

# American Indian Education in Minnesota: Analytic Review of Key State and National Documents

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## Abstract

The Midwest Comprehensive Center (MWCC), at the request of the Minnesota Department of Education Office of Indian Education, conducted an in-depth analysis of 11 key documents on the topic of American Indian education. The MWCC analysis team synthesized the documents according to seven current state and national themes and trends relating to American Indian education. The team organized the documents based upon authorship (Indian or non-Indian) and geographic scale (state or national) and then coded and analyzed them to determine emerging themes.

The identified themes provide a multitude of insights regarding issues related to the education of Minnesota's American Indian students. Regardless of document authorship, the most significant theme the team identified was Theme 1: *Close the achievement/opportunity gap for American Indian students*, indicating an agreement among American Indian education stakeholders regarding the urgency and significance of improving student achievement for American Indian children. In Indian-authored documents, the MWCC team identified universal attention to Theme 7: *Honor treaty and other legal obligations, and fulfill trust responsibilities for American Indian education*; however, in non-Indian-authored documents, the team identified no issues within Theme 7, indicating a need to build a common understanding of the importance of this theme among American Indian education stakeholders. The remaining five themes are: Theme 2: *Require American Indian curriculum and instruction for all students*; Theme 3: *Strengthen intergovernmental, interagency, and community relations*; Theme 4: *Increase funding at all levels for American Indian education*; Theme 5: *Provide professional development and capacity-building opportunities for American Indian education*; Theme 6: *Increase access to and support for high-quality American Indian educators*.

## Executive Summary

The Minnesota Department of Education Office of Indian Education will use this report to strategically plan and provide consistent support in addressing the opportunities and challenges that arise concerning American Indian education within the state. The report points to the utilization of strong leadership; best practices among municipalities, schools, and teachers; and parent involvement from tribal communities as strategies toward the improvement of American Indian education in Minnesota.

The purpose of this report is to examine and describe major concepts and assumptions underlying the foundation of American Indian education in Minnesota. The Midwest Comprehensive Center (MWCC), at the request of the Minnesota Department of Education Office of Indian Education, conducted an in-depth review of key state and national documents pertaining to the current condition of American Indian education in Minnesota. The review encompassed publications from Minnesota's Tribal Nations Education Committee, the state of Minnesota, the Minnesota Department of Education, the U.S. Department of Education, and an executive order from the White House. These selected documents contain information focused on academic achievement, educational barriers, or educational policy for American Indian K–12 students at the state and national levels.

The documents are categorized based upon authorship (Indian or non-Indian) and geographic scale (state or national). The methodology for analysis consists of reviewing and coding for common and key themes. The review team identified the following seven key themes, which are listed in order of highest frequency of occurrence to lowest frequency of occurrence:

1. Close the achievement/opportunity gap for American Indian students. This theme encompasses accountability for American Indian student identification, socioeconomic disparities affecting educational experiences, and how disparities in achievement are addressed (including graduation rates).
2. Require American Indian curriculum and instruction for all students. This theme encompasses curriculum development and instruction for both American Indian and non-American Indian students about native languages, cultures, histories, governments, and other aspects deemed to be important by American Indian communities.
3. Strengthen intergovernmental, interagency, and community relations. This theme encompasses constant awareness of American Indian governments and strategies for strengthening relationships and collaboration across government agencies, schools, organizations, and communities.
4. Increase funding at all levels for American Indian education. This theme encompasses funding for all aspects of American Indian education, in general (PK–postsecondary).
5. Provide professional development and capacity-building opportunities for American Indian education. This theme encompasses professional development and capacity building for all people, governments, agencies, organizations, and communities involved in American Indian education.

6. Increase access to and support for high-quality American Indian educators. This theme encompasses ideas for creating a pipeline for the development of high-quality American Indian educators.
7. Honor treaty and other legal obligations, and fulfill trust responsibilities for American Indian education. This theme encompasses fostering an understanding of and compliance with treaty rights; tribal, federal, and state laws; and the trust responsibilities for American Indian education among educational leaders.

Results are summarized in table format to illustrate commonalities and divergences toward understanding the complexities of educational issues for Minnesota’s American Indian students. In all documents, regardless of authorship, the MWCC team identified one major thematic concept—Theme 1: *Close the achievement/opportunity gap for American Indian students*—thus indicating a mutual agreement among American Indian education stakeholders regarding the urgency and significance of improving student achievement for American Indian children. In Indian-authored documents, the team identified universal attention to Theme 7: *Honor treaty and other legal obligations, and fulfill trust responsibilities for American Indian education*; however, in non-Indian authored documents, the team identified no issues within Theme 7, indicating a need to build a common understanding of the importance of this theme among all American Indian education stakeholders.

## Overview

The Midwest Comprehensive Center (MWCC) team conducted a content analysis using 11 sources<sup>1</sup> (key reports or documents) pertaining to American Indian education in the state of Minnesota. The Minnesota Department of Education, in collaboration with MWCC, purposefully selected the documents at the January 24, 2013, MWCC initial meeting, based on the following criteria: relevancy to American Indian education issues in Minnesota, reliability of publishing source/author, and recent publication date. Indian and non-Indian authors, organizations, advisory groups, and elected officials contribute to the body of literature analyzed for this report. The MWCC team systematically reviewed the sources using a two-phase process. In the first phase, the team identified common themes among the documents; and in the second phase, the team categorized the documents according to the identified themes.

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<sup>1</sup> The sources included nine separate documents. The team also conducted a separate analysis on appendices to two of those nine documents.

## Methodology

The inductive process the MWCC team used for this analysis included reading the key source documents; coding, identifying, and extracting the major themes within each source; comparing the major themes between reports; determining similarities and differences between the major themes; and developing seven common themes by combining and compressing relatively similar major themes. The team then ranked the seven common themes, from one to seven, on the basis of two criteria:

1. The number of reports that addressed the common theme
2. The number of supporting themes related to the common theme

Two raters initially were involved with the process of reading and annotating the documents. Both raters conducted a document analysis, looking for emergent themes within each document, and then went back to identify similar themes common to the documents. After this analysis, the raters identified the seven most common themes.

The second phase consisted of describing, classifying, and interpreting the contents of the documents. This phase resulted in aligning the text of the documents with the seven identified themes. The initial results of the analysis were twice reviewed by two additional members of the team.

The interrater reliability across the review team was strong, with few discrepancies. Although the initial rating was conducted independently, the second rating was based upon the findings of the first. The second rater considered the first rater's findings and determined whether she agreed or disagreed with the other rater's analysis. Where interrater disagreement arose, the raters corresponded about the discrepancies and developed a consensus. For example, Theme 3: *Strengthen intergovernmental, interagency, and community relations* and Theme 5: *Provide professional development and capacity-building opportunities for American Indian education* were initially grouped as one theme, encompassing building capacities and relationships for Indian education programming across local, state, and tribal educational departments or organizations. However, upon further discussion and clarification, the raters separated the information into two categories: text that addressed legal or policy issues (Theme 3) and text that addressed an increase in capacity and skills of the people and organizations carrying out Indian education (Theme 5).

## Results

The document analysis resulted in this report, which includes five tables that show how the documents correspond with the seven common themes and that break out how details of how the reports relate to the author or source (Minnesota versus national reports or Indian versus non-Indian authors). Table 1 provides an overview of the seven common themes and the extent to which they occur across documents.

**Table 1. Common Themes Identified**

Theme	Description	% With Theme
Theme 1: Close the achievement/opportunity gap for American Indian students. (Close Achievement Gap)	This theme encompasses accountability for American Indian student identification, socioeconomic disparities affecting educational experiences, and how disparities in achievement are addressed (including graduation rates).	100%
Theme 2: Require American Indian curriculum and instruction for all students. (A.I. Curriculum and Instruction)	This theme encompasses curriculum development and instruction for both American Indian and non-American Indian students about native languages, cultures, histories, governments, and other aspects deemed to be important by American Indian communities.	82%
Theme 3: Strengthen intergovernmental, interagency, and community relations. (Strengthen Relations)	This theme encompasses constant awareness of American Indian governments and strategies for strengthening relationships and collaboration across government agencies, schools, organizations, and communities.	73%
Theme 4: Increase funding at all levels for American Indian education. (Increase Funding)	This theme encompasses funding for all aspects of American Indian education, in general (PK–postsecondary).	73%
Theme 5: Provide professional development and capacity-building opportunities for American Indian education. (Professional Development and Capacity Building)	This theme encompasses professional development and capacity building for all people, governments, agencies, organizations, and communities involved in American Indian education.	64%
Theme 6: Increase access to and support for high-quality American Indian educators. (Increase and Support A.I. Educators)	This theme encompasses ideas for creating a pipeline for the development of high-quality American Indian educators.	63%

Theme 7: Honor treaty and other legal obligations, and fulfill trust responsibilities for American Indian education. (Treaties, Law, and Trust Responsibilities)	This theme encompasses fostering an understanding of and compliance with treaty rights; tribal, federal, and state laws; and the trust responsibilities for American Indian education among educational leaders.	55%
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Table 2 provides an overview of the documents reviewed. The documents are grouped by geography (state or national) and by author source type (Indian or non-Indian). Each group is in reverse chronological order. The columns indicate which of the seven themes are present in each document.

**Table 2. Document Themes at a Glance**

<b>Document</b>	<b><u>Theme 1:</u> Close Achievement Gap</b>	<b><u>Theme 2:</u> A.I. Curriculum and Instruction</b>	<b><u>Theme 3:</u> Strengthen Relations</b>	<b><u>Theme 4:</u> Increase Funding</b>	<b><u>Theme 5:</u> Professional Development and Capacity Building</b>	<b><u>Theme 6:</u> Increase and Support A.I. Educators</b>	<b><u>Theme 7:</u> Treaties, Law, and Trust Responsibilities</b>
<b>Minnesota Indian-Authored Documents</b>							
Minnesota Tribal Nations Education Committee (2013)	X	X	X	X	X	X	X
Garay-Heelan and Biringer (2012)	X	X	X	X		X	X
Minnesota Tribal Nations Education Committee (2010)	X	X	X	X	X	X	X
Minnesota Department of Education (1997) <sup>2</sup>	X	X	X		X		X
<b>National Indian-Authored Documents</b>							
Akin Gump Strauss Hauer & Feld LLP (2012)	X	X	X	X	X		

<sup>2</sup>An initial review of the Minnesota Indian Education curriculum (via the analysis of 13 curriculum concept maps) was done to identify which of the seven themes the curriculum addressed. However, the volume and formatting of the current Minnesota Indian Education curriculum (which contains 13 units and hundreds of pages) did not lend itself well to the format of the tables in this report and is not referenced in the remainder of this document.

<b>Document</b>	<b><u>Theme 1:</u> Close Achievement Gap</b>	<b><u>Theme 2:</u> A.I. Curriculum and Instruction</b>	<b><u>Theme 3:</u> Strengthen Relations</b>	<b><u>Theme 4:</u> Increase Funding</b>	<b><u>Theme 5:</u> Professional Development and Capacity Building</b>	<b><u>Theme 6:</u> Increase and Support A.I. Educators</b>	<b><u>Theme 7:</u> Treaties, Law, and Trust Responsibilities</b>
National Advisory Council on Indian Education (2012)	X	X	X	X	X		X
U.S. Department of Education (2011)	X	X	X	X	X	X	X
<b>Minnesota Non-Indian-Authored Documents</b>							
Minnesota (2011)	X			X	X	X	
Minnesota Minority Education Partnership (2012)	X	X		X		X	
<b>National Non-Indian-Authored Documents</b>							
U.S. Department of Education (2012)	X						
Executive Order 13592 (2011)	X	X	X			X	

## Detailed Alignment of Themes in the Documents

The following three tables provide a more in-depth explanation of the documents so that the reader can see major findings, with direct quotes (when possible), from each individual report and can see how these key report findings align with the seven themes. In each table, the left column lists the seven themes, and the other columns give quotes from each document that align with each theme. Specifically, Table 3 aligns quotes from Indian-authored documents originating in Minnesota, Table 4 aligns quotes from Indian-authored documents originating at the national level, and Table 5 aligns quotes from state and national documents written by non-Indian authors.

**Table 3. Content From Minnesota Indian-Authored Documents Aligned With the Themes**

Theme	Minnesota Tribal Nations Education Committee (2013)	Garay-Heelan and Biringer (2012)	Minnesota Tribal Nations Education Committee (2010)
Theme 1: Close Achievement Gap	<p>“The State of Minnesota has the lowest graduation rate for American Indian students in the Nation. We find this unacceptable and request State agencies to work with us in identifying and implementing strategies to improve the educational outcomes for all American Indian children and ensure that high-quality academic assessments, accountability systems, teacher preparation and training, curriculum, and instructional materials are aligned with challenging academic standards so that students, teachers, parents, and administrators can measure progress, against common expectations for student academic achievement.”</p> <p>“The University of Minnesota and Minnesota’s Private Colleges must identify reasons for the low retention rate and put strategies in place to address these issues.”</p> <p>“An annual report to Tribes on the status of these and other efforts</p>	<p>Closing the achievement gap/opportunity gap (between Indian and non-Indian students)</p> <p>Improving relations between schools and Indian students, families, and communities (i.e., community outreach, relationship building, awareness training, capacity building)</p>	<p>“American Indian students have some of the highest drop-out rates within the State of Minnesota. We find this unacceptable and request the State to work with us in identifying and implementing strategies.”</p>

Theme	Minnesota Tribal Nations Education Committee (2013)	Garay-Heelan and Biringer (2012)	Minnesota Tribal Nations Education Committee (2010)
	<p>related to the outcomes of American Indian students are expected prior to the end of July each year.”</p> <p>“The Minnesota Department of Education must assist school districts in removing barriers for participation in extra-curricular activities such as transportation and fees. All American Indian children should have the option of participating in these activities.”</p> <p>“Decrease American Indian student drop-out rate.”</p>		
Theme 2: A.I. Curriculum and Instruction	<p>“Require the state teaching standards to incorporate a curriculum with specific content regarding tribal sovereignty, accurate accounts of history and culture for individuals in teacher training programs, and require current teachers to attend courses in these content areas within five years in order to maintain teaching licenses.”</p>	<p>Improving American Indian curricula that is reflective and culturally responsive to the eleven Minnesota tribes (i.e., that is linguistically, regionally, and culturally responsive to the community and Ojibwe or other tribal practices, policies, history, and governance and statutes)</p>	<p>“Require the state teaching standards to incorporate a curriculum with specific content regarding tribal sovereignty, accurate accounts of history and culture for individuals in teacher training programs, and require current teachers to attend courses in these content areas within five years in order to maintain teaching licenses.”</p> <p>“Require Indian Education for all students in Minnesota educational school systems (state and private).”</p>

Theme	Minnesota Tribal Nations Education Committee (2013)	Garay-Heelan and Biringer (2012)	Minnesota Tribal Nations Education Committee (2010)
Theme 3: Strengthen Relations	<p>“Whereas the Indian Commerce Clause of the U.S. Constitution recognizes that tribes are sovereign entities that are not subordinate to states and therefore must be dealt with on a government-to-government basis.”</p> <p>“The Minnesota Department of Education shall hold an Indian Education Summit each year for key stakeholders, to include but not limited to tribal administrators, school administrators, educators, Indian Education staff, parents and students, on relevant issues facing Indian Education in the State of Minnesota.”</p> <p>“The Office of Indian Education was reinstated in 2012 with the hiring of an Indian Education Director; it is imperative that the position becomes permanent to ensure direct communication with Tribes, Tribal Education Departments and school districts. Proposed language amending the Indian Education statute has been submitted for consideration this legislative session requesting an appointed permanent Indian Education director position, and full support is necessary.”</p> <p>“Establish a Minnesota Indian Education Office with a central location in northern Minnesota.”</p> <p>“Strengthen the Government-to-Government Relationship”</p>	<p>Strengthening TEA, FEA, SEA, and LEA educational relations (i.e., having tribal governments and tribal educational offices be a consistent and “normal” part of the multijurisdictional meetings, agreements, policy meetings, and educational administrative meetings with local, state, and federal agencies)</p>	<p>“Establish a Minnesota Indian Education Office with a central location in northern Minnesota.”</p> <p>“Mandate that the Tribal Nations Education Committee (TNEC) shall be consulted, along with elected tribal officials, and serve as the primary point of contact in all matters pertaining to the education of American Indian communities.”</p> <p>“The State of Minnesota shall conduct a minimum of four field hearings every four years on Indian Education to include Indian educators, parents and students. The hearing sites will be determined by tribal leaders.”</p> <p>“Every 2 years the Minnesota Tribes will submit a position paper on Indian education to the State Legislature.”</p> <p>“Strengthen the Government-to-Government Relationship”</p> <p>“Re-establish the Minnesota Indian Scholarship Office in Bemidji, Minnesota and its authority to administer the program, along with sufficient resources to support the office’s staff to its previous level.”</p>

Theme	Minnesota Tribal Nations Education Committee (2013)	Garay-Heelan and Biringer (2012)	Minnesota Tribal Nations Education Committee (2010)
	<p>“Re-establish the Minnesota Indian Scholarship Office in Bemidji, Minnesota” (Including its authority to administer the program, along with sufficient resources to support the office’s staff to its previous level.)</p>		
<p>Theme 4: Increase Funding</p>	<p>“The Minnesota Legislature must support Governor Dayton’s proposed increase of funding for Early Childhood Education Scholarships so that all American Indian children have access to quality programming.”</p> <p>“The Minnesota Legislature must support Governor Dayton’s proposed increase of funding for all-day kindergarten programs. All-day/every-day kindergarten program must be available for all Minnesota children.”</p> <p>“The Minnesota Legislature must support Governor Dayton’s proposed funding for School Bullying Prevention. This initiative, as well as other safe-school environment activities, must be fully funded so that all children can feel safe while attending school.”</p> <p>“Approval of equalization funds to Minnesota Tribal Colleges.”</p> <p>“Approval of a tuition and fee waiver for all American Indian students attending [Minnesota State College and University] and UM institutions.”</p> <p>“Increase by 100% the State Indian Scholarship appropriation.”</p>	<p>Increasing and maximizing Indian education funding</p>	<p>“Approval of equalization funds to Minnesota Tribal Colleges.”</p> <p>“Approval of a tuition and fee waiver for all American Indian students attending [Minnesota State College and University] and UM institutions.”</p> <p>“Increase by 100% the State Indian Scholarship appropriation.”</p> <p>“Mandate that state funding for transportation between school districts for integrated schools remain fully funded.”</p>

Theme	Minnesota Tribal Nations Education Committee (2013)	Garay-Heelan and Biringer (2012)	Minnesota Tribal Nations Education Committee (2010)
Theme 5: Professional Development and Capacity Building	<p>“It is the mission of the Tribal Nations Education Committee to strengthen, protect and advance the overall education experience and opportunities for all tribal (American Indian) students, families and communities of Minnesota. The [Tribal Nations Education Committee] requests the Minnesota Department of Education to enter into a joint Memorandum of Agreement to support our mission.”</p> <p>“The Minnesota Department of Education must coordinate efforts to support American Indian students and communities, provide technical assistance to American Indian communities, advance community outreach and other activities to enhance the education of American Indian students, and coordinate department technical assistance to help American Indian students to meet state proficiency standards. An annual report to Tribes on the status of these and other efforts related to the outcomes of American Indian children is expected prior to the end of July each year.”</p> <p>“The Minnesota School Board Association must require School Administrators, including but not limited to Superintendents, Principals, Counselors and School Board Members, to learn about</p>		<p>“Require the Department of Education to provide better technical assistance in the areas of consultation and interpretation of MDE academic standards, teacher licensure and development of Dakota and Ojibwe immersion teacher prep programs, as well as the assistance for the creation of immersion schools themselves.”</p>

Theme	Minnesota Tribal Nations Education Committee (2013)	Garay-Heelan and Biringer (2012)	Minnesota Tribal Nations Education Committee (2010)
	Tribal Sovereignty, Tribal Communities and Tribal students in order to better meet the needs of American Indian learners.”		
Theme 6: Increase and Support A.I. Educators	<p>“The State of Minnesota must increase the appropriation in order to expand, in consultation with the TNEC, the Indian Teacher Training Program to serve all reservations and high American Indian population schools, as well as expand potential participating higher education institutions. Indian Teacher Training programs must include specific and integrated instruction to better prepare teachers to meet the needs of American Indian learners.”</p> <p>“Increase number of American Indian school teachers.”</p>	Enhancing teacher education and professional development	“Increase number of American Indian school teachers.”
Theme 7: Treaties, Law, and Trust Responsibilities	<p>“Enforce the Minnesota American Indian Education Act of 1988”</p> <p>“Honor Treaty Rights to Education”</p>	Creating, reforming, and complying with Indian education law and policy	<p>“Enforce the Minnesota American Indian Education Act of 1988.”</p> <p>“Honor Treaty Rights to Education.”</p>

**Table 4. Content From National Indian-Authored Documents Aligned With the Themes**

Theme	Akin Gump Strauss Hauer & Feld LLP (2012)	National Advisory Committee on Indian Education (2012)	U.S. Department of Education (2011)
Theme 1: Close Achievement Gap	<p>“Ensure that the identification of eligible Indian students for Title VII grant funding allows for the greatest number to be eligible and that the new census classification of students does not negatively impact a student’s eligibility to be included in the Title VII count.”</p> <p>“Designate a current ED department with specific responsibilities for Urban Native children—this will provide a needed ‘focus’ for urban kids and a place that educators who are working with Urban Native children can seek support and information.”</p> <p>“Develop a data system that reflects an accurate number of both reservation-based and off reservation/urban native students in grades K–12 as well as achievement levels disaggregated for both groups.”</p> <p>“Work with tribal leadership to ensure that urban Native students’ needs are included in the agendas that are brought before tribal leadership in the consultation process.”</p> <p>“Ensure that schools who receive both Title I and Title VII will include in their Title I plans the</p>	<p>“Require the Department to better collaborate with community colleges, vocational schools and universities to prepare AI/AN [American Indian or Alaska Native] students for attainable careers, and reinstate fellowship programs for Native students.”</p>	<p>“Need to Collect and Analyze Student Data”</p> <p>“High Dropout Rates Perpetuating Cycle of Limited Opportunity”</p> <p>“Lack of Access to Early Learning Programs”</p> <p>“Need for Seamless Cradle-to-Career Pipeline”</p> <p>“Impact of Poverty and Need for Comprehensive Student Supports”</p>

Theme	Akin Gump Strauss Hauer & Feld LLP (2012)	National Advisory Committee on Indian Education (2012)	U.S. Department of Education (2011)
	<p>needs of Native Students and will collaborate with the Title VII Indian Education Programs in developing the plans and services for eligible Urban Native Students.”</p> <p>“Provide a network system for tribes, [Indian Health Service], and other agencies to provide needed services for urban Indian students. Indian students living away from their tribal jurisdiction areas are not served.”</p>		
Theme 2: A.I. Curriculum and Instruction	<p>“ED should support Native American culture as ways to prevent drop out, increase attendance and build cultural and self-esteem that translate to a better student.”</p> <p>“Include appropriate cultural curriculum to be taught in the schools. Include Native educators, teachers and curriculum specialists at the district and state levels.”</p>	<p>“Legislate to encourage the Council of Chief State School Officers and National Governors Association to consider cultural relevancy in the creation of the Common Core State Standards and assessments.”</p> <p>“Ensure that federal laws aimed at protecting indigenous peoples’ cultures and languages such as the Native American Language Act (PL 101-477) are made applicable to the states and enforced through reviews of SEA/LEA plans with Native American students by ED for such.”</p>	<p>“Instructional Materials and Access to Technology May Be Severely Inadequate”</p> <p>“Lack of Tribal Input and Inappropriate Standards, Assessments and Curricula”</p>

Theme	Akin Gump Strauss Hauer & Feld LLP (2012)	National Advisory Committee on Indian Education (2012)	U.S. Department of Education (2011)
Theme 3: Strengthen Relations	<p>“Continue the Parent Committee participation in the Title VII Indian Education Programs, which has been a very successful strategy in empowering parents to be more involved in the education of their children.”</p> <p>“ED should allow Educators who work with urban Indian youth to speak at consultation and listening sessions along with Tribal Leaders.”</p> <p>“Enforce that the Office of Indian Education communicate in writing the mandates of each grantee.”</p>	<p>“That the position of Assistant Secretary of Indian Education be created or reestablished within the Department of Education.”</p>	<p>“Disconnect Between Federal, State, and Local Governments”</p> <p>“Need for Regular Government-to-Government Consultation”</p> <p>“No Overarching Education Authority”</p> <p>“Lack of Accountability”</p> <p>“More Tribal Control Over Education”</p>
Theme 4: Increase Funding	<p>“Include in the ESEA Reauthorization a plan to help improve the equity in funding for Native Students who attend public school both on and off reservation. This will include a ‘weighted’ formula that would increase the Title VII per pupil allowance for students (who meet the JOM [Johnson-O’Malley program] definition of an eligible Indian) attending urban schools who are not receiving JOM funding. NIEA believes that providing equitable funding for Native students is in line with meeting the trust responsibilities for the education of all eligible Native Students.”</p>	<p>“Maintain or expand funding for the Tribal Colleges and Universities (TCUs).”</p> <p>“Restore the BIE Johnson O’Malley funding in a program distinct and separate from the Title VII, Indian Education program under the Dept. of Education.”</p>	<p>“Lack of Direct Funding to Tribes”</p> <p>“Insufficient Funding”</p> <p>“Due to Limited Funds, Facilities and Transportation May Be Severely Subpar”</p>

<b>Theme</b>	<b>Akin Gump Strauss Hauer &amp; Feld LLP (2012)</b>	<b>National Advisory Committee on Indian Education (2012)</b>	<b>U.S. Department of Education (2011)</b>
<p>Theme 5: Professional Development and Capacity Building</p>	<p>“ED should provide an avenue for those working with urban Indian students to find out what is being done that is successful from other schools and programs, i.e., what programs, ideas, etc. work for other urban Indian students.”</p> <p>“Provide that teachers and administrators must receive professional development when working with Native students.”</p>	<p>“Ensure that NACIE continues to be composed of diverse, well-trained educators and representatives representing the diversity of communities and students throughout Indian country, especially those communities and students who are often neglected in rural and urban communities, as well as those on reservations.”</p> <p>“Continue to hold the Bureau of Indian Education responsible for seeing that sufficient facilities exist for BIE students, and legislate that the BIE assume responsibility for the O&amp;M [Operations and Maintenance] budget and control over school construction and facilities improvement, and that the BIE receive the allocation of funds for the management of the O&amp;M, including oversight of the distribution of funds to eligible BIA/BIE programs and facilities.”</p> <p>“Legislate that the Bureau of Indian Affairs Operations and Maintenance Program (O&amp;M) increase its coordination with the Bureau of Indian Education on school construction to increase alignment between the two departments and work to solve the current school construction backlog.”</p>	<p>“Lack of Tribal Grant-Writing Capacity”</p> <p>“Lack of Parental Support Services and Training”</p>

Theme	Akin Gump Strauss Hauer & Feld LLP (2012)	National Advisory Committee on Indian Education (2012)	U.S. Department of Education (2011)
Theme 6: Increase and Support A.I. Educators		“Remove the payback requirements which currently exist within the ED Office of Indian Education Teacher Training Grants.”	“Need to Recruit and Retain Highly Effective Teachers and Leaders” “Cultivating Students as Future Teachers and Leaders”
Theme 7: Treaties, Law, and Trust Responsibilities		<p>“That the language within the reauthorization of ESEA clarifies the ‘highly qualified’ criteria to include the special and unique talents of Native language teachers and refrain from the use of ‘highly qualified’ statements that have the effect of penalizing Native speakers.”</p> <p>“That the government support and expand funding for indigenous language acquisition and proficiency by adult tribal members and continue to support language acquisition and proficiency by children through programs including, but not limited to, immersion schools.”</p> <p>“Reauthorize Title VII, Indian Education as a distinct and separate program than the BIE Johnson O’Malley.”</p> <p>“Legislate that the reauthorization of ESEA include a requirement that all school districts receiving Title I and serving a significant number of American Indian or Alaska Native and Native Hawaiian children or receiving Title VII funding have a rigorous health/physical education program.”</p> <p>“Legislate that the reauthorization of</p>	“Failure to Fulfill Historic Trust Responsibility”

Theme	Akin Gump Strauss Hauer & Feld LLP (2012)	National Advisory Committee on Indian Education (2012)	U.S. Department of Education (2011)
		<p>ESEA recognize Tribal Education Departments and Tribal Education Agencies (TEDs/TEAs), State Educational Agencies (SEAs), and Local Educational Agencies (LEAs), and make TEDs/TEAs eligible for state-level formula funding, and authorize tribal–state cooperative agreements to co-administer the ESEA programs and services within tribal geographic territories.”</p> <p>“Repeal Section 8009 (Equalization).”</p> <p>“Amend the Section 8002 (Federal Property) provision as provided for in both the House and Senate authorizing committee reported bills.”</p> <p>“Forward fund the Impact Aid Program.”</p> <p>“Avoid sequestration.”</p> <p>“Conduct a study on the effect of Impact Aid on both rural and urban schools.”</p>	

**Table 5. Content From Minnesota and National Non-Indian-Authored Documents Aligned With the Themes**

Theme	Minnesota Minority Education Partnership (2012)	U.S. Department of Education (2012)	State of Minnesota (2011)	Executive Order No. 13592 (2011)
Theme 1: Close Achievement Gap	<p>“Addressing the K–12 achievement gap that persists.”</p> <p>“Addressing the high school completion rates and trends.”</p> <p>“Review the trends in AI [American Indian] graduation and completion rates and address gaps as compared to other student groups.”</p> <p>Addressing Socio-Economic Disparities Between Student Populations</p> <p>Addressing Issues of Mobility</p> <p>“Review college readiness/ACT trends.”</p> <p>“Address differences in access and success for American Indian students in higher education.”</p>	<p>“Use of a ‘Common Rigorous Measure’”</p> <p>“Greater accountability”</p> <p>“Development of New Strategies to ‘Reduce Dropout Rates and Increase Graduation Rates.’”</p>	<p>“Raise the bar—close the gap”</p> <p>“Better early childhood education programs”</p> <p>“Better testing for better results”</p> <p>“Reading well by 3rd Grade”</p>	<p>“Improve education outcomes for American Indian and Alaska Native (AI/AN) students.</p> <p>Expand education opportunities from cradle to career for American Indian and Alaska Native (AI/AN) students.</p>
Theme 2: A.I. Curriculum and Instruction	<p>“Address and include culture and language within the curriculum.”</p>			<p>Ensure American Indian and Alaska Native (AI/AN) students have opportunities to learn their Native languages and histories.</p>

Theme	Minnesota Minority Education Partnership (2012)	U.S. Department of Education (2012)	State of Minnesota (2011)	Executive Order No. 13592 (2011)
Theme 3: Strengthen Relations				Coordination and collaboration among federal agencies, Indian tribes, and tribal education agencies
Theme 4: Increase Funding	“State Financial Investment in K–12 and Higher Education Has Declined Over the Years.”		“Funding education for the future”	
Theme 5: Professional Development and Capacity Building			“A Department of Education that provides educational leadership and support”	
Theme 6: Increase and Support A.I. Educators	Addressing disparities in teacher diversity (low American Indian representation education) and teacher capacities and support for American Indian education		“Support Teaching for better schools”	Support for “efforts to improve recruitment, development, and retention of AI/AN teachers and school leaders”
Theme 7: Treaties, Law, and Trust Responsibilities				

## Conclusion

In conclusion, the MWCC review of the 11 documents provides the reader with an overview of the present status and future needs of American Indian education in Minnesota, as summarized through seven themes. This operational document synthesizes the work of past scholars, educational administrators, educators, elected officials, and community members to create common themes that can help chart a better educational future in Minnesota for American Indian students. In particular, the need to close the achievement gap between American Indians and other students in Minnesota emerged as a universal theme across all the documents that were reviewed. This report may be used by the Minnesota Department of Education to strategically plan options for support in addressing the opportunities and challenges that arise concerning American Indian education within the state.

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