990 and 1992) can be cited to support the effort.

2.　**Advocacy within NIEA**

From the small return of the language needs survey, we can conclude that the language advocacy efforts could be enhanced for its membership. The survey indicates that despite the sense of adequacy of language programs in place, people feel there is a lack of effectiveness of these programs. Raising awareness of the members by keeping them informed of the importance of Native languages is recommended. A topic of interest to the general membership might be the correlation between knowing/learning one's heritage language and improved academic performance, behavior choices, and positive self-identity. Much research is being conducted on this topic. Another significant factor is this whole issue of re-introducing Native language into Native communities and families is fundamental to how tribal communities will function as sovereign nations and the survival of traditional cultures.

Utilizing the NIEA newsletter would be an effective way of informing and educating members about available workshops, language conferences, and resources. Featuring language programs that are in place involving NIEA members will be excellent PR for the program and NIEA.

3.　**Training**

The survey indicates a strong overall need for teacher training and training for curriculum and materials development for language work. NIEA might consider offering language workshops.

The Indigenous Language Institute's experience with language-related training is that those who are involved in language teaching work prefer in-depth, hands-on workshops from which they take home practical skills and products. Therefore, the national convention with the myriad of diverse offerings of workshops and panels may not be the ideal environment for such a focused need.

One consideration is to implement a separate program at the front end or back end of the convention. As an example, ILI conducted its November 2002 language symposium in Albuquerque back to back with the NIEA convention. This was purely a coincidence that turned out to be greatly beneficial to the participants and the two organizations. Those who attended NIEA stayed to attend the ILI symposium. This type of collaborative timing of events could save money and have a great return for investment on the part of both the participants and organizers.

It is highly recommended that the Comments that are included in this report be noted closely, as they will assist NIEA staff and Board in deliberations of NIEA commitment to language issues.

4. Promoting National and Regional Language Institutes

NIEA as the national association could promote and assist existing language training institutes including, but not limited to, the following:

> • American Indian Language Development Institute (University of Arizona, Tucson, AZ)
> • Oklahoma Native Languages Association (University of Kansas, Lawrence, KS)
> • Linguistic Institute for Native Americans (University of New Mexico, Albuquerque, NM)
> • Advocates for Indigenous California Languages Survival (Berkeley, CA)

Supporting these and other institutions who have been providing training directly related to Native language revitalization in a facilitating role can accomplish the following for NIEA:

> • Play a role in preventing duplication of efforts
> • Strengthen NIEA's position as a national organization and its mission to serve Native educators and institutions
> • Strengthen the regional institutions and their abilities to expand the services
> • Increase training opportunities for educators
> • NIEA provide the national attention to language revitalization movement

NIEA might consider a partnership with a language organization to mobilize a consortium of these language institutes. Representatives from each of the institutes could form a task force or committee to do the workshop planning for NIEA. NIEA would serve as the sponsoring organization to fund these planning meetings and the workshop series.

While further research into the impact of native language and culture in education is needed, there is also a great sense of urgency to implement language acquisition strategies and programs quickly as time is of the essence for most native languages. By academic estimates, 155 Native American languages may slip to endangered status in the next fifty years. Of those 155 languages, 31% (or 55 languages) are spoken only by people 70 years and older. In most of those communities, fewer than 5 speakers remain and for them language endangerment is acute.

As a language is considered "endangered" when young people no longer acquire it, language survival is dependent on transmitting linguistic knowledge to the young. NIEA will assist indigenous communities in this effort by compiling data on classroom needs, producing comprehensive reports for community and school use, and offering workshops that address the most immediate language program needs, such as increasing the number of language teachers and ensuring the availability of language instruction in all school systems serving indigenous students.

NIEA will be partnering with several organizations that study and support native community-based language revitalization programs, to expand and enhance existing survey efforts. With the ANA Language Planning Grant, NIEA proposes to distribute a formal **Language Program Needs Survey** to its membership that will quantify the specific language program needs of students, teachers, and administrators in tribal, private, and public school systems at all grade levels—preschool through university.

The project's long-range goals are to:
a) Increase the baseline data available on what language programs exist and what their needs are—across the board in all school systems serving Native students,
b) Compile and analyze this data to produce a comprehensive report that schools, organizations, and agencies can use to address the stated needs,
c) Create a workshop series that will provide the networking, information sharing, training, and discussion forums necessary to meet the stated needs, and
d) Offer a means to measure the impact of Native language and culture instruction on the education of Native learners.

Every year, NIEA sponsors an annual convention held in different cities around the country. Approximately 3,000 people attend the annual convention. NIEA will present the survey to its membership at its next annual convention where it can reach a large sample population quickly. The membership includes students, teachers, parents, and administrators working in a multitude of different educational settings including tribal, private, public, and collegiate level school systems. NIEA will make the Language Program Needs Survey a primary focus of the 2003 convention that will take place in North Carolina the first week of November. The Survey will be introduced at the annual convention's General Assembly and specific convention workshops will address the purpose and completion of the survey by participants. Surveys will also be sent to all members not attending the convention and distributed by partner organizations to their membership.

The formal comprehensive report analyzing the Needs Survey will be presented at a variety of national conferences and disseminated widely to federal and state agencies, Local Education Agencies (LEAs), tribal school systems and governments, and other entities providing educational services to Indian students. The report will also form the basis of an NIEA sponsored workshop series that will provide its membership—as well as other interested individuals and organizations—focused discussion and training opportunities. NIEA will partner with language teacher training providers such as the Indigenous Language Institute, the Oklahoma Native Language Association, the American Indian Language Development Institute, and other organizations to provide comprehensive language program assistance. (Please see Letters of Commitment, Attachments G, H, and I.) Data and information compiled through the Forum will also be included on NIEA's website, newsletter, and distributed to interested parties. The information provided through this forum will assist communities in their own language program assessments and increase the available resources for implementation programs.

NIEA has a large network of partnerships and alliances with other regional and national Indian education and related organizations such as the tribally-based National Congress of American Indians and the Native American Rights Fund. NIEA has at its disposal a tremendous amount of resources including Indian education specialists, who make up NIEA's membership and work directly with American Indian, Alaska Native, and Native Hawaiian children, and parents, and in communities as teachers, researchers, and/or community leaders. Many are employed in tribal, state, and federal Indian education programs or performing research at the university level. With such a large pool of professionals to draw upon, NIEA will utilize them to help develop the survey, analyze the results, review the final report, and suggest workshop topics.

Long-range Goals and Strategies

NIEA's membership have expressed the following long-range community language programs goals:
- Provide more native language/culture instruction programs in classrooms.
- Train more community members to teach heritage languages.
- Increase language-learning opportunities for all Native people at all levels.
- Improve information sharing so that all communities have access to available language program resources.[1]

NIEA's National Forum on Native American Language Revitalization can assist communities to attain these goals by collecting information on student and school language program needs, developing a report quantifying and analyzing those needs, and providing language program workshops for tribal communities. The Survey will develop a comprehensive background of existing language programs, discover where no language program opportunities exist, and determine and assist respondents to prioritize language program needs. The Survey Report will also provide Indian education providers data on

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[1] *See for example*, NIEA Resolutions 02-009 & 02-010; NIEA Convention, Forum on the 21st Century Indian Education Blueprint, October 18&20, 1999 (Executive Summary, Attachment F); NIEA annual convention discussions and workshops.

hat materials, training, and other resources are used by particular programs and addres
ie most pressing training and technical assistance needs. NIEA and regional workshop
ill improve communication networks and ensure wide dissemination of information to
rge audience quickly and efficiently.

With this proposal, NIEA is seeking ANA funding to develop a comprehensive
anguage Program Needs Survey, compile a Survey Report, and develop a workshop
ructure for Tribal schoolteachers and other Native community language workers. The
:oject goals for the NIEA Category I Language Planning Grant are to:

- Develop and distribute a Language Program Needs Survey to NIEA
  membership.
- Prepare a Language Program Needs Survey Report.
- Provide tribes with the report and conduct follow-up interviews for
  editing and finalizing report.
- Increase NIEA's and partner organizations' database of information on
  existing language programs and their needs, and where resources are
  lacking.
- Provide wide distribution and access to the database through the Interne{
- Identify specific areas where more language program resources are
  needed.
- Create a workshop series to address specific needs outlined in Survey
  Report.

he National Forum on Native American Language Revitalization long-range goals are
ι:

- ❑ Distribute the Language Program Needs Survey Report to a broa
  audience including tribal communities, school systems,
  government agencies, non-profit organizations, academics, Nativ
  parents and extended families, teacher groups, and others
  providing educational services to Native students.
- ❑ Continue to survey and update the Report every few years to
  determine whether language program needs are being met.
- ❑ Develop "best practices" recommendations for nationwide
  assessment and evaluation of language program efforts.
- ❑ Provide a permanent database of information in coordination wit
  other organizations on language program development and
  resources.
- ❑ Provide yearly workshops that address Native students' and
  language programs' most pressing needs.
- ❑ Assess the impact of Native language and culture on Native
  learners.
- ❑ Provide a permanent discussion and networking forum to addres:
  broad issues of critical language education concerns such as
  whether national language program standards and testing are
  needed, curriculum development, teacher licensure and
  certification, training program assessment and evaluation, course
  and training accreditation, effective language program
  methodologies, Native language courses as alternatives to foreigr
  language instruction, and increased tribal, state, and federal
  support of language efforts.

Lo̅o̅ry

APPENDIX B

National Indian Education Association

National Forum on Native American Language
Maintenance, Revitalization, and Promotion

Language Program Needs Survey

October 2004

• **Please fill out the Survey during the NIEA Convention**

• **Return completed Survey to the Registration Area in the box labeled LANGUAGE SURVEY or hand it to staff at Registration Table before leaving the Convention.**

• **You can also mail the Survey back to:**
  NIEA
  700 No. Fairfax Street, Ste 210
  Alexandria, VA 22314

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LANGUAGE PROGRAM NEEDS SURVEY

GENERAL INFORMATION

1. Contact information

Name _____

Mailing address _____

_____

Email address _____

Home Phone _____   Work Phone _____

2. Tribal information if applicable

Nation or Tribal affiliation _____

3. If you are not Native American, please indicate your ethnic background.

__African-American   __Caucasian   __Asian/Pacific Islander   __Hispanic/Latino   ___Other

4. Gender: __ Male   __ Female

5. Your age:

__12-17   __18-24   __25-31   __32-36   __37-43   __44-50   __51-57   __58-64   __65 and above

6. Your formal education experience (please X all that apply)

__ K-8   __ Some college   __ Some graduate school   __Some vocational school

__ K-12   __ Bachelor's degree   __ Graduate degree   __Vocational degree

__ Other (please specify) _____

7. If you are currently employed please fill in the following.

Name of Employer _____

Work Address _____

_____

8. My job requires me to be:

____ Fluent in speaking in my Native language   ____ Fluent in speaking in another Native language

____ Somewhat fluent in my Native language   ____ Somewhat fluent in speaking in another Native

____ Able to read and write in my Native language   ____ Able to read and write in another Native language

____ Not required to speak, read or write in any Native languages

9. Occupation/Role (X all tht apply)

__Parent   __Elder   __Teacher   __Student   __Administrator

__Other (please specify) _____

10. Your Native language _____

11. How would you evaluate your Language Proficiency using the following scale:

<u>Beginning level</u>: able to understand some words or expressions

    List language(s) _____

<u>Intermediate level:</u> able to understand and speak to satisfy survival needs

    List language(s) _____

<u>Advanced:</u> able to satisfy routine social demands and carry out everyday conversation

    List language(s) _____

<u>Native speaker level:</u> able to carry on conversation with elders and other fluent speakers

    List language(s) _____

12. If you are a speaker of your Native language, please answer the following.

What language(s) do you speak at home?_____

With your grandparents?_____

With your parents? _____

With your children? _____

With your grandchildren?_____

With your spouse?_____

With your siblings?_____

With elders?_____

With other people in the community?_____

LANGUAGE PROGRAM INFORMATION

The following questions will be used to access the Native Language Program(s) that are currently active in your local public school, tribal school(s), community, university or college.

> Section A asks about the language program(s) <u>where you work</u>;
> Section B asks about the language program(s) <u>in the community where you live or work;</u>
> Section C are questions about the <u>school where your child(ren) or grandchild(ren) attend.</u>

PLEASE FILL OUT <u>ALL</u> SECTION(S) THAT APPLY TO YOU.
IF YOU DO NOT WORK IN A SCHOOL OR LEARNING INSTITUTION, SKIP TO <u>SECTION B, PAGE 5.</u>

SECTION A. LANGUAGE PROGRAM(S) WHERE YOU WORK

If you work in a SCHOOL/LEARNING INSITUTION, please answer the following questions:

1. Type of institution

__ Federal (BIA school)   __ Tribally-run school   __ Private school   __ Public school

__ Parochial school   __ Other (please specify) _____

2. Students' grade levels (X all that apply)

__ Preschool   __ Junior high school   __ 4-year college/university

__ Kindergarten   __ Senior high school   __ Other (please specify) _____

__ Elementary school   __ 2-year college   _____

3. What type(s) of Native Language Programs are currently in place at the school where you work?
   Please place an X on the appropriate descriptions

__ None/No language program (Skip to Section B, page 5)

__ Full immersion language program(s) where all school content is in the Native language

__ Partial immersion Language program(s) where part of the school content is in the Native language

__ Bilingual program as mandated by Federal or Local policy

__ Language classes taught as a subject (more typical at high school, college, university level)

__ After school language program(s)/activities

__ I'm not sure

__ Others (please specify) _____

4. Frequency of language classes: How often and how long are the classes?

__ Everyday of the week   __ More than one hour (please specify) _____

__ Three days a week   __ One class hour (usually 45 ~ 50 minutes)

__ One day a week   __ Half an hour

__ Other (please specify) _____   __ Less than half an hour (please specify) _____

_____   __ Other (please specify) _____

5. Your evaluation of the Native Language Program
How would you rate the language program in the following categories?

(a) Level of administrative support

____Very good ____Adequate ____Poor ____Not sure

(b) Level of staffing for the language program (i.e., "qualified" teachers, assistants)

___Very good ____Adequate ___Poor ____Not sure

(c) Level of financial support from the school administration

___Very good ____Adequate ___Poor ____Not sure

(d) Level of the quality of the materials and curriculum used in the language program

___Very good ____Adequate ___Poor ____Not sure

(e) Level of teacher interest and participation in the language program

___Very good ____Adequate ___Poor ____Not sure

(f) Level of student and parent/community interest & participation in the language program
___Very good ____Adequate ___Poor ____Not sure

(g) Level of effectiveness of the language program in efforts toward language maintenance, revitalization, & promotion

___Very good ____Adequate ___Poor ____Not sure

6. In general how would you rate the language program in overall effectiveness?

____Very good, no need for change

___Adequate, needs certain improvements

___Poor, should be revamped completely

___Don't have enough information to make an evaluation

7. Language program needs: Rank the following (1,2,3, with 1 being the highest need) in order of importance.

____Appropriately trained language teachers

____Certified language teachers (state certified)

____More specially trained teachers, consultants, linguistics etc.

____Teaching materials & other materials in the Native Languages

____Increased support from the school administration (including School Board)

____Continued support from the school administration

____Improved physical facilities (building, room, operations)

____Technology support (computers, internet access)

____Increased support & participation by parents and or community members

____Others (please specify) _____

NIEA Native Language Program Needs Survey

SECTION B. LANGUAGE PROGRAM(S) IN THE COMMUNITY WEHRE YOU LIVE OR WORK

___ 1a. I do not live or work in a tribal community (Skip to Section C, page 7)

1b. If you live or work in a tribal community, which of the following language programs is available? How often and how long are the classes? Please identify the Type of Approach "A,B, C, D" as defined below:

A = Full immersion where everything is conducted in the Native language

B = Partial immersion where some of the activities are in the Native language and some in English

C = English-based instruction of Native language

D = Other (please specify) _____

TYPE OF PROGRAM	FREQUENCY OF CLASSES	TYPE OF APPROACH
___None/No language program (Skip to Section C,page 7)		
___After-school children's program	_____	A B C D_____
___After-school young adults' program	_____	A B C D_____
___Adult program	_____	A B C D_____
___Mixed age group program	_____	A B C D_____
___Proficiency-based programs (beginners, intermediate, advanced classes)	_____	A B C D_____
___Language camp programs (short, intensive language program)	_____	A B C D_____
___Others (please specify) _____	_____	A B C D_____

_____

2. Funding Sources

___Language program is funded by the community/Tribe

___Language program is funded by outside grants (if you know the sources, please list) _____

_____

___Language program is funded by donations and in-kind contributions (including volunteerism)

___I do not know

3. Your evaluation of the Native Language Program

(a) Level of tribal or community support

___Very good   ___Adequate   ___Poor   ___Not sure

(b) Level of staffing for the language program (i.e., "qualified" teachers, assistants)

___Very good   ___Adequate   ___Poor   ___Not sure

(c) Level of financial support from the Tribe

___Very good   ___Adequate   ___Poor   ___Not sure

(d) Level of the quality of materials and curriculum used in the language program

___Very good   ___Adequate   ___Poor   ___Not sure

(e) **Level of community interest & participation in the language program**

___Very good   ___Adequate   ___Poor   ___Not sure

(f) **Level of effectiveness of the language program in efforts toward language maintenance, revitalization, & promotion**

___Very good   ___Adequate   ___Poor   ___Not sure

4. In general how would you rate the language program(s) in overall effectiveness?

___Very good, no need for change

___Adequate, needs certain improvements

___Poor, should be revamped completely

___Don't have enough information to make an evaluation

5. Language program needs: Rank the following (1,2,3, with 1 being the highest need) in order of importance.

___ Appropriately trained language teachers

___ Certified language teachers (state certified)

___ Specially trained teachers, consultants, linguistics etc.

___ Teaching materials & other materials in the Native Language

___ Increased support from the Tribal leadership

___ Continued support from the Tribal leadership

___ Improved physical facilities (building, room, operations)

___Technology support (computers, internet access)

___ Increased support & participation by community elders

___ Increased support & participation by general community members

___ Other (Please be as specific as possible) _____

_____

SECTION C. NATIVE LANGUAGE PROGRAM(S) IN SCHOOL(S) WHERE YOUR CHILDREN/GRANDCHILDREN ATTEND

1. **Type of institution (X all that apply)**

___ Federal (BIA school)   ___ Tribally-run school   ___ Private school   ___ Public school

___ Parochial school   ___ Other (please specify) _____

2. **Students' grade levels (X all that apply)**

___ Preschool   ___ Junior high school   ___ 4-year college/university

___ Kindergarten   ___ Senior high school   ___ Other (please specify) _____

___ Elementary school   ___ 2-year college   _____

3. **What type(s) of Native Language Program(s) are currently in place at the school where your child(ren) or grandchild(ren) attend? Please place an X on the appropriate description(s).**

___ None/no language program (Skip to bottom of page 8, "Additional Overall Comments")

___ Full immersion language program(s) where all school content is in the Native language

___ Partial immersion language program(s) where part of the school content is in the Native language

___ Bilingual program as mandated by Federal or Local policy

___ Language classes taught as a subject (more typical at high school, college, university level)

___ After school language program(s)/activities

___ I'm not sure

___ Others (Please specify) _____

4. **Frequency of language classes: How often and how long are the classes?**

___ Everyday of the week   ___ more than one hour (please specify) _____

___ Three days a week   ___ one class hour (usually 45 ~ 50 minutes)

___ One day a week   ___ half an hour

___ Other (please specify) _____   ___ less than half an hour (please specify) _____

_____   ___ Other (please specify) _____

5. **Your evaluation of the Native Language Program**

(a) Level of administrative support

____Very good   ____Adequate   ____Poor   ____Not sure

(b) Level of staffing for the language program (i.e., "qualified" teachers, assistants)

___Very good   ____Adequate   ____Poor   ____Not sure

(c) Level of financial support from the school administration

___Very good   ____Adequate   ____Poor   ____Not sure

(d) Level of the quality of the materials and curriculum used in the language program

____Very good   ____Adequate   ____Poor   ____Not sure

(e) Level of teacher interest and participation in the language program

___Very good   ___Adequate   ___Poor   ___Not sure

(f) Level of student and parent/community interest & participation in the language program

___Very good   ___Adequate   ___Poor   ___Not sure

(g) Level of effectiveness of the language program in efforts toward language maintenance, revitalization, & promotion

___Very good   ___Adequate   ___Poor   ___Not sure

6. In general how would you rate the language program in overall effectiveness?

___Very good, no need for change

___Adequate, needs certain improvements

___Poor, should be revamped completely

___Don't have enough information to make an evaluation

7. Language program needs: Rank the following (1,2,3, with 1 being the highest need) in order of importance.

___Appropriately trained language teachers

___Certified language teachers (state certified)

___More specially trained teachers, consultants, linguistics etc.

___Teaching materials & other materials in the Native Languages

___Increased support from the school administration (including School Board)

___Continued support from the school administration

___Improved physical facilities (building, room, operations)

___Technology support (computers, internet access)

___Increased support & participation by parents and or community members

___Others (please specify)_____

<< End of Survey>>

ADDITIONAL OVERALL COMMENTS:

NIEA Language Survey Analysis   May 2005

45 TRIBES REPRESENTED IN SURVEY				APPENDIX C
Abenaki	1			
Acjachemem	1			
Apache, Jicarilla	1			
Apache, White Mountain	4			
Apache/Digueno	1			
Blackfeet	1			
Blood Blackfoot	1			
Catawba	2			
Cherokee	4			
Chinook	1			
Chippewa	1			
Chippewa/Cree	2			
Choctaw	1			
Confed Tribe of Colville	1			
Crow	1			
Dine	14			
Haudnausaunee	1			
Hawaiian	4			
Hochunk	1			
Lakota	6			
Lummi	1			
Muckleshoot	1			
Multi-tribal affiliation	1			
non Native	7			
Northwest Angle Band	1			
Odawa	1			
Ojibwe/Cherokee	1			
Omaha	3			
Oneida	1			
Osage	1			
Paiute	1			
Passamaquoddy	1			
Potawatomi	2			
Seminole	3			
Seneca	1			
Sisseton-Wahpeton	1			
Skokomish	1			
Soshone-Bannock	1			
Shoshone-Eastern	1			
Sto-lo/Nooksak	1			
Taos Pueblo	2			
Tlingit	2			
Tohono O'odham	3			
Wasco	1			
Yavapai	1			
Yurok	1			
Zuni Pueblo	3			
TOTAL	93			

NIEA Language Survey Analysis   May 2005

Jobs Held by Respondents				APPENDIX D
Types of Jobs	#	Requires Language Knowledge *		
Accountant	2	2		
Administrator	8	1		
Consultant	2	1		
Counselor/Psychologist	1	1		
Director, Federal Programs	1	1		
Director, Housing	1	1		
Director, Indian Education	9	1		
Director (Exec), Educ Association	1	1		
Elder Outreach Worker	1	1		
Game Warden	1	1		
Graduation Specialist	1	0		
Grant Coordinator, Indian Ed	2	0		
Home/School Liaison	3	1		
Intern/Student	2	0		
Language Specialist	2	1		
Legislative Assistant	1	0		
Librarian, Tribal	1	1		
No response	4	0		
Post doctoral research fellow	1	1		
Principal	1	0		
Program Director	4	2		
Program Director, Behavior Health	1	1		
Program Director, Child Care	1	0		
Project Dir/Mgr/Coord, Lang/Culture	10	9		
School Board member	1	1		
Security Guard/Firefighter	1	1		
Store Clerk	1	1		
Student Services	2	0		
Teacher	12	7		
Teacher, Language/Culture	12	7		
Teacher, Substitute	1	0		
Tribal Councilperson	2	1		
TOTALS	93	45		
* range= Fluent to somewhat fluent				

INDIGENOUS LANGUAGE INSTITUTE

LANGUAGE PROGRAM NEEDS SURVEY RESULTS :

Language Programs in the School Where You Work

1. Type of Institution

Federal	13
Tribally-run school	21
Private school	2
Public school	47
Parochial school	2
Other	16

Tribal Head Start	5
Grants School	4
Non-profit org	2
State school	2
Charter school	1
Commty org	1
Off rez bding school	1

2. Students' Grade Levels

Preschool	38
Kindergarten	57
Elementary	61
Junior high school	48
Senior high school	46
2-year college	18
4-year college	12
Other	9

Adult Educ	5
Grad School	1
Day Care	1
Prevention Court	1

3. What type of Native Language Programs are currently in place at the school where you work?

None/No language program	7
Full immersion language program(s) where all school content is in the Native language	12

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Partial immersion language program(s)
where some school content is in the
Native language   23

Bilingual program(s) as mandated
by Federal or Local policy   25

Language classes taught as subject
(more typical at high school, college,
university level)   32

After school language
program(s)/activities   14

I'm not sure   1

Others (please specify)   5
   Head Start   2
   Community classes   2
   Day Care   1
   Culture Camps   1
   Internet/Telecast   2

Comments:
1. University and tribal program teaches
adults and high school students.

4. Your evaluation of the Native Language Program
A. Level of administrative support
   Very good   16
   Adequate   29
   Poor   20
   Not sure   2
B. Level of staffing for the language program (i.e. "qualified" teachers, assistants)
   Very good   7
   Adequate   31
   Poor   26
   Not sure   2
   Comments:
1. (There is) one great teacher. Need more.
C. Level of financial support from the school administration
   Very good   10
   Adequate   27
   Poor   28
   Not sure   1

D. Level of the quality of the materials and curriculum used in the language program

Very good	4
Adequate	37
Poor	25
Not sure	3

Comments:
1. Adequate technology, poor oral presentation.

E. Level of teacher interest and participation in the language program

Very good	17
Adequate	30
Poor	19
Not sure	4

F. Level of student and parent/community interest & participation in the language program

Very good	12
Adequate	24
Poor	25
Not sure	3

G. Level of effectiveness of the language program in efforts toward language maintenance, revitalization, & promotion

Very good	7
Adequate	25
Poor	30
Not sure	4

5. In general how would you rate the language program in overall effectiveness?

Very good	2
Adequate	42
Poor	12
Don't have enough information to make an evaluation	6

Comments:
1. Needs to be more aggressive but lacks instructors and associated funding from both tribal and within K – 12 schools.

7. Language Program Needs
(Ranked 1 to 5, with 1 being the highest need)
A. Appropriately trained language teachers

1	35
2	9
3	5
4	2
5	6

B. Certified language teachers (state certified)

1	20
2	10
3	9
4	1
5	11

C. More specially trained teachers, consultants, linguistics etc.

1	19
2	13
3	14
4	4
5	5

D. Teaching materials & other materials in the Native languages

1	18
2	21
3	8
4	1
5	8

E. Increased support from the school administration (including School Board)

1	29
2	13
3	9
4	2
5	4

F. Continued support from the school administration

1	19
2	13
3	4
4	1
5	6

G. Improved physical facilities (building, room, operations)

1	12
2	11
3	14
4	0
5	12

H. Technology support (computers, internet access)

1	10
2	12
3	11
4	2
5	12

I. Increased support & participation by parents and/or community members

1	26
2	10
3	13

```
4                    1
5                    8
```

J. Others (Ranked 1 to 5, with 1 being the highest need)
- 1 – Greater access to surviving Native Speakers.
  Need more staff in my office.
  Develop a course at dormitory in language and culture.
  Native speaking Elders in classroom.
  TIME to create a curriculum and to learn the language.
- 2 – Funding
- 3 – Increased support and participation by DISTRICT staff members.
- 5 – Funding to pay Elder needed to continue this activity.

INDIGENOUS LANGUAGE INSTITUTE

LANGUAGE PROGRAM NEEDS SURVEY RESULTS :

Language Programs in the Community Where You Live or Work

1. If you live or work in a tribal community, which of the following language programs is available?

	TYPE OF APPROACH			
TYPE OF PROGRAM	A. Full Immersion	B. Partial Immersion	C. English-based instruction	D. Other (please specify)
After-school children's program	4	13	15	2
After school young adults' program	4	9	6	0
Adult program	7	17	12	3
Mixed age group program	4	11	11	2
Proficiency-based programs	9	17	8	5
Language camp programs	5	14	7	2
* Other (please specify)	4	11	9	4

Question 1 -
*Other :
1. Transition bilingual in elementary Navajo.
2. Immersion Headstart to grade 4 in Blackfoot language.
3. Nesting, weekend immersion, Community Tribal College.
4. English-based Osage language instruction in elementary school.
5. 25 minutes each time; out of 9 weeks, I counted 8 hours for 1 class. This was the most time for thw whole school. There were early outs & class field trips that too away from my teaching time.
6. Meet with families in their homes, teaching language through conversation and demonstration.

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7. Pull-out program on a daily basis, 45 – 55 minutes/day
8. Headstart language immersion/BIA Day School, language/culture classes.
9. Local tribally owned WS newspaper and KWSO Radio station. (Wasco/Kiksht)
10. Technology based instruction of Native language for elementary students 1st through 8th grade.
11. Yurok Headstart and childcare.
12. High School Navajo language classes – Levels I Beginning, II Intermediate and III Advanced.
13. Ceremonies and activities.
14. Elders get together every Wednesday morning to record and preserve Paiute history for the future generation and to revive traditions/culture utilizing our Elders as our teachers.
15. I have classes once a week for 6 hours.
16. English-based, language classes taught as a subject.
17. In-school language program, one day per week.

2. Your Evaluation of the Native Language Program

A. Level of tribal/community support

Very good	17
Adequate	33
Poor	22
Not sure	2

B. Level of staffing for the language program (i.e. "qualified teachers, assistants)

Very good	18
Adequate	31
Poor	24
Not sure	4

C. Level of financial support from the Tribe

Very good	15
Adequate	11
Poor	40
Not sure	10

D. Level of the quality of the materials and curriculum used in the language program

Very good	13
Adequate	39
Poor	19
Not sure	5

E. Level of community interest and participation in the language program

Very good	15
Adequate	28
Poor	29
Not sure	3

F. Level of effectiveness of the language program in efforts toward language maintenance, revitalization, & promotion

Very good	11
Adequate	25
Poor	38
Not sure	4

3. In general how would you rate the language program in overall effectiveness?

Very good	2
Adequate	35
Poor	17
Don't have enough information to make an evaluation	12

Comments:

1. I feel we need more teachers and more class time.

4. Language Program Needs
(Ranked 1 to 5, with 1 being the highest need)

A. Appropriately trained language teachers

1	27
2	12 *
3	8
4	3
5	6

Comments:

1. We have about 15 trained language teachers not being used. They know the language well, but to run a class is a different story.

B. Certified language teachers (state certified)

1	31
2	5
3	9
4	3
5	9

C. More specially trained teachers, consultants, linguistics etc.

1	14
2	13
3	13
4	3
5	9

D. Teaching materials & other materials in the Native languages

1	21
2	21
3	7
4	2

```
5                     7
```
Comments:
1. We have a lot of material, but it needs to be indexed, preserved & put onto computer to access it faster.

E. Increased support from the school administration (including School Board)
```
1                    24
2                     9
3                     6
4                     1
5                     7
```
F. Continued support from the school administration
```
1                    17
2                    10
3                     7
4                     1
5                     8
```
G. Improved physical facilities (building, room, operations)
```
1                    13
2                     7
3                    12
4                     0
5                    14
```
H. Technology support (computers, internet access)
```
1                    10
2                    12
3                    10
4                     3
5                    14
```
I. Increased support & participation by parents and/or community members
```
1                    20
2                    13
3                     7
4                     3
5                    10
```
J. Increased support & participation by community members
```
1                    18
2                    15
3                    10
4                     1
5                    10
```

K. Others (please specify)
```
1                     7
```

2	0
3	1
4	0
5	1

Comments:
1. Lower grade level highly needed; a language program needed at all tribal schools.
2. A curriculum that guides teaching/staff/parents/community what skills should be concentrated on for each grade level with in and out requirements to go from one level to another. Also, assessment methods and ways of recording accomplishments for those that need to retake a level.
3. There is usually no interest in languages other than English, in an elementary school. Also, in spite of what we have been doing in Tuba City our children are still electing to only speak the English language. However they do respond in their Native language to their Native language instructors.
4. A language program in the community for all members. The High School course is only for the students who attend the tribal school.
5. Increase staffing
6. Improve/Establish economic base
7. Volunteers, parents involvement, home teaching settings
8. Native speaking Elders in the classroom
9. Planning to move immersion program forward in grade levels.
10. Greater access to surviving Native speakers

INDIGENOUS LANGUAGE INSTITUTE

LANGUAGE PROGRAM NEEDS SURVEY RESULTS :

Language Program(s) in the School(s)
Where Your Children/Grandchildren Attend

1. **Type of Institution**
    Federal (BIA)   10
    Tribally-run school   12
    Private school   4
    Public school   49
    Parochial school   3
    Other   9
       Head Start   3
       Charter   3
       Contract   3
       Day care   1
       Tutoring   1
       NWIC   1

2. **Students' Grade Levels**
    Preschool   29
    Kindergarten   36
    Elementary   39
    Junior high school   34
    Senior high school   28
    2-year college   8
    4-year college   4
    Other   1
       Childcare   1

3. **What type of Native Language Programs are currently in place at the school where you work?**
    None/No language program   13

    Full immersion language program(s)
    where all school content is in the Native
    language   8

    Partial immersion where part of school
    content is in the Native language   19

Bilingual program(s) as mandated by Federal or Local policy	18
Language classes taught as a subject (more typical at high school, college, university level)	24
After school language program(s)/activities	7
I'm not sure	0
Others (please specify)	5

Language Nest/Child Care	1
Head Start	1
Culture class in elem	2
Would like enrichment	1

Others (please specify)
1. Nothing currently in place. Tribe requests language not to be written or taught to non-tribal members.
2. We would like an enrichment program for those who don't want to enroll as college students.
3. Tribal radio – daily phrases. Tribal newspaper – photos (and text) with 3 tribal languages.
4. Senior High School is the only school with a language program.
5. Classes with monthly topic (words/phrases).

4. Your evaluation of the Native Language Program

A. Level of administrative support

Very good	9
Adequate	21
Poor	20
Not sure	3

B. Level of staffing for the language program (i.e. "qualified teachers, assistants)

Very good	7
Adequate	20
Poor	22
Not sure	1

C. Level of financial support from the school administration

Very good	4
Adequate	19
Poor	29
Not sure	2

D. Level of the quality of the materials and curriculum used in the language program

Very good	5
Adequate	20
Poor	29
Not sure	3

E. Level of teacher interest and participation in the language program

Very good	14
Adequate	22
Poor	21
Not sure	0

F. Level of student and parent/community interest & participation in the language program

Very good	8
Adequate	24
Poor	25
Not sure	1

G. Level of effectiveness of the language program in efforts toward language maintenance, revitalization, & promotion

Very good	5
Adequate	22
Poor	29
Not sure	1

5. In general how would you rate the language program in overall effectiveness?

Very good	1
Adequate	25
Poor	24
Don't have enough info to make evaluation	6

6. Language Program Needs
(Ranked 1 to 5, with 1 being the highest need)

A. Appropriately trained language teachers

1	30
2	9
3	7
4	0
5	5

B. Certified language teachers (state certified)

1	19
2	8
3	9
4	4
5	8

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C. More specially trained teachers, consultants, linguistics etc.
    1   19
    2   8
    3   12
    4   2
    5   8
D. Teaching materials & other materials in the Native languages
    1   19
    2   13
    3   7
    4   5
    5   7
E. Increased support from the school administration (including School Board)
    1   23
    2   8
    3   9
    4   2
    5   8
F. Continued support from the school administration
    1   16
    2   8
    3   14
    4   1
    5   7
G. Improved physical facilities (building, room, operations)
    1   12
    2   11
    3   7
    4   1
    5   13
H. Technology support (computers, internet access)
    1   13
    2   6
    3   8
    4   2
    5   15
I. Increased support & participation by parents and/or community members
    1   16
    2   6
    3   14
    4   1
    5   8
    Comments: Must first get community involved.
J. Others :
(Ranked 1 to 5, with 1 being the highest need)
    1 -   Parents need training to reinforce language skills and maintenance.

A curriculum with entrance and exit requirements and ways to assess requirements yearly.
2 – Funding
Increased support by Elders
3 – Just now introducing
4 – Native speaking elders in classrooms
5 – Volunteers and parental involvement; home teaching settings

GENERAL COMMENTS FROM OVERALL SURVEY:

1. People just generally lazy, too much TV, drugs, alcohol. The whole school is in need, including DC, for them to understand us.
2. We need any direction you can provide. We are just beginning a Navajo bilingual program – selling the program, developing curriculum, finding materials, ordering textbooks, gaining support from tribal leadership & elders. The more partners we can find to help us in this endeavor, the better.
3. Thank you for the interest... recommending positive results, positive involvement along the way. Knowing it's gonna' take time. Wish you the best.
4. Curriculum must be progressive, both in using available technology to teach and move beyond basics (numbers, animals). Most people know these things. The students get frustrated when they are not led to the next level in language learning.
5. Youth certainly want language to be taught, however, elders have not given support to instruction outside of the home. Issues are that language is property of tribe and no one else. Distrust with the system and exploitation of property rights is the issue, i.e. Blue Lake battle 60 years before return to tribe (Taos Pueblo).
6. I am happy to hear my grandchildren speak Navajo.
7. In the Denver Metro Community, a cultural & language support group for Cherokee is forming. We are seeking a Native fluent speaker and hope to have an immersion program beginning this summer. We are currently learning basic words, phrases & songs on our own.
8. I work in a tribal program – Department of Behavioral Health Sciences. I am not fully aware of language program at local school. However at the program where I work, we do need language use for local community presentations to elderly population and implementation of traditional Tx and counseling services.
9. My children are Native Hawaiian, I am not. I do speak the language and work at their school.
10. We had an excellent language program in the early 70's. We had several elders working in the schools developing material, writing and recording their stories. I would like to see these materials put in acid free folders and preserved the right way along with our videos and tapes.

11. I am very interested in any workshop that will help me to teach my language to my community. i.e. technical assistance, training in using technology, multimedia.

12. Language is taught more to the boys for traditional purposes than to the girls. Younger generation 39 on down may not understand because parents/elders never talk to them, only in English. Elders believe that it should be taught at home not at school, but if you can't talk how can you teach?

13. My mother spoke Ojibwe but never taught us.

14. Native American language is part of Indian culture – It has different monotones, sounds, effectiveness (for) each tribe. I see it as a part of bringing back the spirituality that was lost when relocations, boarding schools, reservations were created. Just as Indian medicine powers are given down from generation to generation, learning your own language will help you decipher find (sic.) that spiritual spirit that will guide you to your Native American dream.

15. I wish that my tribe would wake up and become involved in language revitalization.

16. In the areas I marked "adequate" I was tempted to put "poor"… but they are not poor. There needs to be something between those.

17. I have been trying to get a Native speaker in our school, which only has 40 students, with no success. We have tried to use our JOM money to partially fund a position but the teachers who "control" the JOM money feel it would be better spent on incentives for the kids. I was told if they want to learn Lakota they might as well learn German because the German language is more useful.

18. We live in an urban setting. Native language programs do not exist in our school district.

19. After school tutoring preschool/head start not applicable in public schools.

PREPARED STATEMENT OF WILLIAM H. WILSON, CHAIR, HAWAIIAN STUDIES DIVISION
KA HAKA'ULA O KE'ELIKOLANI COLLEGE OF HAWAIIAN LANGUAGE UNIVERSITY OF
HAWAI'I AT HILO

Aloha members of the Senate Committee on Indian Affairs. My name is Dr. William H. Wilson. I am a division chair within the Hawaiian language college establish by the State of Hawaii to provide education through the medium of the Hawaiian language. Our college includes a B.A. program, a teacher certification program, a master's program, and a Ph.D. program planned to begin this fall. These programs are all taught through the Hawaiian language and are the first programs of their kind in the United States. In addition, our college includes a preschool through grade 12 laboratory school which provides education in the model called Native American Language Nest/Survival School Education. The college operates in consortium with the non-profit 'Aha Punana Leo, Inc. which runs 11 Hawaiian language nests throughout the State while providing additional support to the entire preschool to graduate school Hawaiian medium school system.

My testimony is provided as supportive information relative to the academic benefits of education through Native American Language Nests and Native American Language Survival Schools. Our Hawaiian language college and the affiliated 'Aha Punana Leo are among the most experienced entities relative to Native American Language Nest/ Survival School Education in the country.

Native American Language Nests and Native American Language Survival Schools have been very successful academically. Normally, Native American students, including Native Hawaiian students, have a higher drop out rate, than other students in surrounding communities. Yet our laboratory school program, and Hawaiian language survival schools statewide, have a very high rate of high school graduation—100 percent at our laboratory school. Similar results exist for the model nationwide.

Native American language survival schools also have a high college attendance rate. The rate of college attendance for students from our laboratory school is 80 percent. Again similar rates are occurring for other places using the model. The students who are going on to college are succeeding and remaining in college to graduate. We not only have students enrolling in local colleges and universities, but also students in major national and international universities. Our laboratory school has former students in such well known universities as Stanford, Loyolla Marymount, and Oxford.

With less than 100 high school students, our laboratory school this past year won a State robotics contest, had State champions in athletics, and had 2 of the 10 students chosen statewide from approximately 10,000 eligible Native Hawaiian students for a summer science biomedical science program at Harvard.

While the academic record of Native American Survival Schools is impressive, the reasons for establishing these schools and the Native American Language Nests go beyond improving academic performance. As others have testified, Native American languages, and thus the cultures dependent on those languages, have been nearly exterminated by compulsory schooling forbidding use of Native American languages. For many Native American peoples, the extermination of traditional languages is also an issue of religious freedom. Schooling that results in eliminating a child's knowledge of a traditional language prevents that child from participating in traditional religion conducted in the language upon reaching adulthood. By teaching through the medium of Native American languages, the Native American Language Nests/ Survival School model assures the survival of Native American languages.

The right of indigenous peoples to schooling through the medium of their own languages is recognized and assured by advanced democracies such as Great Britain, New Zealand, and Finland and even Third World countries such as India and China. The United States recognizes the importance of this educational right of indigenous minorities as part of its support for emerging democracies in other countries. Indeed, the United States developed an Interim Iraqi Constitution that established a constitutional right for education through their own languages for the indigenous peoples of Iraqi such as the Turkomen, Kurds, and Assyrians. These indigenous minority peoples had formerly been forbidden education in their own languages by Saddam Hussein who insisted on sole use of the majority national language—Arabic. These indigenous language education provisions were voted into the subsequent Iraqi Constitution by the Iraqi people themselves.

Native Americans, including Native Hawaiians, are fighting today in Iraq in support of that Iraqi Constitution guaranteeing government provision to indigenous Iraqi children of schooling through their own indigenous languages. The sad fact, however, is that the Native American soldiers fighting in Iraq do not have access

to comparable education through their own Native American languages for their own children back in the United States.

While the United States has indicated its own support for the democratic ideal of the choice of education through their own languages for indigenous peoples through the Native American Languages Act of 1990, that policy statement has been largely ignored. The Native American Languages Act has been thwarted by those who have been disregarding the act, including Federal education officials, States, school administrators, and colleges. In addition Federal funding targeting schools taught through the medium of Native American languages does not exist. The result is that Native American languages continue to be diminished and exterminated while children who could benefit academically from Native American language education continue to flounder in the schools.

Changes need to be made in the Elementary and Secondary Education Act as well as in the Higher Education Act to reflect U.S. policy regarding Native American language medium education as expressed in the Native American Languages Act to assure that U.S. Native American language policy is carried out. Furthermore, dedicated funding for Native American Language Nests and Native American Language Survival Schools is desperately needed to maintain existing programs and expand them to served more Native American languages and children.

You have in the Congress three bills that can provide needed dedicated funding for Native American Language Nests and Native American Language Survival Schools, namely S. 2674, H.R. 5222, and H.R. 4766. I strongly urge that Congress make use of these vehicles to provide support to Native American Language Nests and Native American Language Survival Schools this session.

Achieving Adequate Yearly Progress: A Study of 16 BIA-Funded Schools

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Contributions to the Study

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Notice of Confidentiality

Because respondents might be adversely affected if their answers to questions were made public, the field researchers assured them that the information they provided would be confidential. Respondents were told that no individuals would be named in the study to BIA and that no schools would be associated with the information they provided.

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Chapter 1.0 Executive Summary

Study Purpose and Methods

Many Indian schools — those funded by the Bureau of Indian Affairs (BIA) — have not achieved Adequate Yearly Progress (AYP) on the annual state assessments required by the No Child Left Behind Act (NCLB). The Bureau of Indian Affairs, Office of Indian Education Programs (OIEP), commissioned this study to find ways to help improve the AYP performance of struggling Indian schools. For the study, BIA provided a sample of 16 schools that included the 5 highest-performing Indian schools in the country, the 5 lowest-performing schools, and 6 Hopi schools, mostly high-performing.

The study compares the high-performing and Hopi schools to the low-performing schools on factors related to student achievement. Programs, policies, and practices associated with achievement in the high-performing and Hopi schools form the basis of recommendations to help Indian schools make AYP. Steps in the study included: 1) a review of the scientific literature; 2) two-day site visits at each of the 16 schools; 3) a survey of the principals; and 4) a statistical study using BIA's school database.

Statistical Analysis

Because of some inaccuracies in the BIA database, caution is required in interpreting results of the statistical analysis. Findings include the following: 1) as compared to BIA schools, Tribal schools had higher percentages of students proficient in reading and math, longer principal tenure, more new teachers, and fewer students per teacher; 2) as compared to boarding schools, day schools had higher percentages of students proficient in reading and math, longer principal tenure, and fewer students per teacher; and 3) as compared to the low-performing schools in our sample, the high-performing and Hopi schools had much higher student proficiency and attendance rates (these were selection criteria for the sample), much longer principal tenure, and fewer students per teacher. The high-performing, non-Hopi schools also had lower proportions of new teachers and much lower proportions of students receiving free and reduced-price lunches.

Comparative School Study

The study compares 16 schools (5 high-performing, 5 low-performing, and 6 Hopi) based on external factors and school factors that affect student achievement. Most of the factors are taken from research literature (see Appendix A) and are as follows:

External Factors in Achievement	Administrative School Factors in Achievement	Academic School Factors in Achievement
Isolation	Administrative Leadership	Academic Leadership
Economic and Social Background		Standards, Curriculum, and Assessment
	School Culture	
Native Culture	School Climate	Teachers
Community Support	Facilities, Supplies, and Equipment	Teaching and Learning
Official Support		Students
Funding		Homework and Tutoring
Parental Support		Educational Technology
Parental Involvement in Children's Education		

Overview — Functionality and Excellence

There were significant variations in quality within each category. The low-performing schools were not just lacking in academic prowess, they were not functioning effectively. The first step toward making AYP for low-performing schools is achieving effective administration. Without such administration, efforts to improve student achievement by undertaking new policies, programs, and practices are likely to fail due to inadequate implementation. Once the school becomes a functioning organization, measures designed to promote academic excellence can be introduced.

This study examines external factors that affect the schools and student achievement and factors internal to the school.

External Factors in Achievement

Isolation

Isolation of many Indian schools poses problems — prominent among them, difficulty in recruiting and retaining high-quality teachers. Extremely remote schools that fail repeatedly may not be viable. For other isolated schools, added incentives for teachers and administrators may need to be considered.

Economic and Social Background

The socio-economic background of students exerts a powerful influence on academic achievement. The reservations where the 16 schools are located are economically and educationally disadvantaged. Nevertheless, some schools achieve AYP.

Native Culture

Respondents in high-performing and Hopi schools rated Tribal support for education and congruence between school and Native culture higher than did low-performing schools. Students in two high-performing schools live in the metropolitan areas of small cities and are largely assimilated. Students in the Hopi schools come from a strong, intact traditional culture. Hopi schools are high-performing in part because the students are culturally grounded and possess a strong, positive sense of identity. Two schools are not part of either modern or traditional cultures; rather, they fall somewhere between the two cultures. On the reservations, traditional values have disintegrated, but mainstream values have not replaced them. Respondents in these schools described an anomic situation in which social breakdown is extreme and "kids don't know who they are." This breakdown impacts student achievement negatively.

Community Support

Respondents in the high-performing and Hopi schools rated community support for their schools higher than did respondents in low-performing schools. Schools that build community support may positively affect student performance

Official Support

Active support from the school's external governing bodies — the school board and BIA — is critical to enable struggling schools to make AYP. Respondents in high-performing and Hopi schools rated official support for their schools higher than did those in low-performing schools. In several schools, lack of support from the school board, patronage politics, nepotism, and interference in school's administrative and disciplinary procedures were serious problems. With regard to BIA, respondents complained of excessive paperwork requirements and tight deadlines. They called for streamlining processing of personnel and procurement actions, more technical support, and more attention to the schools' needs.

Funding

The median per-pupil expenditure in the sample schools was $13,282; there was not much relation between expenditures and AYP performance. The principals surveyed rated their schools' funding between "barely adequate" and "adequate." Transportation funding is an issue, especially in low-performing and Hopi schools.

Parental Support

In eight measures of parental support and involvement, respondents in the high-performing and Hopi schools gave higher ratings than did those in the low-performing schools. Parental support for the school has to be developed step-by-step.

Parental Involvement in Children's Education

High-performing and Hopi schools had more parental involvement than low-performing schools, but the ratings for help with homework and reading to children were relatively low in all categories. Too many parents lack the time, education, and inclination to help their children in these ways.

Administrative School Factors in Achievement

Administrative Leadership

Effective administration is of fundamental importance for low-performing schools to make AYP. High-performing and Hopi schools rate the principal's job performance higher than do low-performing schools.

Continuity of Leadership

According to the BIA data, the median tenure for principals in the high-performing schools is six years; in the low-performing schools, it is one year; in all Indian schools, it is two years. Principal turnover is a serious problem that must be addressed. Low-performing Indian schools cannot be expected to make AYP if the principal leaves every year or two.

Participatory Leadership

Research shows that principals who involve teachers in decisions are more effective than those who do not. Participatory leadership was a characteristic of the high-performing schools and of two low-performing schools that were improving rapidly under new leadership.

Visibility

The principal's visibility and interaction with teachers and students are positively associated with student achievement. Again, in the high-performing and Hopi schools, the principals were visible in the halls and classrooms and conversed easily with teachers, staff, and students.

School Culture

A school's culture includes its values, priorities, goals, and expectations. School culture has a powerful influence on academic achievement. The high-performing and Hopi schools gave the highest priority to two related goals: 1) putting children first, and 2) focusing on academic achievement.

School Climate

School climate has a moderate effect on student achievement. As compared to respondents in low-performing schools, those in high-performing and Hopi schools gave higher ratings to the climate, to its support of academic achievement, and to orderliness in the school. Discipline was not a serious problem in most schools, but in a few, it was very serious.

Facilities, Supplies, and Equipment

School facilities ranged from excellent to sub-par. There was not much relation between the quality of the physical plant and our three categories of schools. Poor day-to-day maintenance was indicative of poor administration and was related to low AYP performance. Older facilities, if structurally sound and well maintained, seemed to provide as good an education as new facilities. With regard to supplies, high-performing and Hopi schools generally had up-to-date text series aligned with their states' standards, though low-performing schools did not.

Academic School Factors in Achievement

Academic Leadership

Academic leadership is a critical factor in AYP performance. High-performing and Hopi schools have higher levels of academic leadership than do low-performing schools. The principal, an academic leadership team, or a lead teacher may provide academic leadership that positively affects student performance.

Standards, Curriculum, and Assessment

Alignment of standards, curriculum, and student assessment is supported by research and required by NCLB. The best high-performing schools made alignment and curriculum mapping the framework for high-quality teaching. Some high-performing schools used grade-level and cross-grade teams of teachers to align curricula and develop curriculum maps. Summer planning sessions, careful implementation, and close monitoring during the year worked well. The high-performing schools gave testing and feedback more emphasis than the low-performers. Student assessment and feedback are critical parts of a data-driven student tracking process.

Teachers

Teacher recruitment and retention, knowledge and skills, commitment to teaching, and morale were rated higher in the high-performing and Hopi schools than in the low-performing schools. School isolation and a feeling of not getting adequate support from the principal were important factors in teacher turnover. Two forms of inadequate support are lack of quality textbooks arriving on time and lack of support in disciplinary actions.

Teaching and Learning

Both high- and low-performing schools devoted adequate time to reading. However, the high-performers devoted an average of 70 minutes per day to mathematics; the low-performers devoted 55 minutes per day to the subject. Low-performing schools would benefit from devoting more time to math and using interactive math software. The most effective high-performing and Hopi schools used a variety of approaches to teaching, including direct instruction, discovery learning, group exploration, games, and computer instruction. Characteristics of effective teaching and learning included focus on achievement, providing stimulating environments, constant monitoring and reinforcement of student progress, and devoting as much time as possible to providing

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quality instruction to students. Classroom management was often a problem — even in some high-performing schools, inattentive students were frequently ignored.

Students

Most respondents said that children are not well-prepared to start school, with low-performing schools reporting their students the least well-prepared. Entering students have low English-language skills. Many come from families with alcohol, drug-abuse, and child-abuse problems. Most kindergarten programs received high ratings. High-performing and low-performing schools gave pre-school programs (usually Head Start) high ratings, but Hopi schools did not. Some respondents said that Head Start may help children develop social skills, but it does not help their academic development.

Student motivation and interest in school are uniformly high through 3rd grade but then drop off markedly in later grades. In high-performing schools, teachers and principals think it is the school's job to motivate the students, and they use a variety of means to do so. Respondents at low-performing schools tend to view motivation and interest as unchangeable student characteristics.

Homework and Tutoring

Research shows that homework and well-structured tutoring programs improve student achievement. The No Child Left Behind Act requires "schools in need of improvement" to offer tutoring. Most schools in the study did not have effective homework policies or tutoring programs. However, two high-performing schools have exemplary after-school study halls that are monitored by teachers and offer tutoring and help with homework.

Educational Technology

There was a substantial gap between the technology ratings for the low-performing schools and the other two groups. High-performing schools made technology a priority that is integrated into all facets of teaching, learning, and administration.

School Improvement

The study identifies three building blocks for the improvement of Indian schools struggling to make AYP: 1) external support for reform; 2) effective administration; and 3) academic leadership. External governing agencies must have the political will to make the necessary changes. Effective administration is essential to support student achievement and provide direction. Once effective administration is in place, academic leaders must plan, mobilize, and work tirelessly to improve student achievement. The study describes three strategies for BIA and Tribal Agencies:

Schools Unlikely to Achieve AYP

BIA and Tribal Agencies should consider closing schools they find incapable of making AYP at a reasonable cost because of circumstances such as extreme poverty, social disintegration, inaccessibility, or corrosive politics; closures would presumably be few in number. The students should be afforded better educational opportunities at other schools, including new types of boarding schools and, if need be, public schools.

Turnaround Schools

These are schools requiring new leadership or schools in which new leaders have recently been installed. For such schools, BIA should consider developing a program similar to the Virginia Turnaround Specialist Program (VTSP). The program provides training and support for new principals to reform failing schools. If interested, BIA should explore the model thoroughly to assess its applicability to Indian schools.

Reforming Schools with Existing Leadership

Changing the leadership of most low-performing schools is a difficult strategy. For schools in which current leadership and teaching staff have the potential to make AYP, training, guidance, and school re-organization may be sufficient. A study of school restructuring in Michigan contains information on strategies, programs, and practices that may be useful in reforming schools with existing leadership. Following NCLB and current practices, it is important to tailor plans for improvement to each school.

Recommendations

Recommendations are found at the end of the sections in the Comparative School Study (Chapter 4.0), and a prioritized list of all the recommendations is found in Appendix E. Almost all of these recommendations apply to both BIA and Tribal schools.

The high-priority recommendations are as follows:

External Factors in Achievement

Isolation

To address recruiting and retention problems in isolated schools, BIA should consider starting a college scholarship program to educate teachers and school administrators. Graduates would have to teach in or administer Indian schools in remote areas for a certain period of time — say five years. The program would be limited to, or preference would be given to, Native Americans.

Official Support (from School Board)

Where necessary to reduce debilitating school board politics, Tribal governments should undertake measures such as the following to support Tribal schools:

- Enacting and enforcing an ethics ordinance governing the conduct of school board members and other decision-makers in a position to affect the school;

- Reducing compensation for school board meetings and recruiting members motivated by the public interest;

- Consolidating school boards on a reservation, while keeping the size of the new boards limited; and

- Putting in place structures that provide incentives for hiring, retention, and promotion based on qualifications and performance, rather than on personal relations.

Official Support (from BIA)

To improve its support for Indian schools, BIA should:

- Change BIA staffing and procedures to reduce and rationalize the paperwork burden on Indian schools and to speed up procurement, personnel, and other official actions. Increase and stabilize staffing for Education Line Offices (ELO) toward these ends.

- Increase technical support for schools, in particular, reading and math specialists. Other important areas of necessary expertise include special education regulations, compliance, and understanding of state standards and assessment. Provide services through ELOs or fund schools to support these areas.

Administrative School Factors in Achievement

Administrative Leadership

The BIA and Tribal Agencies should undertake a multi-year effort to recruit and retain highly qualified principals. Key elements in this effort should include:

- A carefully constructed, targeted search for principals, combined with advertising that emphasizes the unique qualities of Indian schools and the challenges of administering them;

- Reconsideration of the short-term contracts under which principals (and teachers) are currently employed. If there are legal impediments to longer contracts, BIA should seek a change in the legislation and/or hire principals as federal employees;

- Establishing effective legal/contractual protections against arbitrary dismissal. These need not guarantee lifetime tenure, if carefully drawn; and

- Making principals' compensation competitive in the markets from which they are recruited.

BIA should establish a summer institute to provide training for principals and other school administrators in the principles of sound management.

BIA should develop and publish a school management handbook for principals and other administrators in Indian schools.

BIA should place model administrative policies and procedures on its Web site.

Principals should encourage teachers, staff, and even students to consult in and participate in decision-making. They should avoid arbitrary, top-down decisions.

Principals should be visible and interact informally with teachers, staff, and students, walking the halls, visiting classrooms, and attending school events. They should avoid trying to manage their schools primarily from their offices.

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School Culture

If a school is not functioning properly, the first priority must be getting administration under control. Once that has been accomplished, schools should have two closely related priorities:

- Putting children first: Give top priority to children's education, and align adult interests with that priority. Treat each child as an individual person.

- Pressing for achievement: Focus on academics, especially (in K–8) on reading, language arts, and mathematics.

Ensure that the school's mission, goals, and priorities are thoroughly internalized by faculty, staff, and students and are clear to parents.

Facilities, Supplies, and Equipment

Principals should:

- Ensure that schools and teachers have up-to-date texts and related materials for all students on the first day of school each year.

- Purchase curricular text series aligned with state standards and tests and coordinated across grades. Purchase the premium packages, not just the basic ones.

Academic School Factors in Achievement

Academic Leadership

- BIA, Tribal Agencies, and principals should make every effort to ensure that each school has strong academic leadership. Such leadership may be provided by the principal, selected teachers, or a combination of both.

- Academic leaders should lead the alignment and coordination of curricula; assure that attention is given to the details of the process; monitor implementation; and emphasize consistency in implementing programs and practices to improve academics.

Standards, Curriculum, and Assessment

Academic leaders and their schools should:

- Take the time to align curriculum, standards, and assessment carefully and in detail and regularly monitor implementation.

- Develop detailed curriculum maps.

- Consider using grade-level and/or cross-grade teams of teachers as one method of accomplishing alignment and mapping.

BIA, Tribal Agencies, and school administrators should ensure that all schools have:

- An active diagnostic testing program giving immediate feedback to teachers, administrators, and students. Assessment and feedback — other than AYP tests — should occur several times a year.

- Access to quality software linked to their AYP tests, similar to Michigan's *Study Island*. If other states or commercial vendors do not have such software, BIA and Tribal Agencies should explore how applicable *Study Island* would be in other states.

Teachers

Principals should proactively support teachers through actions such as:

- Providing texts and other materials in a timely fashion;

- Providing high-quality mentoring, coaching, and training opportunities; and

- Supporting them in student disciplinary actions, when reasonable.

Teaching and Learning

- Low-performing schools that do not achieve AYP in math assessments should devote more time exclusively to mathematics. A good benchmark is the 70 minutes per day that high-performing schools spend on the subject. During part of this time, students should be using interactive software designed to improve achievement in mathematics.

- Principals should provide training and mentoring in classroom management, especially in ways to include all students in classroom activities.

Students

To remedy poor academic readiness among students entering kindergarten, BIA and Tribal Agencies should consider establishing intense preschool programs focusing on language development (vocabulary, concepts, grammar, and syntax).

Homework and Tutoring

Schools should have a detailed homework policy, monitor the results, and make adjustments as necessary. As part of the policy, teachers should review all homework and provide feedback to students. Time spent on homework should increase about 10 minutes per grade.

BIA and Tribal Agencies should support after-school study halls in which students can do homework and get expert tutoring, as needed. Provide an afternoon snack and transportation home.

Educational Technology

BIA and Tribal Agencies should ensure that:

- Schools have up-to-date computer equipment and peripherals (including projectors for laptops) that can support current learning, administration, and record-keeping.

- Schools have interactive reading and math software (such as Accelerated Reading and Math, and STAR reading and math packages) and that they work diligently to use them regularly and in the intended manner.

The remainder of this study is configured into five additional Chapters: Chapter 2.0 addresses research design; Chapter 3.0 focuses on statistical analysis; Chapter 4.0 presents the comparative school study; Chapter 5.0 describes school improvement strategies; and Chapter 6.0 presents the conclusions of the study.

Chapter 2.0 Research Design

Study Objective

Many Indian schools — those funded by the BIA — have not achieved AYP on the annual state assessments required by the NCLB Act of 2001. According to a recent study (Martin, 2005), only 8 of the 62 schools (13 percent) operated by BIA and 38 of the 122 Tribally Controlled Schools (31 percent) made AYP in 2004–2005. Consistent with NCLB, the Bureau's Office of Indian Education Programs has a goal of 100 percent of BIA-operated schools meeting AYP requirements by 2014. Beyond this, the Bureau wants to find ways to help all struggling Indian schools make AYP. BIA requested Technology & Management Services, Inc. (TMS) to conduct a study of strategies, programs, and practices to improve achievement, and TMS subcontracted with the Social Science Research Group (SSRG) to conduct the study.

Methodology

School Sample

Based on an algorithm using NCLB/AYP criteria, BIA selected for analysis the five highest-performing and five lowest-performing Indian schools in the United States. BIA added six Hopi schools to the sample — all of them relatively high-performing. The schools and the selection data are shown in Exhibit 1.

Exhibit 1. Information Study Schools and AYP Information

School	City/State	Type of School	Grades	Made AYP 2003-2004	AYP Status 2004-2005	Made AYP 2004-2005	AYP Status 2005-2006	Growth in Language	Growth in Reading	Growth in Math	Growth Area Count	Attendance (%)
High-performing												
Bahweting Anishnabe School	Saulte Ste. Marie, MI	Grant Day	K-8	Yes	Adequate	Yes	Adequate	22.49%	21.26%	-8.91%	2	94.50
Chitimacha Day School	Jeanerette, LA	Grant Day	K-8	Yes	Adequate	Yes	Adequate	9.47%	6.82%	3.22%	3	95.90
Crow Creek Reservation High	Stephan, SD	Grant Boarding	6-12	Yes	Adequate	Yes	Adequate	5.18%	2.18%	2.43%	3	91.65
Kearns Canyon Boarding School	Kearns Canyon, AZ	BIA Day	K-8	Yes	Adequate	Yes	Adequate	-3.03%	6.06%	12.13%	2	94
Red Rock Day School	Red Valley, AZ	BIA Day	K-8	Yes	Adequate	Yes	Adequate	9.24%	-7.05%	9.64%	2	96
Low-performing												
Havasupai School	Supai, AZ	BIA Day	K-8	No	Restructuring	No	Restructuring	-5.33%	-10.21%	-13.94%	0	76
Nenahnezad Community School	Fruitland, NM	BIA Boarding	K-6	No	Restructuring	No	Restructuring	-25.51%	-26.33%	-33.2%	0	94.20
Porcupine Day School	Porcupine, SD	Grant Day	K-8	No	Restructuring	No	Restructuring	-0.03%	-4.67%	-5.44%	0	87.47
Pueblo Pintado Community School	Cuba, NM	BIA Boarding	K-8	No	Restructuring	No	Restructuring	-34.56%	-28.81%	-43.4%	0	85
Tonalea Day School (Red Lake)	Tonalea, AZ	BIA Day	K-8	No	Restructuring	No	Restructuring	NA	-6.94%	-36.54%	0	92
Hopi												
First Mesa Elementary School (Polacca)	Polacca, AZ	BIA Day	K-6	Yes	Adequate	Yes	Adequate	4.32%	-2.31%	12.43%	2	92
Hopi Day School	Kyotsmovi, AZ	Grant Day	K-6	Yes	Adequate	Yes	Adequate	-9.28%	-28.9%	-25.34%	0	94.30
Hopi Junior/Senior High School	Kearns Canyon, AZ	Grant Day	7-12	No	Alert	Yes	Adequate	12.18%	-17.3%	-32.84%	1	95
Hotevilla Bacavi Community School	Hotevilla, AZ	Contract Day	K-8	Yes	Adequate	Yes	Adequate	-9.28%	-28.23%	-25.34%	0	94.40
Moencopi Day School	Tuba City, AZ	Grant Day	K-6	Yes	Adequate	Yes	Adequate	-3.63%	-1.2%	-14.49%	0	95
Second Mesa Day School	Second Mesa, AZ	BIA Day	K-6	Yes	Adequate	Yes	Adequate	-2.98%	-18.57%	-21.56%	0	94

The high-performing schools had all achieved AYP in 2003–2004 and 2004–2005; had made gains in at least two of three subject areas (language arts, reading, and mathematics) between those years; and had attendance records of 94 percent or above. The lowest-performing schools had failed to achieve AYP for those years, had lost ground in each subject area, and had mixed attendance records. All of the low-performing schools were in "Restructuring" under NCLB. Schools in this category have failed to make AYP for at least six years in a row. The Hopi schools are generally high-performing. They all made AYP in both 2003–2004 and 2004–2005, with the exception of Hopi Junior/Senior High, which did not make it in 2003–2004.

Research Methods

The design for the study is to compare the high-performing and Hopi schools with the low-performing schools to see whether differences in educational strategies, approaches, and methods might explain differences in student achievement and, if so, to make recommendations to BIA to help low-performing schools improve. In analyzing the data, we will concentrate mainly on the schools that encompass grades K–8.[1]

To meet the research objective, SSRG used several methods:

- Reviewed literature to identify school factors that improve student achievement;

- Conducted a statistical analysis of BIA schools that associated the school's AYP performance with school characteristics;

- Drafted data collection instruments and conducted preliminary site visits to four Indian schools in New Mexico to test and revise them; and

- Conducted full site visits at the 16 schools to collect information on factors related to achievement and to identify strategies, approaches, and methods to improve student achievement in Indian schools. A survey of principals was administered at this time.

The research methods were designed to complement one another. The literature review provided information on school characteristics associated with high achievement. The findings from the literature review, in turn, guided the instrumentation for the site visits. In these visits, the field researchers collected qualitative data and ratings of school characteristics. The statistical analysis, ratings, and data from the survey of principals provided quantitative data.

Literature Review

The purpose of the literature review was to learn what is known about school factors in student achievement in reading and mathematics (e.g., what schools can do to improve achievement). NCLB requires school reforms to be based on scientific evidence. The review examined scientific studies that meet high research standards. Since the subject is vast and the available time was short, SSRG concentrated on research syntheses and meta-analyses that typically aggregate and analyze the findings of hundreds of other

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[1] These include Crow Creek Middle School and Hopi Junior High School.

studies. A summary of the literature review is found in Appendix A, and the results are integrated in Chapter 4, the Comparative School Study.

Statistical Analysis

SSRG conducted a statistical analysis of data in BIA's database of Indian schools to describe the schools and to explore relationships between basic school characteristics and the proficiency of students on AYP tests. The analysis also related characteristics of the 16 sample schools to the three categories — high-performing, low-performing, and Hopi. The results of this analysis are described in Chapter 3.

Site Visits

Factors in achievement identified in the literature review were used to frame questions in the site-visit protocols.[2] A master list of questions was drawn up, and subsets of questions were selected to ask of the respondents best able to answer them. The interview protocols included questions that asked respondents to rate various school factors in achievement, such as parental support for the school, from 1 (low) to 5 (high).

BIA asked principals to make the following types of respondents available at the time of the site visit:

- The principal;
- At least four teachers;
  - In the 14 elementary schools, teachers in grades 3 and 5 (and 8th grade reading and math — if applicable);
  - In the two high schools, English and mathematics teachers in grades 8 and 10;
- Two parents;
- One school board member; and
- One Tribal Official.

The field researchers conducted classroom observations in grades 3, 5, and 8, and 10, as applicable. The researchers were also to obtain copies of:

- School's mission statement;
- Calendar for the school year;
- Calendar for teacher professional development (if not in school calendar);
- 8th grade lesson plans in reading and math; and
- Newsletter to parents.

Finally, the principal and/or a knowledgeable staff member were asked to complete a brief, two-page questionnaire. The results of the survey are found in Appendix D.

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[2] Some questions in the protocols, including school governance and facilities, were not derived from the literature review but are essential to the school's basic functioning.

Over the course of 5 weeks in December 2005 and January 2006, 3 two-person teams of SSRG field researchers supported by TMS conducted site visits at the 16 schools. One member of each team had experience as both a classroom teacher and a school administrator.

The results of the site visits are discussed in Chapter 4.

Research Limitations

All research studies have limitations, and it is important to identify them in order to enable readers to interpret and understand the results. Research limitations in this study include the following:

Time

This was a quick study, given its scope — a little more than six months in all, from late October 2005 through the end of April 2006. There was one month for the literature review and one for instrument development. Field work was spread across two months — December 2005 and January 2006 — with the Christmas holidays intervening. That left a month to process the data (writing up field notes and aggregating them to school profiles) and two months to analyze the data and compose the final study.

Sample of Schools

The sample of schools to be studied was small, and selection was based on certain school characteristics, rather than random. Such sampling is appropriate for in-depth qualitative studies such as this one, but the results cannot be generalized beyond the schools selected. The findings are based largely on interviews and observation in the schools, on background research, and on the professional judgment of the researchers.

Outcome Measures

Comparing schools on outcome measures, such as student achievement, requires that the measures be uniform, valid, and reliable. The AYP data used to classify the schools — while the best available — have serious limitations. For example,

- States use different standards, assessments, and proficiency criteria to measure AYP. A U.S. Department of Education research conference in December 2005 concluded that methodologically sound comparisons of school performance across states could not be made.

- Within states, the standards, assessments, and criteria for AYP may change over time. One of the states in this study, New Mexico, changed its assessment process from 2003–2004 to 2004–2005, using a more rigorous test that yielded lower pass rates.

- In a high-stakes testing environment, such as that generated by NCLB, people's jobs and schools' reputations (or existence) may be at stake. Under such circumstances, there is a powerful incentive to cheat or manipulate data in order to pass the test. The press and researchers have documented many instances of this phenomenon across the country.

BIA School Database

The database used for the statistical study depends on information submitted by the schools, and the quality of the database is problematic. Some of the information is out-of-date, and some is inaccurate. BIA staff is working diligently to improve the database.

Confidentiality

Because respondents might be adversely affected if their answers to questions were made public, the field researchers assured them that the information they provided would be confidential. Respondents were told that no individuals would be named in the study and that no schools would be associated with the information that they provided. Keeping this promise means that we omitted details of events that might enable an informed reader to identify a particular school or individual.

None of the factors in achievement that we examined in the 16 schools is a sure formula for improving the school's performance. The factors are influences that combine in different ways with other influences, positive and negative, to affect student proficiency.

Chapter 3.0 Statistical Analysis

The findings of the statistical analysis are interesting, and some of them conform to other data collected in the study. However, they must be viewed with caution, because of anomalies in the BIA database.

The database contained information on 173 of the 184 schools funded and/or administered by BIA. To describe school characteristics statistically, SSRG calculated medians for selected variables in the dataset. A median represents the value of the middle case in an array in which all cases are ranked from high to low on a given variable. Half the cases are above the median value and half are below it. For example, the first median in Exhibit 2 below (34 percent) indicates that in half of the schools, more than 34 percent of students scored proficient or advanced in reading, and in the other half of schools, less than 34 percent scored proficient or advanced. We used medians rather than means, because there are questionably high values in the data that would inflate the mean. In following discussion, we will use the terms "median," "average," and "typical" interchangeably.

Exhibit 2 shows the school-level medians for selected characteristics of Indian schools, as recorded in the BIA data set for the 2004–2005 school years.

Exhibit 2. Selected Characteristics of Indian Schools

School Characteristic	Median
Took Reading Test and Scored Proficient or Advanced, Grades 3–12	34%
Took Math Test and Scored Proficient or Advanced, Grades 3–12	29%
Average Daily Attendance Rate, Grades K–12	92%
Principal's Years of Experience at the School	2
New Teachers as a Percent of Full-time Teachers	16%
Students per Full-time Teacher	11.5
Students Receiving Free or Reduced-price Lunch	94%

According to the BIA data, about one-third of the students in the typical Indian school scored proficient or advanced on AYP reading tests in 2004–2005, and less than one-third scored that well in AYP math. The average daily attendance rate was 92 percent. The typical principal in an Indian school has been there only two years. Teacher tenure appears to be longer: In the typical school, 16 percent of teachers are new.[3] The student/teacher ratio is 11.5 to 1, suggesting that classes in a typical Indian school are quite small. The students tend to come from relatively low-income families: Almost all students in a typical Indian school (94 percent) receive free or reduced-price lunches.

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[3] Note, however, that the denominator in this percentage is full-time teachers, not all teachers. If part-time teachers were included, the percentage would be smaller.

Exhibit 3 cross-tabulates the selected school characteristics with BIA and Tribal control of the school. While some of the cross-tabulations are interesting and suggestive, we emphasize that association does not imply cause and effect.

Exhibit 3. Selected Characteristics of Indian Schools by Control

School Characteristic	Control	Median
Took Reading Test and Scored Proficient or Advanced, Grades 3–12	BIA	31%
	Tribal	37%
Took Math Test and Scored Proficient or Advanced, Grades 3–12	BIA	19%
	Tribal	33%
Average Daily Attendance Rate, Grades K–12	BIA	92%
	Tribal	91%
Principal's Experience at This School	BIA	2
	Tribal	3
New Teachers as a Percent of Full-time Teachers	BIA	8%
	Tribal	19%
Number of Students per Full-time Teacher	BIA	15
	Tribal	10
Students Receiving Free or Reduced-price Lunch	BIA	94%
	Tribal	95%

Typically, students in Tribal schools were more likely to be proficient (or advanced) in reading than were those in BIA schools (37 percent versus 31 percent), and they were much more likely to be proficient in math (33 percent to 19 percent). There are many possible causes of these outcomes, including the socio-economic and cultural characteristics of Tribes that have opted for Tribal control.

The two types of schools do not differ substantially in attendance rates, but the tenure of principals at Tribal schools is longer — three years, as opposed to two. On the other hand, Tribal schools have a higher percentage of new teachers, suggesting that they have more teacher turnover than BIA schools. One possible explanation is that the pay scale of BIA teachers tends to be higher than that of teachers in Tribal schools. Tribal schools have fewer pupils per teacher — 10, as compared to 15 in BIA schools.

Exhibit 4 examines the seven selected characteristics in day schools and boarding schools.

Exhibit 4. Characteristics of Indian Schools by Day/Boarding Status

School Characteristic	Day/Boarding Status	Median
Took Reading Test and Scored Proficient or Advanced, Grades 3–12	Day School	37%
	Boarding School	29%
Took Math Test and Scored Proficient or Advanced, Grades 3–12	Day School	33%
	Boarding School	21%
Average Daily Attendance Rate, Grades K–12 2005	Day School	91%
	Boarding School	92%
Principal's Years of Experience at This School	Day School	3
	Boarding School	2
New Teachers as a Percent of Full-time Teachers	Day School	16%
	Boarding School	17%
Number of Students per Full-time Teacher	Day School	11
	Boarding School	14
Students Receiving Free or Reduced-price Lunch	Day School	94%
	Boarding School	96%

Typically, the percentage of students who were proficient in reading and math was higher in day schools than in boarding schools. In the average day school, 37 percent of students were proficient in reading, as compared to 29 percent in boarding schools. Similarly, 33 percent of students in the typical day school were proficient in math, as compared to 21 percent in the average boarding school. The principals at day schools had been there longer, on average (3 years versus 2 years), and the day schools had fewer students per teacher (11 versus 14).

Finally, we looked at the data on the same school characteristics in the 16 high-performing, low-performing, and Hopi schools in this study (See Exhibit 5). Other Indian schools serve as a benchmark for comparison.

Exhibit 5. Characteristics of Sample Schools by BIA/AYP Study Category

School Characteristic	Study Category	Median
Took Reading Test and Scored Proficient or Advanced, Grades 3–12	High-performing Low-performing Hopi schools Other Indian schools	72% 14% 54% 33%
Took Math Test and Scored Proficient or Advanced, Grades 3–12	High-performing Low-performing Hopi schools Other Indian schools	70% 11% 63% 28%
Average Daily Attendance Rate, Grades K–12	High-performing Low-performing Hopi schools Other Indian schools	95% 87% 94% 91%
Principal's Experience at This School	High-performing Low-performing Hopi schools Other Indian schools	6 1 4 2
New Teachers as a Percent of Full-time Teachers	High-performing Low-performing Hopi schools Other Indian schools	9% 23% 21% 15%
Number of Students per Full-time Teacher	High-performing Low-performing Hopi schools Other Indian schools	8 19 14 11
Students Receiving Free or Reduced-price Lunch	High-performing Low-performing Hopi schools Other Indian schools	50% 92% 91% 95%

The statistical data generally conform to the information collected during the site visits. Of course, there are huge differences in reading and math proficiency between the high-performing and low-performing schools, because proficiency is a major criterion for AYP, and making AYP was one of the criteria used to select the schools for this study. There are also large differences in Average Daily Attendance (ADA), which was also a selection criterion. The Hopi schools were selected for the study as a Tribal group, not on the basis of AYP and attendance criteria. Nevertheless, their proficiency percentages and ADA rates resemble those of the high-performing schools and are unlike those of the low-performing schools.

Continuity of administration is reflected in the principal's tenure at a school. Principals at the high-performing schools have the longest tenure — six years — compared to only one year at the low-performing schools. Principal tenure at the Hopi schools (four years) is closer to that of the high-performing schools. These differences are depicted in Exhibit 6.

Exhibit 6. Principal's Experience in This School

| | □ High-performing | ▦ Hopi | ■ Low-performing | ▦ Other Indian Schools |
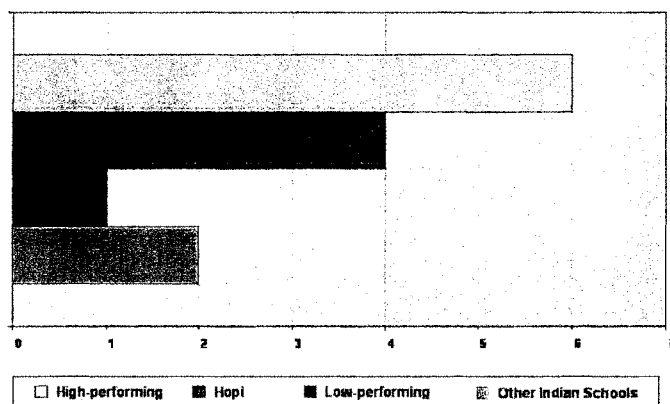
The difference between high-performing and low-performing schools is dramatic and points to a serious problem in the latter: instability in administration. This is not solely a problem for the low-performing schools in the sample. The median tenure for all Indian schools in the BIA database is only two years. For further discussion of this issue and related recommendations, see the subsection entitled Administrative Leadership found in Chapter 4.0, The Comparative School Study.

The high-performers have the smallest percentage of new teachers (9 percent), while the low performers have the largest (23 percent). The high-performing schools also have less than half the number of students per full-time teacher that the low-performing schools have (8 versus 19), potentially enabling teachers to pay more attention to each student.

The difference between high- and low-performing schools in the percentage of students receiving free or reduced-price lunches is striking (50 percent versus 92 percent) and requires some explanation. Two high-performing schools are located in metropolitan areas near small cities. On average, their students tend to come from families in which one or both parents are employed and in which incomes are relatively high. Students from families that are relatively well-off do not qualify for free or reduced-price lunches.

Chapter 4.0 The Comparative School Study

This section of the study examines data from the site visits to compare the sampled schools. It also incorporates findings from the literature review. In the subsections that follow, most of the exhibits are based on a rating scale from 1 (low) to 5 (high) for the school characteristic in question. Italicized statements in this section are the respondents' comments as recorded in interviewer notes and edited for grammar, syntax, and punctuation. They are usually not exact quotes, though they reflect the substance of the respondents' remarks.

Overview — Functionality and Excellence

We found significant variation in quality within each type of school. This was expected, given the limitations of the AYP data used to classify them. It is our impression that two or three of the high-performing schools were truly excellent, while others were fair to good. In addition, two of the low-performing schools had acquired new leadership and were rapidly improving. Hence, they had some of the same characteristics as high-performing schools. The other low-performing schools were not just short on academic achievement — they had a range of functional problems, including various combinations of poor administration; high turnover among administrators and faculty; absenteeism among students and staff; factions within the school; nepotism in the appointment of school personnel; discipline problems; unwarranted interference by school board members; and indifference or even hostility in the community. Explaining high teacher turnover rates, a principal at one such school said, *everything's broken down here.* At another school, the principal said, *this is not a normal school.*

To be rational, functioning organizations, schools require elements such as the following:

- Adequate external support, especially from the school board;
- Competent administration;
- Merit-based recruiting and promotions;
- Availability of necessary supplies and equipment — especially textbooks;
- Stability of staff and students;
- Good relations among administration, staff, and students; and
- A safe, orderly work (and study) environment.

We believe that taking care of basic administration may be sufficient to enable some struggling schools to make AYP. Regardless, a school has to be functional in order to strive for excellence. Trying to graft a program or practice on a disorganized school in an effort to boost achievement is unlikely to work. Most frequently, the school will be unable to implement it, or there will not be enough follow-through, or the students will be absent too often, or the environment will be too disorderly, or some other force will undercut it. As one teacher put it, *you have to take the negative things off the table before you can teach kids.*

It is beyond the scope of this study to make recommendations on all aspects of routine school administration. Obviously, there is a wealth of literature and experience on the subject. However, some aspects of administration that stand out in the interviews and are particularly relevant to achievement will be discussed in this study.

Once a school becomes functional — or as it becomes functional — it can strive for academic excellence. Doing so requires elements such as the following:

- Strong external support;
- An intense focus on state standards;
- Academic leadership;
- A strong teaching staff;
- The mobilization and coordination of resources to meet state standards (e.g., alignment of curricula, standards, and testing);
- Periodic assessment and feedback; and
- Individual student attention.

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External Factors in Achievement

The school operates within a larger context that affects it in many ways. A supportive context can be very beneficial to a school and to student achievement. A negative context can undercut and disable a school. Some external factors are difficult or impossible to change through education policy, but others are amenable to change. This subsection of the study discusses some of the more salient external factors in achievement.

Isolation

Geographical isolation can affect schools in many ways, most of them negative. It severely limits the local supply of teachers and administrators — too few individuals have the education and credentials to teach or administer schools. At the same time, isolation makes it difficult to recruit non-local teachers and administrators, and to retain those that are recruited. In two isolated low-performing schools we visited, turnover of faculty and staff was rapid and continuous, lending an air of chaos to the school. In another low-performing school, the majority of teachers were temporary — part of a national program — and they tended to be inexperienced, independent in their teaching, and transient.

Geographical isolation may also limit the availability of technical services. In schools closer to urban centers — in this case small cities — we saw examples of Indian schools benefiting substantially from help they received from: 1) a state-funded technical assistance center; 2) a nearby public school at which the principal of the Indian school was a former teacher; and 3) nearby local colleges.

Despite the disadvantages of isolation, some remote schools in our study are quite successful. In particular, the Hopi schools are both remote from urban centers and high-performing. We think that this occurs because they are located within an integrated community that supports the schools; because the Tribal education agency is supportive; and because the values inculcated in children contribute to their development and education. On the other hand, we think that isolated schools that lack such an integrated nurturing context tend to have more problems.

Recommendations

✓ To address recruiting and retention problems in isolated schools, BIA should consider starting a college scholarship program to educate teachers and school administrators. Graduates would have to teach in or administer Indian schools in remote areas for a certain period of time — say five years. The program would be limited to, or preference would be given to, Native Americans. Additional points would be given to applicants coming from remote areas who agreed to return to their communities and schools. The Department of Health and Human Services, including the Indian Health Service (IHS), provides such scholarships for medical personnel.[4] An examination of those programs and a cost-benefit analysis should be part of BIA's consideration of such a program.

✓ BIA and Tribal Agencies should provide incentives, such as higher salaries and high-quality housing, to help recruit and retain quality teachers in isolated schools. The Foreign Service and International organizations such as the United Nations and the World Bank offer extra pay and benefits for work in hardship posts.

✓ BIA and Tribal Agencies should offer Recreation and Rehabilitation to school personnel in remote areas. The program should include sabbaticals and a program of recreation and exercise for staff during the school day. The military routinely provides Recreation and Rehabilitation for troops in war zones and hardship locations. The Foreign Service and most international agencies provide trips back to the home country for individuals stationed abroad.

✓ To deal with cases of extreme isolation and school failure, BIA should explore the possibility of building boarding schools with attractive campuses, small-unit housing (10–12 students per unit), and a family atmosphere. Some Catholic boarding schools for Indian students have such arrangements and might be examined as possible models. History may weigh too heavily against the BIA boarding school option, but it is worth exploring. The point would be to make a break with the past in terms of the school's goals, living arrangements, staffing, and procedures.[5]

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[4] The IHS Health Professions Scholarship Program.

[5] Given the number of lawsuits alleging abuse at Indian boarding schools in the past, there would need to be special provisions to guard against abuse.

Economic and Social Background

Research beginning with the Coleman Report in 1966 and continuing today has shown that the socio-economic backgrounds of students exert a powerful influence on their achievement in school. It is well known that students in Indian schools tend to come from low-income families with relatively low levels of education. After exploring and rejecting two other sources of socio-economic data,[6] we have used information from the "Economic Profiles of American Indian Reservations" in *Tiller's Guide to Indian Country*. Published in 2005, this study compiles 2000 Census data on the Indian reservations throughout the United States. For our study, we have selected two economic indicators — per capita income and unemployment rate — and two social indicators — percentage of the population aged 25 and over who have attained at least a high school diploma and the percentage who have attained a Bachelor's degree or higher. For comparison, we selected the same Census data for the state in which the reservation is located. Then we computed the ratio of the reservation statistic to the state statistic — for example, the ratio of the per-capita income on a reservation to the per-capita income in the state where the reservation is located.

Before reviewing the results, it will be useful to examine which schools in our study are located on which reservation. Exhibit 7 shows the locations, together with the 2004–2005 AYP performance of each school.

Exhibit 7. Reservation and AYP Status of Sample Schools

Reservation	School	AYP Status (2005)
Chitimacha	Chitimacha Day School	Adequate Progress
Crow Creek Sioux	Crow Creek Reservation High School	Adequate Progress
Havasupai	Havasupai School	Restructuring
Hopi	First Mesa Elementary School	Adequate Progress
	Hopi Day School	Adequate Progress
	Hopi Junior/Senior High	Adequate Progress
	Hotevilla Bacavi Community School	Adequate Progress
	Keams Canyon Boarding School	Adequate Progress
	Moencopi Day School	Adequate Progress
	Second Mesa Day School	Adequate Progress
Navajo	Nenahnezad Community School	Restructuring
	Pueblo Pintado Community School	Restructuring
	Red Rock Day School	Adequate Progress
	Tonalea Day School	Restructuring
Pine Ridge	Porcupine Day School	Restructuring
Saulte St. Marie	Bahweting Anishnabe School	Adequate Progress

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[6] The 2000 Census probably provides the best and most consistent data, but Census data linked to specific Indian schools are not available. We tried using Census data from the school's ZIP codes and counties, but the results were inconsistent and unsatisfactory.

All of the Hopi schools made AYP in 2004–2005. (Schools on the Hopi reservation include Keams Canyon, a school that technically is in our "high-performing" category). Three of the four schools on the Navajo reservation were in restructuring mode under NCLB.

Exhibit 8 shows the Census data for Tribal reservations and their states, together with reservation-to-state ratios, which compare reservation statistics with state statistics.[7]

Exhibit 8. Economic and Social Indicators, Selected Indian Reservations*/*

Chitimacha	Not available	$19,126	$16,912	1.13	4.0	5.1	0.78	61.9	74.8	0.83	5.7	18.7	0.30
Crow Creek Sioux	2,225	$5,272	$17,562	0.30	21.5	2.9	7.41	64.9	84.6	0.77	5.7	21.5	0.27
Havasupai*	503	$7,422	$20,275	0.37	14.7	4.4	3.35	53.3	81.0	0.66	7.5	23.5	0.32
Hopi*	6,946	$9,600	$20,275	0.47	18.0	4.4	4.10	67.1	81.0	0.83	10.1	23.5	0.43
Navajo Nation**	180,462	$7,269	$20,275	0.36	26.1	4.4	5.89	55.9	81.0	0.69	7.3	23.5	0.31
Pine Ridge	14,068	$6,298	$17,562	0.36	33.0	2.9	11.38	68.8	84.6	0.81	11.1	21.5	0.52
Saulte St. Marie	1,676	$7,115	$22,168	0.32	17.0	3.8	4.47	74.9	83.4	0.90	8.9	21.8	0.41
Median	4,586	$7,269	$20,275	0.36	18.0	4.4	4.47	64.9	81.0	0.81	7.5	21.8	0.34
United States			$21,587			4.0			84.0			26.0	

*Source of Reservation per-capita income data (Census, other) not cited in *Tiller's Guide to Indian Country*.

** Source of Reservation data (Census, other) not cited in *Tiller's Guide to Indian Country*.

Note: State data were derived from 2000 Census Bureau statistics.

The Navajo reservation far surpasses all the other Tribes in terms of population. At 180,462 inhabitants, it is more than 10 times as large as the next largest — the Pine Ridge reservation, which has 14,068. Because the Navajo reservation is so large, the fit between statistics for the reservation as a whole and any particular Navajo school may not be very good.

Per-capita incomes range from $5,272 on the Crow Creek reservation to $19,126 among the Chitimacha. (Crow Creek High School is located in Buffalo County, South Dakota, the poorest county in the United States[8]). The reservation-to-state ratios show that Crow Creek residents had incomes that were only 30 percent of those for South Dakota residents. On the other hand, the Chitimacha had incomes almost 20 percent higher than those of Louisiana residents in general. Nevertheless, the median ratio was .36 — people on the typical reservation in this group had incomes that were just a little over one-third as high as those of their respective states.

Unemployment rates in 2000 ranged from 4 percent among the Chitimacha to 33 percent for Pine Ridge residents. The Chitimacha were somewhat less likely to be

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[7] Data for reservations are from Tiller, V.E.V. (2005). *Tiller's Guide to Indian Country*. Albuquerque, NM: BowArrow Publishing Company. Data for states are from the Census web site www.census.gov.
[8] In 2003, the median household income in Buffalo County was $17,003, less than half of South Dakota's $38,008; the median household income for the United States was $43,318. Census data reported in *USA Today*, 12/1/2005.

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unemployed than the average person in the Louisiana labor force. Pine Ridge residents were much more likely than the typical South Dakota worker to be unemployed. In general, people in the labor force on these reservations are between four and five times as likely to be unemployed as are all such people in their states.

Disparities in educational attainment are marked but not as substantial as some of the economic differences. Residents age 25 and older on the reservations were about eight-tenths as likely as residents of their states to have at least a high school diploma. Crow Creek residents are about a quarter as likely as all South Dakotans of that age to have Bachelors degrees, while Pine Ridge residents are more than half as likely.

In general, the economic disparities between reservation and state are greater than the educational disparities, suggesting that the people on these reservations may have higher skill levels than is reflected in their labor-market performance. There are many possible explanations for this. Discrimination is certainly one possibility, but a more likely cause is the lack of economic development — and hence of jobs — on the reservations. Distance from other sources of employment is probably a factor as well.

With just one exception, the reservations on which the study schools are located have much lower per-capita income, much higher unemployment rates, and much lower college graduation rates than do their states or the nation as a whole. Given the research findings on this subject, it is clear that the schools in the study face great challenges in educating children and making AYP. Nevertheless, some schools do.

Native Culture

Native culture is important to student achievement for many reasons. For example, it affects parents' and students' perceptions of education and its value, as well as the language and the skills that students bring with them into school. In this analysis, Native culture is not necessarily traditional culture; it is the current culture of the Tribe, and especially of those members in the area of the school, as perceived by respondents.

For systematic information on Native culture and the school, we turn to the respondent ratings. Exhibit 9 shows the ratings for the degree to which there was congruence between the Native culture and the school, the extent to which the Tribal culture supported elementary and secondary education, and the extent to which it supported post-secondary education.

Exhibit 9. Respondent Ratings on Native Culture and School (Means)
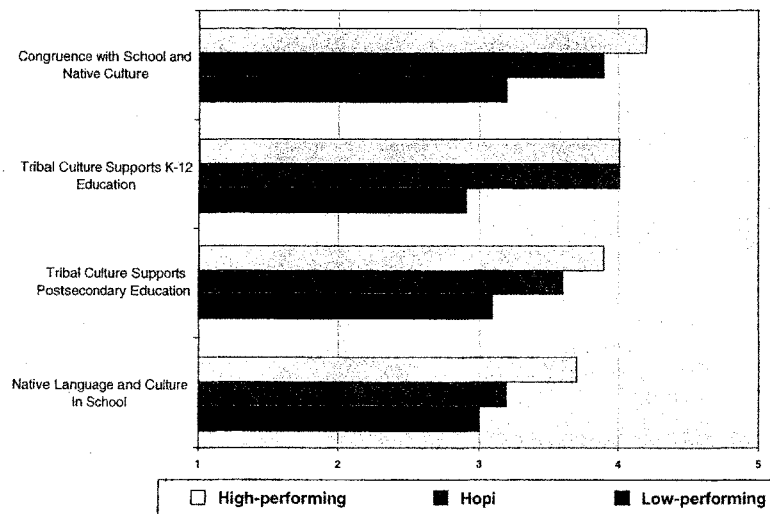
The high-performing and Hopi schools had relatively high ratings on each of these measures. The low-performing schools had lower ratings. Two high-performing schools we visited — both close to small cities — served students who were largely assimilated. The culture and values of the Tribes tended to be modernizing and supportive of education. At one school, which had both Indian and non-Indian students, respondents were sometimes at a loss to say what proportion of the students were Native, because they did not think of them in those terms. Walking through either school, an observer could not distinguish it from a regular public school with a largely Anglo student

population, except for the Indian exhibits and decorations. Students in these schools were part of the educational mainstream.

On the other hand, the schools we visited in the Hopi reservation — with its fairly strong, integrated traditional culture — are also high-performing. Young Hopis absorb their culture from an early age and have a lot of community and adult supervision. Many are active participants in Tribal ceremonies and religious rituals outside of school. Traditional Hopi values seem to support modern education. For example, a school board member said,

> *In Tribal culture, the teaching is [that] members get up early and do chores. Electricity and running water were not available in the old days. Members learn by watching and doing chores. The community learns to be self-sufficient, respect others, and they have a great work ethic.*

Further, participation in a tight-knit community seems to give Hopi youth a sense of identity. Another teacher at a Hopi school said,

> *The kids aren't confused with maintaining their self-identity. It makes a stronger student and gives them confidence.... Being a modern Native is not a conflict.*

In the same vein, a parent at another Hopi school said,

> *The community helps the children to be self-sufficient.*

A teacher who came from outside the Tribe said *he has not run into such a respectful community anywhere.*

There were two Tribal schools where the traditional culture had largely disintegrated, and students had not adopted a mainstream lifestyle. Respondents at one school repeatedly said, *these kids don't know who they are*, or words to that effect. In these Tribes, or sub-Tribal areas, alcohol, drug use, child abuse — including sexual abuse — and negligence are extreme. In the absence of positive role models, some boys adopt "gangsta" identities and join youth gangs. More generally, this cultural breakdown dissolves belief in the common good and encourages people to look out for themselves. As one teacher put it, *there was tradition, then a culture of greed.* A parent said, *now they're like crabs in a bucket. If one tries to climb out, the others pull him down.* This cultural disorientation is corrosive to academic achievement, undercutting the schools' efforts to educate children. In some cases it may be overwhelming.

One of these schools — a high performer — has to fight a constant battle to minimize the negative effects of the social context in which it is situated. Factors that enable the school to survive and perform well include an official who provides some protection against destructive local politics; a strong principal who administers the school well; a strong teaching staff; an effective discipline program that relates well to students; and a general understanding that the school is a safe haven for students.

All the schools we visited had Native language and culture programs, some stronger than others. These programs are no doubt helping to reconnect students with their traditions. In the short run, schools are limited in their ability to affect the culture of

the community, but there are some things they can do. The section on Community Support includes a recommendation that schools develop evening programs for community members. Such programs can and should offer adult courses in traditional language and culture.

Recommendation
✓ For schools in culturally disoriented areas, BIA and Tribal Agencies should establish programs to provide positive role models for Native children and youth who have identity problems and are prone to join youth gangs. Under these programs, the schools would invite a speaker who comes from the same background as the students and struggled with the same issues, but possessed the discipline and foresight to become successful in various ways. The program would also enable schools to bring in negative role models — speakers who did not have the necessary discipline and foresight, became gang members or drug abusers, and suffered adverse consequences because of it.

Community Support

The respondent ratings in Exhibit 10 show that community support for the school was relatively high in high-performing schools and Hopi schools, and quite low in low-performing schools.

Exhibit 10. Respondent Ratings for Community and Official Support for School (Means)
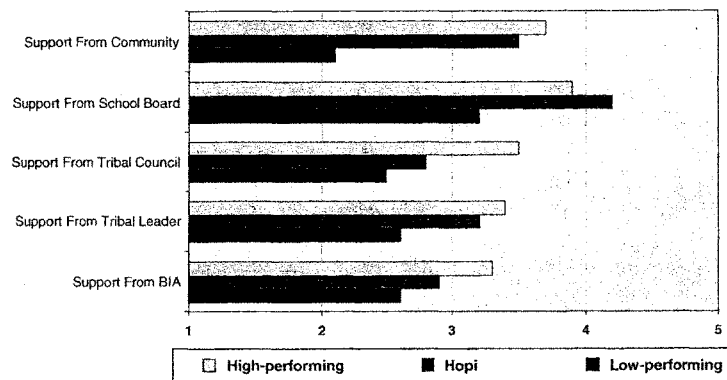
Two high-performing schools had good support from their communities. In both cases, the support followed in the wake of strong Tribal leadership determined to make the schools models of excellence.

Another high-performing school actively encouraged community involvement by providing a valuable service. Under a 21st Century grant, the school is open four nights a week to the entire community. Services include adult education classes, an open library, computer and internet access, and tutoring and homework help for students. The principal says that the program is very popular — 90–100 people typically attend a session. A 21st Century grant to a poorly administered low-performing school expired with little apparent effect, one of many instances in which adding a program to a school in disarray was apparently a poor use of money.

External support for the school is one of the strengths of the Hopi system. While the quality of administration and teaching varies among these schools, Tribal support — including the support of local communities — seems to encompass and buoy the schools. A civic spirit is clearly evident in some places. For example, one Hopi village has a Community Center and a Youth Center that includes a homework club that operates Monday through Friday for two hours after school. Tutoring and support for homework are provided. The Community Center sponsors many other activities as well, such as classes on domestic violence and Hopi culture and language. Other examples of

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community support include fund-raising by holding 3–5 K races, food sales, turkey shoots, and bingo games. Money is raised at Tribal dances, and the high school has a Booster Club that holds fundraisers, honors a student athlete each year, and provides scholarship money for the student athlete. There is a Hopi Athletic League for youngsters, and the communities contribute to support college scholarships.

Community support was conspicuously lacking in all five low-performing schools. At one such school, questions about community support prompted the following typical responses:

> *Not very much. A handful of parents provide support.*

> *The parents are sending their kids off to be baby sat.*

> *Nothing right now.*

> *Came to the Christmas program.*

At schools we visited in the Navajo reservation, respondents said the community was not inclined to be involved in the school, which was regarded as the province of education experts. For example, one teacher said,

> *The community / parent mentality is that the school will provide academic leadership. It is simply understood that the school knows its job and will do it — educating the students.*

Another teacher, a Native American, said,

> *I don't see any support. People have a poverty mentality — no time to devote to their children's education. Education is not an Indian goal; it is a white man's mentality.*

A parent said,

> *I don't think there is support. The parents send them off — "It's your job."*

On the other hand, the high-performing school with the 21st Century program, also on the Navajo reservation, receives a good deal of community support. In the words of one teacher,

> *The 21st Century program has changed involvement. The library is open Wednesday nights.... They are learning to trust us. People are coming to family night.*

Recommendation

✓ BIA and Tribal Agencies should consider developing programs that enable schools to stay open in the evening to provide adult education classes, access to a library and computers, and, for youngsters, tutoring and homework help. To help strengthen Native culture in the community, the programs should offer traditional language and culture courses.

Official Support

Support of external governing bodies — especially the school board and BIA — is of obvious importance to the school's functioning and to the achievement of its students. Exhibit 10, previously presented, shows the support ratings for four external agencies or officials. As expected, support from the school board, Tribal Council (board, etc.), and Tribal chair (president, etc.) was greater in high-performing and Hopi schools than in low-performing schools. Ratings for support from the BIA hovered around the midpoint in the scale.

School Board

Four of the five high-performing schools had strong support from their school boards. At one such school, a teacher said, *I feel that if we need something, [the principal] will get it from the board.* Two of these schools were Tribal schools and were governed by their boards; the other two were BIA schools, for which the board functioned in an advisory capacity. One high-performing Tribal school had to contend with a school board whose members rarely met but could be counted on to intervene if the child of a relative was subject to discipline or facing the consequences or poor academic performance. •

Given the civic orientation of the Hopis, their schools enjoyed strong support from their school boards. There were few dissenting voices. Comments such as the following (all from different schools) are fairly typical.

> *I go to the school board meetings, and they are working hard for the school.* (Parent)

> *Very supportive of staff. They pay for our Master's degrees and academic achievement degrees for aides.* (Teacher)

> *They are very active, and you see them like a parent. It is a casual relationship.* (Teacher)

> *The board worked wisely with traditional leaders to get the land and get this school built.* (Principal)

Among the low-performing schools, the three with the most problems had little support from their school boards. At one school, there was dissatisfaction that the board did not meet often enough. *From April to November, there was no school board meeting, because they were mad at the principal.* At the two low-performing schools under new leadership, support was said to be improving, but there was still some way to go. *In the past, we had little support.... [Now] the school board gives us support but has no vision.*

All but one of the low-performing schools is run by BIA, so in most cases the board's role is limited. One parent at a BIA school criticized the board for being ineffectual:

The school board is a puppet on a string for the administration and the BIA. At best, it is an advisory board and has no real power. The school board needs to hold the principal accountable for the success or failure of the students.

In some schools we visited, school board "politics" were called an obstacle to day-to-day functioning. *The politics are just awful,* noted one principal, *they are so negative.* On

poor reservations, where jobs are scarce, the federal government in general — and the school system in particular — are the primary sources of employment and personal advancement. As a teacher at one isolated, low-performing school said, *the school is seen more as a place of employment. Kids are not the priority.*

Such circumstances encourage corruption, creating incentives for school boards to operate as patronage machines, placing unqualified friends and relatives on the school payroll, and protecting staff and students who break the rules but are related to school board members. At one school, we heard detailed, consistent, and credible accounts of vote-buying in a school board election. At another school, the principal and his administrative staff — who were making progress in rationalizing the school's administration — were ready to resign, because the board had blocked their efforts to discipline a non-performing employee who was related to a school board member. At one high-performing school, the chair of the school board, asked to provide advice for Indian schools struggling to make AYP, immediately replied, *get rid of the politics.*

Where elected officials are concerned, getting rid of politics entirely is not a realistic goal, but limiting negative politics and their effects is. In the case of one high-performing school, for example, the Tribal chair reduced the pay for participation at a school board meeting from more than \$300 to around \$30. Many board members quit, and new members were motivated more by public spirit than by money.

Recommendations

✓ Where necessary to reduce debilitating school board politics, Tribal governments should undertake measures such as the following to support Tribal schools:

– Enacting and enforcing an ethics ordinance governing the conduct of school board members and other decision-makers in a position to affect the school;

– Reducing compensation for school board meetings and recruiting members motivated by the public interest;

– Consolidating school boards on a reservation, while keeping the size of the new boards limited. With consolidation, there might be 8 –10 school board members for a half-dozen schools, rather than for just one. Thus, there would likely be fewer opportunities per school for nepotism and interference; and

– Putting in place structures that provide incentives for hiring, retention, and promotion based on qualifications and performance, rather than on personal relations.

Tribal Council and Chair

Exhibit 10, previously presented, illustrates that support from the Tribal Council or board is greater in high-performing and Hopi schools than it is in low-performing schools. Support from the Tribal chair or president is also higher. However, respondents in Hopi schools tend to give the Tribal leader lower ratings than do the low-performing schools. The Council chair had recently won the position in an election in which he ran as a pro-education candidate. It is not clear why the ratings were low.

In the case of two high-performing schools we visited, the Tribal Council's support was very strong. In one, the chair was a powerful and persuasive advocate who initiated and

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sustained an effort to transform a low-performing, poorly regarded school into a model of excellence. In another, the council provided around 30 percent of the school's budget from the Tribe's casino, which also supported an early-childhood program and college scholarships for all Tribal members throughout the United States. In both cases, the initiative for the support came from the Tribe, and it was strong, visible, and valuable to the school in tangible ways.

Respondents in low-performing schools tended to see the Tribal Council and chair as distant and non-supportive. A teacher at one school said, *the Tribal Council reflects the community. The school gets lip service, but the council doesn't follow through.* A parent made a similar observation: *The Tribal Council says they support education, but their actions don't follow their words.*

BIA

As Exhibit 10 again shows, responses to the question about BIA's support for the school conformed to the familiar high, low, and Hopi patterns, though the differences are not large. The comments were positive, mixed, and negative. Schools appreciated the funding and services they received from BIA. Complaints concerned bureaucratic demands, lack of technical support, slow response by the agency and lack of visibility. This section contains a sampling of the comments. Appendix B contains a more detailed list, including the responses below.

Positive Comments

Some respondents were quite positive about BIA's support.

They give us whatever we need. (School Board Member)

The school gets a lot of support from BIA. Their strict rules actually support good education. (Parent)

BIA conducted two good special education meetings. BIA provides some good teacher training, and some of the funding comes from BIA. (Teacher)

Mixed Responses

These included both positive and negative elements. All these comments are from Tribal schools, but this may be just a coincidence.

The BIA has its pros and cons. The Deputy Director of OIEP fully supports the school. BIA takes a while to get things done. (School Board Member)

Some people have been godsends, others not so helpful. I would like more flexibility in spending to keep up with the public school. The ELO is OK. Technical assistance is very helpful. (Principal)

The BIA provides technical support. The only problems are the red tape, and their offices are very far from the school. (School Board Member)

Bureaucratic Demands

One of the most consistent complaints is that the BIA makes too many bureaucratic demands and offers too little support. Some respondents said that this disparity was

increasing over time. Information requirements are excessive and involve too much redundancy and too little coordination. The complaint came most often from principals, who are on the line to respond to BIA information requirements. There was no pattern of response by type of school.

> *They are supposed to provide technical assistance, but they have become more regulatory and require a lot of information. There are lots of forms and deadlines.* (Principal)

> *BIA wants way too much paperwork and wants it right away. Some reports are redundant.* (Principal)

> *There's too much paperwork, and the turnaround time is too short. There are too many documents, surveys, and reports. There's too much overlap and duplication of effort.* (Principal)

> *The BIA interrupts my day so much with their demands, especially the paperwork. They keep me from being the academic leader, which I see as my main role. We never see the BIA in school.* (Principal)

An administrator in a Tribal office said that the ELO was supposed to provide much of the information for the annual Government Performance and Results Act (GPRA) assessment, but that it *kicked the paperwork down to us. We're doing their work for them.*

Slow Response

Echoing the above theme, some respondents remarked that the BIA was slow to act and that this had a detrimental effect on the school.

> *There is a disconnect between procurement and needs. There are bureaucratic problems. It takes several months for staffing. They don't work at the school level. It has gotten worse. Background checks are taking months.* (Principal)

> *The BIA has been slow to help schools with their projects out here. Their approval or disapproval is a long time coming and holds up projects.* (Principal)

> *Last year the school got their supplies at the end of the year.* (Parent)

A Tribal administrator urged BIA to put good business managers in the ELOs to expedite official actions and to handle reports such as the GPRA assessments. The administrator also pleaded for more continuity in the ELOs, saying that the staff members don't stay long, especially given a pending reorganization within BIA. *They hear that BIA is going to combine offices, and they leave. We need consistency.*

Absence

Echoing previous comments and others in Appendix B, some respondents said there is not visible BIA presence in schools.

> *The BIA never comes to our school except when facilities need repairs or at orientation. No other visits.* (Principal)

> *They are never at school.* (Teacher)

> *As to BIA and their support, who are they? We never see them.* (Teacher)

Recommendations
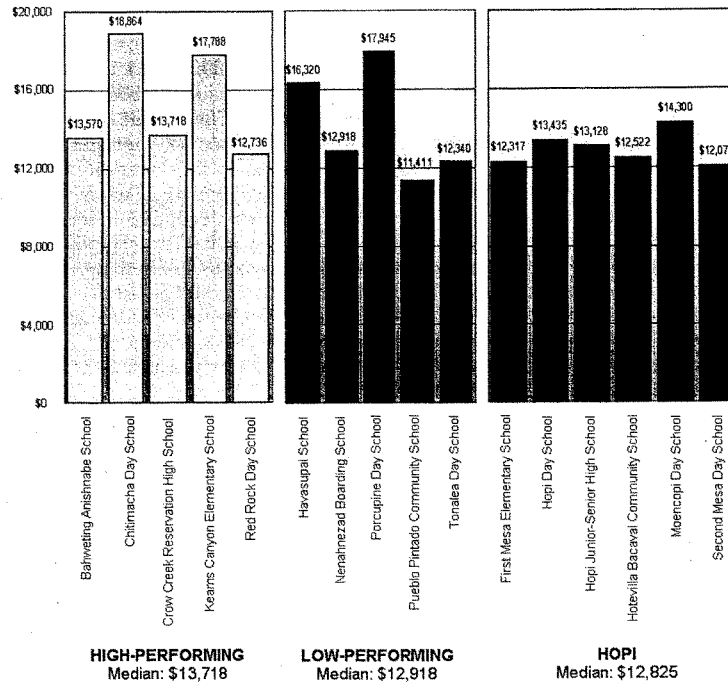
To improve its support for Indian Schools, BIA should:

✓ Change BIA staffing and procedures to reduce and rationalize the paperwork burden on Indian schools and to streamline procurement, personnel, and other official actions. Increase and stabilize staffing for ELOs toward these ends.

✓ Increase technical support for schools, in particular, reading and math specialists.[9] Other important areas of necessary expertise include special education regulations, compliance, and understanding of state standards and assessment. Provide services through ELOs or fund schools to support these areas.

✓ Visit Indian schools more regularly, listen more carefully, and try to find ways to help, when needed. ELOs are in the best position to implement this recommendation.

✓ Improve communication between schools and the central BIA office. For example, establish a third-party recipient to receive email and other messages from schools, aggregate the information, and pass it along to BIA. Engage a third party to administer a periodic stakeholders' survey and to provide feedback to BIA.

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[9] To get an idea of the complexity of effective reading curricula, see the description of the skills checklists CD in the section on Standards, Curriculum, and Testing and the literature review in Appendix A.

Funding

Our literature review found that differences in funding among schools are related to student achievement. However, simply adding funds is not a cure-all; it depends on how the money is spent. BIA has provided data on 2004–2005 federal education funds for the schools in this study. In our sample, Bahweting Anishnabe School and Chitimacha Day School also receive non-federal funds — the first from the state, because it is a charter school, and the second from the Tribe — mostly casino money. We were unable to uncover any non-federal funds at the other sample schools. The following discussion assumes that no schools other than Bahweting or Chitimacha receive non-federal funds. If that assumption is incorrect, some of the conclusions of the analysis may not be warranted.

We wanted to ascertain the per-pupil expenditures for the sample schools and determine whether these expenditures were related to AYP performance. Funding for each school, numbers of students, and per-pupil expenditures are shown in Appendix G. Exhibit 11 illustrates the per-pupil expenditures within the selected schools.

Exhibit 11. Per-Pupil Expenditures for Indian Schools in Study

HIGH-PERFORMING	**LOW-PERFORMING**	**HOPI**
Median: $13,718	Median: $12,918	Median: $12,825

Note 1: Numbers reflect school year 2004–2005. Federal funds for FY 2004 and FY 2005 were extracted from BIA's federal finance system.

Note 2: The ISEP counts for school year 2004–2005 were used to designate the number of students for each school.

Note 3: Bahweting and Chitimacha receive state or Tribal money in addition to federal funds. Bahweting state funds are from the June 30, 2005 BIA audit report regarding general revenues for the school. Chitimacha Tribal funds include Tribal contribution data provided by the Chitimacha Tribal Office, May 18, 2006. Non-federal funding data was self-reported by the two schools; no other schools reported for this survey.

Note 4: Residential costs (comprised of: student transportation, Title, weighted student unit, and facilities/operations/maintenance costs) are excluded from the following schools: Pueblo Pintado Community School, Crow Creek Reservation High School, and Nenahnezad Boarding School.

The per-pupil expenditures range from $11,411 at Pueblo Pintado Community School to $18,864 at Chitimacha Day School. The median expenditure for all the sample schools is $13,282.

Neither time nor resources permit a carefully constructed national comparison, but we can provide some benchmarks. Since all the schools in the sample are Title I schools, a good starting point for comparison would be all Title I schools in the country. The National Center for Education Statistics (NCES) does not routinely collect data on expenditures at the school level, but it does collect expenditure data at the district level. Using NCES' Common Core of Data for 2003 (the latest year available), we identified 4,484 school districts that had 100% Title I schools. Many were single-school districts. We then calculated the per-pupil expenditure for each district. The median per-pupil expenditure across all these districts was $8,116 (see Exhibit G-2). We caution that two data sets are not strictly comparable. For example, it was not feasible to assure that the same categories of expenditure were used in each estimate; the mix of elementary and high schools is different. Nevertheless, the estimate for the 100% Title I districts is in line with other national estimates. For instance, NCES estimated the per-pupil expenditure in all public school districts in the United States at $8,044 in 2003. The Council of the Great City Schools, representing 66 of the nation's largest school systems, reported a per-pupil expenditure of $8,608 in its member districts in that year (Casserly, 2006). Even allowing for different expenditure elements and other confounding factors, it seems likely that per-pupil expenditures in the sample schools are higher than those in other similar schools.

There is not much relation between per-pupil expenditures and AYP performance in the 16 Indian schools. It is true that median per-pupil expenditures in the high-performing schools are somewhat larger than those in the low-performing schools. However, the Hopi schools, which are also high-performing, spend less than the schools in either of the other two categories. Further, the differences within each category of schools are greater than the differences among the categories.

In the Principals' Survey, we asked the respondents to assess the adequacy of the federal funds they received in nine budget categories. The results are shown in Exhibit 12.

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Exhibit 12. Adequacy of 2004–2005 Budget to School's Needs (Means)
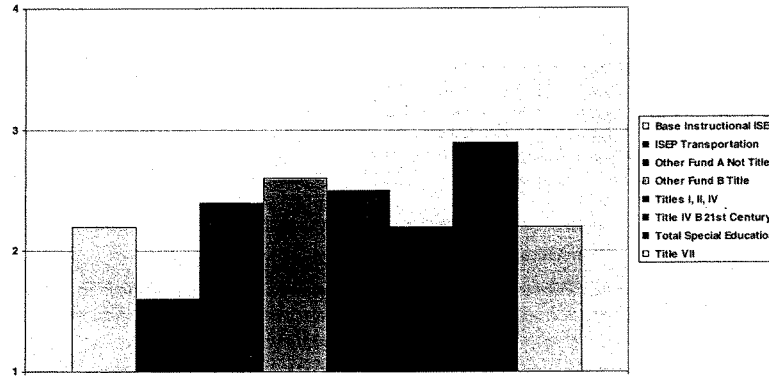
On the 1 to 4 scale used in this survey, the mean scores for almost all the budget categories were between 2 (barely adequate) and 3 (adequate). Special Education received the highest score (2.9) and Indian School Equalization Program (ISEP) Transportation, the lowest (1.6). In the site visits, respondents said that their transportation budgets had been cut. Exhibit D-4 in Appendix D shows that low ratings for adequacy of transportation funding are especially pronounced in low-performing and Hopi schools, many of which are in remote areas.

In summary, the data show that per-pupil expenditures for these schools are much higher than the national average; that funding is not related to the schools' AYP performance; and that transportation funding is an issue, especially in low-performing and Hopi schools.

## Parental Support and Parental Involvement in Children's Education

Decades of research have shown that parental support and involvement in children's education affect student achievement.

Parent involvement is positively related to achievement. This holds for minority students as well as all students (Jeynes, 2005; Fan, 1999). "The more families support their children's learning and educational progress, the more their children tend to do well in school and continue their education" (Henderson, 2002). "The earlier in a child's educational process parent involvement begins, the more powerful the effects will be." Middle and secondary school parental involvement continues to produce positive effects on student achievement (Cotton and Wikelund, 2001).

Parental Support (for School)

Exhibit 13 shows respondent ratings to questions about parental support in general, involvement in school activities, attendance at school board meetings, and existence and activity level of Parent-Teacher Organization (PTO), if any.

Exhibit 13. Respondent Ratings for Parents' Support for School
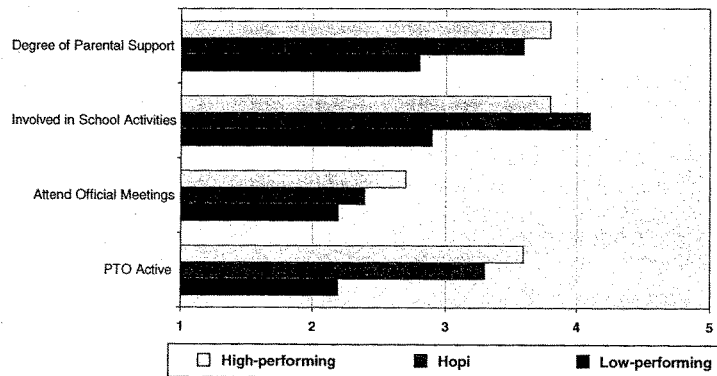
High-performing and Hopi schools had higher ratings for parental support than did low-performing schools. Respondents said that parents were most likely to show up for athletic contests and events at which food was served. However, getting parents to participate in activities related to children's education was more difficult. Ratings for this item were fairly low in all three types of schools. Differences in the ratings for attendance at school board meetings were more pronounced and reflected the familiar high-Hopi-low pattern.

Parental support does not occur spontaneously — it must be built. At one high-performing school, the principal started with a half-dozen parents and put in years of

sustained effort to increase family support and participation. Initially parents mistrusted the school because of their own bad experiences as students in decades past. The principal provided activities for the parents, together with meals and day care. Gradually, the parents realized that the school was not a hostile place and became comfortable visiting it. The school hired a parent involvement coordinator and developed a plethora of activities. The coordinator works hard to implement the ICare program, which provides joint activities for parents and children and encourages parents to help their children with homework. The coordinator says that all but three parents have received ICare training. She also attends national parent involvement conferences.

This school also provides "Muffins for Moms and Donuts for Dads" — a practice adopted by many schools across the country. Children invite their mothers or fathers to school for refreshment and activities in which both parents and children participate. An example, taken from the Web, is a school breakfast at which students award parents certificates of appreciation for attending. The principal then assigns homework to the parents; e.g., a brief essay on why it's important for them to be involved in their children's education. The children help their parents with the homework. The children then bring the completed homework to school, and it is put on a "Student Pride" bulletin board.

Other parent activities include:

- Fall barbecue;

- Sled rides in the winter;

- Santa Store: each child purchases five Christmas gifts for others. The children and their parents wrap the gifts together;

- Native story teller evenings;

- Friday lunch in the school cafeteria on Fridays; and

- Pie sales and penny drives that help fund parent activities. A local baker donates the pies, and the children sell them. Students with the top 10 sales revenues get to throw a cream pie at the principal. Children also collect pennies at home and bring them to school. The class collecting the most pennies is awarded a pizza party.

At low-performing schools, especially isolated schools in high-poverty areas, a number of circumstances work against parental participation and support. The principal and teachers at one such school described some of the constraints:

> *Parents do get involved when they can. Both parents often work. They do the best they can with the time they have.*

> *You can't give what you don't have — time and money.*

A principal at another school said,

> *Parents only come into school when their children have problems. Even at parent meetings, we only get those who live close-by.*

Three of the low-performing schools have an ICare program. A counselor at one said,

> *We started an ICare Program this year. Activities for parents and children*
> *to do together are sent home as part of the program. The activities are built*
> *around themes such as respect.*

A second low-performing school has an ICare night once a month; about 25 parents came to the last meeting. The school encourages greater parental involvement and provides bus transportation to meetings, but it is difficult to increase participation. A third school also tried to start an ICare program but did not get much response — *very small and insignificant,* according to one interviewee. Both of these schools are struggling with administrative problems — high turnover among principals, faculty, and staff and serious discipline problems — that make implementation of programs such as ICare difficult. This is an example of the need to get administration under control before undertaking new programs.

Exhibit 13, previously presented, shows that PTOs in high-performing and Hopi schools are more likely to be active than those in low-performing schools. However, presence or absence of a PTO does not discriminate between high- and low-performing schools. Three of five schools in each category had no PTOs, or only weak ones. There were PTOs in all of the Hopi schools, some of them very active.

It is very difficult to improve parental participation in areas characterized by high poverty, illiteracy, mistrust and alienation, and a belief that schools, not parents, are responsible for children's education.

The evening programs recommended earlier can improve parent support and participation. By offering General Educational Development (GED) programs, they can help reduce illiteracy and build confidence.[10] By offering services that meet community needs, they can attract community members to the school and help build trust. These programs can also be used to increase awareness that parents have an important role in their children's education, even if they are not well educated themselves.

The experience of the high-performing school that started with a half-dozen parents and developed a strong parental support program is instructive. It required persistence over a number of years, imagination, and a variety of activities to attract and hold the interest of parents. A full-time family involvement coordinator and active implementation of the ICare program were important elements in this process.

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[10] One of the consistent findings of research on GED programs is that those who pass the test report increased confidence. Boesel, D., Alsalam, N., and Smith, T. (1998). *Education and Labor Market Outcomes of GED Recipients.* Washington, DC: U.S. Department of Education.


Recommendations

Indian schools that need to increase parental support should:

✓   Hire a full-time family-involvement coordinator whose primary responsibility is to increase parental support for the school and involvement in children's education.

✓   Join and actively participate in a national parent-involvement program such as ICare or the National Network of Partnership Schools. The family involvement coordinator should take the lead in this process.

✓   Initiate a variety of activities, such as "Muffins for Moms and Donuts for Dads," that engage parents substantively in education issues, rather than attracting them just as spectators. Provide refreshment and day care.

Parent Involvement in Children's Education

Exhibit 14 shows the ratings for parents' involvement in their children's education, their help with children's homework, and the extent to which they read to their children.

Exhibit 14. Parents' Involvement in Their Children's Education
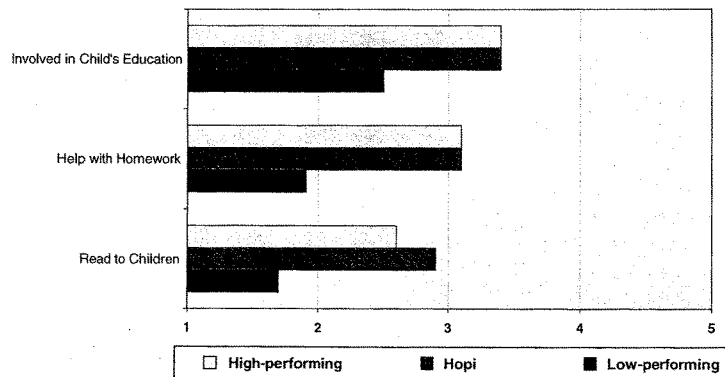
Once again, the high-performing and Hopi schools received higher ratings than the low-performing schools. However, the ratings for help with homework and reading to children were fairly low across the board, and especially in the low-performing schools. In many cases, poverty, low education levels, lack of time, and indifference contribute to this outcome, as well as the more negative effects of alcohol and drug abuse. One principal at a low-performing school said,

> *Our kids often don't even have electricity to do homework by. They also have lots of chores to do when they get home. There is little time for homework.*

A teacher at a low-performing school observed,

> *A few help with homework. Some are uneducated and can't help with homework.*

A school board member at a low-performing school in a poverty-stricken area beset with social problems said bluntly, *"Most parents just don't give a damn!"*

Recommendation

✓ Homework is an important factor in achievement, and given limited resources, it is more important to invest in study halls at school (see discussion below) than to depend on parents, if they have limited ability or inclination to help children with their homework. However, parental help can probably be increased through programs such as ICare.

Unlike external factors, school policies, practices, and characteristics that affect achievement are often amenable to change, though progress may be difficult. The discussion of school factors in achievement is organized into two broad categories: administration and academics. There are inevitable overlaps, but this classification helps to focus on the school's two most important functions.

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Administrative School Factors in Achievement

Administrative Leadership

The principal's leadership is widely recognized as vital to the administration of the school and to the academic achievement of its students. This section of the study focuses on several key aspects of that leadership in the 16 schools we studied: continuity of leadership, the principal's job performance, participatory leadership, and visibility.

Continuity of Leadership

Continuity of leadership is a basic element of effective administration and a characteristic of the high-performing schools we visited. In 3 of 5 schools, the current principal had been there for at least 5 years, and in a fourth, the previous principal had died recently after serving 12 years. The fifth school had a new principal, replacing another who had been there for two years, but that principal's predecessor had been there *"forever."*

Three of the five low-performing schools had high turnover among principals. One very troubled school had three principals in 2004–2005 and two in the current school year. Another school cycled through seven principals in the last five years. In a third, the principal was new, and there had been two previous principals in a little over two years. In these schools, the lack of continuity seriously impaired the schools' functioning.

Evaluation of the Hopi schools produced mixed results. Three had low turnover, and the current principals had been in place at least five years. In the three other schools, turnover tended to occur every two or three years.

The causes of turnover varied. Retirement and relocation played a role, and there was one death. Hopi principals tended to move among schools within the system. More generally, the principals are in a high-stress job and are the focus of many pressures, some consistent with school improvement and some not. BIA urges principals to make AYP but also burdens them with excessive paperwork, and is often slow to process personnel and procurement actions. In three of the schools with the highest turnover rates, politics and community sentiment played a major role.

> *Politics in the community is the reason for the turnover.*
>
> *Politics, relatives, personnel problems, burn-out.*
>
> *I sense a very angry community, but this seems to be changing.*

Politics often took the form of conflict between the principal and the school board. A typical instance is one in which a principal tries to discipline a student or staff member who is related to a school board member and is fired for his efforts, or leaves because his authority is undercut.

In the section on Statistical Analysis we saw a huge difference in the tenure of principals in high-performing and low-performing schools — six years versus one year.

We also saw that the median tenure in all Indian schools was two years. Too often, the working assumption in Indian schools seems to be that principals come and go, somewhat like temporary employees. During our site visits we heard of several cases in which schools hired retired principals, evidently assuming that they would not be at the school long.

It is our understanding that principals in Indian schools typically work on short-term contracts — one year or less. A one-year contract entails a rather minimal commitment by both parties, and too often, a minimal commitment is what both parties receive. Short-term contracts also invite destructive politics and abuse of power by school boards, because the principal has so little job protection.

If it's true that the average principal's tenure at an Indian school is only two years, as the BIA data indicate, principal tenure is a major problem that has to be addressed for struggling schools to achieve AYP. It is very difficult to build and maintain effective administration — the foundation for academic excellence — if principals leave every year or two.

Recommendations

BIA should undertake a multi-year effort to recruit and retain highly qualified principals. Key elements in this effort should include:

✓ A carefully constructed, targeted search for principals, combined with advertising that emphasizes the unique qualities of Indian schools and the challenges of administering them. The supply of principals is limited, and the demand is great, because so many schools nationwide are struggling to make AYP. Consider hiring a professional search firm and exploring niche sources.

✓ Reconsideration of the short-term contracts under which principals (and teachers) are currently employed. If there are legal impediments to longer contracts, BIA should seek a change in the legislation and/or hire principals as federal employees.

✓ Establishing effective legal/contractual protections against arbitrary dismissal. These need not guarantee lifetime tenure, if carefully drawn.

✓ Making principals' compensation competitive in the markets from which they are recruited.

Principal's Job Performance

Competent administration is of fundamental importance to student achievement. The principal's main job is managing the school's basic functions, such as recruitment, performance evaluation, accounts, transportation, supplies and equipment, maintenance, etc. Exhibit 15 shows respondents' ratings for a global measure of the school's administration — the principal's job performance.

Exhibit 15. Respondent Ratings for the Principal's Job Performance
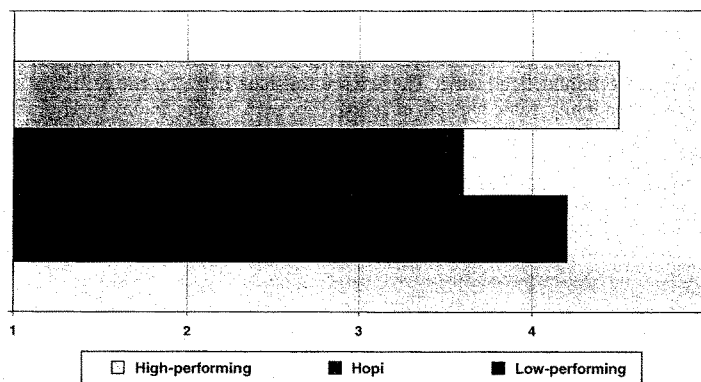
The rating was higher for high-performing than for low-performing schools, but we do not see the familiar high-Hopi-low pattern. The relatively high rating in the low-performing schools (4.2) reflects a problem in the data.[11]

At one high-performing school in a troubled area with a much politicized environment, the principal was a strong school leader and excellent administrator. He put children first and showed his concern for the school and students in a myriad of ways. He placed a premium on getting the job done right and did it himself, if needed. One parent said,

> *He comes early and leaves late. He even cleans the bathroom. He is really for the kids, but strict. He won't take a lot of crap. He's excellent with the staff.*

One teacher described him as *awesome...phenomenal. He will stand by you. He's one reason I moved to this area.*

The school, in modular buildings, is bright, spotless, and well run. It is regarded as a safe haven for students. The fact that the school is well-run and has such positive leadership attracts and holds good teachers. The combination of a strong principal, quality teachers, and a positive climate enable the school to perform well on state tests, despite its poor external environment.

Two low-performing schools provide a marked contrast. Principal turnover was endemic, and the current principals moved from crisis to crisis, trying to cope with a

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[11] Three low-performing schools which, according to our qualitative data, had serious or very serious administrative problems, had no ratings in this category. One school had mid-range rating (3.4); and one school had a new principal who was widely admired and was given an average 5.0 rating.

range of basic problems. One principal — the school's third this year — had been on the job for just a week and was working as a jack-of-all trades, wrestling with discipline problems, running school detention, administering tests, and trying to pull a curriculum together. In another school, a second-year principal had managed to restore a modicum of order and get the accounts in shape, but repeated and intractable personnel issues monopolized time. There were tensions between the principal and the teachers, and too many basic aspects of school life, such as day-to-day maintenance, were not adequately managed. At a third low-performing school, there was little active leadership. The principal was out of the building much of the time and was described as having a laissez-faire approach to management. When the principal is gone, one respondent said, *people get away with things — not doing lesson plans, taking time off. He is not good with follow-through,* said another respondent.

Recommendations

✓ BIA should establish a summer institute to provide training for principals and other school administrators in the principles of sound management.

✓ BIA should develop and publish a school management handbook for principals and other administrators in Indian schools.

✓ BIA should put model administrative policies and procedures on its Web site.

Participatory Leadership

Since the Deming revolution in organization theory and practice over two decades ago, it has been recognized that organizations can increase their efficiency by engaging the knowledge, skills, and energies of their members. The old top-down management style, which assumes that managers and administrators have a monopoly on the knowledge and skills needed to run an organization, has been losing ground to new leadership/participation models. Schools are no exception.

Systematic research shows that principals who "involve teachers in the design and implementation of important policies and decisions" are more effective in raising achievement scores than those who do not (Waters et al., 1998). Not only does this approach maximize the use of the knowledge and skills in the school, it also generates a sense of ownership and commitment to the school and its mission.

Among the schools in our study, those in which the principal listened to staff and/or involved them in decision-making performed better than those in which he or she gave orders from the top. There was quite a range in the extent and kinds of staff input. In one high-performing school, staff members were heavily involved in decision-making. The principal was described as *an accomplished listener — a consensus leader.* A Student Excellence Team (SET team) that represented all staff positions — including teachers, janitors, bus drivers, kitchen staff, librarian, and others — addressed both academic and non-academic issues. *Everyone here is considered a teacher,* a respondent said. The team meets as occasion demands and makes recommendations to foster student excellence, improve school operations, and address problems as they occur.

According to one respondent, *SET team recommendations are taken to the whole staff. We do a consensus thing.*

Another said that the team would take proposals in writing to the principal, he would talk to the department head, and the two of them would make a decision. Whether these steps were sequential or applied differently in different situations is unclear. It is clear, however, that staff members had a lot to say about how the school was run, and it was run very well. Asked about the relation between the principal and the team, one teacher replied, *"peas and carrots. A blend of facilitation and direction."*

At a second high-performing school, the principal said, *I don't see myself as a boss — I communicate high expectations.* A teacher put it this way: *He has a shared-power style. He is always open to suggestions from the teachers.*

At one of the two low-performing, yet improving schools, the principal was described as *a leader, not a dictator.* This school also has a SET team composed, in this case, of the school's committee heads. Teachers said the team *makes the school's policy and procedures* and draws up guidelines for the student handbook. *It meets monthly and shares goals and expectations, collects data, and provides feedback to the staff.* By all accounts, the principal has a solid relation with the team. *It's really good — honest. There is a lot of collaboration. They can disagree, but literally, there is good communication.* There was one dissenting opinion, which dismissed the committee as made up of *"label people"* and not helpful to the school.

At a third school, which was high-performing, participation in decision-making extended to the students. For example, students helped make real decisions about the new school that they occupied. When an interviewer admired the chairs in a classroom, the students beamed and said they had selected them. On another occasion, students concerned with obesity among Indian children petitioned and succeeded to have the soda machines removed.

At three low-performing schools, there was little teacher and staff participation in decision-making, except by default. Leadership was so lax, or the school in such disarray, that often teachers and staff did what they wanted.

Recommendation
✓   Principals should encourage teachers, staff, and even students to consult in and participate in decision-making. They should avoid arbitrary, top-down decisions.

Visibility

The principal's visibility and interaction with teachers and students are positively associated with student achievement (Waters et al., 1998), and the principals in this study generally conform to that pattern. In other organizations, this practice is sometimes called "management by walking around." In four of the five high-performing schools, the principals were often visible in the halls and classrooms. At one school with 300 students, the principal knew every student by name. In another school, a teacher

said the principal *knew what was going on in every classroom.* Principals in the Hopi schools also tended to be visible and available. A teacher at one school said,

> *Yes, the principal is in the classrooms all the time. My kids keep a tally of all the times he visits us, which is often.*

In the low-performing schools, the principals were not so visible and available. At two such schools, the principals had to devote their energies to handling serial discipline and personnel crises and had little time to walk through classes. At a third, one teacher said that the principal needs *to be more visible in the halls and classrooms and attend more meetings.* At another low-performing school, one teacher had to ask the principal to come to the classroom; *before that, the children didn't even know who the principal was.*

Recommendation
✓   Principals should be visible and interact informally with teachers, staff, and students, walking the halls, visiting classrooms, and attending school events. They should avoid trying to manage their schools primarily from their offices.

School Culture

A school's culture includes its values, priorities, goals, and expectations. As the school's administrative leader, the principal is responsible for shaping its culture. Our review of the literature review on school culture found that:

School culture was the strongest school-wide policy or practice to influence learning (Wang Haertel, and Walberg, 1997).

A school culture that emphasizes excellence... leads to high expectations personal investment by staff and students, and high achievement (Cummins, 1986; Teddlie and Stringfield, 1993).

Principals who establish clear goals and keep those goals in the forefront of the school's attention tend to have a positive effect on student achievement (Waters et al., 1998).

At each school the principal and teachers were asked, "What is the school's mission? What are its priorities and goals? What is the school's top priority?" A school's mission statement is usually found in the handbook and may or may not have been internalized by the teachers and other staff. Consequently, in analyzing these data, we looked for consistency across responses to this question in a school; inconsistency would indicate that the mission has not been internalized.

The high-performing schools tended to emphasize putting children first and taking care of their needs. Respondents often compared these schools to families. One school in particular pressed the message that attention to every individual child is critical. Each morning, the principal stood at the school's entrance and greeted every child by name. Faculty and staff at this school were infused with caring and concern about each student. If a child needs a winter coat or shoes, the school will buy them. A mother explained how gratified she was at the attention the school paid to her disabled daughter, from the moment the parents discussed enrolling her in the school. The mother compared it to the indifference shown at the public school the girl had previously attended.

Meta-analyses of effective schools studies show that "press for achievement" is very effective in raising test scores (Scheerens and Bosker, 1997). The high-performing schools strongly emphasized academic achievement and making AYP. At one such school, two teachers said the top priority was

> *Academics first and foremost ... judged and monitored through testing.*

> *The education of the kids. The test scores are in the back of our minds. We are very aware of them.*

At another school, the goal of academic achievement had clearly been internalized by the faculty. For example, a teacher at the school said,

> *We kinda hound our kids. 'We want you to do better. We know you can do better.'*

Among the Hopi, too, the top priority was student achievement. In each of the six schools, the majority of respondents mentioned academics in some form — *academic*

success; reading, including language arts; reading, writing and math; AYP; teaching and learning. At one very good Hopi school, the mission statement was known to all: the field observer wrote, *the school's mission is printed everywhere — and I mean everywhere.* The mission combined academics and attention to the whole child. One teacher at this school said, *the children come first, academics come first — that is the school's top priority.*

Among the low-performing schools, the two that are improving under new leadership also stressed student achievement. A teacher at one school said, *academic achievement is our school's top priority, thanks to our new academic department head and mentor teacher.* Another said, *reading and math are the school's top priority. They are a daily discussion.*

At the other low-performing schools, the priorities were different or unclear. At one school struggling with high teacher turnover and student disorder, the principal said the school's priorities were to *save the teachers* and get discipline under control. At a second school, the principal's main goal was to make the school respectable — *to put [it] on the map in a positive way.* Teachers there emphasized developing a positive school climate, especially maintaining discipline and order. At another low-performing school, there was a diversity of opinion about the top priority:

- To be nurturing and positive.

- Getting these students ready for high school.

- All children can learn.

- There is much autonomy here.

- Academic achievement should be our goal, but I don't think our upper-school children see it that way.

Recommendations

If the school is not functioning properly, the first priority has to be getting administration under control. Once that is achieved, the school's highest priorities should be:

- ✓ Putting children first: Give top priority to children's education, and align adult interests with that priority. Pay attention to each child as an individual person — the whole child.

- ✓ Pressing for achievement: Focus on academics, especially (in K–8) on reading, language arts, and mathematics.

- ✓ Ensuring that the school's mission, goals, and priorities are thoroughly internalized by faculty, staff, and students and are clear to parents.

School Climate

Definitions of school climate vary widely. For purposes of this study, we'll say simply that climate encompasses the "feel" of the school — how people feel while in it — and the inter-relations and behavior of students, teachers, administrators, and others. The principal usually sets the tone for the school.

Our literature review found that:

School climate, which typically has to do with behavior, is different from school culture, which has to do with values. Recent meta-analyses of many effective schools studies across nations show that school climate has a moderate effect on achievement compared to time-on-task parent involvement, monitoring performance, and press for achievement (Scheerens and Bosker, 1997).

Principals who "have strong lines of communication with teachers and among students" have a positive impact on student achievement (Waters et al., 1998).

The following discussion focuses on three aspects of school climate — the degree to which the climate is positive and supports academic achievement; the relations between the principal, teachers, and students; and school discipline.

Positive and Supportive Climate

Exhibit 16 shows how respondents rated the school's climate and its support for academic achievement.

Exhibit 16. Respondent Ratings for School Climate
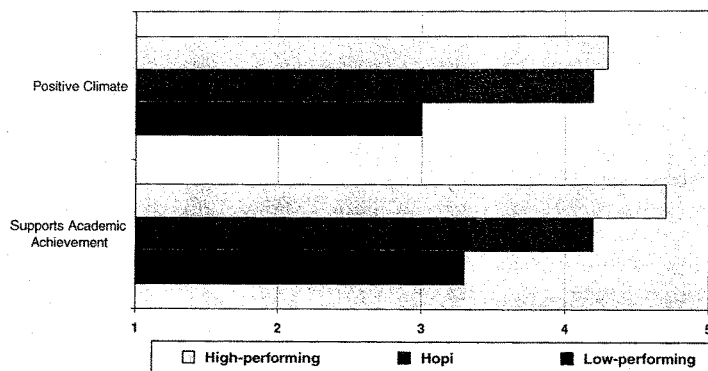
Once again, the high-performing and Hopi schools have higher ratings than the low-performers. However, the ratings for the low-performing schools are in the middle

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range (approximately three), reflecting the fact that while two low-performing schools have serious discipline problems, three do not.

A positive, caring climate is important, especially for children with problems at home, because it builds trust and provides them with the emotional underpinnings necessary for learning. We may recall the teacher, quoted earlier, who said that the negative aspects have to be taken off the table before children can learn. A positive climate also helps attract and keep good teachers.

Respondents in all the high-performing schools reported having a climate that supported academic achievement, and site-visit observers noted the same. Teachers at one school characterized the climate as *very open, positive.* A teacher at another school said there was,

> *... lots of energy, enthusiasm, and communication — all ways. Kids know what is expected in terms of behavior and grades and try their best. Teachers are willing to go the extra mile.*

At a third high-performing school, a teacher said, *we have a just-right climate. It's not too strict and not too lax. It is very conducive to learning.*

The site-visit observer wrote *school climate is friendly and loose. This was evident in how freely people came and went into one another's space... The assumption here is, 'It's OK.'*

In the Hopi schools, reports of the climate were generally positive, though not uniformly so. For example, one teacher said, *children enjoy our school. It is like a second home. We celebrate our successes. We have an excellent school climate.* However, a teacher at another school said, *the school climate is not great. Our school is rather ghostly... teachers just stay in their rooms and teach all day.* However, most responses were affirmative.

Two of the low-performing schools also had positive and supportive climates, by all accounts. At a third low-performing school, some respondents gave contradictory reports. For example,

> *The school climate is good. It is a positive environment that supports academic achievement.*

> *The climate of our school is not very positive... Morale is low because we didn't make AYP. This pulls teachers down. There is no laughter in our school. Teachers don't talk to one another. There is also a gossip clique.*

At two other low-performing schools, the climate was more negative. At one, the building and grounds were not well-maintained. There were also tensions between the principal and the faculty.

We have no recommendations specifically to create a positive school climate, because it is largely a by-product of other aspects of the school, such as leadership; administration; maintenance; relations among principal, teachers, and students; and school discipline. However, one element deserves particular attention. In the section on school culture, we emphasized the importance of putting children first and of knowing

and caring for each individual child. We think that actively promoting these values will focus the school's priorities and contribute substantially to a good school climate.

Relations Between Principal, Teachers, and Students

Relations between the principal, teachers, and students are an important part of school climate. We asked respondents in the site-visit schools to rate these relations. The results are shown in Exhibit 17.

Exhibit 17. Respondent Ratings for Inter-Relations in School
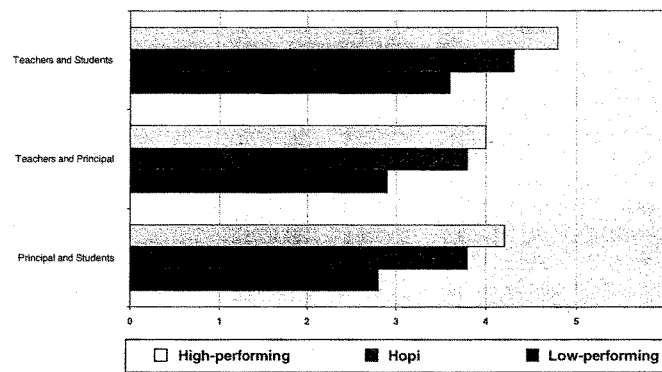
Most of the respondents in the high-performing and Hopi schools reported good relations among the principal, teachers, and students. At one Hopi school we visited, there was a school-wide assembly every Monday morning to discuss plans for the coming week. Everyone at the meeting — the principal, teachers, staff, and students — had a chance to speak. Respondents and observers said that this was an excellent way to assure good communication within the school, to inform everyone about the school's plans and activities, and to maximize participation and a sense of community.

The most frequently cited problem was the principal's failure to communicate effectively. This problem was especially pronounced in several low-performing schools but was also present in high-performing and Hopi schools.

A teacher at one high-performing school commented,

> *Our relationship with the principal is an at-a-distance relationship. We need to improve communications and relations between the teachers and the principal.*

At a Hopi school, another teacher observed,

> *I have a good relationship with the principal, but the teachers in general don't. [The principal] is not good at communication and lacks the ability to articulate expectations.*

Several teachers at a low-performing school said,

> *The principal is cordial but disconnected for the most part.*

> *[The principal] doesn't have a good relationship with the staff. I want to see more of [the principal] at least taking an interest in what's going on in the classrooms.*

> *The relation between the principal and teachers is non-existent. The principal never observes teachers, never visits classrooms, never attends teacher meetings.*

In some cases, relations were not so much distant as distinctly negative. At a low-performing school, the principal's public criticism of some teachers engendered anxiety and negative attitudes. In one high-performing school, the principal was perceived as autocratic, inducing fear in some teachers.

In some schools we visited, relations between teachers and aides were strained. This tension was especially evident where the teachers were from outside the area and non-Native, and the aides were local and Native. Respondents reported cliques and gossip in such schools.


Recommendations

Schools in search of better communication and working relations among administrators, teachers, other staff, and students should consider:

✓ Holding a weekly kickoff assembly on Mondays, during which plans for the week are discussed and all parties have a chance to speak.

✓ Hiring an organizational counselor or conflict-resolution expert to convene group sessions at which communications and relational problems are discussed.

Order and Discipline

As has been emphasized frequently in this study, an orderly environment at school is one of the fundamentals that must be established before teaching and learning can occur. Exhibit 18 shows the ratings for this factor.

Exhibit 18. Respondent Ratings on Orderliness at School

| ☐ High-performing | ■ Hopi | ■ Low-performing |
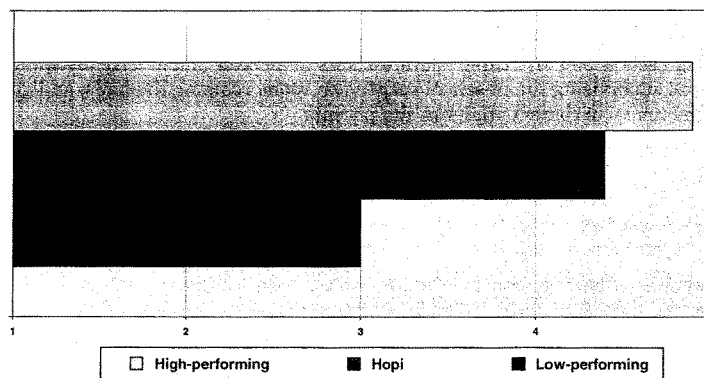
Again, the high-performing and Hopi schools have higher ratings than do the low-performing schools.

The high-performing schools do not seem to have significant discipline problems. At two schools, the few incidents that occur are handled on a case-by-case basis. Two other schools have well-developed discipline systems. At one school, grade-level teams of teachers developed a system that uses behavior contracts. The students agree to behave in certain ways. They are graded on conduct, and each week the student's grade is sent to the parents. There are incentives for good behavior, including free dress passes, free homework passes, and "Surprise Fridays" (fun and games). If a student gets a C, a warning slip is sent to the parents, and the student cannot participate in "Surprise Fridays." If a student gets a D — a failing conduct grade — he or she gets 30 one-hour detentions. During our visits, the school was quiet and orderly, with a pleasant, positive climate.

Another high-performing school, many of whose students come from dysfunctional families in a disorganized social context, has taken strong measures to ensure discipline. (Respondents estimated that 70–85 percent of students came from seriously dysfunctional families, and one respondent said that only a few did not use alcohol or drugs). The school board mandated a zero-tolerance policy, which the school implements vigorously. Discipline-related issues, including gang apparel and headgear, receive the most discussion in the student and parent handbook. Minor and major infractions of the rules are laid out in detail, with penalties prescribed for each category. Under the zero-tolerance policy, students who commit major infractions of the rules are immediately expelled for the remainder of the semester. Major infractions include fighting, intimidation, threats, gang activity, weapons, gang graffiti, bomb threats, and sale or distribution of controlled substances (the school uses drug-sniffing and bomb-sniffing dogs). In practice, some students may be counseled after the first

offense and sent to an alternative school for 30 days after the second. There is an in-school suspension room for minor infractions. The school has a computerized discipline tracker — described as *awesome* — that provides instant write-ups on each student. Misbehavior is nipped in the bud, and the school is quiet, orderly, and safe. The co-located high school employs three youth workers to monitor and enforce discipline. They rotate supervising the in-school suspension room, roaming the halls, and going outside the school to contact students and parents.

The Hopi schools had few discipline problems. A typical comment was, *we once suspended a student for marijuana possession, but that's rare.* Respondents at one school reported having problems in the 7th and 8th grades in past years, but not today. They have a program called "Caught Being Good," which reinforces good behavior, and they use in-school suspension as punishment for unacceptable behavior.

Discipline did not seem to be a problem at three low-performing schools. Two of the three use the "Best Behavior" program, which respondents praise as being very effective. At both schools, a discipline committee meets and acts on each referral. Both have in-school suspension, and at least one has a computerized discipline information system.

Discipline was a serious problem at two low-performing schools. A respondent at one said that if 5 was the highest rating for discipline problems, she would give the school a 10.[12] At another school, the principal seemed to be making progress using a conflict-resolution approach and counseling with students and their families. Nevertheless, there was practically no control over who entered and left the school. During the site visit, seven students were sent to juvenile detention, and one set off a fire alarm.

Respondents at several schools (two low-performing and one high-performing) complained that their institutions had become default placements for troublesome students expelled or otherwise ejected from public schools — *a school of last resort,* as one teacher put it. Another said,

> *This school is a dumping ground. The board needs to step in and do something about behavior problems from the public school being sent here.*

Alternative schools that specialize in educating troubled youngsters are found in most states. They vary widely in structure, procedures, and quality, but seem to offer benefits to regular schools and, to some extent, to alternative-school students themselves. A meta-analysis of 57 studies of alternative education programs found that they can have a small positive effect on the performance of their students in school, on attitudes toward school, and on self-esteem, although they do not reduce delinquent behavior (Cox, Davidson, and Bynum, 1995).

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[12] It was recorded as a 5.

Recommendations

Many different approaches to school discipline seem to work. The key is establishing clear rules —
appropriate to the situation — and enforcing them firmly, fairly, and consistently. Appropriate — not
overzealous — attention to minor infractions will likely help prevent major ones from developing. Within
this framework, schools can take steps such as the following to improve discipline:

✓ Form a discipline committee to establish or refine rules and deal with infractions;

✓ Implement a designed discipline system such as Best Behavior;

✓ Control access to the school and monitor the halls;

✓ Use in-school suspension for minor infractions;

✓ Implement a computerized discipline tracking system;

✓ Report regularly to parents on their children's behavior;

✓ Reward good behavior;

✓ If discipline is a serious problem, consider hiring one or more youth workers who can combine
enforcement with empathy; and

✓ Develop and use alternative schools for students who cannot be reconciled with regular school
rules. Review the research and study best practices before proceeding.

Facilities, Supplies, and Equipment

The provision and maintenance of facilities, supplies, and equipment is a basic requirement of school administration. They provide the setting and tools for teaching and learning.

To be effective, schools with large numbers of children at risk for reading difficulties need rich resources — manageable class size and student-teacher ratios, high quality instructional materials in sufficient quantity, good school libraries, and pleasant physical environments (Snow, 1998).

Facilities

A number of state courts as well as the Congress have recognized that a high-quality learning environment is essential to educating children. Crucial to establishing that environment is the ability of children to attend school in decent facilities (U.S. General Accounting Office, 1995). Because of the brevity of our visits, we were only able to look generally at facilities issues in these schools. Further review and analysis may be required.

The school facilities we visited ranged from state-of-the-art, well-equipped buildings, to old, poorly maintained, ill-equipped schools. Some schools had excess space, while others had insufficient space. Many schools used portable classrooms, which may be excellent facilities but don't last as long as permanent buildings. The age of a school alone was not indicative of how well it was maintained or how pleasant an environment it provided for the students.

Maintenance and cleanliness in the schools we visited were usually excellent. However, some schools that were well maintained and had pleasant physical environments also had structural problems, lead and asbestos problems, and old, improperly functioning heating and air conditioning systems. Three of the older schools we visited are scheduled for new facilities in the near future. However, the lead time for getting new facilities, once the need is identified, is problematic.

There was not much relation between type of school and quality of physical plant. Two high-performing schools we visited had very good facilities, one of them architecturally striking. However, another high-performing school whose gym had been condemned three years ago and torn down still had no gym or recreational facilities for the students. Compounding this problem, a fire destroyed its dorms and administrative offices in the spring of 2005. The school's 50-year old main classroom building has had insufficient maintenance and is suffering from severe structural problems, as well as mold and other environmental problems. Shortly after the fire, the school obtained temporary buildings to house the dormitory, the middle school, administrative offices, cafeteria, and some high school classes. Kitchen facilities had recently been installed, but school buildings were surrounded by a sea of mud at the time of our visit.

Some low-performing schools had good facilities. For example, an observer described one such school as follows:

> *[The school has] older buildings, except for a new cafeteria. They are in*
> *good shape; the oldest is a historic building and is quite charming — high*
> *ceilings, shiny wood floors, older-style adobe. There are no portable*
> *classrooms. The school was sparkling and clean inside.*

Other low-performing schools had problems. One school had such limited storage facilities that boxes were piled everywhere. Space under exhibits was used for storage, there were not enough book cases, and work binders were kept in milk crates, giving the interior a chaotic appearance. Two schools didn't have a gym or sufficient recreational facilities for their boarding students. For other schools, increasing student enrollments had outgrown the facilities. For example, a school with small classrooms holds 32 children, but there are only 27 desks. The school counted on high absenteeism to keep the classrooms manageable.

In another low-performing school, routine maintenance was a major problem. Walls and walkways were chipped and unpainted; walls in most of the classrooms were painted in depressing colors and had not been maintained. In many classrooms, the teachers had not put any posters, student work, or other teaching-related decorations on the walls, so the classroom environment was not stimulating. The quality of day-to-day maintenance was also a problem. Windows were smudged, and there was trash on the playground. One of the field researchers went into the boys' bathroom immediately after a custodian had attended to it and found urine on the floor. The custodians spent much of the day sitting on a bench near the front entrance. These are examples of basic administrative problems.

Supplies and Equipment

One of the functions of good administration is to assure that schools have the textbooks, supplies, and equipment essential to academic teaching and learning. Not having the material to work with can be very discouraging to teachers.

Overall, interviewees said that supplies and equipment were adequate or good in high-performing and Hopi schools, but generally less-than-adequate in low-performing schools. The former rated their equipment slightly better than their books and other classroom supplies (see Exhibit 19).

Exhibit 19. Supplies and Equipment
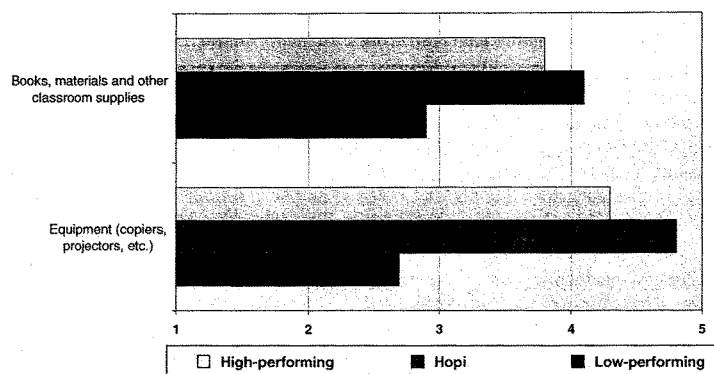
High-performing schools and all but one Hopi school reported having sufficient numbers of textbooks aligned with reading and math standards at the start of the year. Although we did not systematically assess the quality of the texts teachers were using, teachers in high-performing and Hopi schools spontaneously told us of a number of programs that they thought were particularly good:

- The Houghton Mifflin series is well regarded in Arizona schools we visited;

- The Scott Forsman Reading and math series are liked by senior teachers at a high-performing school;

- The Harcourt Brace and McGraw Hill series got positive references;

- Deep math (deepmath.com), aligned with Louisiana and National Council for Teachers of Mathematics (NCTM) standards, was embraced with enthusiasm in the high-performing schools that had adopted it;

- Accelerated Reading;

- Accelerated Math;

- Everyday Math; and

- Calendar Math.

A lead teacher at a high-performing school said that it was important to buy the full series of texts aligned with state standards.

> *The secret is that most schools can't afford to buy all of them — the training manual, the grammar and spelling materials, the workbooks. It's very important to get the deluxe package.*

Low-performing schools and one Hopi school we visited had particular problems with supplies and equipment. Insufficient textbooks at the start of the year were a problem. At one school, the texts did not arrive until the end of the year. At another, a teacher commented that they did not have sufficient textbooks at any time of the year. For other teachers, the problem was having old textbooks not geared to the learning styles of the students. For example, one high school math teacher lamented having to use Saxon math books that were not designed for visual learners, which most of his students were.

New reading and math textbooks are generally aligned with state standards, although science and social studies texts are not. Teachers' editions of texts were usually available, though in many schools teachers had to share. Teachers often said they lacked workbooks, basic supplies (pencils, erasers, paper, markers, and glue), projectors, and projectors for laptops. They often used their own money for supplies — some even provided laptops for some of their students. Old or failing copiers created particularly acute problems at many schools: for teachers who lacked workbooks, took materials off the Web, drew materials from a number of sources rather than one textbook, and prepared tests and quizzes, dependable copiers are essential.

Recommendations

BIA, Tribal Agencies, and school administrators should:

- ✓ Ensure that schools and their teachers have up-to-date texts and related materials for all students on the first day of school each year.

- ✓ Purchase curricular text series aligned with state standards and tests and that are coordinated across grades. Purchase the premium packages, not just the basic ones.

- ✓ Ensure that schools have sufficient numbers of high-speed copiers and access to timely repair service.

Academic School Factors in Achievement

Academic Leadership

Academic leadership involves setting academic goals, developing curricula and monitoring implementation, overseeing testing and feedback, and a range of other activities related to student learning and achievement. This role is usually played by the principal, one or more lead teachers, or some combination of both.

Waters et al. (1998) found that the principal's direct involvement in the design and implementation of curriculum, instruction and assessment practices is positively associated with student achievement. The study also showed that the principal's knowledge of curriculum, instruction, and assessment — in a context of shared beliefs cooperation and community — was even more strongly associated with achievement.

Exhibit 20 shows the respondents' ratings for academic leadership in the three categories of schools.

Exhibit 20. Respondent Ratings for Academic Leadership
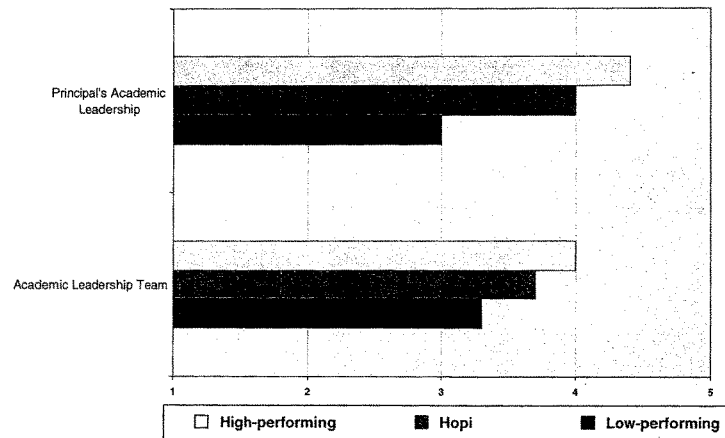
In two small high-performing schools, the principal played both roles. One principal administered the school efficiently and worked incessantly to monitor and improve student achievement. According to one teacher, she was *always looking for new things and making a note of what works.* Another teacher said she was *very involved in lesson planning... we're monitored very closely.* The principal was intently focused on state standards and pored over the results of interim tests.

At two large high-performing schools, the principal worked together with an academic leadership team. At one school, the principal — recently deceased — had taken the leading role. A teacher there said, *our principal knew what should be done and what was going on in every classroom.* At another school, the principal relied more on an academic leadership team composed of the current curriculum coordinator, the previous curriculum coordinator — now an assistant principal — and a teacher. Asked about his role in identifying and coordinating the curriculum, the principal said,

> *I listen to advice and opinions. [The curriculum coordinators] have the lead. They bounce ideas off of me. We got an early start this year. It was a collaborative effort. Then we pulled the teachers in.*

Most of the Hopi school teachers and administrators possessed the necessary academic leadership skills. In two schools, the principal filled both roles. A teacher at one school said,

> *The principal has high ideals and high expectations. He put in place this year a new reading, math, and science series that is in line with state standards.*

At two other Hopi schools, the principal collaborates with teachers, who carry much of the load. At one school, the principal works with a teacher mentor who is responsible for coordinating the curriculum. At the other school, the principal works with a curriculum committee composed of teachers and aides.

There were exceptions to the pattern of strong leadership in the Hopi schools. A respondent at one described the principal as *missing in action.* There is a teacher-supervisor at this school, but another respondent said,

> *The principal and the teacher supervisor should be checking more [on activities in the school]. From Day 1 we need consistency.*

On the other hand, two low-performing schools had new leadership that focused on AYP outcomes and on reforming the schools' approach to education. At one, the principal focused on routine administration, while a new academic dean and a mentor teacher worked tirelessly to improve academics. At the other, the new principal, a former mathematics teacher, performed both roles, working together with a SET. The teachers responded enthusiastically when asked about his leadership. One said, *the first thing that shines is his curricular knowledge.* Another added that the *he has a vision two to three years down the road.*

At three other low-performing schools, there was little academic leadership. At two schools, principals had to struggle with administrative issues such as discipline and personnel; leadership by teachers was inadequate or missing. At a third, the principal was out of the building much of the time and inclined to let teachers and staff manage their own work. *Each teacher creates his own curriculum,* said one respondent.

Recommendations

✓ BIA, Tribal Agencies, and principals should make every effort to ensure that each school has strong academic leadership. Leadership may be provided by the principal, selected teachers, or a combination of both.

✓ Academic leaders should lead the alignment of standards, curricula, and testing and oversee implementation, monitoring, and adjustment of the resulting plan.

Standards, Curriculum, and Assessment

Curriculum aligned with standards, assessments, and accountability increases student achievement (Whitehurst, 2002).

Although most respondents said their schools were aligning curriculum, standards, and assessment, respondents in low-performing schools rated their schools' alignment lower than those in high-performing and Hopi schools. The same pattern was evident in ratings of curricular coordination across classes (where applicable) and across grades. Those interviewed in high-performing schools were most the likely to say that alignment improved achievement (see Exhibit 21).

Exhibit 21. Alignment of Standards, Curriculum, and Assessment
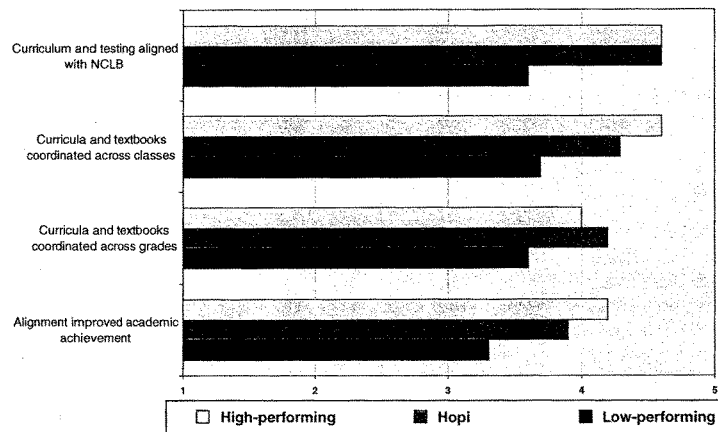
Nearly all respondents knew that curriculum alignment was required, and except for two low-performing schools, those we visited had all aligned standards, curricula and testing to some extent. High-performing schools made alignment the core framework to improve or maintain high-quality teaching. These schools invested a large amount of time and staff resources in aligning and coordinating curriculum, standards, and testing. Their faculties created very detailed curriculum maps — organizing standards, content, skills, assessments, and resources over time — that are used to plot out what is actually taught and when, so that improvements can be made in instruction.

Three teachers from two high-performing schools said:

> *Because of curriculum mapping, we can now build concepts across the curriculum, in language arts, social studies and math.*

> *We work very hard on aligning the curriculum and testing. As a result, teachers are very knowledgeable. It's an ongoing, dynamic process that we are always trying to improve.*
>
> *The teachers create the curriculum with the principal. We have a checklist that follows the students from year to year.*

There is wide variation among high-performing and Hopi schools as to who specifically aligns the curriculum from year to year and classroom to classroom — the principal, department heads, teacher mentors or supervisors, a curriculum committee, teachers as a group, or individual teachers. Grade-level and cross-grade teams of teachers were often an effective approach. In one school the groundwork was done during the summer and adjusted and refined over the course of the year.

One high-performing school produced a CD containing student skills checklists based on the state standards. There are checklists for language arts and mathematics in each grade, K–6. Teachers use them to assess each student's skills, and the results are shared with parents. The checklists are research-based and very detailed. For example, the Grade 1 language arts checklist contains three strands: 1) Reading Process, 2) Comprehending Literature, and 3) Comprehending Information Text. Under Reading Process are six groups of skills: Print Concepts, Phonemic Awareness, Phonics, Vocabulary, Fluency, and Comprehension Strategies. Within each group, specific skills are listed and related to state standards. There are eight items under Phonemic Awareness.

In the higher-performing schools and those that are improving, the monitoring of alignment is ongoing, entailing thorough review of lesson plans, regular teacher meetings, and classroom visits. The particular way the process is organized does not appear to be important. What is important is that the alignment is central to the educational process and that monitoring is close and ongoing. Most teachers and administrators we interviewed reported that alignment is having a positive effect on achievement.

Some low-performing schools were just beginning the process. A teacher at one school referred to the result as a paper alignment — it looked acceptable on paper, but in fact, little real alignment had taken place. It is not coincidental that the two schools with the most organizational problems say that they have no curriculum, let alone alignments.

Recommendations

Schools should:

✓ Provide ample time and resources to align curriculum, standards, and testing carefully and in detail, to monitor implementation closely, and to make adjustments as needed; and

✓ Develop, implement, and monitor detailed curriculum maps.

Testing

Students in the schools we visited take the state AYP tests, and the tests are rated as being rigorous. Several states have shifted from norm-referenced tests to criterion-

referenced tests that are considered more difficult, and some schools that have made AYP in the past anticipate that they may not make it under the new tests. Schools in states that keep the cut points the same for several years and then raise them substantially are also concerned.

Regarding feedback, test scores are usually mailed to parents. Some schools hold special parent meetings at which a staff member or an outside speaker (e.g., from a public school district or the state) explains the scores and compares the school's performance with that of other schools in the state.

Preparation for tests varies by school. The high-performing schools put special emphasis on test preparation. For example, one starts eight school-days early to do nothing but prepare for the state assessments, which are administered in October. Children in grades 3–8 are in school for full days concentrating on reading, math, and testing. All teachers are available to help. The school administers a diagnostic test developed by the local intermediate school district and receives the scores back quickly. The students also work on *Study Island*, a web-based program that has lessons and practice sessions to prepare for the state AYP test. At this time, new or struggling students get extra attention.

Two high-performing schools place special emphasis on testing and feedback, using tests at the start of the year as a baseline from which to judge student achievement, to plan the specifics of curriculum for students that year, and to provide specific interventions for students exhibiting substantial difficulties with reading and math, prior to referral for special education assessments. The principal at one of these schools knows each child's test performance and watches the scores like a hawk over the course of the year.

Standardized skill assessments used by high-performing and Hopi schools are numerous, including the California STAR (Standardized Testing and Reporting) program for reading and math; the Dynamic Indicators of Basic Early Literacy Skills (DIBELS) test; and the Northwest Education Association's Measures of Academic Progress (MAP). DIBELS is widely administered. Some textbook series also include tests.

In contrast, two of the low-performing schools did not use diagnostic testing to inform how they teach. A teacher in one of those schools told us that the teachers in that school could not use the test scores in planning or meeting individual student needs even if they wanted to, since the principal sends the scores to parents but not to teachers, who are merely informed that the school did not make AYP. However, the two low-performing schools that are improving emphasize regular testing and feedback, using a variety instruments.

Recommendations

BIA, Tribal Agencies, and school administrators should ensure that all schools have:

✓ Active diagnostic testing programs giving immediate feedback to teachers, administrators and students. Testing and feedback — other than AYP tests — should occur several times a year;

✓ Access to quality software linked to their AYP tests, similar to Michigan's *Study Island.* If other states or commercial vendors do not have such software, BIA and Tribal Agencies should explore how applicable *Study Island* would be in other states; and

✓ A computerized system that teachers and administrators can use in aligning curriculum, standards, and testing; developing curriculum maps; and tracking student test performance. This system should be part of the administrative data system recommended in the Technology section of this study.

Teachers

Research confirms the traditional wisdom that good teaching is the linchpin of student learning and achievement.

Teachers have a substantial impact on student achievement overall (Whitehurst, 2002).

Teachers are crucially important in preventing reading difficulty (Snow, 1998) and have a greater effect on influencing student achievement in math than the type of instruction they receive (Maccini and Hughes, 1997).

Teacher's cognitive ability is the best teacher predictor of student achievement gains, followed by experience and content knowledge. Traditional accreditation and Master's degrees are not good predictors (Whitehurst, 2002).

It is not surprising, then, that teacher recruitment and retention, and teacher knowledge and skills, commitment to teaching, and morale are more highly rated in the high-performing and Hopi schools than in their low-performing counterparts.

Exhibit 22. Respondent Ratings Related to Teachers
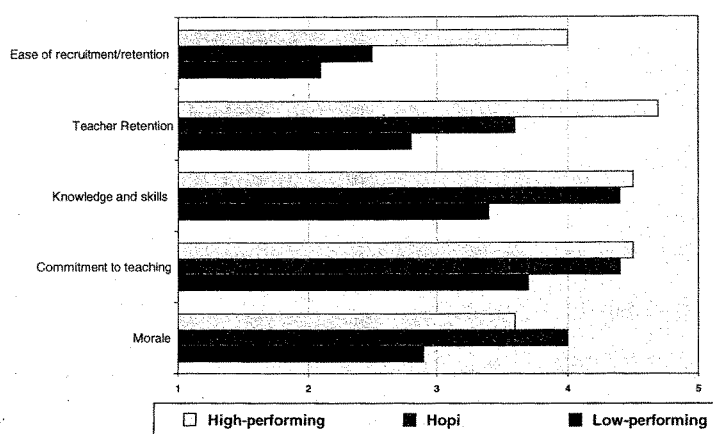
Except for teachers hired under the Teach for America program, all the teachers at the schools we visited were certified teachers fully qualified under NCLB criteria. Although all the teachers were said to be "highly qualified," when we asked principals, school board members, and parents about the "knowledge, skills, and abilities" of teachers at their schools, the responses were predictably varied — see Exhibit 22.

At high-performing schools, teacher recruitment and retention were in good shape, teachers' knowledge and skills were highly rated, and their commitment to teaching

was strong. Our interviewees said the teachers engaged in a lot of team activities and participated in high-quality professional development. As three teachers observed:

> *Earlier I taught at a public school, and I consider it a privilege to teach here. The atmosphere is pleasant, student enrollment is small, and there are no discipline problems to speak of. However, you have to perform. If your performance is not up to par, you have to improve. Otherwise, you'll lose your job. I'm willing to listen, to change.*

> *Anyone who comes here from public schools doesn't leave.*

> *This is a great place to work.*

Hopi schools were like the high-performing schools in teachers' knowledge, skills, and commitment to teaching, and their teachers' morale ratings were the highest. However, the schools rated lower in ease of teacher recruitment and retention because of the isolation factor.

From the administrator's point of view, high-performing schools that are not isolated can afford to be selective in hiring teachers. As one principal phrased it, *we hire hard*, focusing on intelligent, creative, child-centered, high-energy teachers. Two high-performing schools can afford to pay above the public school rate. They also offer many other incentives, including excellent facilities; unlimited supplies and equipment; small classes (10–20 students); paraprofessionals in every K–5 room; a large support staff (nurse, intervention specialist, counselor); team teaching; and a *congenial, fun atmosphere*.

In contrast, from some low-performing schools we heard comments such as:

> *I rate most of the teachers here as average. Only one is above average and about 25 percent are below average. Most are veteran teachers with 10–30+ years of experience.*

> *Half the teachers here should be let go.*

Experience is a double-edged sword. Although the literature review showed that experienced teachers (those who have taught more than 3 years) are better than inexperienced teachers, experience alone does not mean high quality, and many of those interviewed indicated that a portion of their experienced staff should be replaced.

> *Some teachers have more experience than the school wants.* (ELO)

> *The school needs new teachers and to get rid of the older ones.* (Parent)

> *They are very experienced in number of years teaching, but they don't lead very enriched lives, so they do not have much to share.* (Principal)

> *They have many years' experience, but they need training to update skills.* (Principal)

> *Some are excellent, some could do with training and guidance, some need a poke in the rear.* (School Board Member)

As noted above, isolation has negative effects on the ability to recruit and retain teachers. The principal of a low-performing, very isolated school noted that it is extremely difficult to recruit and especially to retain new teachers. Of the seven new teachers who started in September, only two remained in January. One kindergarten teacher started on a Monday and left on a Thursday. Isolation was not the only problem at this school, however. One informed respondent said that

> *... frustration with [student] discipline, stress, and loneliness are the main problems. They [the teachers] have the absolute sense that they are accomplishing nothing. Moreover, some are even afraid of the people in the community.*

Another major factor in teacher turnover in low-performing schools is a feeling of not getting support from the principal or academic leadership team. This complaint referred especially to not receiving the necessary texts and materials, or not getting them on time, and not being supported in disciplinary actions. We were also told that the quality of faculty housing played a role in the decision to leave at least one school.

Most teachers in Indian schools work on school-year contracts, and most contracts are renewed regularly. Although not specifically asked, most teachers seemed to accept this arrangement as a condition of employment. However, public school systems generally offer longer contracts to teachers who have successfully completed their first couple of years. Teachers also have protection against arbitrary dismissal. These arrangements are not without their problems, the main one being that a tenure system has evolved that makes it very difficult to dismiss incompetent teachers. However, Indian schools seem to be at the other end of the spectrum, and those having difficulty recruiting and retaining teachers might benefit from being able to offer longer-term contracts.

Recommendations

✓ Recommendations concerning recruitment and retention of teachers in isolated schools are found in the section on Isolation.

✓ BIA and Tribal Agencies should explore the possibility of offering longer-term contracts to teachers, especially in schools that have difficulty recruiting and retaining them. The contract should provide for an initial trial period.

✓ Principals should proactively support teachers through actions such as:

    – Providing texts and other materials in a timely fashion;

    – Providing high-quality mentoring, coaching, and training opportunities; and

    – Supporting them in reasonable student disciplinary actions

Teaching and Learning

The effective schools we visited used a variety of approaches to teaching, including direct instruction, discovery learning, group exploration, games, and computer instruction. Basal reading series and math texts were supplemented with programs such as Accelerated Reading and Accelerated Math.

Both high-performing and low-performing schools devote a substantial amount of time exclusively to reading, according to the principal's survey (see Exhibit D-3 in Appendix D). In fact, the low-performing schools spend a little more time on it — a mean 90 minutes per day, compared to 86 minutes in low-performing schools. This may reflect the NCLB emphasis on reading as crucial to improving achievement and making AYP. However, there is an important difference in time devoted to mathematics. High-performing schools spend a mean 70 minutes per day on the subject, as compared to 55 minutes in low-performing schools. The picture is complicated by the fact that the Hopi schools also devote 55 minutes a day to math but do well on AYP tests in math (see Exhibit 5). Nevertheless, our literature review shows that time-on-task tends to improve achievement and that computer assistance increases efficiency in the use of time. We think that low-performing schools would benefit from increasing the time they spend on mathematics and using interactive math learning software regularly.

What characterized effective teaching and learning in the schools we visited was clear focus on achievement, providing environments full of stimuli, constant monitoring and reinforcement of student progress, and taking advantage of all teachable moments. Classrooms went beyond being safe havens (a requirement of effective administration) to being inviting, stimulating, fun places where kids were eager to learn (a feature of striving for academic excellence). The teachers not only knew the subject matter, they understood how to manage their classes, kept everyone engaged, and took advantage of every minute of class time. They were well organized, gave clear directions, reinforced good work skills and responses, and were empathetic and encouraging.

In one 3rd grade math class we observed, the teacher used shapes to teach a lesson on adding and subtracting fractions. The teacher asked questions and worked out problems with the children using pattern blocks on the overhead projector after they came up with answers to problems individually and in pairs. Children used worksheets, pattern blocks, and coloring in shapes to arrive at answers. As the children worked, the teacher walked around the class, asked questions, tutored slower students, and encouraged lots of interaction between children in groups of two or three and full class participation. All individual work was carefully checked and reinforced in a class setting.

At one high-performing school, a 5th grade class we observed was a model for teaching technique and classroom management strategies. Therefore, the following paragraphs provide a detailed description of the rich learning experience for all students in the class during a one-hour reading lesson.

The lesson began with a review of strategies he had taught the week before — context clues, summarizing, predicting, clarifying, and using a dictionary. The teacher asked

students to recall the strategies, and he wrote the answers on the board. Then he stated the objective for the day's lesson, which was to use those strategies to read an article from the *Scholastic News* magazine about snowboarding. He asked who had done snowboarding, who had watched it, and what they knew about it. Students were then asked to skim the article. The teacher reminded them that this meant to read titles, subtitles, and first sentences. He then handed out a graphic organizer sheet. It was a circle with "main idea" in the center and six or eight spokes for details. He also asked them to fold the paper to create eight boxes. He used the terms "symmetry" and "quadrilaterals." They would use these eight boxes on the back of the graphic organizer to make a symbolic representation of the story.

Next he introduced the word "acclaim," an important vocabulary word in the story. He used the example of the reaction of fans to a player making a basket in a basketball game (at this point he bounced a basketball a few times). He also used his words of praise for the students as an example of acclaim. The teacher then asked for synonyms. Only then did he and the students begin reading the story using an echo reading technique (he read sentences and the students repeated them). After the first paragraph, he asked directed questions, and then the students drew a picture in the first of the eight boxes. He did this with each paragraph. He walked around the room as he read. There was high interest and participation from the students. When he called on students, he gave little prompts if they had trouble answering.

After half an hour, he got them up to play a game of "Simon Says," using phrases such as "Simon says rotate 360 degrees." He told them it is good practice to take a short break when you have been working a long time. After the break, they restarted the lesson.

He had cut out a large orange paper model of a snow board to help the students see the two different styles of standing on the board. When they finished reading the article, they filled in the graphic organizer together. The students were then asked to take a short 12-question multiple-choice quiz about the article. They could look back at the article to help answer the questions. Lastly, they had to write a summary of the article. He explained that extra details are needed to get an A. Just using the information on the organizer would only be worth a C. He modeled two summaries for them and then had them orally present a summary of their own to a partner. Students then began to write. The lesson lasted a little over an hour. He frequently praised the students for following directions and giving good answers.

In contrast to this model of good teaching and learning, we observed many examples of less-than-inspired teaching and little or no attempt to draw in students who were not paying attention. In many classes, the teacher's strategy for dealing with students who weren't paying attention was to ignore them.

At one low-performing school, for example:

- In an elementary math class, students were working on division problems from math sheets. The class was orderly at first, then order gradually dissolved. A few boys banged desks, talking, slouching, almost shouting. There was a constant grind of the electric pencil sharpener. The teacher sat quietly waiting

for quiet, and the class settled down a little, but not completely. The teacher then pointed to a decimal problem on the board, where the decimal points were not lined up. "What's wrong with this problem?" the teacher asked. There was no response, so she proceeded to answer the question. Although supposedly teaching Every Day Math, the teacher didn't follow the lesson plan, and few if any students seemed to have learned the basic decimal lesson.

- In a 7th grade math class, 12 students sat in four-desk clusters in a stark room with brown walls and no decorations or exhibits related to curriculum. There was no student work on the walls. The teacher was not well organized. Five of the students were not engaged in the lesson, most sitting with their backs to the teacher. The teacher made no attempt to draw them in. The lesson consisted of going over a sample math test problem on unknowns, even though they had not covered the topic in class. This would have been a good vehicle for teaching a new topic, if the teacher had utilized it. She was apparently making the students "comfortable" with a forthcoming test. The teacher did not prepare in advance, and went about reading the questions in sequence. The observer saw no point to the "lesson." It appeared to be a waste of time, even for those students who were paying attention.

We observed many problems with classroom management. Many teachers in the schools we visited, including high-performing schools, need to improve this important aspect of teaching and learning. The most common problems we saw were the teacher focusing attention on one part of the class, while the rest of the class was not focused on the lesson or the activity they were supposed to be doing. Our classroom observations include many notes on parts of the class not paying attention, talking to each other, misbehaving, throwing paper airplanes, and the like, while the teacher did nothing to discourage off-task activities.

Classroom management is an important pre-condition for learning, and it is sometimes not given the emphasis it should have. One study in our literature review found that classroom management had the largest effect on student achievement of the variables tested (Marzano, 2003). Classroom management is more than discipline. It involves organizing students and the classroom, managing student behavior, preventing unwanted behavior, and managing the inclusion of disabled children in the regular classroom. See Exhibit 23 for an overview of what is included in classroom management.

Exhibit 23. Overview of Classroom Management

Organizing Students and the Classroom	Prevention of Problems
• Seating arrangements • Keeping track of assignments • Taking attendance • Classroom layout • Keeping track of where kids are located • Organizing groups and activities	• Lining up • Treating each other with respect • Solving disputes • Drug prevention • Keeping track of student money • Lunchtime • Rewarding good behavior
Behavior	**Inclusion**
• Noise control • Staying on task • Safety Issues • Transforming behavior • Discipline referrals • Tracking behavior	• Relationships among students • Techniques (such as using a buddy) system, specific teaching adaptations for specific disabilities, using multiple strategies • Colleague support • Working with parents

Source: National Education Association (www.nea.org/tips/manage/index.html)

Many Web sites are available to help teachers with classroom management, but there is no substitute for observing skilled teachers, sharing techniques with colleagues, or being observed and mentored to improve classroom management.

High-performing schools, including Hopi schools, used high-quality teacher mentoring programs to improve teaching techniques and classroom management skills. Low-performing schools rated the mentoring programs available to them much lower, as shown in Exhibit 24.

Exhibit 24. Effectiveness of Teacher Mentoring Program

| ☐ High-performing | ■ Hopi | ■ Low-performing |
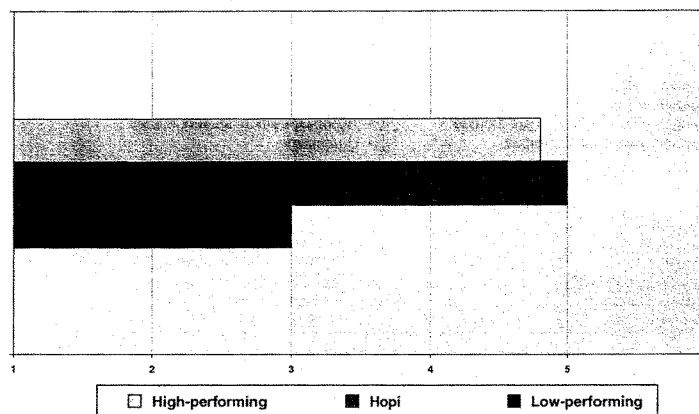
In low-performing schools, we saw severe problems of oversight, monitoring, and follow-though on the part of administrators or people who were supposed to be acting in the role of mentors or instructional support. Many teachers said they did not feel supported in their work, and little was done to improve pedagogical skills or classroom management. Support for teachers includes ensuring they have the supplies, equipment, and professional training they need. It also includes support in student disciplinary situations. In low-performing schools, respondents reported — and we observed — problems in both these areas.

Recommendations

✓ Schools struggling to make AYP and failing the state math tests should devote more time exclusively to mathematics. A good benchmark is the 70 minutes per day that high-performing schools spend on the subject. During part of this time, students should be using interactive software designed to improve achievement in mathematics.

✓ Principals should provide training and mentoring in classroom management, especially in ways to include all students in classroom activities.

✓ Principals should provide the opportunity and resources necessary to enable teachers to observe master teachers in action.

Students

We explored a number of factors related to students, including the extent to which students were prepared to start school; the perceived quality of the Family and Child Education (FACE) and Baby FACE programs; the quality of preschool programs (usually Head Start) and kindergarten; perceptions of students' interest in learning and motivation. See Exhibit 25 for how our interviewees rated these factors.

Exhibit 25. Respondent Ratings Related to Students
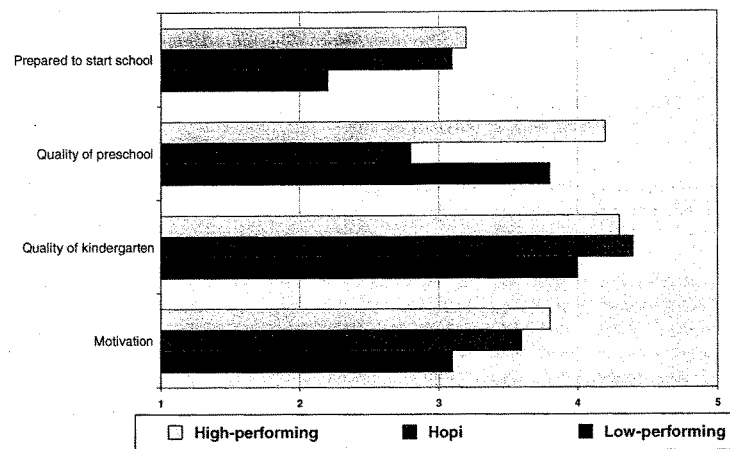
Student Academic Preparation

Overall, interviewees report that children are not well-prepared to start school, with low-performing schools reporting their children the least prepared. Students are characterized by low English-language skills when entering, many coming from families with alcohol, drug-abuse, and child-abuse problems. Students who speak English at home may have an advantage, though some experts think that speaking any language well is better than speaking English badly, as is reported at quite a few schools. Most kindergarten programs are rated highly. Head Start programs diverge from the familiar pattern; in this case high- and low-performing schools give them stronger ratings than do Hopi schools.

Typical comments about school readiness from principals and teachers were:

> *We need to have more programs for young children, because they don't bring the necessary skills to begin school. Their English vocabulary and comprehension are very limited.*

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Many children are left with grandparents who feel that feeding and watching them is enough.

Our students speak sub-standard English when they come to school, because their parents speak sub-standard English at home.

Students are both language- and concept-deficient.

The students come in with the skills of 2½ and 3½ year olds. I used to teach kindergarten. They don't use complete sentences. They speak baby language.

In pre-kindergarten programs, the children don't have all of the skills needed to start school. Head Start and Baby Face should help in these areas.

Children are not as prepared as they should be coming out of Head Start. Head Start has a high teacher turnover.

The school used to have a Baby Face program, but not for the past two years. The principal said that the Head Start program, run by the Tribe, needs to have its curriculum revamped.

Some parents keep their children in Baby Face until they are five.

Consistent with the ratings, respondents in Hopi schools reported particular problems with their preschool programs. Many respondents described their Head Start programs as very poor quality — one parent called it *structured baby sitting*. We also heard reports that Head Start helps with children's social development, but not their academic development. This perception is confirmed by systematic research (Leavitt and Dubner, 2005). Nationally, only 30 percent of Head Start teachers have college degrees, and their starting salaries are about half those of regular public school teachers ($21,000 versus $40,000).

However, the kindergartens in all the schools we visited are well regarded by principals and teachers for improving children's academic preparation for 1st grade. In addition, high-performing schools have intense targeted programs to make up for the low level of vocabulary, concepts, and English language usage of many of their students.

Recommendation

✓ To remedy poor preparation for academics among students entering kindergarten, BIA and Tribal Agencies should consider establishing intense preschool programs focusing on language development (vocabulary, concepts, grammar, and syntax) and family literacy programs. Doing so would probably require a Congressional appropriation.

✓ Schools should consider working pro-actively with local pre-school programs to improve children's academic readiness, especially in language development.

Student Motivation and Interest

Motivation to learn is strongly linked to student achievement. It is a competence stimulated through modeling communication of expectations and direct instruction or socialization by significant others like parents and teachers (Brophy, 1987).

Student motivation decreases with age (Lumsden, 1994). Students with high intrinsic motivation, a task orientation, and high self-efficacy are relatively active readers and high achievers (Guthrie, 2000).

Motivation and interest in school appear to be uniformly high through 3rd grade but then to fall off markedly. Various reasons were offered. Some respondents focused on the students — as a teacher in one school remarked, *as the work gets harder, the older children are less interested and motivated.* In another school, one parent said the fact that so many students did not even go to high school, much less graduate, was a de-motivator for middle-school students. This harks back to the need for positive role models, as discussed in the section on Native Culture. Other respondents cited family reasons, such as unstable home lives, high mobility rates, and parents or grandparents disinterested in education. However, these explanations for reduced motivation among older students do not account for the fact that many younger children also come from unstable homes. Other interviewees said the families cared and valued education but did not know how to help their children. Teachers and parents in one school assigned responsibility to a depressed, partying culture in the Tribe, with adults not willing to set limits on the behavior of children and youth in terms of drinking, drug use, getting enough sleep, and eating right. Several schools we visited described themselves as schools of last resort for students who had failed in other schools, making their populations particularly hard to motivate.

In high-performing schools, teachers and principals think it is the school's job to motivate the students. They not only provide constant positive reinforcement in class, but also have specific incentives for good work, such as charms for charm necklaces for each advancement in Accelerated Reading, "Fun Fridays" and, for children who wear uniforms, free-dress days. In low-performing schools, teachers appear to feel defeated by the external circumstances and seem to assume that it is the responsibility of the parents, community, and students themselves to motivate the students.

Recommendation

To increase student interest and motivation after 3rd grade, BIA and Tribal Agencies should:

✓ Work with high-performing schools to create workshops, materials, and opportunities for observation for teachers and administrators in low-performing schools. This would include both specific activities or "motivators" and also information about how to develop a total package that creates a "motivational culture" throughout the school experience.

Homework and Tutoring

Our review of the literature shows that homework and well structured tutoring programs improve student achievement. Further, the NCLB requires that Schools in Need of Improvement offer tutoring to their students.

Homework

The relationship between the amount of homework students complete and their achievement outcomes is positive and statistically significant. The amount of homework should increase with grade. A "10 minute rule," which adds 10 minutes of homework for each succeeding grade, seems to be effective. Homework in excess of two hours in high school has no additional benefit (Cooper, 2006).

Homework has a powerful effect on achievement. Timely and specific feedback on homework can improve student achievement. Homework should be tied to current subject matter (Walberg, Paschal, and Weinstein, 1985).

Schools should develop and communicate a clear homework policy. Establishing, communicating, and adhering to clear policies will increase the likelihood that homework will enhance student achievement (Marzano, Pickering, and Pollock, 2001).

During the site visits, respondents at most schools did not describe coherent homework policies. Typically, they said that there was no policy or that it varied with the teacher. In some cases, parents were asked to sign homework papers, and in at least one school, students who repeatedly failed to do their homework were barred from athletics. At one high-performing school, a parent didn't know whether the school had such a policy, but said, *my daughter has homework every night. The teacher checks it and gives feedback. This should be school policy if it isn't.*

In three schools — one high-performing and two Hopi — a homework policy was both articulated in the student handbook and consistently implemented by teachers. In one school, students signed individualized contracts and were rewarded in their grades for how well they met their obligations. Homework is due back the next day. If it is not returned, children receive low marks, must stay indoors during recess, and lose points on their conduct ratings. In two Hopi schools, homework was measured in minutes, and it increased with grade. A teacher at one of the Hopi schools said

> *It is required that we give homework regularly. It is up to teachers as to how much. I give 45 minutes every night, and 85–90 percent do it. The rest make it up at lunch or recess or after school.*

This rate of compliance seems high. More often, teachers cited the difficulties in getting students to complete homework, especially given the conditions at home.

Recommendations

✓ Schools should have a detailed homework policy, monitor the results, and make adjustments as necessary. As part of the policy, teachers should review all homework and provide feedback to students. Homework should increase about 10 minutes per grade.

✓ BIA and Tribal Agencies should establish homework hotlines in which volunteers such as retired teachers help students with homework problems, when requested. Many school systems use such hotlines, and there are Web sites for homework hotlines.

Tutoring

Research has found that tutoring, if done properly, can be very effective in raising student achievement scores.

Peer and volunteer tutoring that is well designed has positive effects on academic performance and attitudes for both tutees and student tutors (Cohen, 2001; Barley et al., 2002; Baker et al. 2002). Tutoring can average a 19 percentile point gain. (Kruft, 2005; Hattie, 1992).

For math achievement, tutoring is most cost-effective. Peer tutoring and computer assistance are about equally cost-effective for reading achievement.

Respondents in the schools we visited that had tutoring programs considered them effective. Those in high-performing and Hopi schools gave them higher ratings for effectiveness than did respondents in low-performing programs, as shown in Exhibit 26.

Exhibit 26. Respondent Ratings for Effectiveness of Tutoring

| | High-performing | ■ Hopi | ■ Low-performing |
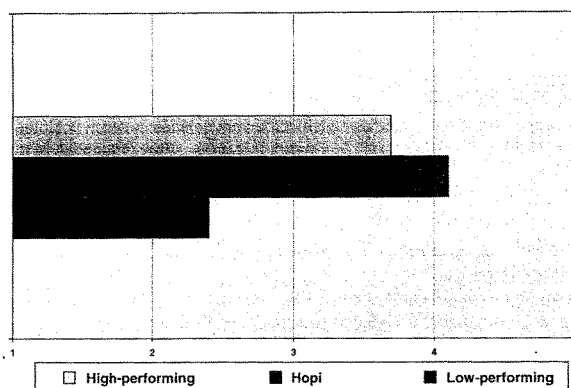
Two high-performing schools had after-school study halls at which students did homework and received tutoring. One school has a 21st Century grant for an after-school program (and for family nights, as described in the section on Community Support). The program funds a coordinator at the school; teachers and aides run the study hall. The teachers are paid $45 an hour to provide tutoring, help with homework, and monitor. The study hall is held three days a week for an hour each day and is tightly focused on reading and math. Each child has a portfolio with goals, and the school has a reward system with prizes at the end of the year. Students are given a nutritious afternoon snack, and a late-afternoon bus takes them home. The principal and two teachers we interviewed thought the tutoring was very effective in improving achievement. The annual cost of the program, including the family nights, is $300,000 per year.

At another high-performing school, the study hall is held for one hour a day Monday through Thursday. Two teachers and three paraprofessionals provide tutoring, help with homework, and monitor the study hall. Students work in small groups. Student participation is voluntary and teacher-recommended. Around 26–30 students, about one-third of the total student population, participate. Many K–5 students are regulars; those in grades 6–8 participate less. The principal plans to add an afternoon snack, as the 21st Century program does. One teacher, asked if parents helped with homework, said,

> *No, a lot of kids attend after-school tutoring. Otherwise homework wouldn't get done.*

Another teacher said that the program was an *excellent, focused use of time*. In the principal's opinion, the tutoring is *VERY effective* in improving student achievement.

All the teachers interviewed at this school gave the tutoring high ratings for effectiveness.

Despite the fact that the NCLB requires tutoring for students at schools "in need of improvement," the three lowest-performing schools in the study — all in the very serious "restructuring" category — had no formal tutoring programs. A parent at one said, *the school should have more access to tutoring. 6th grade students are falling behind in Algebra.*

Recommendations

✓ BIA and Tribal Agencies should support after-school study halls in which students can do homework and get expert tutoring, as needed. Provide an afternoon snack and transportation home.

✓ Schools should consider developing cross-age peer tutoring programs. Doing so requires much more than just asking older students to help younger ones. The programs must be carefully designed, implemented, and monitored. Each program must have a clear structure, procedures, schedules, etc.

Educational Technology

All the schools we visited have some computers, but the age, number, and use of computers, as well as the amount and quality of software and the effectiveness of its use, vary enormously. At all high-performing and Hopi schools, virtually all teachers knew how to use computers and the internet and use interactive software — usually Accelerated Reading and Accelerated Math. Teachers generally rated the effectiveness of Accelerated Reading higher than that of Accelerated Math, although some found the math software very effective. Hopi schools also mentioned successfully using the STAR reading and math software. Exhibit 27 shows a large gap between the technology ratings for the low-performing schools and the other two groups.

Exhibit 27. Respondent Ratings on Aspects of Technology
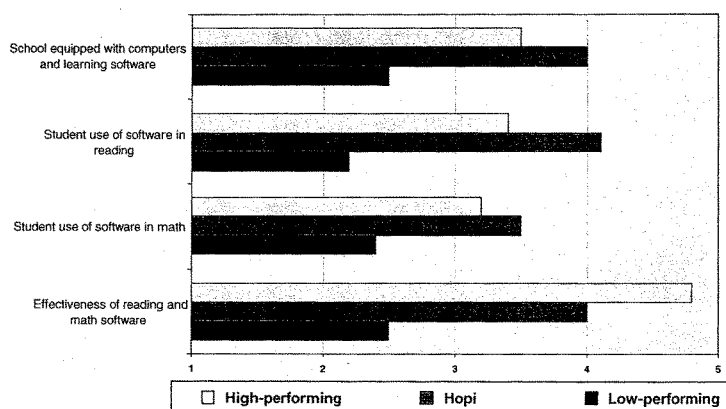
Schools consider themselves reasonably well equipped if there are two to four working computers for student use and one for teacher use in each classroom, a computer lab with a full time computer teacher, and computers in the library with internet access. Several of the high-performing schools also had monitor displays that projected what was on the computer screen onto a large screen. All the students in the class could watch internet searches and see Web pages and materials. Several schools also had a "COW" (computers on wheels — a classroom set of laptops that can be wheeled from one classroom to another). In the best-equipped school we visited, all students in 6th, 7th, and 8th grades had their own laptops, and the demand for the COW in the younger grades was so great that they were planning to get laptops for every student in 3rd, 4th, and 5th grades as well. A typical comment from these schools was:

> *Interactive software in reading and math plays a big role in the hands-on learning at this school. I rate Accelerated Reading a "5." We use it often. It*

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> *has made a very big difference in student test scores. You set goals and*
> *rewards for meeting them. The kids enjoy reading and getting tested this*
> *way. It adapts to the student's reading level. Students can advance at their*
> *own pace in reading and testing. Good students wind up doing more and*
> *more books and tests.*

At high-performing schools, technology is integrated into learning, although the amount varies depending on what curriculum is used. For example, in a high-performing school that used Deep Math, they only used computers for drilling on facts in the lower grades and making graphs. At another high-performing school, all middle school students had laptops and used them in all their classes. Located in a state that has software to prepare students for the state AYP test, this school makes extensive use of the software to prepare students for the test. At the most technologically sophisticated school we visited, technology was described as *a top priority for kids and teachers.* Schools with full-time computer teachers praised their effectiveness, not only with students in the classroom but as a resource for the community as a whole. For example, in one school, the computer teacher also offers computer classes to the community, and she teaches seminars on technology (Photoshop, Excel, and PowerPoint) to the community, parents, and staff.

Teachers and administrators at two high-performing schools used computers to coordinate almost all activities. The schools made technology a priority that is integrated and used in all facets of teaching, learning and administration. For example, one school has a local area network with dedicated shared files for teachers and administrators. Access to lesson plans on the computer not only allows administrators to monitor what's going on in each class but also facilitates lesson planning and provides a resource for new teachers. Everything from attendance and conduct to curriculum maps is done on-line. Using email as a communication tool within the school cuts down on class interruptions. At one school, teachers use the Web site to communicate with parents, 80 percent of whom have computers at home. Both schools also make extensive use of the computers to monitor student data and to track progress of those receiving academic services, as well as the progress of all students in key areas.

High-performing and Hopi schools have found technology to be particularly useful in:

- Strengthening student skills;

- Making a wide range of information available to students and teachers through the internet; and

- Having data systems that support student achievement and can be used for a variety of administrative and curricular support activities.

In contrast to the high-performing and Hopi schools, low-performing schools had many teachers who are not computer-literate and whose technology was rated as ineffective. In the schools where interactive software was used, ratings varied enormously. For example, in one school, a teacher described Accelerated Reading as *too hard to use* and Accelerated Math as a *disaster,* while another teacher said they were *outstanding.* One school did not have a computer lab or computer instructor, and it had no access to the

internet. However, in this school the principal was working on getting the technology up-to-date. The principal had just applied for and received E-rate money, had received a donation of 12 up-to-date computers from other BIA units, and had installed wiring for the internet. At another low-performing school, they had a "cabinet full of laptops," but the computer technician would not let the teachers and students use them, because he said the teachers only wanted to use them for games and rewards, not for instruction. At this school, there was no interactive software except in one kindergarten program. Yet another low-performing school had internet connections in the main building but none in the portable buildings, which housed the 7th and 8th grades and the library— where one might expect an intense amount of internet use for research.

Except for the two schools we visited with the best technology, the major complaints in most schools were that the equipment was old and slow, with no one to monitor it, and that students did not have enough access time. Teachers and principals said their schools needed:

- New computers and laptops;
- Projectors for laptops so that classes can see what is on screen;
- Full-time computer teacher;
- Certified LAN (Local Area Network) administrator;
- More time for students on computers;
- More academic software for both slower and advanced students; and
- More consistent use of learning software and integration of software into AYP-oriented curriculum.

BIA's development of student attendance and tracking software is being welcomed by principals who do not have such software. For those who have already spent resources on developing their own data systems or bought school-management software, there is concern there will be a conflict with BIA's new systems and that they will be forced to dispose of well-working systems already in operation.

In schools that do not have a large supply of high-quality computers and software and are not well supplied with teaching materials, the most important piece of technology that is constantly in use is the copying machine. Besides copying teacher-made materials, the machine helps make up for too few textbooks and enables teachers copy the rich store of materials now available on the Internet. At schools where there were insufficient copiers, or copiers regularly broke down and were not fixed in a timely manner, this had a serious impact on teaching and learning.

Recommendations

✓ BIA and Tribal Agencies should ensure that:

- Schools have up-to-date computer equipment and peripherals (including projectors for laptops) that can support current learning, administration, and record-keeping;

- Schools have interactive reading and math software (such as Accelerated Reading and Math, and STAR reading and math packages) and that they work diligently to use them regularly and in the intended manner;

- Each school has a certified LAN administrator and a qualified full-time computer teacher;

✓ BIA and Tribal Agencies should provide training as necessary to assure that all teachers and administrators are able to comfortably use teaching and administrative software, as well as being able to use standard packages such as Word, PowerPoint, and Excel; and

✓ BIA should work with schools that already have administrative and tracking systems to minimize conflict between BIA's forthcoming student tracking system and systems that the schools have already developed.

Chapter 5.0 School Improvement

There are three basic building blocks for the improvement of Indian schools: 1) external support for reform; 2) effective administration; and 3) academic leadership. External support from governing agencies is critical. The *sine qua non* of this process is political will. If those who control failing schools do not want change, it is very unlikely to happen. In such cases, principals who want to improve their schools and have to "step on toes" in the process may find themselves out of work.

Sound administration is essential. If the school is not properly run — if teachers are not hired and promoted on merit; if finances are not under control; if there are factions and animosity among staff; if halls and classrooms are disorderly — then introducing new programs and practices to improve student achievement is likely to fail, because they are unlikely to be implemented well enough to succeed.

Once the school has good external support and is on the road to being competently managed, serious planning for reform can begin. The school's values must put children first and make academic achievement the top priority. Then, academic leadership is needed to align curricula with state tests and standards, develop curriculum mapping, coordinate curricula across classes and grades, review and select text series aligned with state standards, and monitor the process continuously.

Information from the site visits suggests that it takes one to two years for a normally functioning school to complete the process of alignment and related activities. It is our impression that turning dysfunctional schools around (i.e., both making them functional and academically high-performing) can take three to five years. However, there are examples of schools being turned around in just a year — see the discussion of the Virginia Turnaround Specialist program (VTSP) in the section on Turnaround Schools.

We think it will be useful for BIA and Tribal Agencies to develop strategies for three categories of low-performing schools:

- Those that are unlikely to be reformed at any reasonable cost;

- Those that require new leadership for reform (turnaround schools); and

- Those in which existing leadership (the principal and lead teachers) can benefit from training and guidance sufficiently to enable the school to achieve AYP.

Schools Unlikely to Make AYP

Schools judged incapable making AYP at a reasonable cost because of circumstances such as extreme poverty, inaccessibility, or corrosive politics should be closed and the students sent to other schools that are better able to educate them. Preferably, these would be Indian schools or regular public schools. Funds to expand facilities, recruit and hire new teachers, and make other changes at these schools would have to be provided. BIA should also explore the possibility of building and staffing boarding facilities for students from remote areas. If BIA takes this approach, it should try to

make a break with the past by creating attractive campuses with houses or other small living units that have a home-like atmosphere, rather than large dormitories.

Turnaround Schools

For schools that cannot succeed without new leadership, BIA should consider initiating a turnaround program, similar to the one developed in Virginia and adopted by several other states. The VTSP was initiated in April 2004. The legislation earmarked $1.4 million for the program. In September 2004, Microsoft announced that it would invest up to $3 million over the next five years, through its "Partners in Learning" initiative. The money will be used in collaborative projects aimed at addressing student achievement.

The Darden Graduate School of Business and the Curry School of Education at the University of Virginia developed a program to combine business and education strategies to train principal specialists to turn low-performing schools around. In its first year, 10 principals were chosen to participate. The 10 were relatively new principals — 3 were entirely new and 7 had been at their schools just 1, 2, or 3 years. Another 10 will be selected for the following year. These principals commit to the program for a period of at least three years.

The training program is made up of three modules:

Turnaround Specialist Program

In this five-day basic training course, the principals receive training in:

- Data analysis;
- Characteristics of high-performing organizations;
- Analysis of low-performing organizations;
- Assessment of personal leadership qualifications;
- Turnaround leadership skill building; and
- Developing a school turnaround program.

District Leadership Academy

In this one-day session, the principals are given the opportunity to discuss issues facing the district with the district superintendent and key staff members. They also have the opportunity to work jointly with the district superintendent to develop their plans for the coming year.

Turnabout Leadership Institute

In this three-day session, Darden focuses on implementation of a project-management system. Programs for the year will be finalized. Topics in this session include:

- Vision clarification;
- Financial resource management;

- Organizational capacity;
- Internal business processes; and
- Stakeholder assessment.

The VTSP principals have two summer months to prepare for their work. They must formulate a plan and communicate it to the school community, and they must decide what can be done to change the plant physically. The VTSP principals receive six site-visits during the year from Darden/Curry consultants to design and benchmark the school's plan. The principals will also meet as a group to share experiences and give support to one another.

The 10 schools selected for the first year included 7 central-city schools, 2 rural schools, and 1 urban fringe school. Six of the schools were elementary and four were middle schools. All 10 schools had not made AYP for at least the last 3 years, and some had not made it for the last 5 years. Restructuring starts after a school has not made AYP for six years, so none were in the restructuring phase. At the end of the first year, five elementary schools and two middle schools chosen for the program had achieved AYP. A program researcher said "[while] it is too early to proclaim that the turnaround process has succeeded in these seven schools, each school has definitely moved beyond liftoff." For more details on this program, see the exhibits in Appendix C, taken from a study of the ten turnaround schools in Virginia. Many of the factors in the study are similar to the factors in the BIA study of Indian schools, and several of the findings are similar. If there is interest in this approach, BIA should explore it thoroughly to assess its applicability to Indian schools.

Reforming Schools with Existing Leadership

The Virginia turnaround approach seems to hold great promise. However, changing the leadership of most failing schools in a state — or in Indian country — is not a viable strategy, as a recent Michigan study of restructuring found.[13] Finding enough principals capable of providing the necessary leadership and willing to administer failing schools in inner cities and depressed areas is very difficult, and the process is costly. Therefore, for schools in which current administrative and academic leadership have the potential to bring the school up to standard, training, guidance, and school re-organization may be sufficient. The Michigan study contains information that may be useful in considering this approach.

Several key points emerged from the study:

- 85 percent of schools in restructuring made AYP for one or two consecutive years (113 out of 133 schools). The majority of the schools that made AYP implemented multiple strategies rather than a simple fix. Most schools meeting AYP used four or more strategies.

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[13] Scott, C. (2005). *Hope but No Miracle Cure: Michigan's Early Restructuring Lessons.* Washington, DC: Center for Education Policy.

- Each school received a $45,000 grant, but that wasn't enough money to implement all aspects of their restructuring plan.

Results of the study concerning specific restructuring strategies included the following:

- While attempts to achieve AYP by replacing the principal were often not successful, replacing the principal could be effective with the right coaching and mentoring to improve leadership skills.

- Hiring trained coaches had mixed success. The coaches were very successful if they remained neutral and objective, and if they could be a critical friend and a facilitator of change.

- Changing the schools' grade-level configuration and creating grade-level and cross-grade level teams of teachers were very effective strategies. This approach included changing curriculum and instruction; creating flexible groupings for language and math; analyzing student data; and using assessment to guide instruction. Teams were more effective when a coach was hired to provide professional development that included working on team-building and conflict resolution.

- Using an external research-based model of reform worked for 19 of the 20 schools that adopted this approach.

- Providing training to existing principal and staff through professional development and modeling best practices proved effective.

Of course, Indian schools are different in important ways from public schools in Michigan and Virginia. Indeed, in some ways, each school is unique, and techniques that work for one school may not work for another. Following NCLB and current practice, it is important for schools to develop improvement plans that best meet their needs.

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Chapter 6.0 Conclusions

The purpose of this study is to find ways to help struggling Indian schools achieve AYP under NCLB. The shared NCLB and BIA goal is that all schools will meet the state standards by 2014. This is a tall order, and many critics think it will not be achievable unless states lower their standards — if at all. Nevertheless, it is a goal worth striving for, because the process is likely to improve the education children and youth receive.

The study examined 16 Indian schools — 5 high-performing, 5 low-performing, and 6 Hopi schools. The schools varied in quality within category, but there were still big differences between the high- and low-performing schools. Two of the high-performers were truly excellent schools and three of the low-performers were poorly administered or not functioning properly.

The study looks at external factors that impact schools and factors internal to the schools that affect student achievement. Some external factors weigh heavily against school performance. Isolation makes it hard for schools to recruit and retain talented administrators and teachers. The past destruction or debilitation of Native cultures has created uncertainty in many young people about their identity and direction. Poverty, family dissolution, and alcohol and drug abuse are widespread. Research over four decades has shown that student background factors such as these have a powerful negative effect on academic achievement (and on life chances). Nevertheless, we have seen successes in the face of such adversity in well-run schools that provide a safe haven for children and encourage learning.

The external factors also include school governance. Local school boards run the Tribal schools, which constitute the majority of Indian schools. High-performing and Hopi schools received good, and sometimes outstanding, support from their school boards; the low-performing schools generally did not. Too often, there was conflict between the board and principals or teachers over issues such as discipline, personnel problems, and student grades. This conflict was a major cause of turnover, especially among principals. The other key governing agency — the BIA — was appreciated for its funding but was seen as making too many demands on schools, providing too little administrative and technical support, and not being responsive enough to schools' needs.

External factors such as isolation, cultural disintegration, and poverty cannot be affected much, if at all, by education policy — at least in the short run. Our study found that poor school governance did improve in some cases, though not without a struggle. Internal factors — school characteristics related to achievement — are more amenable to change, though the process is still difficult.

The study identifies three building blocks for improving low-performing schools: 1) external support for reform; 2) effective administration; and 3) academic leadership. Each step is dependent upon the previous one. The political will to change is essential. If external governing bodies do not support change in low-performing schools, it will be very difficult to build strong school administration. Without strong school administration, academic leadership is unlikely to succeed.

The study identifies three AYP strategies for BIA and Tribal Agencies: 1) close the few schools that cannot be reformed at any reasonable cost and find or create other educational arrangements for the students; 2) for a minority of cases, bring in and train new principals, as in the VTSP; and 3) for the majority of schools, retrain existing leadership and staff and provide them with the knowledge, skills, and support needed to make the necessary changes.

Throughout this study, we have emphasized the need for low-performing schools to get administration under control as the critical first step toward striving for academic excellence. The key to getting administration under control is the principal. Yet if the BIA data are correct (and this needs to be verified), about half the principals in Indian schools turn over every year. For Indian schools to achieve AYP, the first order of business must be to stabilize the school's administration.

The principals in Indian schools are in a very difficult position. On the one hand, they are under great pressure to make AYP — and this is especially true of BIA-run schools. At the same time, BIA is piling on paperwork, issuing uncoordinated requirements, and setting short deadlines. BIA is not providing adequate support and assistance to schools, and even less help is expected in the future. The principals are working on short-term contracts, with few job protections. And too often, especially in Tribal schools, they are worn down by conflicts with school boards.

We believe that BIA is right to emphasize making AYP. Despite its faults, NCLB has the potential to improve the education of American children and youth. But BIA has to do its part to help schools meet that goal. This means reducing its demands on schools while increasing its support and assistance to them. Reducing demands means reducing and rationalizing paperwork and related requirements, and assuring that the ELOs have the means to do their share of the work. Increasing technical assistance means providing more expertise that can help schools make AYP, especially expertise in reading and math curriculum and instruction. More generally, increasing support and assistance means finding out what services schools need, providing those services insofar as feasible, and expediting official decisions and transactions, such as procurement of texts and start dates for new construction. Further, to help stabilize school administrations, BIA should offer principals longer-term contracts with some job protections after a probationary period. The pressures on the principal and the remedies within BIA's domain are summarized in Exhibit 28.

Exhibit 28. Pressures on Principals and Remedial BIA Actions

Pressure	BIA Action
• Pressure to make AYP	• Continue to stress making AYP
• Excessive paperwork and requirements; short timelines	• Reduce and rationalize paperwork and requirements
• Inadequate support and technical assistance from ELOs	• Increase support and technical assistance from ELOs
• Short-term principal contracts	• Provide longer-term contracts

Tribes also have a responsibility to support principals and their schools. More Tribal schools than BIA schools are making AYP, and some are truly excellent. However, the

majority of Tribal schools are still not performing up to standards. Our sample does not enable us to generalize about all Indian schools, and we do not know how many Tribal schools are well governed and how many are not. Our site visits found numerous examples of Tribal governing agencies providing positive — and sometimes very generous — support for their schools. But we also found cases in which governing agencies provided little support and actually diminished the school's capacity to function efficiently. In such cases, school board politics were often the core problem. They undercut the principal's authority and made it difficult to take the steps necessary to improve the school's performance. Too often, the interests of adults took precedence over those of children, and important decisions about the school, its staff, and its students were made on the basis on family ties and personal relations. This is not a problem unique to Tribal schools, but it is still one that some Tribes need to address, if their schools are to achieve AYP. We have recommended some measures, such as school board consolidation, an ethics code, and incentives for making decisions based on merit. But first, the relevant Tribal governments have to decide how much they want to reduce the politics and help the schools.

The economic and educational backgrounds of most students in Indian schools weigh heavily against academic achievement. Therefore, the challenge for the schools in making AYP is great. But some schools, even in very bad circumstances, are meeting the challenge, and others have the potential to do so. To realize this potential requires a will to succeed and coordinated effort at the federal, Tribal, and school level.

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Literature Review Summary

SSRG conducted a literature review of over 70 meta-analyses and key studies of topics related to student achievement: instructional time, teacher quality, tutoring, student motivation, school culture and climate, reading, mathematics, and culturally-based education. This resulted in 22 pages of summaries, which the SSRG team reviewed and discussed. Highlights of key findings in each area are summarized below.

Parental Support and Involvement

- Parent involvement is positively related to achievement. This holds for minority students as well (Jeynes, 2005; Fan, 1999). The more families support their children's learning and educational progress, the more their children tend to do well in school and continue their education (Henderson, 2002). "The earlier in a child's educational process parent involvement begins, the more powerful the effects will be." Middle and secondary school parental involvement continues to produce positive effects on student achievement (Cotton and Wikelund, 2001).

- Parental style and expectations have greatest impact on student achievement. Parental home supervision has the weakest relationship with academic achievement. "Parental involvement programs also influenced educational outcomes, although to a lesser degree than pre-existing expressions of parental support" (Jeynes, 2005).

- "Parent and community involvement that is linked to student learning has a greater effect on achievement than more general forms of involvement" (Henderson, 2002).

- "Families of all cultural backgrounds, educational and income levels...can have a positive influence on their children's learning. Schools that are successful in engaging families from diverse backgrounds focus on building trusting, collaborative relationships among teachers, families and community members; recognize, respect and address families' needs as well as class and cultural differences..." (Henderson, 2002).

- "Effective programs...embrace a philosophy of partnership...The responsibility for children's educational development is a collaborative enterprise among parents, school staff, and community members" (Henderson, 2002). "The most successful parent participation efforts are those which offer parents a variety of roles in the context of a well-organized and long-lasting program" (Cotton and Wikelund, 2001). "The lack of social and political capital can seriously restrict families' capacity to support their children's learning and make sure they get a high-quality education. When parents feel they have the power to change and control their circumstances, children tend to do better in school. Their parents are also better equipped to help them. When schools work with families to develop their connections, families become powerful allies of the schools and advocates for public education" (Henderson, 2002).

- Connections to community groups can expand the resources available to schools for both staff and families. "Organized initiatives to build parent and

community leadership to improve low-performing schools are developing...aimed at establishing a power base to hold schools and school districts accountable for low student achievement. They have contributed to changes in policy" (Henderson, 2002).

School Culture and Climate

- School culture was the strongest school-wide policy or practice to influence learning (Wang, Haertel and Walberg, 1997). A school culture that emphasizes excellence leads to high expectations, personal investment by staff and students, and high achievement (Cummins, 1986; Teddlie and Stringfield, 1993).

- School climate, which typically has to do with behavior, is different from school culture, which has to do with values. Recent meta-analyses of many effective schools studies across nations show that school climate has a moderate effect on achievement compared to time-on-task, parent involvement, monitoring performance, and press for achievement (Scheerens and Bosker, 1997).

Facilities, Supplies, and Equipment

- Crucial to establishing learning environments is the ability of children to attend school in decent facilities (U.S. General Accounting Office, 1995).

- One court specifically defined such facilities as those that are "...structurally safe, contain fire safety measures, sufficient exits, an adequate and safe water supply, an adequate sewage disposal system, sufficient and sanitary toilet facilities and plumbing fixtures, adequate storage, adequate light, be in good repair and attractively painted as well as contain acoustics for noise control" (Pauley v Kelley, 1982)."

- The U.S. General Accounting Office (1995) determined that schools also need to have flexible space; facilities for teaching laboratory science (including demonstration and student laboratory stations); safety equipment; appropriate storage space for chemicals and other supplies; a media center/library with multiple, networked computers to access information in outside libraries and information sources; high-quality computers; and the infrastructure, teacher training, and technical support to support communications technology.

Alignment of Standards, Curriculum, and Assessment

- Curriculum aligned with standards, assessments, and accountability increases student achievement (Whitehurst, 2002).

Teacher Quality

- Teachers have a substantial impact on student achievement overall (Whitehurst 2002). Teachers are crucially important in preventing reading difficulty (Snow, 1998) and have a greater effect on influencing student achievement in math than the type of instruction they receive (Maccini and Hughes, 1997).

- Teacher's cognitive ability is the best teacher predictor of student achievement gains, followed by experience and content knowledge. Traditional accreditation and Master's degrees are not good predictors (Whitehurst, 2002).

- Pre-service and in-service training that focuses on specific subject matter and on alignment of curricula with standards and assessment is associated with higher student achievement increase (Whitehurst, 2002).

- Training programs initiated, developed, or funded by federal/state governments and universities are the most effective (Whitehurst, 2002).

- Being selected (positively) for training as a representative of a group increases trainee's learning (Whitehurst, 2002).

- Certain training techniques such as observation, audio/video, feedback, practice, and laboratory experiences are particularly effective (Whitehurst, 2002).

- Teachers' professional development in math should be high-quality, sustained, and systematically designed and deployed to help all students develop mathematical proficiency. Schools should support, as a central part of teachers' work, engagement in sustained efforts to improve their mathematics instruction. This support requires the provision of time and resources (National Research Council, 2001).

- Effective professional development programs for teaching math are those that focus on content rather than format, and have the following features (Ma, 1997):

  o Content is tied to curriculum knowledge of subject matter and/or how students learn a subject;

  o A minimum of 80 contact hours is necessary to effect changes in teachers' instructional behaviors; and

  o A minimum of 160 contact hours is necessary to effect changes in classroom environment.

- Classroom management has the largest effect on student achievement of the variables tested (Marzano, 2003).

- Effective teaching strategies have been identified (Marzano, 2002).

Student Motivation

- Motivation to learn is strongly linked to student achievement. It is a competence stimulated through modeling, communication of expectations, and direct instruction or socialization by significant others such as parents and teachers (Brophy, 1987). Student motivation decreases with age (Lumsden, 1994). Students with high intrinsic motivation, a task orientation, and high self-efficacy are relatively active readers and high achievers (Guthrie, 2000).

- Home, classroom, and school factors contributing to student motivation have been identified, and successful and strategies to enhance those factors have also been identified (Brophy 1986; Lumsden, 1994; Slavin, 1984; Cordova and

Lepper, 1996; Guthrie, 2000; Henderlong and Lepper, 2002; Haehr and Buck, 1993; Maehr and Midgley, 1991). Factors enhancing motivation for reading have been identified (Gutherie, 2000).

Reading

- Children need to begin school with adequate literacy-related knowledge (e.g., concepts of print, phonemic awareness, receptive vocabulary). Early childhood education is a highly effective preventive intervention (Gorey, 2001). Identification of preschool children with special language and literacy needs should be done as early as possible (Snow, 1998). Parent-preschooler reading is related to language growth, emergent literacy, and reading achievement (Bus, 1995).

- Specific reading skills and effective strategies have been defined for mechanics of reading and comprehension skills (Snow, 1998; Stahl, 1986). Strategy decisions for teaching reading to speakers of other languages depend on whether appropriate reading materials are available to teachers and whether there are instruction guides in the Native language (Snow, 1998)

- Children with persistent reading difficulties require supplementary services, ideally from a reading specialist who provides individual or small-group instruction that is coordinated with high-quality instruction from the classroom teacher (Snow, 1998).

- To be effective, schools with large numbers of children at risk for reading difficulties need rich resources — manageable class size and student-teacher ratios, high-quality instructional materials in sufficient quantity, good school libraries, and pleasant physical environments (Snow, 1998).

Mathematics

- Teachers have a greater effect on student achievement in math than the type of instruction the students received (Maccini and Hughes, 1997). Important domains of knowledge for teachers of mathematics include the subject-matter knowledge, their pedagogical knowledge (general and content specific), and their knowledge of children as learners of mathematics (National Research Council, 2000).

- Effective strategies for all grade levels were identified. These included providing teachers and students with student performance data (Baker et al., 2002); using peer tutors (Baker et al., 2002); providing clear, specific feedback to parents on children's mathematics success (Baker et al., 2002); using explicit instruction to teach math concepts (Baker et al., 2002); increasing favorable attitudes towards mathematics (Ma, 1997); using calculators (Ellington, 2003); computer instruction (Levin, 1984; Burns and Bozeman, 1981; Banger-Drowns, 1985; Maccini and Hughes, 1997); providing extra math instruction using out-of-school-time strategies (e.g., after-school, summer, and weekend programs) (Lauer et al., 2003), and small classes (McGiverin, 1989).

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- Effective strategies for teaching elementary school mathematics have been carefully studied and developed (National Research Council, 2005).

- Effective strategies for middle and high school:

- Effective curricula in middle and high school can be either traditional or standards-based (Ma, 1997). (NCLB requires standards-based curricula.)

- Effective instructional practices with learning disabled and emotionally disturbed high school students include direct instruction, computer assisted instruction, and meta-cognitive and cognitive strategies in combination. These include strategy instruction, guidelines for the effective use of manipulatives, and real world applications). Self-monitoring strategies are also effective (Maccini and Gagnon, 2000; Maccini and Hughes, 1997).

Homework

- The relationship between the amount of homework students do and their achievement outcomes is positive and statistically significant (Cooper et al. 2006).

- The amount of homework should increase with grade. A "10 minute rule," which adds 10 minutes of homework for each succeeding grade, seems to be effective. Homework in excess of two hours in high school has no additional benefit (Cooper, 2006).

- Homework has a powerful effect on learning. Timely and specific feedback on homework can improve student achievement. Homework should be tied to current subject matter (Walberg, Paschal, and Weinstein, 1985).

- Schools should develop and communicate a clear homework policy. Establishing, communicating, and adhering to clear policies will increase the likelihood that homework will enhance student achievement (Marzano, Pickering, and Pollock, 2001).

- Older students benefit more from homework than younger students (Cooper et al., 2006).

- The amount and type of homework should vary according to the children's developmental level and home circumstances (Cooper et al., 2006).

Tutoring

- Peer and volunteer tutoring that is well designed has positive effects on academic performance and attitudes for both tutees and student tutors (Cohen, 1991; Baker et al., 2002). Such tutoring averages a 19 percentile point gain. (Kruft, 2005; Hattie, 1992).

- Student tutors who are older and know more than tutees get better results than other tutors (cross-age tutoring). Gains for tutors often are greater than those for tutees (Gartner and Reissman, 1993).

Instructional Time

- 75 percent of the time in a regular school day is not used for learning (Cotton, 1989).

- With the exception of kindergarten, increases in allocated time, such as longer school days and years, are generally not cost-effective (probably because they are not efficient). (Cotton, 1989; Evans and Bechtel, 1997; Naylor, 1995).

- The best approach is more efficient use of currently allocated time. (Cotton, 1989; Aaronson et al., 1999). The National Commission on Time and Learning recommends fewer non-instructional activities and a minimum of 5.5 hours core subject teaching per day (Cotton, 1989).

- Certain techniques and focuses increase the learning efficiency of instructional time: more time-on-task, homework for students above primary grades, and computer assistance (Cotton, 1989).

Culturally Based Education

- Systematic research on the effects of culturally based education on achievement is inconclusive. Culturally based education is an element in a number of experimental programs to improve student performance. The programs increase achievement, but culturally based education is only one element among many in the programs (Tharp et al., 2000). It is not possible to tell which elements affect achievement, or how much each one affects it.

- One well designed experiment shows that a short course in teaching math using traditional means is effective (Lipka and Adams, 2002). However, another study shows no effect on math achievement (Apthorp, 2004).

Though limited, the research suggests that culturally based education does not detract from achievement and may confer other benefits.

Effects of Money on Achievement

The question of whether additional money matters in improving student achievement has been hotly debated for over a decade. Critics of more spending observed that while federal expenditures on education had increased greatly since the 1960s, no commensurate improvements in student achievement occurred. Hanushek (1989) conducted a large meta-analysis and concluded that the relevant research did not show a significant association between increased per-pupil spending and achievement. However, Hedges, Laine, and Greenwald (1994) conducted a critique of Hanushek's method, concluded that his results were mistaken, recalculated the numbers, and reported a significant effect on achievement. Hedges, Laine, and Greenwald adhered more closely to rigorous standards of scientific research than did Hanushek. In addition, Grissmer, Kirby, Barends, and Williamson (1994) conducted a longitudinal analysis of National Assessment of Educational Progress (NAEP) data and concluded that Title I spending contributes to improved achievement for African-Americans in Title I schools.

How Much Support is There from BIA?

<u>Positive Responses</u>: These comments include references to BIA training and workshops, rules, and general support.

They seem to offer some support and some programs. They had some workshops and they made us aware of workshops. They come for compliance issues. (Teacher)

BIA conducted two good special education meetings. BIA provides some good teacher training, and some of the funding comes from BIA. (Teacher)

The school gets a lot of support from BIA. Their strict rules actually support good education. (Parent)

They give us whatever we need. (School Board Member)

<u>Mixed Responses</u>:

Some people have been godsends, others not so helpful. I would like more flexibility in spending to keep up with the public school. The ELO is OK. Technical assistance is very helpful. (Principal)

The BIA provides technical support. The only problems are the red tape and they are very far from the school. (School Board Member)

The BIA has its pros and cons. The Deputy Director OIEP fully supports the school. BIA takes a while to get things done. (School Board Member)

There is no equity. Their intentions are good but the overlay of bureaucracy keeps them from doing good. The support is there. I don't agree with their restrictions on grant schools. (Principal)

BIA is supportive, but there is not enough staff to go around. We need to wait too long for help. They are a great resource for us. (Teacher)

We have to operate by their policies. They are there and there is job security. (Teacher)

<u>Bureaucratic demands</u>:

They are supposed to provide technical assistance, but they have become more regulatory and require a lot of information. There are lots of forms, deadlines. (Principal)

BIA wants way too much paperwork and wants it right away. Some reports are redundant. (Principal)

There's too much paperwork, and the turnaround time is too short. There are too many documents, surveys, and reports. There's too much overlap and duplication of effort. (Principal)

We don't get support. We get initiatives and directives. They are making it hard for rural areas. (Principal)

No support from the BIA except to tell me that we need to make AYP. (Principal)

The BIA interrupts my day so much with their demands, especially the paperwork. They keep me from being the academic leader, which I see as my main role. We never see the BIA in school. (Principal)

They demand from us but don't give support. We never see them. (Teacher)

Financially they don't support the school. They come up with a lot of directions but it is never followed through. (Teacher)

BIA practices imposition versus infusion. For example, why are we failing AYP? Public schools or parochial schools typically are the better than [a Tribe's] schools. (School Board Member)

Absence:

The BIA never comes to our school except when facilities need repairs or at orientation. No other visits. (Principal)

They are never at school. (Teacher)

As to BIA and their support, who are they? We never see them. (Teacher)

Slow Response:

The BIA has been slow to help schools with their projects out here. Their approval or disapproval is a long time coming and holds up projects. (Principal)

I want to meet Ed Parisian. Last year the school got their supplies at the end of the year. (Parent)

There is a disconnect between procurement and needs. There are bureaucratic problems. It takes several months for staffing. They don't work at the school level. It has gotten worse. Background checks are taking months. (Principal)

Rejection:

My preference is that they leave us alone. They don't have the expertise. They are more of a problem than anything else. (Principal)

The BIA is seen by teachers as having a very negative effect on the school. (Teacher)

Other Responses:

We get money, but no real support. We need more teachers, but the BIA won't give them to us. (Teacher)

BIA schools get extra money for making AYP. Grant schools get nothing. (Principal)

They have slacked off. They make rules as they go along. (School Board Member)

BIA had a philosophy of making Native Americans into Anglo prototypes. When that did not work they backed off, so there is not much academic push. They need to do a lot more. (Teacher)

The following tables are from a study of 10 turnaround schools in Virginia. Many of the factors and the findings in the Virginia school study are similar to the factors in this BIA study of Indian schools. See Exhibit C-2 for a list of factors in the Virginia school study.

Exhibit C-1. Conditions Associated with Low-Performance in 10 Virginia Schools

	Berkley Elem	Clarke Elem	Glenwood Elem	Massie Elem	Wissett Elem	Woodville Elem	Addison Middle	Chandler Middle	Bridger Middle	Petersburg Middle
Primary Conditions										
Low Reading Achievement	•	•	•	•	•	•	•	•	•	•
Low Math Achievement	•	•	•		•		•			•
Attendance Problems		•		•					•	
Discipline Problems				•	•	•	•	•	•	
Secondary Conditions										
Personnel Problems	•	•	•	•	•		•	•	•	•
Lack of Focus	•	•	•	•	•			•	•	•
Unaligned Curriculum	•		•		•				•	
Data Deprivation	•	•	•	•	•		•	•	•	
Lack of Teamwork	•	•	•		•			•	•	
Inadequate Infrastructure	•	•	•	•	•					•
Ineffective Scheduling			•	•	•		•	•		•
Dysfunctional Culture	•	•	•	•				•		
Ineffective Interventions	•	•		•	•	•	•	•	•	
Lack of Inclusion					•	•			•	
Lack of Specialists					•			•		•
Low Parent Involvement	•		•	•	•	•		•	•	
Negative Perceptions	•	•	•		•		•	•		
Inadequate Facilities		•		•	•					
Inadequate Materials	•				•					
Central Office Instability			•	•	•	•	•	•	•	

Exhibit C-2. Percentage of Students Achieving Proficiency on 2004 Virginia State Tests

	Berkeley Elem.	Clarke Elem.	Glenwood Elem.	Mason Elem.	Westside Elem.	Woodville Elem.	Addison Middle	Chandler Middle	Pen Gap Middle	Perrymount Middle
State Test Reading Proficiency										
Grade 3	33.7	52.3	60.0	68.3	25.0	66.7	NA	NA	NA	NA
Grade 5	62.7	62.7	44.2	93.9	61.2	72.0	NA	NA	72.5	NA
Grade 8	NA	NA	NA	NA	NA	NA	44.3	56.3	65.9	50.0
State Test Math Proficiency										
Grade 3	66.2	65.6	62.2	91.1	56.2	76.0	NA	NA	NA	NA
Grade 5	42.7	48.5	46.5	89.8	43.7	84.3	NA	NA	72.8	NA
Grade 8	NA	NA	NA	NA	NA	NA	54.9	52.1	80.3	60.6

Exhibit C-3. Pre-Turnaround Conditions in Schools That Did and Did Not Make AYP for 2005–2006 (Based on 2004–2005 SOL Test Results)

Conditions	Made AYP (7 Schools)	Did Not Make AYP (3 Schools)
Low Reading Achievement	7 (100%)	3 (100%)
Low Math Achievement	5 (71%)	2 (67%)
Attendance Problems	1 (14%)	2 (67%)
Discipline Problems	4 (57%)	2 (67%)
Personnel Problems	6 (86%)	3 (100%)
Lack of Focus	5 (71%)	3 (100%)
Unaligned Curriculum	3 (43%)	1 (33%)
Data Deprivation	5 (71%)	3 (100%)
Lack of Teamwork	3 (43%)	3 (100%)
Inadequate Infrastructure	5 (71%)	1 (33%)
Ineffective Scheduling	5 (71%)	1 (33%)
Dysfunctional Culture	3 (43%)	2 (67%)
Ineffective Interventions	5 (71%)	3 (100%)
Lack of Inclusion	2 (29%)	1 (33%)
Lack of Specialists	2 (29%)	1 (33%)
Lack of Parent Involvement	5 (71%)	2 (67%)
Negative Perceptions	4 (57%)	2 (67%)
Inadequate Facilities	2 (29%)	0 (0%)
Central Office Instability	5 (71%)	2 (67%)

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Exhibit C-4. Changes Introduced by Turnaround Specialists in Schools That Did and Did Not Make AYP for 2005–2006

Changes	Made AYP (7 Schools)	Did Not Make AYP (3 Schools)
Reading/literacy is top priority	5 (71%)	1 (33%)
Focus on the "whole" child	3 (43%)	0 (0%)
Principal is highly visible	4 (57%)	1 (33%)
Principal communicates regularly with faculty	6 (86%)	1 (33%)
Principal is highly directive	4 (57%)	1 (33%)
Focus on shared responsibility for student achievement	4 (57%)	0 (0%)
Opportunities for teacher involvement in decision-making	3 (43%)	0 (0%)
Common planning time	3 (43%)	0 (0%)
Regular team and/or grade-level meetings to review and discuss student progress/test data	4 (57%)	1 (33%)
Regular team and/or grade-level meetings to coordinate curriculum/set goals	4 (57%)	1 (33%)
Cross-grade cooperation/planning	3 (43%)	0 (0%)
Staff receive frequent information on student achievement	6 (86%)	0 (0%)
Data-driven planning	5 (71%)	0 (0%)
Regular assessment of student progress by teacher teams	4 (57%)	0 (0%)
Staff development tied to student needs	4 (57%)	0 (0%)
Staff development focus on literacy	3 (43%)	0 (0%)
Reassignment of teachers	4 (57%)	1 (33%)
Continuous re-teaching and remediation	5 (71%)	1 (33%)
Supplemental tutoring	3 (43%)	0 (0%)

Principals' Survey

SSRG sent surveys to 16 school principals and received 14 responses, for a response rate of 88 percent. The principals were asked to provide information on the curriculum, professional development, and finances in their schools. The survey instrument is included below. Exhibit D-1 shows the principals' responses to the questions on curriculum and professional development.

Exhibit D-1. BIA-AYP Study Principals' Survey Social Science Research Group

The SSRG is conducting this survey as part of a research project for BIA to identify approaches and methods to help schools make AYP under the NCLB Act.

This is not an assessment of your school's performance, and the data will not be linked to your school in reporting results.

School Name:

1. How well do the following statements describe your school? (Circle one number for each item)

		Not at all	A little	Somewhat	Very much
a.	The curriculum is aligned with state *standards*.	1	2	3	4
b.	The curriculum is aligned with state *assessments*.	1	2	3	4
c.	Teachers understand how the curriculum is aligned with state standards and assessments.	1	2	3	4
d.	The curriculum exposes students to greater depth in similar subject areas as they progress through the grade levels.	1	2	3	4
e.	The teachers adapt curricular materials to their own teaching styles.	1	2	3	4
f.	Reading and mathematics are integrated with other subjects.	1	2	3	4
g.	Sample test items that simulate the state assessments are available to the teachers.	1	2	3	4
h.	The school provides students with texts and other necessary materials for the courses in which they are enrolled.	1	2	3	4
i.	Funds are provided for teachers to attend professional workshops.	1	2	3	4
j.	Funds are provided for teachers to take courses related to teaching mathematics and reading.	1	2	3	4

2. How much class time is devoted exclusively to *reading* each day?

_____
Minutes

3. How much class time is devoted exclusively to *mathematics* each day?

_____
Minutes

4. In your school's 2004-2005 budget, how adequate to the school's needs were the funds in each of the following categories? (Circle one number for each item)

	Not adequate	Barely adequate	Adequate	More than adequate
a. Base Instructional ISEP	1	2	3	4
b. ISEP Transportation	1	2	3	4
c. Other Fund A Not Title	1	2	3	4
d. Other Fund B Title	1	2	3	4
e. Titles I, II, IV	1	2	3	4
f. Title IV B 21st Century	1	2	3	4
g. Total Special Education	1	2	3	4
h. Title VII	1	2	3	4
i. FACE, Baby FACE	1	2	3	4

5. In 2004-2005, did your school spend more, less, or about the same funds as were budgeted in each of the following categories, or were no funds budgeted in that category? (Circle one number for each item)

	More	Less	About the same	No funds budgeted
a. Base Instructional ISEP	1	2	3	4
b. ISEP Transportation	1	2	3	4
c. Other Fund A Not Title	1	2	3	4
d. Other Fund B Title	1	2	3	4
e. Titles I, II, IV	1	2	3	4
f. Title IV B 21st Century	1	2	3	4
g. Total Special Education	1	2	3	4
h. Title VII	1	2	3	4
i. FACE, Baby FACE	1	2	3	4

6. Are there areas in which additional funds would help boost student achievement, especially in reading and math?(Circle one number)

No   1

Yes   2

a. If yes, how could additional funds best be spent to improve student achievement?

Thank you for your help with this survey.

There was little variation in the responses to the first five questions. The median rating for these items was 4 (very much). Typically, the principals said that the school's curriculum and testing were aligned with state standards; that the teachers understood how they were aligned; that the curriculum exposes students to greater depth in subjects as they progress through grades; and that teachers adapted curricular materials to their own style. Principals also gave median 4 responses to statements that sample test items simulating state assessments were available to the teachers; that the school provided students with necessary texts and materials; and that funds were available for teachers to attend professional workshops. In short, the principals said their schools were doing very well in all these areas.

There was a less positive response to the statement that reading and math were integrated with other subjects and that funds were provided for teachers to take courses to help them teach reading and mathematics. The median response to these statements was 3, or "somewhat."

In comparing the principals' responses by school type (high-performing, low-performing, and Hopi) we expected to see the familiar pattern in which high-performing and Hopi schools are similar to each other and different from low-performing schools. As Exhibit D-2 shows, there were some more interesting differences in the responses by type of school. Differences greater than a half-point (0.5) between school-types are indicated in the exhibit.

Exhibit D-2. Principals' Responses to Statements; by School Type

Statement	School type	N	Mean	.5 difference?
1a. Curriculum aligned with state standards	High-performing	5	3.80	
	Low-performing	3	4.00	No
	Hopi	6	3.83	
1b. Curriculum aligned with state assessments	High-performing	5	3.80	
	Low-performing	3	3.67	No
	Hopi	6	3.67	
1c. Teachers understand the alignment	High-performing	5	3.80	
	Low-performing	3	4.00	No
	Hopi	6	3.67	
1d. Greater depth in subjects through grade levels	High-performing	5	3.8	
	Low-performing	3	3.0	Yes
	Hopi	6	3.8	
1e. Teachers adapt curricular materials to own style	High-performing	5	4.0	
	Low-performing	3	3.0	Yes
	Hopi	6	3.7	
1f. Reading & math integrated with other subjects	High-performing	5	3.5	
	Low-performing	3	2.7	Yes
	Hopi	6	3.2	

Statement	School type	N	Mean	.5 difference?
1g. Sample test items available to teachers	High-performing Low-performing Hopi	5 2 6	4.00 3.50 3.33	Yes
1h. School provides needed texts and materials	High-performing Low-performing Hopi	5 3 6	3.6 3.7 4.0	No
1i. Funds for teachers' professional workshops	High-performing Low-performing Hopi	5 3 6	3.3 3.0 4.0	Yes
1j. Funds for teachers for courses in reading, math	High-performing Low-performing Hopi	5 3 6	2.6 3.0 3.7	No

Principals in high-performing, low-performing, and Hopi schools responded similarly to 5 of the 10 items (i.e., on these items, there was no difference greater than 0.5). However, the expected difference between high-performing and Hopi schools on the one hand and low-performing schools on the other hand was evident in the principals' responses to three statements:

- The curriculum exposes students to greater depth in similar subject areas as they progress through the grade levels;

- The teachers adapt curricular materials to their own style; and

- Reading and mathematics are integrated with other subjects.

In the site visits, we found greater coordination of curricula across grades in the high-performing and Hopi schools than in the low-performing ones, and the former were also more likely to have cross-grade teams of teachers. Additionally, respondents said teachers adapted curricular materials to their own style; the lower incidence of individual adaptation in the low-performing schools may reflect the fact that two of these schools are under new academic leadership that is striving to implement and standardize new curricular programs. The finding that principals in high-performing and Hopi schools are more likely than those in low-performing schools to say that reading and math are integrated with other subjects is interesting. Interviewers did not look for or find this kind of integration, but it is possible that it is a characteristic of higher-performing schools and that it contributes to achievement.

Principals in high-performing schools asserted strongly that sample test items similar to those on state assessments are available to the teachers. One principal gave this item a 5 on the 4-point scale (it was recoded as a 4). Our site visits found that this was indeed a characteristic of high-performing schools, and in our opinion there is little doubt that it contributes to the schools' AYP performance. On two other items — funds for professional workshops for teachers and courses for teachers — the Hopi schools ranked highest.

Exhibit D-3 shows minutes devoted exclusively to reading and math each day, by type of school. The accompanying text is in the section of the study titled Teaching and Learning.

Exhibit D-3. Minutes Devoted Exclusively to Reading and Math Each Day (Means)

Subject	School Type	Mean
Reading	High-performing	86
	Low-performing	90
	Hopi	75
Math	High-performing	70
	Low-performing	55
	Hopi	55

Exhibits D-4 through D-6 concern the schools' finances, which are discussed in the study section on Funding.

Exhibit D-4. Adequacy of Categorical Funds in 2004–2005 Budget to School's Needs

Budget Category	School Type	N	Mean	.5 difference?
a. Base Instructional ISEP	High-performing	5	2.5	
	Low-performing	3	2.0	Yes
	Hopi	6	2.0	
b. ISEP Transportation	High-performing	5	2.5	
	Low-performing	3	1.3	Yes
	Hopi	6	1.0	
c. Other Fund A Not Title	High-performing	4	2.5	
	Low-performing	1	3.0	Yes
	Hopi	3	2.0	
d. Other Fund B Title	High-performing	4	2.5	
	Low-performing	2	2.0	Yes
	Hopi	4	3.0	
e. Titles I, II, IV	High-performing	5	2.6	
	Low-performing	3	2.7	No
	Hopi	5	2.4	
f. Title IV B 21st Century	High-performing	4	2.3	
	Low-performing	2	2.0	No
	Hopi	0	—	
g. Total Special Education	High-performing	5	3.0	
	Low-performing	3	3.0	No
	Hopi	6	2.7	
h. Title VII	High-performing	5	2.6	
	Low-performing	3	1.7	Yes
	Hopi	6	2.2	

Budget Category	School Type	N	Mean	.5 difference?
i. FACE, Baby FACE	High-performing	1	1.0	
	Low-performing	3	2.3	Yes
	Hopi	1	3.0	

Exhibit D-5. Budget Expenditures 2004–2005; by School Type

Budget Category	School Type	N	Mean	Description
a. Base Instructional ISEP	High-performing	5	2.00	
	Low-performing	3	2.67	More
	Hopi	6	2.00	
b. ISEP Transportation	High-performing	5	2.20	Little more
	Low-performing	3	3.00	More
	Hopi	6	2.67	More
c. Other Fund A Not Title	High-performing	4	2.25	Little more
	Low-performing	1	2.00	
	Hopi	1	2.00	
d. Other Fund B Title	High-performing	4	2.00	
	Low-performing	3	1.67	Little less
	Hopi	3	2.67	More
e. Titles I, II, IV	High-performing	5	2.00	
	Low-performing	3	2.33	Little more
	Hopi	5	2.40	Little more
f. Title IV B 21st Century	High-performing	4	2.00	
	Low-performing	1	2.00	
	Hopi	0	—	
g. Total Special Education	High-performing	5	2.00	
	Low-performing	3	2.00	
	Hopi	5	2.40	Little more
h. Title VII	High-performing	5	2.00	
	Low-performing	1	2.00	
	Hopi	5	2.40	Little more
i. FACE, Baby FACE	High-performing	2	1.50	Little less
	Low-performing	3	2.00	
	Hopi	1	2.00	
* More > .5 above 2 (same)				
Less > .5 below 2 (same)				
Little more < .5 above 2 (same)				
Little less < .5 below 2 (same)				

Exhibit D-6. Budgeted Versus Actual Expenditures 2004–2005

In 2004-2005, did your school spend more, less, or about the same funds as were budgeted in each of the following categories?

1 = Less
2 = Same
3 = More

Budget Categories	N	mean	median	min	max	range
a. Base Instructional ISEP	14	2.1	2	1	3	2
b. ISEP Transportation	14	2.6	3	1	3	2
c. Other Fund A Not Title	6	2.2	2	2	3	1
d. Other Fund B Title	10	2.1	2	1	3	2
e. Titles I, II, IV	13	2.2	2	1	3	2
f. Title IV B 21st Century	5	2.0	2	1	3	2
g. Total Special Education	13	2.2	2	1	3	2
h. Title VII	11	2.2	2	1	3	2
i. FACE, Baby FACE	6	1.8	2	1	3	2

Prioritized Recommendations

Unless otherwise noted, the following recommendations apply to all Indian schools.

PRIORITY   EXTERNAL FACTORS IN ACHIEVEMENT

Isolation

1   To address problems of recruiting and retention in isolated schools, BIA should consider starting a college scholarship program to educate teachers and school administrators. Graduates would have to teach in or administer Indian schools in remote areas for a certain period of time — say five years. The program would be limited to, or preference would be given to, Native Americans.

2   To improve recruiting and retention, BIA and Tribal Agencies should provide incentives, such as higher salaries and high-quality housing.

2   To deal with cases of extreme isolation and school failure, BIA should explore the possibility of building boarding schools with attractive campuses, small-unit housing (10–12 students per unit), and a family atmosphere.

3   To improve recruiting and retention, BIA and Tribal Agencies should offer Recreation and Rehabilitation to school personnel in remote areas. The program should include sabbaticals and a program of recreation and exercise for school staff during the school day.

Native Culture

2   For schools areas with disintegrated cultures, BIA and Tribal Agencies should establish programs to provide positive role models for Native children and youth who have identity problems and are prone to join youth gangs.

Community Support

2   BIA and Tribal Agencies should consider developing programs that enable schools to stay open in the evening to provide adult education classes, access to a library and computers, and, for youngsters, tutoring and homework help.

PRIORITY FACTORS IN ACHIEVEMENT

Official Support (from School Board)

Where necessary to reduce debilitating school board politics, Tribal governments should undertake measures such as the following to support Tribal schools:

1   Enact and enforce an ethics ordinance governing the conduct of school board members and other decision-makers in a position to affect the school.

1   Reduce compensation for school board meetings and recruit members motivated by the public interest.

1   Consolidate school boards on a reservation, while keeping the size of the new boards limited.

1   Put in place structures that provide incentives for hiring, retention, and promotion based on qualifications and performance, rather than on personal relations.

Official Support (from BIA)

To improve its support for Indian schools, BIA should:

1   Change BIA staffing and procedures to minimize the paperwork burden on Indian schools and to speed up procurement, personnel, and other official actions. Increase and stabilize staffing for ELOs toward these ends.

1   Increase technical support for schools, in particular, reading and math specialists. Other important areas of necessary expertise include special education regulations, compliance, and understanding of state standards and assessment. Provide services through ELOs or fund schools to support these areas.

PRIORITY FACTORS IN ACHIEVEMENT

Official Support (from BIA) (continued)

2   Visit schools more regularly, listen more carefully, and try to find
         ways to help, when needed. ELOs are in the best position to
         implement this recommendation.

2   Improve communication between schools and the central BIA office.
         For example, establish a third-party recipient to receive email and
         other messages from schools, aggregate the information, and pass it
         along to BIA. Engage a third party to administer a periodic
         stakeholders' survey and to provide feedback to BIA.

Parental Support and Parental Involvement in Children's Education

Schools that need to increase parental support should:

1   Hire a full-time family-involvement coordinator whose primary
         responsibility is to increase parental support for the school and
         involvement in their children's education.

2   Join and actively participate in a national parent-involvement program
         such as ICare or the National Network of Partnership Schools. The
         family involvement coordinator should take the lead in this process.

2   Initiate a variety of activities, such as "Muffins for Moms and Donuts
         for Dads," that involve parents substantively in education issues,
         rather than attracting them just as spectators. Provide refreshment
         and day care.

PRIORITY   ADMINISTRATIVE SCHOOL FACTORS IN ACHIEVEMENT

Administrative Leadership

1   BIA should initiate a carefully constructed, targeted search for principals, combined with advertising that emphasizes the unique qualities of Indian schools and the challenges of administering them.

1   BIA and Tribal Agencies should reconsider the short-term contracts under which principals (and teachers) are currently employed. If there are legal impediments to longer contracts, BIA should seek a change in the legislation and/or hire principals as federal employees.

1   BIA and Tribal Agencies should establish effective legal/contractual protections against arbitrary dismissal. These need not guarantee lifetime tenure, if carefully drawn.

1   BIA and Tribal Agencies should make principals' compensation competitive in the markets from which they are recruited.

1   BIA should establish a summer institute to provide training for principals and other school administrators in the principles of sound management.

1   BIA should develop and publish a school management handbook for principals and other administrators in Indian schools.

1   BIA should put model administrative policies and procedures on its Web site.

1   Principals should encourage teachers, staff, and even students to consult in and participate in decision-making. They should avoid arbitrary, top-down decisions.

1   Principals should be visible and interact informally with teachers, staff, and students, walking the halls, visiting classrooms, and attending school events. They should avoid trying to manage their schools primarily from their offices.

School Culture

1   If a school is poorly administered or not functioning properly, the first priority must be getting administration under control.

1   Once administration is under control, schools should have two closely related priorities:

PRIORITY　　ADMINISTRATIVE SCHOOL FACTORS IN ACHIEVEMENT

School Culture (continued)

- Putting children first: Give top priority to children's education, and align adult interests with that priority. Pay attention to each child as an individual person.

- Pressing for achievement: Focus on academics, especially (in K–8) on reading, language arts, and mathematics.

1　　Ensure that the school's mission, goals, and priorities are thoroughly internalized by faculty, staff, and students and are clear to parents.

School Climate

2　　Schools in search of better communication and working relations among administrators, teachers, and students should consider holding a weekly kickoff assembly on Mondays during which plans for the week are discussed and all parties have a chance to speak.

2　　Many different approaches to school discipline seem to work. The key is establishing clear rules — appropriate to the situation — and enforcing them firmly, fairly, and consistently. Attention to minor infractions will likely help prevent major ones from developing. Within this framework, schools can take steps such as the following to improve discipline:

- Form a discipline committee to establish or refine rules and deal with infractions.

- Implement a designed discipline system such as Best Behavior

- Control access to the school and monitor halls.

- Use in-school suspension for minor infractions.

- Implement a computerized discipline tracking system.

- Report regularly to parents on behavior.

- Reward good behavior.

- If discipline is a serious problem, consider hiring one or more youth workers who can combine enforcement with empathy.

- Develop and use alternative schools for students who cannot be reconciled with regular school rules.

PRIORITY ADMINISTRATIVE SCHOOL FACTORS IN ACHIEVEMENT

Facilities, Supplies, and Equipment

1	BIA and Tribal Agencies should ensure that schools and their teachers have up-to-date texts and related materials for all students on the first day of school each year.
1	BIA and Tribal Agencies should purchase curricular text series aligned with state standards and tests and coordinated across grades. Purchase the premium packages, not just the basic ones.
2	BIA and Tribal Agencies should ensure that schools have sufficient numbers of high-speed copiers and access to timely repair service.

PRIORITY ACADEMIC SCHOOL FACTORS IN ACHIEVEMENT

Academic Leadership

1   BIA, Tribal Agencies, and principals should make every effort to ensure that each school has strong academic leadership. Such leadership may be provided by the principal, selected teachers, or a combination of both.

1   Academic leaders should lead the alignment and coordination of curricula; assure that attention is given to the details of the process; monitor implementation; and emphasize consistency in implementing programs and practices to improve academics.

Standards, Curriculum, and Assessment

1   Schools should take the time to align curriculum, standards, and assessment carefully and in detail and regularly monitor its implementation.

1   Schools should develop detailed curriculum maps.

1   Schools should consider using grade-level and/or cross-grade teams of teachers as one method of accomplishing alignment and mapping.

BIA, Tribal Agencies, and school administrators should ensure that all schools have:

1   An active diagnostic testing program giving immediate feedback to teachers, administrators and students. Testing and feedback — other than AYP tests — should occur several times a year.

1   Access to quality software linked to their AYP tests, similar to Michigan's *Study Island*. If other states or commercial vendors do not have such software, BIA and Tribal Agencies should explore how applicable *Study Island* would be in other states.

2   A computerized system that teachers and administrators can use in aligning curriculum, standards, and testing; developing curriculum maps; and tracking student test performance.

PRIORITY ACADEMIC SCHOOL FACTORS IN ACHIEVEMENT

Teachers

1   Principals should proactively support teachers through actions such as:

  - Provide texts and other materials in a timely fashion;

  - Provide high-quality mentoring, coaching, and training opportunities; and

  - Support them in student disciplinary actions, insofar as is reasonable.

2   BIA and Tribal Agencies should explore the possibility of offering longer-term contracts to teachers, especially in schools that have difficulty recruiting and retaining them. The contracts should provide for an initial trial period.

Teaching and Learning

1   Schools struggling to achieve AYP and failing the state math tests should devote more time exclusively to mathematics. A good benchmark is the 70 minutes per day that high-performing schools spend on the subject. During part of this time, students should be using interactive software designed to improve achievement in mathematics.

1   Principals should provide training and mentoring in classroom management, especially in ways to include all students in classroom activities.

2   Principals should provide the opportunity and resources necessary to enable teachers to observe master teachers in action.

Students

1   To remedy poor preparation for academics among students entering kindergarten, BIA and Tribal Agencies should consider establishing intense preschool programs focusing on language development (vocabulary, concepts, grammar, and syntax) and family literacy programs.

Students (continued)

2   Schools should consider working pro-actively with local pre-school
     programs to improve children's academic readiness, especially in
     language development.

3   To increase student interest and motivation after 3rd grade, BIA and
     Tribal Agencies should work with high-performing schools to create
     workshops, materials, and opportunities for observation for teachers
     and administrators. This would include information about specific
     activities or "motivators" and how to create a "motivational culture"
     throughout the school.

Homework and Tutoring

1   Schools should have a detailed homework policy, monitor the results,
     and make adjustments as necessary. As part of the policy, teachers
     should review all homework and provide feedback to students.
     Homework should increase about 10 minutes per grade.

1   BIA and Tribal Agencies should support after-school study halls in
     which students can do homework and get expert tutoring, as needed.
     Provide an afternoon snack and transportation home.

2   BIA and Tribal Agencies should establish homework hotlines in which
     volunteers such as retired teachers help students with homework
     problems, when requested. Many school systems use such hotlines, and
     there are Web sites for homework hotlines.

2   Schools should consider developing cross-age peer tutoring programs.

Educational Technology

     BIA and Tribal Agencies should ensure that:

1   Schools have up-to-date computer equipment and peripherals
     (including projectors for laptops) that can support current learning,
     administration, and record-keeping.

1   Schools have interactive reading and math software (such as
     Accelerated Reading and Math, and STAR reading and math packages)
     and that they work diligently to use them regularly and in the
     intended manner.

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Educational Technology (continued)

2   Each school has a certified LAN administrator and a qualified full-time computer teacher.

2   Training is provided to enable all teachers and administrators to use teaching and administrative software, as well as being able to use standard office suite packages such as Word, PowerPoint, and Excel.

PRINCIPAL
Questions for Site Visits BIA/AYP Study

The Bureau of Indian Affairs has asked TMS and SSRG to find ways to help Indian schools make Adequate Yearly Progress (AYP), as required by the No Child Left Behind Act. We are interested in finding out about programs, approaches, and practices that help schools meet this goal.

This is not an evaluation of your school. In the report to BIA, the information collected in this study will not be attributed to a particular school or respondent. It will be used to help BIA develop policies and practices to help schools achieve AYP.

School: _____

Respondent:: _____

Interviewer: _____

Date: _____

A. Community Context

A1. How much support (especially for academic achievement) does the school receive from the local community? Rating _____

A2. What kind of support?

A3. Examples?

A4. *Does the community raise funds for the school? Hold events?*

A5. *Have there been changes in school-community interactions over last two to three years?*

A6. How much support is there from:

     a. The school board? Rating _____

     b. Tribal Council?   Rating _____

     c. Tribal governor?   Rating _____

     d. Elders?   Rating _____

     e. BIA?   Rating _____

A7. Overall: What is going well with community (Tribal) support? What could be improved?

B. Family

B1. In general, how supportive of student academic achievement (esp. reading, math) are the parents and families? Rating _____

B2. How involved are they in their children's education? Rating _____

B3. How involved are they in school activities? Rating _____

B4. How (well) does school communicate with parents? Rating _____

B5. *Does the school have:*

     a. *Newsletters?*

     b. *Web site?*

     c. *Phone trees during bad weather?*

B6. *Is the parent list up-to-date?*

B7. How well does this communication support achievement? Rating _____

B8. Does school have a parents' organization?

     a. How active? Rating _____

     b. *Does it sponsor events?*

     c. *Raise funds?*

B9. How much do parents help with homework? Rating _____

B10. *How much do they read to their children? Rating _____*

B11. *Does school have a homework policy? How measured?*

B12. *How effective? Rating _____*

B13. *What proportion of parents come to school on Report Card Pickup days?*

B14. *How often do they participate in other school events? Rating ____*

B15. *How active is parental attendance at school board or relevant council meetings? Rating ____*

B16. Other than report cards, what feedback do parents get on their children's performance and behavior at school?

B17. Overall: What is going well with parental support? What could be improved?

D. School Culture

D1. What is the school's mission? What are its priorities and goals?

D5. Does the school participate in any national programs such as Success for All or Direct Instruction?

E. Principal

E1. How long have you been principal at this school?

E2. *How long have you been a school administrator? Were you a teacher before that?*

E3. How much turnover has there been for principals at the school?

E4. Cause of turnover, if it's high?

E7. Is there an academic leadership team in the school?

    a. How effective is it in improving academic achievement? Rating ____

    b. How would you describe your relation with the leadership team?

E8. What role do you play in identifying and coordinating curriculum?

E12. How would you describe your relations with the teachers?

E13. *To what extent and in what ways do these relations support academic achievement?*

E14. *Are you able to provide the teachers with the resources they need to do the job?*

E15. *How many teachers have you (or a member of the management team) evaluated in the past year?*

E16. *How many evaluations were based on classroom visits?*

E17. *How many teachers were graded excellent, fair, poor, etc.?*

F. Standards, Curriculum, Testing

F1. To what extent are the school's curriculum and testing aligned with the No Child Left Behind performance standards? Rating ____

F2. To what extent are the curricula and textbooks coordinated across classes? Rating ____

F3. Across grades? Rating ____

F4. Who creates the curriculum?

F5. Who ensures it is aligned from year-to-year and from classroom to classroom?

F6. To what extent has alignment improved academic achievement? Rating ____

Examples:

F7. *Do children receive instruction in grammar and sentence structure?*

F8. How often are standardized student tests (other than the annual AYP assessment) administered?

F9. How are the test scores used by the school?

F10. What kind of test feedback is given to students and parents?

F11. What assessment is used to assess Adequate Yearly Progress?

State test? Tribal test? BIA test? Other?

F12. How rigorous is it? Rating ____

F13. Has this assessment changed since 2002?

F14. Has its cut-point for proficiency changed?

F15. Overall: What is going well with the alignment of Standards, Curriculum, and Assessment? What could be improved?

G. Teachers

G1. What proportion of the teachers are local (have family in local community)?

G2. What proportion are Native American?

G3. What is the average teacher tenure in this school?

G4. How easy is it to recruit and retain good teachers? Rating ____

G5. How much turnover is there among teachers? Rating ____

G6. Are there routine exit interviews for teachers who leave?

G7. What are reasons for leaving?

G8. Was the school fully staffed with teachers on the first day of school?

G9. On average, how would you rate the knowledge and skills of the teachers? Rating ____

G10. How experienced are they?

G11. What proportion meet NCLB standards as "highly qualified?"

G12. In general, how committed are the teachers to their work? Rating ____

G13. How would you evaluate teacher morale? Rating ____

G14. How much and what kind of professional development do teachers get?

G15, Is there any formal recognition of teacher excellence?

G16. Overall: What is going well with the teachers at this school? What could be improved?

H. Students

H1. How well-prepared to learn are the students when they enter school? Rating ____

    a. How would you rate the following programs in preparing children for school :

        i. FACE/Baby FACE Rating ____

        ii. Pre-school Rating ____

        iii. Kindergarten Rating ____

H3. Are assessments of kindergarten readiness done?

H4.   What proportion of kindergarten students have attended early childhood programs?

H5.   What proportion 1st graders have attended early kindergarten programs?

H6.   In general, how interested are the students in learning? Rating _____

H7.   How well motivated are the students?

H8.   How good is the students' health? Rating _____

H9.   How good is the medical care they receive? Rating _____

H10. What is the availability and affordability of medical care?

H11. *Are the students getting enough food, at home, at school?*

H12. *Do students who need eyeglasses have them?*

H13. Are there student needs or circumstances outside of school that inhibit learning? If so, what could be done to improve the situation?

I.   Teaching and Learning

I1.   Does the school have a predominant approach to teaching reading (math) or do the approaches vary with the individual teacher?

I2.   What approach or approaches are used? (Direct instruction? Discovery learning?)

I3.   Is instruction monitored and tracked for consistency across teachers on a regular basis? If so, how?

I4.   Have there been changes in teaching in the last two to three years that have affected student achievement? If so, what are they?

I5.   Is there a teacher mentoring program?

   a. How long in place?

   b. How effective? Rating _____

I6.   *What requirements are placed on teachers who don't perform well?*

I8.   Overall: What is going well with teaching and learning at this school? What could be improved?

J.   School Climate

J5.   How much is discipline a problem at the school? Rating _____

J6.   How many suspensions, expulsions?

J7.   Is there in-school suspension?

J8.   *What is the policy for serious problems, incidents? Are police ever notified? Any arrests?*

J9.   In general, how good are the relations between:

   a. Teachers and students Rating _____

J10. Overall: What is going well with the school climate? What could be improved?

K. Use of Time in School

K1. What proportion of your time is devoted:

    a. To educational leadership?

    b. To the routine administration of business?

    c. To disciplinary issues?

K2. Is there adequate time for educational leadership?

K5. Are adequate support staff available in the school (specialists, aides, counselors, nurses, etc.)?

K6. To what extent are absenteeism and tardiness problems in the school? Rating _____

K7. If there are problems, how are they being addressed? Does the school contact parents immediately if a student is absent?

K10. Does the school have:

    a. Extended school days?

    b. Extended school year?

    c. Summer classes?

    d. After-school activities to boost achievement?

K11. If so, how tightly focused is this extra time on reading and math?

K12. How effective in improving achievement? Rating _____

K13. Overall: What is going well with the use of time in school? What could be improved?

L. Tutoring

L1. Are tutoring services available for students who need them?

L2. If so, are the tutors:

    a. Professionals?

    b. Volunteers?

    c. Other students (peer tutoring)?

L3. Is there any <u>cross-age</u> peer tutoring?

L4. Overall: How effective is the tutoring? Rating _____

L5. What could be improved?

M. Technology

M1. What proportion of the teachers are computer- (and internet-) literate?

M2. How well is the school equipped with computers and learning software? Rating _____

M3. How many classrooms have working computers? (All, Most, Some, Few, None)

M4. What condition are the computers in?

M5. Is there interactive software for reading and math instruction?

    a. If so, do the software packages provide students with feedback on their performance?

    b. How extensive is student use of interactive software in reading? Rating _____

    c. How extensive is student use of interactive software in math? Rating _____

M6. How effective is the reading and math software students use? Rating _____

M7. *Does the school have administrative software to track student attendance, grades, etc.?*

M8. *About how many students have access to the Internet? How many use it?*

M9. Overall: How effective is the school's technology in contributing to student achievement? What could be improved?

N. Native Culture and Language

N1. To what extent are the school's values, goals, and methods congruent with local native culture? Rating _____

N2. To what extent does the Tribal culture support academic achievement in elementary/secondary education? Rating _____

N3. To what extent does the Tribal culture support college attendance? Rating _____

N4. What proportion of school staff speak the local native language?

N5. What language do the students typically speak at home?

N6. How fluent in English are they when they enter kindergarten? 1st grade?

N7. In cases where English is the second language, how is it taught at school? Is immersion the main approach? Bilingualism?

N8. If bilingualism is the main approach, how is it structured?

    a. What grades?

    b. What times of day?

    c. Breakout classes?

N11. Overall: What is going well with cultural congruence? With English learning? What could be improved?

O. School Finances

O1. How adequate are the school's finances to support student achievement? Rating _____

O2. What percentage of funds is budgeted for instruction?

O3. Hypothetical: If the school's budget were increased 10 percent, how could the money best be spent to improve student achievement?

P. Plans for Improvement

P1. Does the school use the Program Improvement and Accountability Plan (PIAP) as a guiding document?

P2. How often is it reviewed with staff?

P3. Does the school use the Comprehensive School Reform Plan (CSRP) as a guiding document?

P4. How often is it reviewed with staff?

Q. Other Considerations related to improving student academic achievement, especially in reading and math.

TEACHER

Questions for Site Visits
BIA/AYP Study

The Bureau of Indian Affairs has asked TMS and SSRG to find ways to help Indian schools make Adequate Yearly Progress, as required by the No Child Left Behind Act. We are interested in finding out about programs, approaches, and practices that help schools meet this goal.

This is not an evaluation of your school. In the report to BIA, the information collected in this study will not be attributed to a particular school or respondent. It will be used to help BIA develop policies and practices to help schools achieve AYP.

School: _____

Respondent::   _____

Interviewer: _____

Date: _____

A. Community Context

A1. How much support (especially for academic achievement) does the school receive from the local community? Rating _____

A2. What kind of support?

A3. Examples?

A4. *Does the community raise funds for the school? Hold events?*

A5. *Have there been changes in school-community interactions over last two to three years?*

A6. How much support is there from: *1 teacher*

    a. The school board?   Rating _____

    b. Tribal Council?   Rating _____

    c. Tribal governor?   Rating _____

    d. Elders?   Rating _____

    e. BIA?   Rating _____

A7. Overall: What is going well with community (Tribal) support? What could be improved?

B. Family

B1. In general, how supportive of student academic achievement (esp. reading, math) are the parents and families? Rating _____

B2. How involved are they in their children's education? Rating _____

B3. How involved are they in school activities? Rating _____

B4. How (well) does school communicate with parents? Rating _____

B5. *Does the school have:*

    a. *Newsletter?*

    b. *Web site?*

    c. *Phone trees during bad weather?*

B6. *Is parent list up-to-date?*

B7. How well does this communication support achievement? Rating _____

B8. Does school have a parents' organization?

    a. How active? Rating _____

    b. *Does it sponsor events?*

    c. *Raise funds?*

B9. How much do parents help with homework? Rating _____

B10. How much do they read to their children? Rating _____

B11. *Does school have a homework policy? How measured?*

B12. *How effective? Rating _____*

B13. *What proportion of parents come to school on Report Card Pickup days?*

B14. *How often to they participate in other school events? Rating _____*

B16. Other than report cards, what feedback do parents get on their children's performance and behavior at school?

B17. Overall: What is going well with parental support? What could be improved?

C.   Supplies and Equipment

C2. Is every student in a regular classroom?

C3. How adequate is the supply of books, classroom supplies, and other educational materials? Rating _____

C4. Do all children have all the necessary textbooks for their classes on the first day of school?

C5. *If not, why? Procurement and delivery problems?*

C6. What is the policy for taking textbooks home?

C7. To what degree are textbooks aligned with state standards?

C8. Do teachers have teacher editions of their textbooks?

C9. *How adequate is the availability of equipment, such as copiers, projectors, screens, posters, etc.? Rating _____*

C10. Overall: How adequate are the supplies, and equipment? What could be improved?

D.   School Culture

D1. *What is the school's mission? What are its priorities and goals?*

    a.   What is the school's top priority?

D5. Does the school participate in any national programs such as Success for All or Direct Instruction?

    a.   If so, how effective is it? Rating _____

E.   Principal

E5. How would you describe the principal's leadership?

E6. How strong is his/her *academic* leadership? Rating _____

E7. Is there an academic leadership team in the school?

    a.   If so, how effective is it in improving achievement? Rating _____

    b.   How would you describe the relation between the principal and the team?

E8. What role does principal play in identifying and coordinating curriculum?

E9. Does principal walk through classrooms to ensure alignment of instruction with lesson plans and curriculum standards?

E12. How would you describe the relations between the principal and the teachers?

E13. *To what extent and in what ways do these relations support academic achievement, or not?*

E14. Does the principal make sure that the teachers have the resources they need to do the job?

E16. *To what extent are the principal's evaluations based on classroom visits? Rating* _____

E18. *Do teachers have a chance to assess the principal's work in evaluations?*

E19. Overall: What is going well with the principal's administration? What could be improved?

F. Standards, Curriculum, Testing

F1. To what extent are the school's curriculum and testing aligned with the No Child Left Behind performance standards? Rating _____

F2. To what extent are the curricula and textbooks coordinated across classes? Rating _____

F3. Across grades? Rating _____

F4. *Who creates the curriculum?*

F5. Who ensures it is aligned from year-to-year and from classroom to classroom?

F6. To what extent has alignment improved academic achievement? Rating _____
Examples:

F7. Do children receive instruction in grammar and sentence structure?

F8. How often are standardized student tests (other than the annual AYP assessment) administered?

F9. *How are the test scores used by the school?*

F10. What kind of test feedback is given to students and parents?

F11. *What assessment is used to assess Adequate Yearly Progress?*
State test? Tribal test? BIA test? Other?

F12. *How rigorous is it? Rating* _____

F15. Overall: What is going well with the alignment of Standards, Curriculum, and Assessment? What could be improved?

G. Teachers

G5. How much turnover is there among teachers? Rating _____

G6. *Are there routine exit interviews for teachers who leave?*

G7. What are reasons for leaving?

G8. *Was the school fully staffed with teachers on the first day of school?*

G14. *How much and what kind of professional development do teachers get?*

G15. *Is there any formal recognition of teacher excellence?*

G16. Overall: What is going well with teaching at this school? What could be improved?

H. Students

H1. How well-prepared to learn are the students when they enter school? Rating ___

    a. How would you rate the following programs in preparing children for

        i. FACE/Baby FACE Rating _____

      ii. Pre-school Rating _____

      iii. Kindergarten Rating _____

H2. What kind of skills do they bring with them?

H3. Are assessments of kindergarten readiness done?

H4. What proportion of kindergarten students have attended early childhood programs?

H5. What proportion 1st graders have attended early kindergarten programs?

H6. How interested are the students in learning? Rating _____

H7. How well motivated are the students?

H8. How good is the students' health? Rating _____

H9. How good is the medical care they receive? Rating _____

H10. What is the availability and affordability of medical care.

H11. Are the students getting enough food, at home, at school?

H12. Do students who need eyeglasses have them?

H13. Are there student needs or circumstances outside of school that inhibit learning? If so, what could be done to improve the situation?

I. Teaching and Learning

I1. Does the school have a predominant approach to teaching reading (math) or do the approaches vary with the individual teacher?

I2. What approach or approaches are used? (Direct instruction? Discovery learning? ...)

    a. For reading (Phonic, phonemics, comprehension....)

    b. For mathematics

I3. Is instruction monitored and tracked for consistency across classes on a regular basis? If so, how?

I4. Have there been changes in teaching in the last two to three years that have affected student achievement? If so, what are they?

I5. Is there a teacher mentoring program? How long in place? How effective?

17. How engaged are the students in time-on-task learning activities?

I8. Overall: What is going well with teaching and learning at this school? What could be improved?

J. School Climate

J1. How would you describe the climate of the school?

J2. How positive is the school climate? Rating _____

J3. How supportive of academic achievement? Rating _____

J5. How much is discipline a problem? Rating _____

J9. In general, how good are the relations between:

    a. Teachers and students Rating _____

    b. Teachers and principal Rating _____

    c. Students and principal Rating _____

J10. Overall: What is going well with the school climate? What could be improved?

K. Use of Time in School

K1. What proportion of the principal's time is devoted

    a. To educational leadership?

K3. What proportion of teachers' time is spent:

    a. Non-classroom duties such as cafeteria, bus, and other duties?

    b. Discipline problems?

    c. Meetings that support education?

K4. Do teachers have adequate time to prepare for classes?

K5. Are adequate support staff available (specialists, aides, counselors, nurses, etc.)?

K6. Students (Principal, teachers): To what extent are absenteeism and tardiness problems in the school? Rating _____

K7. If there are problems, how are they being addressed? Does the school contact parents immediately if a student is absent?

K9. How often does the average classroom get interrupted during a day? Intercoms, unexpected visitors, other staff, students, etc. ? Interruption rating _____

K10. Does the school have additional schooling time for students?

    a. Extended school days?

    b. Extended school year?

    c. Summer classes?

    d. After-school activities to boost achievement?

K11. If so, how tightly focused is this extra time on reading and math?

K12. How effective is it in improving achievement? Rating _____

K13. Overall: What is going well with the use of time in school? What could be improved?

L. Tutoring

L1. Are tutoring services available for students who need them?

L2. If so, are the tutors:

    a. Professionals?

    b. Volunteers?

    c. Other students (peer tutoring)?

L3. Is there any <u>cross-age</u> peer tutoring?

L4. Overall: How effective is the tutoring? Rating _____

L5. What could be improved?

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M. Technology

M1. What proportion of the teachers know how to use computers and the internet?

M2. How well is the school equipped with computers and learning software? Rating _____

M3. *How many classrooms have working computers? (All, Most, Some, Few, None)*

M4. *What condition are the computers in?*

M5. Is there <u>interactive</u> software for reading and math instruction?

    a. If so, do the software packages provide students with feedback on their performance?

    b. How extensive is student use of interactive software in reading? Rating _____

    c. How extensive is student use of interactive software in math? Rating _____

M6. How *effective* is the reading and math software students use? Ratings _____

M8. About how many students have access to the Internet? How many use it?

M9. Overall: How effective is the school's technology in contributing to academic achievement? What could be improved?

N. Native Culture and Language

N1. To what extent are the school's values, goals, and methods congruent with local native culture? Rating _____

N2. To what extent does the Tribal culture support academic achievement in elementary/secondary education? Rating _____

N3. To what extent does the Tribal culture support college attendance? Rating _____

N4. *What proportion of school staff speak the local native language?*

N5. *What language do the students typically speak at home?*

N6. *How fluent in English are they when they enter kindergarten? 1st grade?*

N7. *In cases where English is the second language, how is it taught at school? Is immersion the main approach? Bilingualism?*

N8. If bilingualism is the main approach, how is it structured?

    a. What grades?

    b. What times of day?

    c. Breakout classes?

N10. *To what extent and in what ways are native culture and/or language incorporated in teaching and learning? Rating _____*

N11. Overall: What is going well with cultural congruence? With English learning? What could be improved?

O. School finances

O1. How adequate are the school's finances to support student achievement? Rating _____

O3. Hypothetical: If the school's budget were increased 10 percent, how could the money best be spent to improve student achievement?

Q. Other Considerations related to improving student academic achievement, especially in reading and math.

*Exhibit G-1. Per-Pupil Expenditures for Indian Schools in Study**

SCHOOL	Funds	Students	Per-pupil $	Median Per-pupil $
HIGH-PERFORMING				
Bahweting Anishnabe School	$4,450,880	328	$13,570	
Chitimacha Day School	$1,358,243	72	$18,864	
Crow Creek Reservation High School	$5,802,594	423	$13,718	
Kearns Canyon Elementary School	$1,102,869	62	$17,788	
Red Rock Day School	$2,674,528	210	$12,736	$13,718
LOW-PERFORMING				
Havasupai School	$1,354,596	83	$16,320	
Nenahnezad Boarding School	$3,009,959	233	$12,918	
Porcupine Day School	$3,696,733	206	$17,945	
Pueblo Pintado Community School	$3,411,936	299	$11,411	
Tonalea Day School	$3,035,656	246	$12,340	$12,918
HOPI AGENCY SCHOOL				
First Mesa Elementary School	$2,759,023	224	$12,317	
Hopi Day School	$1,988,451	148	$13,435	
Hopi Junior-Senior High School	$9,898,435	754	$13,128	
Hotevilla Bacavi Community School	$2,041,142	163	$12,522	
Moencopi Day School	$2,159,250	151	$14,300	
Second Mesa Day School	$2,089,255	173	$12,077	$12,825
Total	$50,833,550			
Median per-pupil expenditure				$13,282

Note 1: Numbers reflect school year 2004–2005. Federal funds for FY 2004 and FY 2005 were extracted from BIA's federal finance system.

Note 2: The ISEP counts for school year 2004–2005 were used to designate the number of students for each school.

Note 3: Bahweting and Chitimacha receive state or Tribal money in addition to federal funds. Bahweting state funds are from the June 30, 2005 BIA audit report regarding general revenues for the school. Chitimacha Tribal funds include Tribal contribution data provided by the Chitimacha Tribal Office, May 18, 2006. Non-federal funding data was self-reported by the two schools; no other schools reported for this survey.

Note 4: Residential costs (comprised of: student transportation, Title, weighted student unit, and facilities/operations/maintenance costs) are excluded from the following schools: Pueblo Pintado Community School, Crow Creek Reservation High School, and Nenahnezad Boarding School.

Exhibit G-2

Per-Pupil Expenditures in 100% Title I Districts -- 2003 By Percentile

Percentiles	Per-pupil Expenditures
1	$4,246
5	$5,315
10	$5,816
25	$6,746
50	$8,116
75	$10,429
90	$13,395
95	$15,737
99	$23,486

Glossary of Terms

Accelerated Math	Accelerated Math is a progress-monitoring software that manages and monitors mathematics skills practice, from 1st grade math through calculus. Accelerated Math automatically prints customized practice assignments and tests for each student, scores student's work, and reports the results immediately. It keeps track of all student work and gives the teacher diagnostic information by printing individual and class reports.
Accelerated Reading	The *Accelerated Reading Program* by Renaissance Reading Learning, Inc., is a computerized information system designed to motivate students, increase literature-based reading practice, and provide teachers with detailed and objective instructional data. http://clerccenter.gallaudet.edu/Literacy/AR/index.html
ADA	Average Daily Attendance. The aggregate attendance of a school day reporting period divided by the number of days school is in session during this period
Alert	The school has missed AYP for one year. http://www.eed.state.ak.us/nclb/pdf/FY06_ses_per_pupil_amounts.pdf
AYP	Adequate Yearly Progress – An individual state's measure of yearly progress toward achieving state academic standards. "Adequate Yearly Progress" is the minimum level of improvement that states, school districts, and schools must achieve each year. http://www.ed.gov/nclb/index/az/glossary.html
Best Behavior	BEST (Sprague et al., 1999) provides a standardized training program aimed at improving school and classroom discipline in schools. http://www.pent.ca.gov/05PosEnvInt/bSchool/BESTpracticesstaffdev-Sprague.pdf
BIA	The Bureau of Indian Affairs.
Caught Being Good Program	A discipline model that provides students with opportunities to learn self-discipline through a system of consistent rewards and consequences for their behavior. http://www.sgusd.org/washington/about_the_school/sarc_2001-02.html
Corrective action	The school has missed AYP four consecutive years. http://www.eed.state.ak.us/nclb/pdf/FY06_ses_per_pupil_amounts.pdf

COW	Computers on Wheels. A classroom set of laptops that can be wheeled from one classroom to another.
Deep Math	A computer program designed to support higher math skills. http://www.deepmath.com/program.html
DIBELS	Dynamic Indicators of Basic Early Learning Skills
ELO	Education Line Office.
Everyday Math	*Everyday Mathematics* is a comprehensive pre-kindergarten through 6th grade mathematics curriculum developed by the University of Chicago School Mathematics Project, and published by Wright GroupMcGraw-Hill http://www.wrightgroup.com/index.php/programlanding?isbn=L000000004
FACE and Baby FACE	The Family And Child Education (FACE) program was initiated in 1990 by BIA/OIEP. OIEP wanted to develop an integrated model for a Tribal early childhood parental involvement program. The FACE program targets birth to age five children and their families and children in grades K–3. http://www.famlit.org/FAQ/Programs/face.cfm
	The Baby FACE initiative is a home-based teaching component aimed at children from birth to age three and their parents, Baby FACE was jointly created by the OIEP and the BIA in 2003. http://www.doi.gov/pfm/par2003/par03_mda_goal5.pdf
GPRA	The Government Performance and Results Act of 1993.
Head Start	Comprehensive child development, family-focused program with the overall goal of increasing the social competence of young children in low-income families. http://www.acf.hhs.gov/programs/hsbl
Highly Qualified Teacher	To be deemed highly qualified, teachers must have: 1) a bachelor's degree, 2) full state certification or licensure, and 3) prove that they know each subject they teach. www.ed.gov/nclb/methods/teachers/hqtflexibility.html
ICare	Parental involvement curriculum that provides learning activities for parents and children. http://www.icarenow.com/
IHS	Indian Health Services.
Indian School	Any school funded by the Bureau of Indian Affairs.
ISEP	Indian School Equalization Program

JumpStart	JumpStart recruits and trains achievement-oriented college students and adults to deliver an early education program via yearlong one-to-one relationships with preschool children. http://www.jstart.org/index.php?src=gendocsandlink=The%20Jumpstart%20Programandcategory=Our%20Story
LAN	Local Area Network
MAP	Measures of Academic Progress
Median	A median represents the value of the middle case in array in which all cases are ranked from high to low on a given variable.
"Muffins for Moms/ Donuts for Dads"	An event designed in increase parent involvement. Parents are invited to have breakfast at school with their child.
National Network of Partnership Schools	Established by Johns Hopkins University researchers, NNPS brings together researchers, educators, parents, students, community members, and others to enable all elementary, middle, and high schools develop and maintain effective programs of partnership. http://www.csos.jhu.edu/P2000/
NCES	National Center for Education Statistics
NCLB	No Child Left Behind
OIEP	Office of Indian Education Programs in the Bureau of Indian Affairs in the U.S. Department of the Interior.
Partners in Learning	Under Partners in Learning, Microsoft is partnering with Government, Ministries of Education, and other key stakeholders to offer a spectrum of education resources — tools, programs, and practices — to empower students and teachers to realize their full potential. The fundamental premise of this vision is that technology in education can be a powerful catalyst to promote learning and that education changes lives, families, communities, and ultimately nations. http://www.microsoft.com/education/PartnersinLearning.mspx
PTO	Parent Teachers Organization
Restructuring	Title I schools not making AYP for six years in a row must follow one of the following restructuring options: reopen as a charter school; replace all or most of relevant school staff; contract with outside entity to operate school; state takeover, or any other major restructuring of school's governance that makes fundamental reform. http://www.misd.net/nclb/glossary.htm

Schools in need of improvement	Schools that do not meet the minimum level of performance and do not make adequate yearly progress for two consecutive years. http://www.hssd.k12.sd.us/NCLB/glossary.htm
SET Team	Student Excellence Team. An academic leadership team in Indian Schools.
STAR Reading Program	This software/Internet resource provides assessment in English-Language Arts specifically in the area of instructional reading levels relative to national norms for 1st through 4th grade students who are at grade level, below grade level, advanced, or English Language Development, in a large group situation. http://www.clrn.org/search/details.cfm?elrid=5169
Surprise Fridays	Fun and games that are run by an Indian school as incentives for good behavior.
Teach for America	National teacher recruitment program which seeks to attract college graduates to the classroom. http://www.teachforamerica.org
Tribal Agency	An education agency operated by an Indian Tribe that operates in one or more Indian schools.
VTSP	Virginia Turnaround Specialist Program

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